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12. HOUSING ELEMENT

12.1 Introduction and Overview

The Housing Element is an update of the City of Manteca Housing Element that was included in the comprehensive Manteca General Plan adopted in 1988. The City did not prepare a subsequent Housing Element. Therefore, the implementation measures and quantified objectives relate to conditions and community growth that have changed significantly in the intervening 15 years.

The Housing Element was prepared concurrent with preparation of the Manteca General Plan 2023, an update of the 1988 General Plan. The procedural integration of the Housing Element update and the General Plan update was necessary to link the General Plan Land Use and Housing Elements. The 2023 General Plan update embodies a departure from the land use policies in 1988 General Plan in three distinct ways that directly affect the housing opportunities in the city.

- Providing substantially greater land area for higher density housing.
- Creating a new land use zone that provides for multi-family housing in a mixed commercial setting.
- General Plan Land Use designations and planned subsequent zoning ordinance amendments will increase the housing density allowed in each zone designation.

The Housing Element identifies strategies and programs that focus on:

- Encouraging new development and rehabilitation of multi-family, small single family dwellings, cluster and other diverse types of housing;
- Removing barriers to affordable housing development;
- Maintaining and preserving existing housing;
- Promoting fair housing practices;
- Providing housing for special needs populations; and

- Reducing housing costs by providing cost efficient public services and infrastructure, and minimizing ongoing household expenditures for transportation and energy.

The Housing Element consists of five sections:

- **Introduction and Overview**, describing the purpose, scope, legislative requirements, and content of the Housing Element.
- **Evaluation of Previous Housing Element**, reviewing Manteca's housing programs and policies.
- **Community Housing Market Analysis**, providing a demographic profile of the City and existing housing conditions.
- **Housing Needs and Resources**.
- **Housing Constraints**, detailing governmental and non-governmental constraints affecting housing development.
- **Housing Goals and Policies**, setting forth Manteca's goals, policies and implementation programs to meet identified housing needs.

12.1.1 Authority

The Housing Element is mandated by the California Government Code Section 65583. The statute requires:

“The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.”

12.1.2 Community Context

The City of Manteca is located in the “heartland” of California with excellent agricultural soil, a mild climate, and access to clean water. For much of the early 20th century, the Manteca has been primarily an agricultural center. The City was incorporated on May 28, 1918.

In the last three decades population and housing growth in Manteca has been driven primarily by job growth and other factors outside of the community. Job growth coupled with significant increases in the cost of housing in the greater San Francisco

Bay Area has caused an influx of families to Manteca and other communities in the Central Valley. These families are looking for relatively affordable housing and the suburban lifestyle.

Many residents attracted by Manteca's location, climate, and housing opportunities have relocated from Bay Area locations. This has encouraged a "bedroom community" in Manteca as many households commute to areas west of the Altamont Pass, into the Bay Area.

Home developers have capitalized on this trend, constructing relatively large single-family homes at a much lower cost than markets that are closer to the Bay Area. The typical residential development is single-family, with relatively large family homes and yards.

Each morning approximately 35,000 west-bound commuters cross the Altamont Pass for employment destinations in the Bay Area, (Altamont Pass Commuter Survey, October, 2000). Approximately one-half of commute activity originates in Manteca and Tracy. These commuters correspond to roughly 21 percent of the employed residents in Manteca. In addition, the data suggests that more than 30 percent of Altamont Pass commuters are traveling to destinations in the Tri-Valley area. With many of the major employment centers located outside of the County, the average commute for San Joaquin County residents is 60 miles.

The result of these regional market forces in Manteca include higher than state average population growth, an increase in average household income, rising housing costs, and decreasing housing unit diversity.

12.1.3 General Plan Strategy for Jobs and Housing Balance

This Housing Element is a major component of the fundamental strategy embodied in the 2023 General Plan. The Housing Element will guide the City to balance housing need and job growth through policies that encourage affordable housing, increase housing diversity and provide opportunities for additional residential development in anticipation of future growth. This combines with the underlying strategy of the General Plan to increase economic development and employment opportunities in the community. The combination of diverse housing opportunities and local employment will reduce the current jobs/housing imbalance and reduce the

percentage of Manteca residents who must commute outside the region for suitable employment.

12.1.4 Consistency with Other General Plan Elements

The Housing Element is part of a comprehensive update to the Manteca General Plan and is consistent with the goals and policies of the General Plan 2023. The Housing Element is specifically related to the Land Use Element through land use designations. The Land Use element includes new and amended residential land use designations specifically intended to increase the potential density and provide opportunities for more diverse residential types. The objective of these amendments is to increase the range of affordable housing opportunities. Other elements, including economic development, circulation, public facilities, safety, and noise relate to the Housing Element by providing a community setting amenable to residential development.

The programs discussed in this Housing Element reflect the land use designations developed in the General Plan and the Land Use Element. The City has adequate sites designated for residential uses to accommodate the City's share of regional housing growth. The Housing Element and General Plan identify and support the City's ability to fulfill the adequate sites requirement under state law.

12.1.5 Time Period Covered by the Housing Element

The Housing Element covers a period extending from adoption of the General Plan Update through December 31, 2007 and must be updated every five years, consistent with State Housing Element laws.

12.1.6 Data Sources

To compile this Housing Element and review the existing Housing Element, a variety of data sources were carefully reviewed. Specific sources are listed throughout the document. The following is a list of materials and sources reviewed and agencies contacted:

City of Manteca Community Development Department

Manteca Redevelopment Agency

City of Manteca 1988 General Plan

City of Manteca General Plan 2023 (Draft)

City of Manteca Housing Element

City of Manteca Zoning Ordinance

United States Department of Housing and Urban Development (HUD)

United States Census for 2000 and 1990, City of Manteca, Manteca Urbanized Area, Manteca CCD, San Joaquin County

United States Census, 1997 Economic Profile, Manteca

State of California Department of Housing and Community Development

California Redevelopment Association

Manteca Chamber of Commerce

San Joaquin County

San Joaquin Housing Authority

Central Valley Association of Realtors

Manteca Bulletin

12.1.7 Essential Definitions

Several housing-related terms are used throughout the Housing Element. The following definitions are provided here to assist the reader. These and additional terms are also found in the Glossary at the end of this element.

Affordable Housing: Under State and federal statutes, housing which costs no more than 30 percent of gross household income is referred to as "affordable" housing. Housing costs factored into this definition include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and other related costs.

California Department of Housing and Community Development (HCD): HCD is responsible for administering State-sponsored housing programs and for reviewing housing elements to determine compliance with State housing law.

Dwelling, Multi-family: A building containing two or more dwelling units for the use of individual households is referred to as multi-family. Duplexes, apartments, and condominium buildings are examples of this dwelling unit type.

Dwelling, Single-family: A dwelling unit designed for occupancy by not more than one household is referred to as a single-family housing unit. Single-family detached units do not share a wall with other single-family units. Single-family attached units are attached to one or more other one-family dwellings by a common vertical wall.

Household: The U.S. Bureau of the Census defines a household as all persons living in a housing unit whether or not they are related. A single person living in an apartment as well as a family living in a house is considered a household. Household does not include individuals living in dormitories, prisons, convalescent homes, or other group quarters.

Income Categories: For planning purposes, HCD has established income definitions based on the Median Family Income (MFI) within California counties. Table 12-1 presents HCD 2003 income categories applicable to Manteca.

TABLE 12-1

CATEGORIES OF HOUSEHOLD INCOME

Income Group	% of San Joaquin County Median Family Income	Income Limit for a Family of 4 (2002)
Area Median	N/A	\$47,500
Very Low	0-50%	\$23,750
Low	51-80%	\$38,000
Moderate	81-120%	\$57,000
Upper	> 120%	> \$57,000

Source: Department of Housing and Community Development, 2002.

12.2 Evaluation and Revision of Existing Housing Goals and Policies

The existing housing goals and policies were established in the 1988 General Plan and were never updated.

This section of the Housing Element reviews those goals, policies and implementation measures established in 1988 with regard to the effect of those policies. This section also provides quantifiable results of the current and more recent implementation measures and programs, within the limits of information available on activities that may date back 15 years.

12.2.1 Effectiveness of the 1988 Housing Element

The 1988 General Plan and the Housing Element in that plan reflect the conditions of the community that are significantly different than today. The community was in an early phase of substantial residential growth and the emphasis of the time was on creating a community of single family homes. In the intervening years the community has experienced substantial growth. The goals and policies of the 1988 Housing Element were effective in creating neighborhoods of single family dwellings.

The housing development since 1988 almost exactly matches a fundamental policy in that plan to achieve a housing mix that was 80 percent single family homes and 20 percent multi-family. Very few new multi-family dwellings were constructed under the 1988 plan. The plan was effective in establishing high quality housing in neighborhoods that are well served by parks, schools and municipal services. The plan also was effective in maintaining the quality of existing housing. In general, the housing stock that predated the 1988 plan is in sound condition. This is due, in part, to the policies that emphasized the maintenance of homes. The city has consistently maintained code enforcement, and has provided housing rehabilitation programs to implement the plan policies.

The plan was effective in achieving fair housing opportunities. No evidence of discriminatory practices in housing were identified in the preparation of this Housing Element.

The plan was not effective in influencing the use of energy conserving techniques, other than those mandated by the building codes and state law.

The 1988 Housing Element was not effective in achieving any significant diversity of housing opportunity. This reflects the policy emphasis on single family housing and the development and zoning standards that applied.

The 2023 General Plan update and this Housing Element directly address the need for more diverse housing opportunities as described in Section 12.1. The 2023 General Plan embodies a shift in the community development vision for Manteca. Where the 1988 plan focused on single family neighborhoods as the community grew as a bedroom community serving employment growth in the Bay Area, the 2023 General

Plan emphasizes a balance between job growth and housing growth. Implementation of this vision requires substantially greater housing diversity to accommodate a diverse work force, and diverse households. The availability of quality, affordable housing is essential to the diversification and growth of the local economy.

Much of the 1988 Housing Element is included in the 2023 General Plan update, but the emphasis is changed. Those policies that would not be effective in achieving the community vision of balanced economic growth have been deleted or amended as described in Section 12.2.3.

12.2.2 Progress in Implementation of the 1988 Housing Element

The City of Manteca has undertaken various housing programs to implement the goals and policies established in 1988. The Manteca Redevelopment Agency has been the primary agent for implementing housing programs and has shown a good faith effort towards meeting affordable housing needs in the community.

The housing programs implemented by the City of Manteca and the Manteca Redevelopment Agency include the following.

First-Time Homebuyer Program

Since the inception of redevelopment activities in 1987, approximately 1,721 housing units have been built in Manteca's Redevelopment Project Area. Seventy-one of these units have been restricted for low- and moderate-income households through the Agency's First-Time Homebuyer program (which ended in 1995 and was reestablished in 2001). The balance of the units (1,650) have been in market-rate development without affordability covenants.

The City has recently approved this program to:

- assist low- and moderate-income households purchase single-family homes.
- provide housing assistance to area residents.
- allow low- and moderate-income households to enter the ownership housing market.
- support owner-occupancy of housing, especially in Manteca's older neighborhoods.

To be eligible for the program, recipients and/or households must live and/or work within the city limits of Manteca, must be at or below moderate-income levels (Table 12-1), and must either be a first-time homebuyer or not have owned a home for a period of five years. No person can receive assistance through this program more than once. New or resale homes anywhere in the City of Manteca are eligible for the program with a sales price at or below the median housing price (\$203,304, effective through December 2002, City of Manteca). Recipients must agree to repay the down payment assistance if the home is sold, if the home is refinanced and equity is removed, if the owner does not live in the home, or 40 years from the purchase of the home whichever occurs first.

Senior Housing Rehabilitation Program

The Senior Housing Rehabilitation Program is designed to assist those eligible seniors who have minor home repair needs. The goals are to assist qualifying seniors with minor health and safety repairs, and improve and preserve housing for low to very low income senior households. Health and Safety Code Section 33670 requires that 20% of all tax increment allocated to the Manteca Redevelopment Agency be used for the purpose of increasing, improving and preserving the City's supply of housing for individuals and families of low to very low incomes. Seniors assisted will be those who fall at or below 80% of the median income for San Joaquin County.

This grant program is designed to allow seniors living within the city limits of Manteca to correct *minor* defects in their homes and enhance the physical quality of their living environments.

Applicants must be 60 years or older, or be 50 years or older and meet the Social Security Administration definition of disabled. Applicants must live within the city limits of the City of Manteca and be the owner occupant of the home. Applicants must agree to repay the grant money received if the home is sold to an ineligible person within 12 months of receiving the grant. Total household income must be at or less than the "lower" income level, defined as 80% of San Joaquin County "median" income level. Repairs must be authorized by Agency staff before the start of work and must be done by a licensed contractor.

The amount of each individual grant can not exceed \$2,500. Only one grant is allowed per house in any 12-month period, with a total limit of \$5,000 per house and person.

Cedar Glen Affordable Housing Project

The affordable housing development includes 66 single-family affordable units. Redevelopment Agency funds were used for the acquisition of land. Also, the Redevelopment Agency's Down Payment Assistance Program (described below) offers assistance to low-moderate income households.

Project Hope Family Shelter

The Redevelopment Agency approved a deferred \$75,000 loan to assist a private non-profit organization with the purchase of a site for an 18-unit family shelter.

Housing Choice Voucher Program (HCVP) (Section 8)

The San Joaquin County Housing Authority is authorized to lease privately-owned dwellings and sublease them to low-income citizens at reduced rates. The Section 8 program originally allocated 945 units in 1967. At the end of 1998, the Section 8 program had allocated over 2,800 certificates and vouchers throughout San Joaquin County. In 1999, a new program was introduced to the Housing Authority called the Housing Choice Voucher Program (HCVP). This program eliminated certificates and offered tenants a voucher with more flexibility in renting a unit, as long as their portion didn't exceed 40 percent of their income during the initial term. The HCVP also allowed owners more flexibility with their initial rent as well as market based rent adjustments. In addition to the HCVP, the Housing Authority received 700 Welfare-to-Work vouchers to assist families in becoming self-sufficient.)

Union Courts Apartments

The City of Manteca Redevelopment Agency provided more than \$2.5 million for rehabilitation of the Union Courts Apartments in Manteca. San Joaquin County provided \$295,164 of HOME Program funds. The HOME Program provides federal funds, with a 25 percent match required from a non-federal matching source.

The funds were used to rehabilitate 68 units of affordable housing located in the Union Courts Apartments on South Union Road and Wawona Street in the City of Manteca. The property is a six building apartment complex with a total of 68 two-bedroom units. The units were generally in a dilapidated condition, with some in substantially more serious states of disrepair. The total cost for the rehabilitation project, with funds coming from a variety of sources, was \$8,759,621.

The majority of the units will be income restricted for fifteen years to low-income (80% or below of County median income) households. This project is not located in a redevelopment project area.

Housing Rehabilitation Matching Grant Program

This newly established program is an initiative of the Manteca Redevelopment Agency to eliminate blight, support home ownership, enhance the quality of affordable housing, and encourage private investment in Manteca's residential areas. The program provides a matching grant to lower income Manteca homeowners for home rehabilitation. The level of assistance can be up to \$10,000 and covers 50 percent of the cost of eligible improvements. Assistance is provided in the form of a loan that is forgiven after 5 years, subject to certain restrictions. Loans can be used to fund Health and Safety improvements (as defined by the California Health and Safety Code) and exterior improvements.

To be eligible for the program, homes must be located in the City, be single-family detached units, and must be owner occupied. Households must be low-income.

Almond Terrace Senior Apartments

The Almond Terrace Senior Apartments, located on a 2.4-acre parcel on North Union Road, near Lathrop Road, is a 50-unit rental complex for seniors. Almond Terrace will provide 49 one-bedroom units for low-income seniors that average about 550 square feet in size. One 780-square-foot unit will be set aside for the apartment manager. Seniors earning up to 50 percent of the area's median income will be eligible to live at Almond Terrace.

The City of Manteca Redevelopment Agency provided \$1.6 million and San Joaquin County provided \$300,000. As part of its financing deal, Eden Housing has deeded

over to the city the other 2.2 acres of land it purchased at the location. This will be used for a second phase of apartments similar to those already completed at Almond Terrace.

Table 12-2 summarizes the housing programs implemented by the City of Manteca and the Redevelopment Agency. Generally, these programs reflect the effort in the period since 2001. The First Time Homebuyers Program was the primary housing program offered subsequent to adoption of the 1988 General Plan. This program was dormant from 1987 to 1995, but represents the most significant housing program in the early years following adoption of the 1988 Housing Element. Quantified objectives were adopted only for the period 1988 through 1992.

TABLE 12-2
SUMMARY OF HOUSING PROGRAM ACTIVITY

Project or Program	# of Units	Income Category	Project Type
First Time Buyer Program	71	L,M	Buyer assistance
Cedar Glen Affordable Housing Project	66	L,M	
Project Hope Family Shelter	18	VL,L	Shelter only, not permanent
Union Court Apartments	68	L	Rehabilitation
Almond Terrace Senior Apartments	49	VL	Seniors only
Total Dwelling Units	272		

Source: Wade Associates September 2003

12.2.3 Appropriateness of Goals and Policies

The 1988 Housing Element established five goals identified in this section. The goals were reviewed by the General Plan Steering Committee and deemed to be valid for the current General Plan. Therefore, the goals are included in the current Housing Element. Additional goals were adopted in the current Housing Element. The complete set of goals and policies for the current Housing Element is included in Section 12.9.

Each of the 1988 Housing Element goals also included several policy statements that are also included in the current Housing Element. However, several policies were amended in the current Housing Element to provide more emphasis on expanding the range of housing opportunities and to make the policies more affirmative regarding city action.

The following section identifies the 1988 policies that are amended in the current Housing Element. The 1988 policies that are not specifically addressed here are included in the current goals and policies set forth in Section 12.9.

All of the amended policies and the new policies were thoroughly reviewed and approved by the General Plan Steering Committee in a series of noticed public meetings.

Goal A:

To provide a range of housing types, densities, designs, and meet existing and projected housing needs for all economic of the community. (1988 GP)

A-2. The City shall regulate the number of housing units approved each year according to a growth management system that reflects the availability of infrastructure, the City's ability to provide public services, housing needs, and employment growth. Multi-family housing and housing affordable to low- and very low-income households shall be counted in the City allocation for sewer permits.

Policy A-2 is amended to so that allocation for multi-family housing and housing affordable to low- and very low-income households is separated from all other housing allocations in the city Growth Management program. This provides an advantage for affordable housing because it then does not compete for limited sewer permit allocations with all other housing types. An update to the Growth Management ordinance that would implement this policy is currently in consideration by the City Council.

A-4. The City shall ~~strive to achieve an overall ratio of 80 percent~~ establish residential zoning to achieve a mix of single family ~~to 20 percent~~ and multi-family development that will provide adequate housing opportunities for households of all income levels.

Policy A-4 is amended to remove the ratio established in the 1988 General Plan. The 1988 policy was adopted to emphasize production of detached, single family

dwelling and limited the production of multi-family development. This resulted in very limited production of multi-family housing for many years. The amended policy is intended to eliminate that restriction on multi-family housing and increase the opportunity for housing diversity.

- A-5. The Redevelopment Agency ~~may~~ shall be encouraged to use its powers as appropriate to acquire and assemble sites for residential development, while minimizing displacement of existing residents.

Policy A-5 is amended to make the role of the Redevelopment Agency more affirmative in creating housing opportunities.

- A-7. The City shall use available state and federal funding assistance that is appropriate to Manteca's needs, to develop affordable housing. Appropriate programs may include, but are not limited to: Community Development Block Grant Program (CDBG), Home Investment Partnership Program (HOME), Multi-Family Housing Program (MHP), and other programs aimed at providing housing affordable to low- and very low-income households.

- A-9. The City shall support the continued use of rental assistance opportunities, including Section 8 rent certificates by Manteca residents.

Policies A-8 and A-9 were amended to ensure that range of housing assistance and rental assistance programs are not limited to just the traditional programs.

- A-13. ~~The City shall allow mobilehome and factory built housing that is installed on permanent foundations and that meets all zoning requirements on any residentially zoned parcel.~~

Policy A-13 was deleted because the City Zoning Ordinance now implements this policy.

Goal B: To encourage the maintenance and continued improvement of the existing housing stock and residential neighborhoods.

Policies:

- B-4. The City shall give priority in City housing rehabilitation programs to ~~the downtown~~ infill areas.

Policy B-4 was amended to expand the effort to other in-fill areas beyond the downtown. The downtown area is specifically defined in city documents and opportunities to apply the funding may occur outside this limited area.

B-5. The City shall support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair and providing neighborhood improvements, such as street lighting, landscaping and recreation amenities that contribute to stable, quality neighborhoods.

Policy B-5 was amended to indicate the specific improvements that would be applied to help sustain older neighborhoods. This policy is associated with the City's residential design guidelines, and is intended to influence the use of CDBG and other improvement funds.

Goal C: To ensure the provision of adequate services to support existing and future residential development.

Policies:

C-2. The City shall support the use of Community Development Block Grant and redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in ~~the downtown~~ infill areas.

C-4. The City shall ~~attempt to~~ ensure that housing developments pay their own way in terms of financing public facilities and services.

Policy C-2 was amended to expand the effort to other in-fill areas beyond the downtown. The downtown area is specifically defined in city documents and opportunities to apply the funding may occur outside this limited area.

Policy C-4 was amended to state the policy in a more affirmative manner.

Goal D: To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of race, sex, and other arbitrary factors.

Goal E: To encourage energy efficiency in all new and existing housing.

The policies associated with Goals D and E are included in their original form in Section 12.9.

12.3 Community Participation

The Housing Element update was concurrent with the comprehensive General Plan update. The community outreach occurred as part of the comprehensive planning process, and included:

- Public workshops on the Housing Element with the General Plan Steering Committee.
- Public notices and articles in the local newspaper regarding the update of the Housing Element.
- Telephone interviews with housing service providers.
- Telephone interviews with realtors, developers and other private sector housing providers.
- Fliers and notices posted in the Manteca Senior Center regarding the Housing Element workshops at the Steering Committee.
- Maintenance of a website for the preparation of the General Plan update that included the drafts of the Housing Element.

The primary forum for citizen participation was the General Plan Steering Committee. All elements of the General Plan, including the Housing Element, reflect the values and preferences of the residents in the community. The Steering Committee held a total of 24 meetings over a period of nearly 18 months. During those meetings issues relating to housing availability, housing type and size, housing affordability, and jobs housing balance were discussed extensively in the context of the Land Use Element, Economic Development Element, and Housing Element. Specific workshops were held to discuss housing needs and the draft Housing Element in Summer and Fall of 2002.

The City Council selected the committee to represent various segments of the community, including residents, businesses, and housing developers. The meetings were announced by newspaper announcements and postings in public facilities in an effort to encourage attendance of the meetings. Approximately 30 to 50 residents attended the various meetings on a regular basis.

A website (www.mantecagp.org) was established to assist in the dissemination of information. Meeting minutes and agendas, draft policy statements, progress reports, and contact information were readily accessible to all Manteca residents on the website.

The Planning Commission and City Council conducted public hearings on the General Plan and Housing Element in which the public was invited to provide input on priority community development and housing needs and the City's strategy in addressing these needs.

Residents of Manteca were given several opportunities to recommend strategies, and to review and comment on the City's Housing Element. These included:

- Meetings of the General Plan Steering Committee to discuss Manteca's Vision, prioritize General Plan issues, and develop goals and policies for the General Plan, including the Housing Element. All meetings were open to the public.
- Four public workshops to further discuss priority issues and plan goals and policies and review the progress of the General Plan and Housing Element.
- A 45-day public review period of the Draft Housing Element and Environmental Impact Report (EIR) as part of California Environmental Quality Act (CEQA) clearance for the Housing Element.
- Public hearings before the Planning Commission and City Council.
- Notification of all workshops and hearings was published in advance of each hearing, and copies of the draft Element and General Plan were made available for review at City Hall and the public library.

12.4 Current Condition of the Housing Stock

Manteca housing information from the 2000 Census demonstrates a community with growing housing values, low vacancy, and relatively small households. Table 12-3 summarizes a variety of 2000 Census Manteca housing characteristics, compared with the 1990 Census. These factors are described in the following section.

TABLE 12-3**MANTECA HOUSING CHARACTERISTICS**

Housing Characteristic	1990 Census	2000 Census (other source noted if Census information not available)
Total Housing Units	13,981	16,937
Median Value	\$139,400	\$213,658 (Central Valley Association of Realtors)
Average Value	\$145,828	\$223,925 (Central Valley Association of Realtors)
Owner Occupied Units	59.69%	63%
Vacancy Rate	N/A	3.4%
Owner-Occupied Vacancy Rate	N/A	1.1%
Rental Vacancy Rate	N/A	3.1%
Average Persons per Household	3.05	2.98

TABLE 12-4**MANTECA BUILDING PERMIT HISTORY**

Building Permits Issued			
Year	Single-family	Multi-Family	Total
1991	N/A	N/A	73
1992	N/A	N/A	193
1993	N/A	N/A	212
1994	N/A	N/A	162
1995	N/A	N/A	244
1996	298	0	298
1997	249	0	249
1998	322	0	322
1999	627	2	629
2000	1,147	0	1147
2001	619	0	619
TOTAL			4,148

Source: U.S. Census Bureau, City of Manteca Building Department

Nearly all building permits issued (3,262 of 3,264, Table 12-4) since 1996 have been for the construction of single-family units.

12.4.1 Housing Unit Types

Single family detached dwellings are the predominant housing type in Manteca. Of the 17,509 total housing units in Manteca, 71.5 percent are single-family, detached

homes. An additional 10.7 percent are attached units with 1, 2, 3, or 4 units in the structure. The combination of these single family and duplex dwellings equals 78 percent of the total housing stock. This is consistent with the policies in the 1988 General Plan that emphasize single family homes.

TABLE 12-5**PHYSICAL HOUSING CHARACTERISTICS**

SUBJECT	PERCENT
Units in the Structure	
1, detached	71.5
1, attached	4.3
2	2.2
3 or 4	4.3
5 to 9	3.4
10 to 19	1.9
20 to 49	2.7
50 or more	5.4
Mobile Home	4.2
Boat, RV, Van, etc.	0.2
Rooms	
1 room	1.1
2 rooms	5.0
3 rooms	9.3
4 rooms	16.1
5 rooms	25.5
6 rooms	22.7
7 or more rooms	20.3
Median	5.2 rooms
Bedrooms	
No bedroom	2.6
1 bedroom	10.6
2 bedrooms	25.9
3 bedrooms	43.9
4 bedrooms	14.8
5 bedrooms	1.9

Source: 2000 Census, Manteca Urbanized Area

Apartment buildings include several small projects in the older areas of the city. Apartments with 5 to 49 units in the structure account for 5.4 percent of the housing stock. This is the same percentage as housing in larger apartment complexes of that include 50 units or more per structure.

12.4.2 Housing Tenure

The owner versus renter distribution of a community's housing stock influences several aspects of the local housing market. Residential stability is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households regardless of tenure, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder. Manteca is a predominantly owner-occupied community, with nearly 66 percent of the housing units in the City occupied by owners. Table 12-6 illustrates the City's 2000 housing inventory by tenure and household size.

TABLE 12-6
TENURE OF HOUSING UNITS

	PERCENT
TENURE	
Owner-occupied housing units	65.8
Renter-occupied housing units	34.2
OWNER-OCCUPIED HOUSING UNITS BY HOUSEHOLD SIZE	
1-person household	14.1
2-person household	30.5
3-person household	17.5
4-person household	19.6
5-person household	10.9
6-person household	4.4
7-or-more-person household	3.1
RENTER-OCCUPIED HOUSING UNITS BY HOUSEHOLD SIZE	
1-person household	23.1
2-person household	22.4
3-person household	18.8
4-person household	17.9
5-person household	9.8
6-person household	4.5
7-or-more-person household	3.5

Source: 2000 Census, CCD

12.4.3 Housing Sale Prices and Rents

Table 12-7 summarizes the average sales price for homes in Manteca in 1999 and 2001. Median prices have significantly increased for single-family homes in recent years .

TABLE 12-7

MEDIAN HOME VALUE

	1999	2001
Average Sales Price	N/A	223,712
Median Sales Price for a 3 bedroom home	146,477	208,000
Median Sales Price for a 4 bedroom home	192,914	267,000

Sources: Manteca Chamber of Commerce, Central Valley Association of Realtors, and the City of Manteca website.

The majority of large size units (those with three or more bedrooms) available for sale are single-family homes that are priced substantially higher than condominium or townhouse units. Increasing sales prices reflect an increase in the demand for housing in the City of Manteca. However, housing prices are significantly less than comparable dwellings in the Bay Area. The Central Valley ranks as the fourth most affordable region in the State (City of Manteca).

Fair market rents for San Joaquin County in Fiscal Year 2002-03 range from \$475 for studio to \$1,132 for a 4-bedroom unit (Table 12-8, Comparison of Rental Costs). Based on a sample survey conducted in March 2002, rental housing in Manteca is approximately 25 percent above fair market rent. It is also important to note that there is a low vacancy rate for rental units, indicating a high demand for and high cost of rental housing.

TABLE 12-8
COMPARISON OF RENTAL COSTS

	Number of Bedrooms				
	0	1	2	3	4
Fair Market Rents: Stockton and San Joaquin County	\$475	\$537	\$690	\$960	\$1,132
Sample Survey of Manteca Rents: March 2002	\$450	\$605	\$746	\$1,228	\$1,404
Range of Rents	\$300- \$600	\$425- \$725	\$525- \$900	\$950- \$1,475	\$1,150- \$1,600
% above FMR	-5.33%	12.66%	8.12%	27.92%	24.03%

Notes: Sample survey was conducted on units advertised in the Manteca Bulletin in March 2002. This survey is not intended to be a scientific study of rental costs, but to provide a snapshot of current rental costs. Units surveyed include rooms for rents, apartments, duplexes, triplexes, quadplexes, and single-family homes. Source: Manteca Bulletin (Sample Survey of Manteca Rents) and U.S. Department of Housing and Urban Development (Fair Market Rents)

12.4.4 Housing Unit Condition

The age of housing is commonly used as a measure of housing unit condition. By this gauge, housing units over 30 years old are likely to have rehabilitation needs. Approximately 25 percent of the housing stock in Manteca is over 30 years old (built before 1970); 23 percent built between 1970 and 1979; 29 percent built between 1980 and 1989; and 23 percent built between 1991 and 2001. These statistics reflect the tremendous growth in the area during the 1980s and 1990s and the growth that continues today. This index suggests that a significant portion (approximately 48 percent) of the existing housing stock will be likely to need some form of rehabilitation in the next 7-10 years. These needs can include new roofing, foundation work, and new plumbing, though often rehabilitation needs are limited to minor repairs and clean-up of the site. Currently, only 0.5 percent of the total housing units lack complete plumbing facilities and 0.7 percent lack complete kitchen facilities (2000 Census, Manteca Urbanized Area).

A windshield survey of housing units was completed from July through December 2001 and focused on the older neighborhoods in and around the downtown core. Neighborhoods south of Lathrop Avenue, west of Austin Road, north of Woodward Avenue, and east of Airport Way. The housing condition is generally considered

“good to excellent” indicating that the exterior of the housing unit was well maintained and that the visible yard was maintained. Trash or debris was negligible. There were small pockets of “poor” condition housing, typically less than 10 dwellings in any given neighborhood. The poor condition housing is typically a reflection of poor cosmetic condition regarding exterior maintenance of the unit (i.e., the home needs paint or a new roof) rather than seriously dilapidated.

Many of the current issues are related to property maintenance. Debris on the ground, deteriorated fencing and roofs, damaged exterior building material, and inoperable vehicles are common visual clues indicating poor maintenance. Only a few homes in the survey area were considered “dilapidated” or in need of serious repair.

An important indicator of the existing condition of the housing supply is the number of structurally substandard units needing structural rehabilitation or complete replacement. The Chief Building Inspector for the City of Manteca, Joe Meath, indicates that structurally poor buildings are a rare condition in the City and then only in individual spot locations. The City Building Inspector responds to calls made to his department indicating the need for municipal assistance in the repair of damaged or dilapidated housing. Typically this occurs on an average of only once or twice a month. This equates to fewer than 20 houses in any given year. The Union Courts Apartments had been one of the more notable deteriorating buildings in the city, but has recently been rehabilitated through the use of a combination of government funding, including assistance from the Redevelopment Agency.

There are no housing units currently identified as dilapidated or deteriorated to condition that would require direct intervention in rehabilitation as was done in the Union Court Apartments. Structures are generally sound and require standard maintenance throughout the city.

Based on the telephone reports received by the Chief Building Inspector and the visual inspection of housing by the Chief Building Inspector in conducting his duties throughout the city, the estimated need for rehabilitation is approximately 20 dwelling units per year, or a total of 100 units through 2007.

12.4.5 Vacancy Rates

The 2002 Census describes the Manteca rental vacancy rate as 3.3 percent, including those units in transition from one occupant to another. The 2023 General Plan used a community development projection model that takes into consideration the availability of housing, among several diverse factors. The model assumed that the vacancy rate for all housing types would be not less than 5 percent on average through the twenty year horizon of the General Plan. Several policies relating to public services, economic development, land use, and housing are predicated on the assumption that vacancy rates would be in that range. Therefore, maintaining an adequate supply of housing to achieve a 5 percent vacancy rate is fundamental to the growth strategy in the plan.

Housing supply sufficient to achieve a 5 percent vacancy rate is dependent on an adequate supply of residential zoned land ready to develop. As described in Section 12.7.2 the General Plan Land Use Element and the General Plan map provide sufficient land area to meet this need.

12.4.6 Assisted Housing At Risk of Conversion

There are two Federally Assisted Multi-family Housing projects in the City of Manteca. These projects provide housing for low and very low income households and receive subsidies through the U.S. Department of Housing and Urban Development Section 8 program.

Manteca Manor provides 83 Section 8 dwelling units for senior and handicapped residents. The expiration date of the Section 8 contract is May, 2004, however, the project is owned by a non-profit organization. Due to the non-profit ownership, HUD considers this project to be at low risk of conversion to market rate housing.

Vernal Apartments provides 41 Section 8 dwelling units for lower income families. Households using Section 8 certificates occupy two additional dwelling units in the project. This project filed the notice to opt out of the Section 8 program in May, 2001, but continues to provide Section 8 units on a year to year basis. This project is at risk of conversion to market rate housing. (California Housing Partnership Corporation, October 2003)

Conversion of the Vernal Apartments to market rate housing would result in the loss of 41 dwellings specifically targeted to lower income families.

12.5 Housing Needs

12.5.1 Demographic Characteristics of the Current Manteca Residents

This section serves to identify the nature and extent of existing and future housing needs in the City. Major components of the assessment include population and employment trends, household characteristics, and an analysis of housing conditions. This analysis establishes a baseline from which housing recommendations can be made for the Housing Element.

The following demographic characteristics provide a snapshot of the City of Manteca's population and housing stock. The demographics are typically represented through 2000 United States Census information for the Manteca Urbanized Area or CCD, unless otherwise noted.

TABLE 12-9
GENERAL DEMOGRAPHIC CHARACTERISTICS

	1990 Census	2000 Census
Total Population	40,773	49,258 (20.8% increase)
Total Households	13,466	16,368 (21.6% increase)
Total Housing Units	13,981	16,937 (21.1% increase)
Owner Occupied Units	N/A	10,305
Renter-Occupied Units	N/A	6,063
Average Household Size	3.05	2.98 (2.3% decrease)
Median Age	31.7	32.5
% Population Under 18	32.36%	31.6%
% Population Over 65	8.35%	9.3%

Source: 1990 and 2000 U.S. Census.

12.5.2 Household Characteristics

Household characteristics are an important indicator of housing need in a community. Income and affordability are best measured at the household level, as are the special needs of certain groups, such as large-family households or female-headed households.

The Census defines a "household" as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, or unrelated persons sharing living quarters. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Nearly 67 percent of Manteca residents live in owner-occupied housing, with an average household size of 3.11 persons per unit. The remaining population (approximately 33 percent) lives in rented housing, with an average density of 2.99 persons per unit. (2000 Census, Manteca CCD)

TABLE 12-10

HOUSEHOLD TYPE

HOUSEHOLD TYPE	NUMBER	PERCENT
TOTAL HOUSEHOLDS	22,047	100.0
Family Households	17,184	77.9
Male Householder	12,863	58.3
Female Householder	4,321	19.6
Non Family Households	4,863	22.1
Male Householder	2,306	10.5
Living Alone	1,652	7.5
Female Householder	2,557	11.6
Living Alone	2,134	9.7

Source: 2000 Census, Manteca CCD

TABLE 12-11

HOUSEHOLD TYPE BY TYPE OF HOUSING UNIT

HOUSEHOLD TYPE	PERCENT
Owner-Occupied (14,508 households)	100
Family Households	82.4
Non Family Households	17.6
Renter-Occupied (7,539 households)	100
Family Households	69.3
Non Family Households	30.7

Source: 2000 Census, Manteca CCD

12.5.3 Household Size

Household characteristics are important indicators of the type and size of housing needed in a city. Household size is defined as the number of persons living in a housing unit. A noticeable change in the average household size over time reflects a change in the household character and composition of a city. For example, a city's average household size will increase over time if there is a trend towards larger families or extended families living together.

The average household size in the City of Manteca is 3.11 for owner-occupied units and 2.99 for renter-occupied units. The average size of a household is 3.07 and the average family size is 3.45. (2000 Census, Manteca CCD) Table 12-12 shows the percentage of households ranked by number of occupants.

TABLE 12-12

HOUSEHOLD SIZE

NUMBER OF OCCUPANTS	PERCENT
One	17.2
Two	27.7
Three	17.9
Four	19.0
Five	10.5
Six	4.5
Seven or more	3.2

Source: 2000 Census, Manteca CCD

12.5.4 Age of Population

Age distribution in the population is an important factor in determining housing demand. The median age of Manteca's population is 31.7 years of age (2000 Census), reflecting a slight decrease in age from the median 32.5 years in the 1990 Census. Sixty-three percent of the total population is age 21 or over.

12.5.5 Income and Poverty

Household income is an important consideration when evaluating housing and community development needs because low income typically constrains a household's ability to procure adequate housing or services.

TABLE 12-13**HOUSEHOLD EARNINGS**

HOUSEHOLDS EARNINGS	PERCENT
Less than \$10,000	6.1%
\$10,000 to 14999	3.9%
\$15,000 to \$24,999	11.2%
\$25,000 to \$34,999	12.5%
\$35,000 to \$49,999	19.5%
\$50,000 to \$74,999	24.8%
\$75,000 to \$99,999	11.4%
\$100,000 to \$149,999	8.4%
\$150,000 to \$199,999	1.3%
\$200,000 or more	1.0%
MEDIAN HOUSEHOLD INCOME (dollars)	\$47,359
MEDIAN FAMILY INCOME (dollars)	\$51,963
PER CAPITA INCOME (dollars)	\$18,399

Source: 2000 Census, Manteca CCD

TABLE 12-14**MANTECA POVERTY STATUS IN 1999 (BELOW POVERTY LEVEL)**

POVERTY STATUS	PERCENT (below poverty level)
Families	7.2
Families with related children under 18 years	9.3
Families with related children under 5 years	13.6
Families with Female Householder	19.3
Families with Female Householder with related children under 18 years	22.7
Families with Female Householder with related children under 5 years	35.2
Individuals 65 years and over	6.1

Source: 2000 Census, Manteca CCD

TABLE 12-15
CHARACTERISTICS OF MANTECA HOUSEHOLDS BELOW POVERTY LEVEL

TYPE OF HOUSING UNIT	PERCENT
OWNER-OCCUPIED HOUSING UNITS	
Lacking complete plumbing facilities	1.5
1.01 or more occupants per room	6.7
Built 1939 or earlier	7.4
Householder 65 years and over	21.7
With public assistance income	6.2
With Social Security income	31.6
No telephone service	3.0
RENTER-OCCUPIED HOUSING UNITS	
Lacking complete plumbing facilities	1.5
1.01 or more occupants per room	29.9
Built 1939 or earlier	6.3
Householder 65 years and over	9.5
With public assistance income	23.5
With Social Security income	20.1
No telephone service	6.7

Source: 2000 Census, Manteca CCD

12.5.6 Housing Overpayment

According to the HUD income guidelines for 2002, the Median Family Income (MFI) in San Joaquin County for a family of 4 is \$47,500. A very low-income household (0-50 percent MFI) earns up to \$23,750, and a low-income household (51-80 percent MFI) earns up to \$38,000. (Table 12-1)

Approximately 39.5 percent of Manteca households overpay for housing (pay over 30 percent of their income for housing). The median gross rent as a percentage of household income (1999) is 25.9 percent (2000 Census, Manteca Urbanized Area).

TABLE 12-16**PERCENTAGE OF RENT, BY INCOME LEVEL**

INCOME LEVEL	PERCENT
Less than \$10,000	11.0
Less than 20 percent	2.8
20 to 24 percent	0.0
25 to 29 percent	2.2
30 to 34 percent	3.7
35 percent or more	77.0
Not computed	14.2
\$10,000 to \$19,999	15.4
Less than 20 percent	0.6
20 to 24 percent	2.2
25 to 29 percent	6.5
30 to 34 percent	5.6
35 percent or more	83.7
Not computed	1.4
\$20,000 to \$34,999	25.4
Less than 20 percent	7.0
20 to 24 percent	17.6
25 to 29 percent	19.8
30 to 34 percent	17.8
35 percent or more	36.9
Not computed	0.9
\$35,000 or more	48.2
Less than 20 percent	58.6
20 to 24 percent	23.6
25 to 29 percent	9.6
30 to 34 percent	3.2
35 percent or more	3.2
Not computed	1.8

Sources: Manteca Chamber of Commerce, Central Valley Association of Realtors, and the City of Manteca website.

12.5.7 Employment and Unemployment

The employment status (Table 12-17) and commuting patterns (Table 12-18) of the existing Manteca population are shown below.

TABLE 12-17

EMPLOYMENT STATUS (OVER 16 YEARS OF AGE)

EMPLOYMENT STATUS	NUMBER	PERCENT
Population in Civilian labor Force	23,256	63.1
Employed	21,386	58.0
Unemployed	1,870	5.1
Armed Forces	29	0.1
Not in Labor Force	13,583	36.8

Source: 2000 Census, Manteca CCD

TABLE 12-18

COMMUTING PATTERNS OF MANTECA WORKERS (OVER AGE 16)

COMMUTING TO WORK	PERCENT
Car, truck, or van- drove alone	77.0
Car, truck, or van- carpooled	15.9
Public Transportation (including taxicab)	1.5
Walked	1.8
Other Means	1.3
Worked at Home	2.6
Mean Travel Time to Work (in minutes)	34.2 minutes

Source: 2000 Census, Manteca CCD

12.5.8 Households with Special Needs

Certain segments of the population may have more difficulty finding decent, affordable housing due to their special needs. In Manteca, these special needs groups include the elderly, disabled persons, large households, female-headed households, and low-income households.

Manteca's special needs population includes elderly persons (9.2 percent), persons with disabilities (20.2 percent), large families (18.2 percent), families with female heads of households (13 percent), and low-income households (7.2 percent). In addition, there is an unknown number of homeless individuals and farm laborers that periodically reside in the City. The municipal boundary of Manteca is substantially developed and there is little active farmland within the city.

A shortage of affordable rental units persists for special needs persons throughout the City, and the waiting list for the Section 8 rental assistance program is substantial. Special needs households typically require special accommodations; such as disabled access, larger and more affordable units, additional supportive services, or access to rental housing subsidies.

Elderly Households

Approximately 4,580 persons, 9.2 percent of Manteca residents, are 65 years of age or older (2000 Census, Manteca CCD). In 1990 elderly persons accounted for 8.3 percent of all households. This suggests that the resident population is aging in place despite the lack of smaller housing units. Over 75 percent of elderly households are in owner occupied dwellings. Nearly all live in dwellings with less than 1 occupant per room, suggesting that the majority are "empty nesters". As this population continues to age in place there will be an increasing need for smaller dwellings with lower costs and lower maintenance responsibilities. Many residents will eventually require some level of health care in their residences.

TABLE 12-19

HOUSING CHARACTERISTICS OF MANTECA SENIORS (OVER AGE 65)

	Percent of Senior Households
Owner-Occupied	75.9
Less than 1.01 occupants per room	99.3
No telephone service	1.1
No vehicle available	17.5
Below poverty level	6.6
Meals included in rent	3.4

Source: 2000 Census, Manteca CCD

The mean retirement income in 1999 was \$15,977. Families with a householder age 65 or over experience a poverty rate of 4.2 percent. (2000 Census, Manteca Urbanized Area) These characteristics indicate a need for smaller, lower-cost housing units with easy access to transit and health care facilities.

As the elderly residents transition from larger family style housing to smaller, perhaps assisted living, dwellings the demand for such housing will increase significantly compared to the limited supply available today. This demand will be

met in part through new zoning designations that allow for mixed use developments and higher density detached dwellings that will be better suited to the needs of independent elderly.

Developmentally Disabled Persons

A developmental disability is one that:

- occurs before age 18;
- is expected to continue indefinitely;
- constitutes a substantial handicap;
- includes mental retardation, cerebral palsy, epilepsy, and autism;
- other disabilities requiring treatment similar to mental retardation.

The California State Department of Developmental Services (DDS) is responsible for administering the Lanterman Developmental Disabilities Services Act and the Early Intervention Services Act. These laws ensure the coordination and provision of services and supports to enable persons with developmental disabilities to lead more independent, productive and integrated lives. DDS carries out its responsibilities through 21 community-based, non-profit corporations known as Regional Centers, and State-operated facilities, including State Developmental Centers. (www.dds.ca.gov)

The Valley Mountain Regional Center (VMRC), located in the City of Stockton, is one of the private, non-profit corporations that contracts annually with the California State Department of Developmental Services to provide diagnostic, evaluation, case management, and prevention services to people with developmental disabilities in the counties of Calaveras, San Joaquin, Stanislaus and Tuolumne. The developmentally disabled persons living in Manteca are served by the VMRC.

As of February 2003, there were approximately 8,000 developmentally disabled persons living within the VMRC population area. Living arrangements for this population include:

- 68% live in their own homes;

- 17% live in Board-and-Care homes;
- 10% live in Independent/Supported arrangements (i.e., rental units, apartments);
- 1% live in Developmental Centers;
- 4% Other.

Fifty-five percent (55%), or 4,400, of the 8,000 developmentally disabled persons living within the VMRC population area live within San Joaquin County. Approximately one-half of those 4,400 persons are under 18 years of age. There are no specific population numbers available for the percentage of those 4,400 County residents who live within the City of Manteca. (Judy Beacham, VMRC, telephone conversation)

Many of the developmentally disabled adults are dependent upon SSI (Social Security) funds, and require affordable housing. Housing needs also include those required under the Americans with Disabilities Act (ADA), including exterior and interior wheel-chair access, lowered kitchen and bathroom counters and fixtures, and wider exterior and interior doorways. Given the low income status and/or physical disabilities of many of these persons, the developmentally disabled population also needs housing located near public transportation facilities. (Jan Bush, VMRC Resource Development Department, telephone conversation)

Large Households

Large households (with five or more members) are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. When large households are also lower income, the result is often overcrowding of smaller dwelling units and in turn, accelerating unit deterioration.

According to the 2000 Census, 18.18 percent of all Manteca households have five or more members and are considered large households. There is no distinct difference between owner-occupied and renter-occupied units. Owner-occupied units have a rate of 18.37% of large households, while renter-occupied units have a 17.81% of large households.

Families with Female Head of Household

Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group.

Approximately 13 percent have a female head of household (2000 Census). The 1999 median income for families with a female head of household was \$26,431 (with children under 18) and \$31,714 (with no children under 18). Of the total families with a female head of household (2,773 families), 72.4 percent are living with children under the age of 18. (2000 Census, Manteca CCD)

TABLE 12-20
FEMALE HEAD OF HOUSEHOLD

Families with Female Householder with related children under 18 years	22.7
Families with Female Householder with related children under 5 years	35.2
Individuals 65 years and over	6.1

Overcrowding

The State Department of Housing and Community Development (HCD) defines overcrowding as more than one person per room, excluding bathrooms, kitchens, hallways, and porches. Severe overcrowding is defined as more than 1.5 persons per room. Overcrowding occurs primarily because households "double-up" to afford high housing costs and because of a lack of available housing units of adequate size to accommodate a growing number of large families. However, cultural differences may also account for some overcrowding based on household size variations among ethnic groups.

Overcrowding is more common among households whose incomes are below the line of poverty. Of owner-occupied housing units, 6.7 percent of households below poverty have more than 1.01 persons per room. Renter-occupied housing has a much higher rate of 29.9 percent of households below poverty with more than 1.01 persons per room. (2000 Census, Manteca CCD)

Homeless Needs

Homelessness continues as a regional and national issue. Services and facilities available for the homeless are coordinated in Manteca and San Joaquin County as a continuum of care. The continuum of care begins with a point of entry in which the needs of a homeless individual or family are assessed. Once a needs assessment is completed, the person/family may be referred to permanent housing or to transitional housing where supportive services are provided to prepare them for independent living. The goal of a comprehensive homeless service system is to ensure that homeless individuals and families move from homelessness to self-sufficiency, permanent housing, and independent living.

Factors contributing to the rise in homelessness include the general lack of housing affordable to lower income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor, alcohol and substance abuses, and the de-institutionalization of the mentally ill.

The 2000 Census reported that 223 people (0.3 percent) lived in non-institutionalized group quarters in Manteca CCD. "Group quarters" are defined as a place where people live or stay other than the usual house, apartment, or mobile home. Two general types of group quarters are recognized: institutional (for example, nursing homes, mental hospitals or wards, hospitals or wards for chronically ill patients, hospices, and prison wards) and non-institutional (for example, college or university dormitories, military barracks, group homes, shelters, missions, and flophouses). Since Manteca does not have any college or university dormitories or military barracks, the 223 people listed in the subcategory, "Other Non-institutionalized Group Quarters", are assumed to represent the homeless.

In San Joaquin County, the approach to housing the homeless and maximizing delivery of services involves regional coordination and cooperation. The delivery of services is organized by County agencies and is supported by the City of Manteca. By sharing resources regionally, the cost of operation and the delivery of services is more effective.

Farm workers

The San Joaquin County Housing Authority operates three migrant centers under contract to the State. Two of these centers, Joseph J. Artesi Migrant Center II and Joseph J. Artesi Migrant Center III are located on French Camp Road approximately 3 miles from the Manteca General Plan Study Area boundary, and approximately 5 miles from the current Manteca city boundary.

The migrant centers serve 285 farm worker families each year from May 1 to October 31. Currently, the season has been extended from March 1 to December 15. Each unit provides 2, 3, or 4 bedrooms, a kitchen and dining area. In recent years the facilities have been full and approximately 90 to 120 families are turned away each year. (tel. Toni Quintera, Manager).

12.6 Projected Housing Needs

12.6.1 Population Projection

Population growth is projected to continue for the near future, primarily driven by continued demand for relatively affordable housing and quality of life in Manteca. Table 12-21 indicates the San Joaquin Council of Governments projection that Manteca will grow to 86,370 by 2025, approximately the horizon of the General Plan. It is notable that the population projection for 2005 is exceeded by the Department of Finance population estimate for 2003.

TABLE 12-21
POPULATION PROJECTIONS

	City of Manteca	San Joaquin County
2000	49,500	566,600
2005	56,874	633,348
2010	64,248	700,095
2015	71,622	766,843
2020	77,699	821,851
2025	86,370	900,338

Source: SJCOG, Research and Forecasting Center.

TABLE 12-22
POPULATION PROJECTION AT 3.9% ANNUAL GROWTH

Year	Population
2003	57,200
2005	61,749
2010	74,766
2015	90,528
2020	109,613
2022	118,329
2025	132,721

Source: Wade Associates, May 2003

Table 12-22 provides a calculation of the annual population growth that would occur at the maximum rate allowed under the Growth Management Ordinance. Under this growth rate, the population of Manteca could reach approximately 120,000 in twenty years, approximately double the current population. However, such a sustained rate of growth would be unusual for any California city and is substantially higher than the state average rate.

A total of 94,378 people would be accommodated in the Primary Urban Service boundary under the assumptions established by the General Plan Steering Committee. This would equate to a population growth rate of approximately 2.7% annually, and is comparable to the SJCOG projection.

The assumptions include a Market Reserve of 20 percent. The Market Reserve is land that would be available to accommodate population growth, but is not projected to be required. It is intended to provide flexibility and choice in the residential land market in order to maintain reasonable land prices that contribute to affordable housing. Development of the Market Reserve would accommodate a population of approximately 113,254 residents in twenty years. This would be slightly less than would occur if the population grew consistently at the maximum rate allowed under the Growth Management Ordinance. Moreover, the residential designations provide a range of housing types and densities that can accommodate additional population without increasing the land area allocated to urban use.

Currently the City of Manteca has an estimated population of 53,924 people. That figure is estimated to grow by 7374 people in the next five years to bring the total to 61,298. Assuming a household density of 2.98 persons per household, the City will need 2,474 new housing units by the year 2008.

A vacancy rate of 5 percent would increase the total housing need increase to 2,598 dwellings.

12.6.2 Regional Housing Need Allocation Plan

The San Joaquin Council of Governments (SJCOG) prepares the Regional Housing Needs Assessment (RHNA) to allocate regional housing growth among the San Joaquin County communities. The RHNA indicates that Manteca is expected to accommodate 3,823 new housing units within the four HCD income levels between 2004 and 2008. This is significantly higher than the housing demand based on simple population projection. The RHNA calculates the formula for housing needs on the basis of several factors, not just population growth.

Table 12-23 summarizes the Regional Housing Needs Allocation by income category. It indicates that approximately 40 percent of the housing need will be very low and low income households.

TABLE 12-23

REGIONAL HOUSING NEEDS ALLOCATION

Income Level	RHNA	Percent of New Units Required
Very Low	785	20.5%
Low	651	17%
Moderate	745	19.5%
Upper/Market Rate	1,643	43%
Total	3,823	100%

Sources: San Joaquin Council of Governments

12.7 Housing Resources

12.7.1 Land Inventory

A required component of the Housing Element is the identification of sites for future housing development, and evaluation of the adequacy of those sites to fulfill the City's share of regional housing needs as determined by SJCOG.

The Housing Element uses the GIS database developed by the City to isolate parcels within the city that are currently un-built and are within the planned infrastructure expansion plan. The PFIP boundary was adopted by the City in 1993 to make additional land along the previously developed boundary suitable for expansion by providing urban service infrastructure. A funding plan and the necessary entitlements are already in effect. Therefore any land within the PFIP area is available to help meet the needs of the projected population expansion. The land that falls within this area is tabulated below by land use category.

The inventory is sufficiently diverse to accommodate the additional economic pressures inherent in residential expansion by providing land for commercial and associated business within the expansion area. By assuming that each household will require its own dwelling unit, it is reasonably certain that the plan is adequate to absorb normal contingencies and cover the margin of error inherent in projected figures.

Table 12-24 summarizes the available residential land that is within the Primary Urban Services Boundary and not yet developed.

TABLE 12-24**LAND AREA AVAILABLE FOR HOUSING DEVELOPMENT IN 5 YEARS**

	LAND USE	ACRES	POTENTIAL DWELLING UNITS	POTENTIAL TARGET INCOME LEVEL
CMU	Commercial Mixed Use	159.6	798	Very Low Low
HDR	High Density Residential	98.9	1,978	Very Low Low
MDR	Medium Density Residential	178.4	1,428	Low
LDR	Low Density Residential	1249.8	6,249	Moderate
VLDR	Very Low Density Residential	0		
BIP	Business Industrial Park	146.6		
BP	Business Professional	73.7		
GC	General Commercial	393.2		
NC	Neighborhood Commercial	1.4		
LI	Light Industrial	55.8		
P	Park	58.0		
PQP	Public Quasi-public	30.2		

Source: Wade Associates October 2003

Table 12-24 indicates that there is substantial land area available to accommodate housing needs in the 5 year horizon of this Housing Element. Much of the land area is presently served by public infrastructure.

The land area already zoned and planned for annexation and zoning in the area already planned for development in the PFIP is sufficient to allow more than ten thousand units to be built with adequate infrastructure and services in the next five years. Clearly, this capacity is more than adequate to allow for any reasonable deviation from projected growth figures.

In order to correlate the inventory's land use category to income categories used by the RHNA, the Housing Element policies are based on assumptions with regard to where each income category is likely to fall in the land use structure. Very low income and low income households are expected to gravitate toward high density housing, the moderate income group is likely to be attracted to medium density housing (various attached housing projects, ie duplexes, triplexes, etc.) and the upper

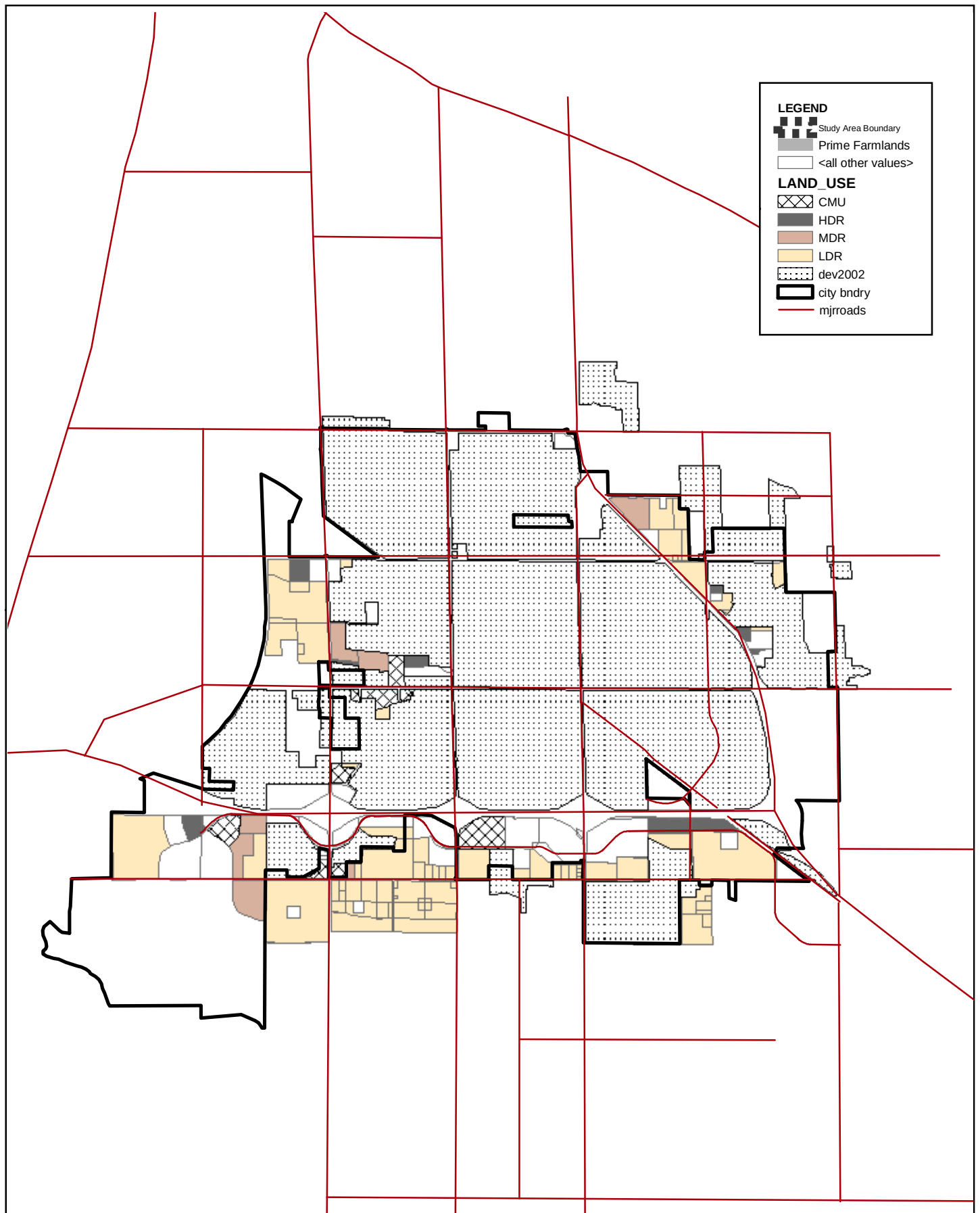
income/market value group is prone to seek single family, detached units in a low density residential setting. By equating the two structures on a one to one basis, the goal is to fulfill the needs of each income level by providing for sufficient units in their corollary land use category. Thus the need for a combined total of 1369 low and very low income units outlined by the RHNA is satisfied by the 1977 high density residential units represented in the land use inventory. It should also be noted that the commercial mixed use (CMU) classification provides additional multifamily capacity.

Figure 12-1 illustrates the location of the land designated for residential use that is located within the current PFIP boundary, and is therefore available for residential development within the 5 year horizon of this housing element.

The General Plan Land Use Element strives for a balance between protecting agricultural land and providing housing. The General Plan 2023 identifies approximately 5,476.9 acres of developable residential land within the residential land use categories set forth in the Land Use Element that can be used for new residential development. In addition to the residential land use designations the General Plan includes a new land use designation, Commercial Mixed Use (CMU). This designation allows for a mix of commercial, office, and High Density Residential uses. In in-fill locations the entire CMU designated site can be used for High Density Residential. For long range planning purposes it is assumed that 25 percent of all CMU designated land will be used for High Density Residential uses at an average density of 20 units per acre. The 265 acres designated for Commercial Mixed Use would yield an additional 1,325 dwelling units.

The addition of Commercial Mixed Use development and an increase in land allocated to Medium Density and High Density residential designations will increase higher density housing to 32 percent of the total housing stock.

Table 12-25 summarizes the total potential of vacant residential sites identified in the General Plan Land Use Map to accommodate an additional 27,498 residential units.



Manteca General Plan



WADE ASSOCIATES
urban planning & design
environmental planning

October 2003

RESIDENTIAL LAND DESIGNATION IN THE PFIP
FIGURE 12-1

TABLE 12-25**RESIDENTIAL DEVELOPMENT POTENTIAL OF VACANT SITES**

Residential Land Use Category	Typical Affordability Level	Maximum Density	Average Density	Vacant Land	Net Units
Very Low Density Residential (VLDR)	Upper	Less than 2 units per acre	1 unit per acre	1,181	1,181
Low Density Residential (LDR)	Upper	2.1 to 8 units per acre	5 units per acre	3,685	18,425
Medium Density Residential (MDR)	Moderate	8.1 to 15 units per acre	8 units per acre	359	2,872
High Density Residential (HDR)	Lower	16 to 25 units per acre	20 units per acre	251	5,020
Total					27,498

Source: General Plan Update, 2003

12.7.2 Housing Resources

12.7.3 Manteca Redevelopment Agency

The Manteca Redevelopment Agency is the primary body responsible for affordable housing activity in the City of Manteca. The Agency was established in 1973 for the primary purpose of providing a vehicle to be used for the elimination of blighting conditions and thus ensure that the City's economic base would prosper. Growth would occur primarily through the development of new public improvements, commercial and industrial projects, and affordable housing. In December 1986, the Redevelopment Plan for Project Area No. 1 was adopted. At this time, the Agency was able to begin redevelopment activities.

In December of 1993, the Agency adopted the Redevelopment Plan for Project Area No. 2. The Agency combined both project areas into one "Merged Project Area" in 1999. The total merged project area is 3,212 acres.

The Agency has participated in significant public infrastructure, residential, commercial, and affordable housing projects. Projects have included participation in the Union Courts Apartments rehabilitation, the First Time Homebuyer Assistance Program, and the Manteca Senior Housing Development.

12.7.4 Low and Moderate Income Housing Fund

The City of Manteca Redevelopment Agency completed a “Midterm Update of the Five-Year Implementation Plan: 1999-2004” in January 2003. The Update contains a review of the Agency’s Affordable Housing Fund.

Since 1976, redevelopment agencies have been required to set aside and then spend no less than 20 percent of all tax increment received from within a redevelopment project area to increase, improve, or preserve the community’s supply of housing available at affordable housing costs to persons and families of very low-, low-, and moderate-income households. Pursuant to State law, these funds are held in a separate Low and Moderate Income Housing Fund (LMI Fund). The intent of the LMI Fund is to defray the costs of production, improvement, and preservation of low- and moderate-income housing and that the amount of money spent for planning and general administrative activities with the development, improvement, and preservation of that housing not be disproportionate to the amount actually spent for the costs of production, improvement, or preservation of that housing.

The Agency’s LMI Fund balance on June 30, 1999 was \$3,645,704 and is projected to be \$59,439 in June 2004 (Midterm Update) based on expenditures through the Agency’s LMI programs and related expenditures.

In FY 1999-00 and FY 2000-01, actual expenditures of \$3,776,662 for housing programs were 36 percent greater than anticipated for the same period in the Implementation Plan. Approximately 12 percent of the total expenditures for the same period were monies allocated to Bond Debt Service (\$461,605). The remaining funds were allocated to Administration and Services.

For FY 2001-02, actual expenditures for housing programs were 50 percent less than projected expenditures in the Implementation Plan for the same period. This decrease resulted from an Agency loan of \$781,000 to Eden Housing the previous year, to assist in providing gap financing for completion of a 50-unit senior affordable housing project.

For FY 2002-03 and FY 2003-04, the remaining two years of the planning period for the Agency’s Implementation Plan, the Agency is anticipating expenditures of \$3,502,092 for housing programs. These funds will be allocated on an annual basis

for the remaining two years for continuation of the Senior Rehabilitation Program (\$300,000), the Housing Rehabilitation Matching Grant Program (\$200,000), and the First-Time Homebuyer Down-Payment Assistance Program (\$500,000). The remaining monies will be allocated for the development of an anticipated affordable housing project on Agency-owned property, renovation of Downtown residential hotels into efficiency units, and other housing opportunity efforts.

It is anticipated that \$8,709,153 (73 percent) of the total LMI Fund will have expenditures allocated housing program efforts, to provide for affordable housing opportunities in the Project Area for the 1999-2004 Implementation Plan period.

12.7.5 Projection of Agency Projected Housing Funding

The Agency has budgeted 1.66 million for Housing Programs in fiscal year (FY 2003-04), after expending 4.28 million in FY2002-03 (2 major projects).

Much of the \$1.66 million dollar program this fiscal year is ongoing programs that will be funded at similar or higher levels over the next 5 years.

Table 12-26 summarizes the expected expenditure of Agency funds on affordable housing in the next five year.

TABLE 12-26

PROJECTED EXPENDITURE OF AGENCY FUNDS ON AFFORDABLE HOUSING

FY	04 05	05 06	06 07	08 09	09 10
Millions	\$ 1.83	\$ 2.09	\$ 2.35	\$ 2.53	\$ 2.61

This will include the ongoing programs as well as local shares of major affordable housing projects.

Furthermore, the Agency will be implementing the General Plan by marketing mixed use and high density infill opportunities through an RFP or RFQ process to connect property owners with high density housing developers. Through this process projects will apply for State and federal funding and be augmented with Agency investment where appropriate. The Agency's Goal in assisted projects is to secure the inclusion of at least 33% affordable rental units. (You may want to include this goal in the Housing Element)

To this end the Agency has created an additional staff position to assist with housing programs and particularly to take advantage of new programs, policies and land use designations that are included in the new General Plan.

RDA expects to assist approximately 90 units in 2004-5 Rising to 130 units in 2010.

12.7.6 San Joaquin Housing Authority

The Housing Authority provides Public Housing opportunities through rental assistance to low-income residents of the San Joaquin County area. However, none of the five public housing sites eligible for the program (Conway Homes, Stockton, Sierra Vista Homes, Stockton, Tracy Housing Development, Tracy, Thornton Housing Development, Thornton, and Franco Center, Stockton) are located in Manteca. Therefore, although Manteca residents are eligible for this program, any program participant would not be a resident of Manteca, as the participant would live in a public housing unit outside of Manteca. However, it is important to note that Manteca supports alternative housing opportunities in San Joaquin County, through the Housing Authority.

The Housing Authority manages three migrant family farm labor housing sites. This housing is available annually from the first week of May through the end of October. Day care centers are provided for farm workers as well as services from the Employment Development Department, the Social Security Administration, and education and health care services. During the off-season, one of the French Camp Facilities is made available to the homeless. The facilities were also used as evacuation sites during the January 1997 floods and as "emergency" housing for families displaced by city or county action. Much like the public housing program described above, there is no migrant center located in Manteca. Therefore, although Manteca farm workers are eligible for this program, any program participant would not be a resident of Manteca, as the participant would live in a migrant center outside of Manteca.

Manteca's Section 8 program is administered by the Housing Authority of San Joaquin County. The Housing Authority is authorized to lease privately owned dwellings and sublease them to low-income citizens at reduced rates.

12.7.7 Fair Housing Service Agencies

Table 12-27 lists organizations that provide fair housing services either within the City of Manteca or to Manteca residents. This list is not intended to be exhaustive, although every effort has been made to locate pertinent organizations. Rather, it depicts the types of organizations available.

TABLE 12-27

FAIR HOUSING SERVICE AGENCIES

ORGANIZATION/PROGRAM
Council for the Spanish Speaking
Family Law Service Center
Family Resource Center
Manteca Fair Housing, Inc.
Mediation Center of San Joaquin County
San Joaquin Housing Authority

12.7.8 Services Provided for Special Needs Populations

Table 12-28 lists organizations that provide specialized programs either within the City of Manteca or to Manteca residents. This list is not intended to be exhaustive, although every effort has been made to locate pertinent organizations and it depicts the types of services available.

TABLE 12-28

SERVICES PROVIDED FOR SPECIAL NEEDS POPULATIONS

American Red Cross	Health Insurance Counseling and Advocacy Program	San Joaquin County Department of Aging
Big Brothers and Big Sisters of San Joaquin County	Home Energy Assistance Program	San Joaquin County Food Bank
Boys and Girls Club of San Joaquin	Hope Family Shelter	San Joaquin County Office of Emergency Services
Catholic Charities	Hospice of San Joaquin County	San Joaquin Housing Authority
Child Abuse Prevention Council	Human Services Agency of San Joaquin County	Second Harvest Food Bank
Children's Home of Stockton	Jene Wah, Inc. (nutrition services)	Senior Services Agency of San Joaquin County
Community Bind Center	Manteca Fair Housing, Inc.	St. Mary's Interfaith Dining
Community Works	Manteca Senior Service Agency	Stockton Shelter for the Homeless
Council for the Spanish Speaking	Mary Graham Children's Shelter	United Cerebral Palsy
Emergency Food Bank	Meals on Wheels	United Way of San Joaquin
Family Law Service Center	Mediation Center of San Joaquin County	Volunteer Connection
Family Resource Center	Red Cross, San Joaquin Chapter	Weatherization Services
Give Every Child a Chance	Salvation Army, Del Oro Division	Women's Center of San Joaquin County
Goodwill Industries, San Joaquin Valley	San Joaquin AIDS Foundation	
Habitat for Humanity		
Haven of Peace		
Head Start		

12.8 Analysis of Potential Constraints

12.8.1 Constraints to Housing Delivery

The ability of the private and public sectors to provide adequate housing and meet the needs of all economic segments of the community can be constrained by various interrelated factors. It may be impractical for a housing developer to construct either single-family, multi-family, market rate, or affordable housing if significant governmental or non-governmental constraints exist on development.

Generally, these factors have been divided into two categories: non-governmental constraints and governmental constraints. Governmental constraints consist of the City's agricultural preservation policies, growth program, building codes, zoning regulations, development standards, local permit processing fees and timeframes, and on-site and off-site improvement requirements. Non-governmental constraints consist of development costs, the cost of construction, utility constraints, and the availability of financing. Table 12-30 identifies constraints that exist and how the City intends to minimize these constraints as legally appropriate.

12.8.2 Governmental Constraints

According to Government Code Section 65583 a housing element shall contain "An analysis of potential and actual governmental constraints...including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures." Each of these actual or potential constraints are discussed below in addition to local fair share efforts.

12.8.3 Agricultural Preservation Policy

Manteca is located in an area of rich agricultural resources, including orchards, vineyards, row crops, and pasture land. A wide variety of agricultural production takes place around Manteca but only two small parcels totaling approximately 100 acres remains in agricultural production within the urbanized area of the city. Manteca desires to recognize the value of local agricultural resources. The City of Manteca has adopted a right-to-farm ordinance that requires developers of new subdivisions adjacent to

agricultural land to notify new homebuyers that agricultural uses may present problems such as dust, noise, and odors.

The General Plan Land Use Map identifies agricultural land use around the city on the north, east and south. The “Agricultural” land use designation in this General Plan is intended to establish a separation between the City of Manteca and the City of Stockton on the north, and the City of Manteca and the City of Ripon to the southeast. The Agricultural designation is intended to establish an urban limit boundary for the City.

The General Plan provides for expansion of the urban area, but minimizes the impact on existing agricultural uses. The plan directs urbanization toward the non-prime agricultural soils in a pattern of compact development around the historic geographic center of the city. The plan provides adequate land for residential development.

12.8.4 Growth Management Program

The Community Growth Management Program (Growth Program) was adopted in 1988 in an effort to alleviate development pressures by not allowing the residential growth rate to exceed 3.9 percent. The Manteca City Council determined that it was necessary to coordinate sewer treatment capacities with the number of building permits issued for residential, commercial, industrial, and other development to ensure that new development does not exceed the amount of available sewer capacity.

When the Growth Program was adopted, the City’s population had been growing at a faster rate than both San Joaquin County and the State of California. Between 1980 and 1987, the City’s population increased by approximately 49 percent. By comparison, during the same period, San Joaquin County’s population increased by approximately 25 percent and the State’s population increased by approximately 15 percent (City of Manteca, Ordinance No. 800). This population surge increased development pressures on the City’s sewer capacity and other public services and facilities.

The city is amending the Growth Management Ordinance in the Fall, 2003. One significant change in the growth management ordinance is to install a preference for affordable housing in the residential permit allocation process. Under the policies set forth in this Housing Element and the amendment to the Growth Management Ordinance, the City will regulate the number of housing units approved each year according to a growth management system that reflects the availability of infrastructure, the City’s

ability to provide public services, housing needs, and employment growth. Multi-family housing and housing affordable to low- and very low-income households shall be counted in the City allocation for sewer permits. Moreover, the point rating system of the City's growth management program will include special incentives for the inclusion of housing affordable to low-and moderate-income households and qualifying seniors in residential projects. The City Council will establish an annual goal for affordable housing as a percentage of the dwelling units allocated under the City's growth management ordinance.

Consequently, the Growth Management Ordinance will serve to induce more affordable housing units rather than constrain housing.

The number of dwelling permits that is allocated under the Growth Management Ordinance is sufficient to meet the projected housing needs in the city as identified in the Regional Housing Needs Allocation. Table 12-22 indicates that the Growth Management Ordinance could allow the population to increase by as much as 12, 917 in the 5 year horizon of this Housing Element. Table 12-23 indicates that full development of all dwellings in the Regional Housing Needs Allocation would result in a population increase of approximately 11, 469 in the same time frame. Therefore, the Growth Management Ordinance is not a constraint in meeting the housing needs.

12.8.5 Building Code and Code Enforcement

The City of Manteca, in accordance with State Housing Law, has established certain minimum requirements for residential construction. The Manteca Building Department currently administers codes and code enforcement under the 1997 edition of the Uniform Building Code (UBC), or as amended.

The building code does not impose any unusual standards on new home construction or rehabilitation. The City's code enforcement program serves to maintain the quality of the existing housing stock. Enforcement is primarily in response to specific complaints from tenants and neighbors regarding specific conditions.

12.8.6 Zoning Regulations

Updating the City Zoning Ordinance to provide greater housing density and diversity of opportunities is one of the primary implementation measures in the 2023 General Plan

Land Use Element. The General Plan established the framework for the zoning update in the following manner.

1. All residential designations were redefined to allow a higher residential density than allowed in the 1988 General Plan. This increase in density is designed to encourage home builders to develop more diverse housing types, including smaller dwellings that would be more affordable.

In addition to potentially reducing housing costs through smaller dwelling units the increase in density has indirect benefits on housing affordability by making infrastructure improvements more efficient and less costly per dwelling unit. The higher densities also enhance the opportunities for public transit and thereby reduce the individual households expenses for transportation.

2. Land zoned for multi-family housing is substantially increased in the city. The 1988 General Plan had provided few locations for multi-family housing, and many of these had been developed. Consequently, very few apartments had been built since 1988. The 2023 General Plan provides new locations for multi-family housing located along major arterial streets near potential public transit routes and near existing or planned commercial centers.
3. The 2023 General Plan created a new land use zone (Commercial Mixed Use, CMU) that provides for multi-family housing in a mixed commercial setting. The CMU zone will allow one hundred percent of a CMU site to be used for multi-family housing that must be developed at not less than 15 dwelling units per acre. The CMU designation is applied to new areas to provide small mixed use centers for new neighborhoods areas. The CMU designation is intended to provide local services in pedestrian friendly locations that will reduce the need for automobile traffic.

The CMU designation is also applied in in-fill areas, notably along Yosemite Avenue, along Main Street and in the downtown core area. The intent is to provide a variety of in-fill, high density housing opportunities in the older major corridors.

The Zoning Ordinance currently allow multi-family housing to be constructed in the major commercial designations. The ordinance provides for apartments above the ground floor. This will remain in the revised Zoning Ordinance.

The City has contracted for a revision to the Zoning Ordinance to implement the land use changes initiated in the 2023 General Plan. The amended ordinance is scheduled for adoption in Spring, 2004.

12.8.7 Development Standards

The Zoning Ordinance sets forth land use controls for setbacks, lot area, lot width, frontage, height, private open space, parking, separation between buildings, landscaping, and recreational facilities that limit the density of development. Certain deviations are allowed, in accordance with the Manteca Municipal Code, for specific developments.

The existing ordinance includes side yard setback requirements designed to ensure access to the rear yard for large recreation vehicles. Relatively small and affordable dwelling units have been constructed in the city under this zoning ordinance, but the typical application of the ordinance results in unusually wide lots and larger single family housing. This housing type has been compatible with the market demand for large, single family homes.

The Low Density Residential (LDR) and Medium Density Residential (MDR) land use designation approved in the 2023 General Plan are not compatible with these setback requirements in all instances. In order to meet the densities indicated in the General Plan it will be necessary to adopt new standards for side yard setbacks, front yard setbacks, and building site coverages.

The amended zoning ordinance will address the need for setback requirements compatible with the new housing densities established in the 2023 General Plan. In addition, the 2023 General Plan strongly encourages the use of Specific Plans as a means of providing development design flexibility. Specific Plans can establish specialized development standards that facilitate new housing types.

12.8.8 On-site and Off-site Improvement Standards

The City improvement standards do not require any unusual conditions or improvements that unnecessarily increase housing costs. On-site standards are typical of most cities. The current standards are provided in Appendix A. Off-site improvements are funded through the payment of fees established in the Public Facilities Implementation Plan (PFIP). The PFIP establishes the cost of new off-site improvements through a process of comprehensive planning and design. Development costs for major roads, sewer, water

and drainage improvements are equitably distributed among all development that uses the improvements.

12.8.9 Local Permit Processing Fees

The City collects various fees from developers to cover the costs of processing permits and providing necessary services and infrastructure. Additional fees and/or time may be necessary for required environmental reviews, depending on the location and nature of a project.

Building permit and planning fees are the method the City uses to defray the cost of the Planning and Building Departments. Obviously, these fees impact the cost of constructing affordable housing. Basic planning and building fees for the City of Manteca are listed below. Building permit fees are based on the total valuation of the property. Because of this, the exact building and planning fee rate for a “typical” multifamily and single-family is difficult to define.

TABLE 12-29

SCHEDULE OF MANTECA DEVELOPMENT FEES (EFFECTIVE AS OF JANUARY, 2003)

▪ Building Permit Fee	Based on Total Valuation
▪ Plan Check Fee	\$0.65 x Building Permit Fee
▪ Plumbing/Mech./Elec. Fee	\$0.4 x Building Permit Fee
▪ SMIP (State Fee)	\$0.00021 x building valuation
▪ Fire Facility Fee	\$0.30 per square foot
▪ Surface Water	\$1,656 (5/8" x 3/4" meter, zones 11 and 12)
▪ Water Meter Fee	varies between \$604 and \$2,222 based on zone
▪ PFIP- Water	varies between \$650 and \$1,410 based on land use designation and zone
▪ PFIP- Sewer	varies between \$1,250 and \$1,810 based on land use designation and zone
▪ PFIP- Drainage	varies between \$230 and \$2,230 based on land use designation and zone
▪ PFIP- Transportation	varies between \$580 and \$1,910 based on land use designation and zone
▪ Sewer Fac. Dev. Fee	varies between \$576.56 and \$835.23 based on land use designation

12.8.10 Project Process and Permit Procedures

Project review and approval processes are comparable to most small municipalities and do not create additional costs for most housing development. The City Community Development Department and Public Works Department provide the primary review of development applications. The entitlement process for residential development is relatively direct and involves only subdivision design and improvement plan check. There is no design review requirement for single family residential projects. Certain development projects require approval of a conditional use permit by the Planning Commission. Processing time takes six to eight weeks. If a negative declaration is required under the California Environmental Quality Act, there is a mandatory review period. Following Planning Commission approval, there is a 10-day appeal period. Finally, the developer must submit detailed plans to the City's Building and Safety Division to ensure compliance with the building code. Combined, these items can easily add up to several months. In order to avoid project delays, Planning Division staff works with developers throughout the process, presenting options such as reducing plan check time by working with building officials early on to ensure that plans meet code requirements when they are submitted.

TABLE 12-30

GOVERNMENTAL AND NON-GOVERNMENTAL HOUSING DEVELOPMENT CONSTRAINTS

Constraint	Method for the City to Address Constraint
Existing Zoning Ordinance does not accommodate residential zoning designations as described in this General Plan	Amend Zoning Ordinance to be consistent with the General Plan and facilitate the provision of affordable housing sites
Fees and exactions required of all developers	City staff will review fees to determine appropriateness
Growth Management Ordinance	Exempt units restricted to very low-, low-, and moderate-income households from the Growth Management Ordinance.
Local Processing and Permit Procedures	Reduce permit requirements for projects providing very low-, low-, and moderate-income housing.
The availability of financing for home maintenance and construction	Identify a primary City staff member as a contact for private financing sources.
Price of vacant land for housing development	N/A
Construction cost of residential development and rehabilitation	N/A

12.8.11 Constraints on Housing for Persons with Disabilities

The Zoning Ordinance permits community care facilities (small) in all residential zones. There are no constraints on development of housing that would meet specific requirements, such as handicap access.

12.8.12 Non-Governmental Constraints

According to the California Government Code, a housing element shall contain “An analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the cost of land, and the cost of construction.” These and other non-governmental constraints are discussed below.

12.8.13 Development Costs

The cost of raw, developable land has a direct impact on the cost of a new home and is, therefore, a potential non-governmental constraint. The higher the raw land costs, the higher the price of a new home. Normally, developers will seek to obtain city approvals for the largest number of lots obtainable on a given parcel of raw land. This allows the developer to spread the costs for off-site improvements (i.e., streets, water lines, etc.) over the maximum number of lots.

As the demand for housing in Manteca increases and the population grows, the cost of vacant land is rising. The City of Manteca is approximately 58 percent built out. Available vacant residential land will become scarcer over time, and will become dependent on annexation opportunities.

The 2023 General Plan provides ample land for future annexation and development. The General Plan Land Use map was prepared using a model of future land use. This model includes a factor that increases the amount of land available for development at any time specifically to ensure that there will always be a surplus. The surplus would reduce the potential for increases in land cost due to competition for a limited supply.

12.8.14 Cost of Construction

The costs of labor and materials have a direct impact on the cost of housing and are the main component of housing cost. The cost of residential construction varies greatly depending upon the quality and size of the home being constructed and materials used.

Construction costs appear to be affordable and reasonable for builders in Manteca. However, if labor or material costs were to increase substantially, the cost of construction could rise to a level which would impact the price of new construction and rehabilitation. Increased construction and material costs, therefore, have the potential to constrain new housing and rehabilitation.

TABLE 12-31
CONSTRUCTION COSTS PER SQUARE FOOT

HOUSE TYPE	YEAR			
	1990	1994	1996	1998
Average-Wood Frame	\$47.66	\$51.04	\$55.17	\$61.10
Good Quality-Wood Frame	\$67.49	\$73.23	\$75.76	\$83.90
Average-Masonry	\$55.46	\$57.15	\$62.04	\$68.70
Good Quality-Masonry	\$71.16	\$73.32	\$79.33	\$88.00

Source: Building Standards

12.8.15 Availability of Financing

One of the significant components to overall housing cost is the financing. After decades of slight fluctuations in the prime rate, the 1980s saw a rise in interest rates which peaked at approximately 18.8 percent in 1982. The decade of the 1990s saw interest rates drop dramatically, fluctuating between six and eight percent. The early 2000s has seen similar low interest rates, with the rates on a 30-year fixed rate mortgage varying between six and eight percent, roughly. The substantial drop in the cost of fixed rate mortgages and the widespread use of adjustable rate mortgages have substantially decreased the effects of financing on the purchase of a home.

12.9 Housing Element Goals and Policies

Goal H-1. Encouraging New Development

The City seeks to encourage the development of housing units affordable to all segments of the population through financial and regulatory incentives and aggressive land use planning.

To provide a range of housing types, densities, designs, and meet existing and projected housing needs for all economic segments of the community.

Policies:

H-P-1: The City shall maintain an adequate supply of land in appropriate land use designations and zoning categories to accommodate projected household growth and to encourage residential vacancy rates that allow turnover with relative ease.

H-P-2: The City shall provide appropriate land use zoning and incentives for in-fill development.

H-P-3: The City shall establish adequate residential zoning to accommodate the housing needs established in the Regional Housing Needs Assessment (RHNA).

H-P-4: The City shall seek the annexation of lands within the Primary Urban Service Boundary line at a rate that ensures an adequate supply of appropriately zoned residential land.

H-P-5: The City shall regulate the number of housing units approved each year according to a growth management system that reflects the availability of infrastructure, the City's ability to provide public services, housing needs, and employment growth. Multi-family housing and housing affordable to low- and very low-income households shall be counted in the City allocation for sewer permits.

H-P-6: The City may establish an annual goal for affordable housing in the allocation process established under the Growth Management Ordinance.

- H-P-7: The City shall establish residential zoning to achieve a mix of single family and multi-family development that will provide adequate housing opportunities for households of all income levels.
- H-P-8: The Redevelopment Agency shall be encouraged to use its powers as appropriate to acquire and assemble sites for residential development, while minimizing displacement of existing residents.
- H-P-9: The City will encourage the use of appropriately located surplus public property for the construction of housing affordable to low and very low-income households.
- H-P-10: The City shall encourage mixed use development opportunities, residential development in mixed-use neighborhoods, development that combines residential with service commercial and office uses, and the construction of second units (granny flats, carriage houses and similar small dwelling intended for one or two residents) in appropriate zoning designations.
- H-P-11: The Commercial Mixed Use (CMU) zone designation shall allow residential use. Commercial Mixed Use (CMU) zones within infill areas may develop completely with High Density Residential (HDR) land use.
- H-P-12: The City shall strive to ensure that affordable units are distributed in suitable locations throughout the city that are proximate to retail services, parks, schools, public facilities and public transit.
- H-P-13: Below market rate affordable residential units in development areas shall be similar to the market rate units in exterior style and materials.
- H-P-14: The City shall seek to improve the efficiency of the housing production and marketing for rental, new and resale housing by providing information to the public and developers on approved residential projects and vacant land supply.
- H-P-15: The City shall identify sites that are suitable for multi-family and self-help single family housing.

- H-P-16: The City shall use available state and federal funding assistance that is appropriate to Manteca's needs, to develop affordable housing. Appropriate programs may include, but are not limited to: Community Development Block Grant Program (CDBG), Home Investment Partnership Program (HOME), Multi-family Housing Program (MHP), and other programs aimed at providing housing affordable to low- and very low-income households.
- H-P-17: The City shall seek and apply appropriate financing techniques, such as mortgage revenue bonds or other mortgage-backed securities, to develop affordable housing.
- H-P-18: The City may consider incentives to home-builders that are appropriate for the provision of housing affordable to very low-, low-, and moderate-income households. Such incentives shall be secured in an affordable housing restriction structured to achieve the maximum number of housing units affordable to very low and low income households, and to maintain affordability over time.
- H-P-19: The City shall support the continued use of rental assistance opportunities, including Section 8 rent certificates by Manteca residents.
- H-P-20: The City shall grant residential density bonuses for projects that reserve units for low- and/or moderate-income households.
- H-P-21: The City shall explore cooperative efforts with the California Department of Housing and Community Development, the San Joaquin County Housing Authority, and other agencies and organizations to establish low-income housing for special groups such as farmworkers, seniors, the disabled, and the homeless, as needed within the community.
- H-P-22: The City shall encourage homeownership in new housing constructed for low- and moderate-income households.

Implementation:

- H-I-1. The City shall implement the General Plan 2023 Land Use Element in which density ranges were amended to accommodate more flexible development of higher-density housing.

Responsibility: City Council, City Manager, Community Development Department, Redevelopment Agency

Time Frame: The City began updating the Zoning Ordinance to comply with the 2023 General Plan in August, 2003. Adoption of the revised Zoning Ordinance is anticipated in Spring 2004. The Zoning Map will be amended to comply with the 2023 General Plan in 2003. Review of the existing residential zoning map and Zoning Ordinance will occur periodically as required.

- H-I-2. The City shall amend the Zoning Ordinance and Zoning Map to ensure adequate sites to accommodate the Regional Housing Needs Assessment (RHNA).

Responsibility: City Council, City Manager, Community Development Department, Redevelopment Agency

Time Frame: The City began updating the Zoning Ordinance to comply with the 2023 General Plan in August, 2003. Adoption of the revised Zoning Ordinance is anticipated in Spring 2004. The Zoning Map will be amended to comply with the 2023 General Plan in 2003. Review of the existing residential zoning map and Zoning Ordinance will occur periodically as required.

- H-I-3. The City shall continue to provide density bonuses as provided in the Manteca Zoning Ordinance.

Responsibility: City Council, Community Development Department

Time Frame: Ongoing

- H-I-4. The City shall maintain and make available to the public an inventory list of vacant residentially-zoned parcels and a list of approved residential projects. The City shall update the inventory and list at least annually.

Responsibility: Community Development Department

Time Frame: FY 2003-04, annually thereafter

- H-I-5. The City and Redevelopment Agency shall pursue appropriate state and federal funding sources to support the efforts of the public and developers to meet new construction and rehabilitation needs of low- and moderate-income households. The City will periodically update and review available housing programs to identify appropriate funding sources to meet Manteca's needs.

Responsibility: Redevelopment Agency, Community Development Department

Time Frame: The RDA staff shall annually prepare a summary of funding programs available to the RDA and provide the RDA Board of Directors with a recommendation for application for funding opportunities. The RDA Board shall direct the staff to apply for such grants, loans and other funding opportunities that may be applicable in the City.

- H-I-6. The City and Redevelopment Agency should use Community Development Block Grant (CDBG) funds and tax increment revenues to subsidize on- and off-site infrastructure improvements for lower-income housing projects.

Responsibility: Community Development Department, Redevelopment Agency

Time Frame: Annually

- H-I-7. The Redevelopment Agency shall use its powers and revenues to assemble land that can be used as an incentive to facilitate development of lower-income housing projects at reduced costs.

Responsibility: Redevelopment Agency

Time Frame: Ongoing

H-I-8. The point rating system of the City's growth management program shall include special incentives for the inclusion of housing affordable to low- and moderate-income households and qualifying seniors in residential projects. The City Council shall establish an annual goal for affordable housing as a percentage of the dwelling units allocated under the City's growth management ordinance.

H-I-9. The City's Community Growth Management Program (GMP) was originally adopted by the City Council in 1988. That program addressed the use of the Waste Water Quality Control Facility's (WQCF) Phase 1 capacity. The GMP was later revised to also apply to Phase 2 capacity. With the completion of at least a portion of the Phase 3 expansion comes the need for either an amended GMP or a new one. Rather than amend the existing plan to simply pertain in its entirety to the new capacity, staff is recommending a new GMP be established. On September 15, 2003, the Manteca City Council. The key components of the original GMP are not proposed to be changed. Specifically, staff is recommending the Council retain the annual residential growth cap at 3.9% of existing housing stock, though some minor modifications are proposed. These include excluding infill development (a concept approved by Council in 2000) and affordable housing from the 3.9% cap. A point rating system would also be retained, though modified to represent current development goals.

The GMO defines In-fill as follows:

- Infill projects shall mean the following:
- Residential lots which are legal lots of record, or are part of a major subdivision with no more than 4 remaining undeveloped lots that meet the criteria of item (3) below; or
- Residential lots which are created by a minor subdivision and which minor subdivision as a whole meet all of the criteria of item (3) below; and

- Residential development projects that have no more than 4 units and are surrounded on at least three sides by developed property, one of which may be a street, except in the case of “through lots,” as defined in Title 16 of the Manteca Municipal Code, which shall be surrounded on at least two sides by developed property, one of which may be a city street.

Responsibility: City Council

Time Frame: FY 2003-2004, annually thereafter

In special circumstances, the City may waive City development fees or provide other incentives for housing projects affordable to very low-, low- and moderate-income households. Where the City provides a funding program, waives fees, or other financial incentives the City and developer shall enter into a supplemental development agreement defining the incentive and the obligation of the developer to provide housing affordable to low and/or very low income households. The supplemental agreement shall provide for maintaining the affordability of the benefiting dwellings over time.

The criteria for granting a fee waiver shall include, but is not limited to, availability of other funding contributions from charitable or non-profit organizations, the household size, special needs considerations, (including large households, elderly, and/or handicapped individuals, and the level of income for the prospective tenants or owners of the unit. The priority for granting fees or other inducements shall be given to family housing that accommodates four or more residents, senior housing, and very low income households. Priority will also be given to housing development that is co-sponsored with, or otherwise receives matching funding from another agency or non-profit organization. The decision to waive or modify fees will be made on a case-by-case basis.

Responsibility: City Council, Redevelopment Agency

Time Frame: Ongoing as opportunities are available.

H-I-10. The City shall periodically review and revise, as necessary, the Zoning Ordinance to ensure the availability of an adequate supply of residentially-zoned land with appropriate development standards consistent with land uses and policies of the General Plan. The City shall endeavor to eliminate or modify any development standards that add unnecessarily to the cost of housing.

Responsibility: City Council and Community Development Department

Time Frame: FY 2003-2004 and biannually thereafter

- H-I-11. The City shall periodically review the supply of land zoned for residential use and shall initiate an annexation program when the available supply of land is less than 120% of the projected five-year housing need.

Responsibility: City Council, Community Development Department

Time Frame: FY 2003-2004 and biannually thereafter

- H-I-12. The City shall not rezone land from High Density Residential (HDR) or Medium Density Residential (MDR) unless it is replaced concurrently by a comparable zoned land area elsewhere in the City.

Responsibility: City Council, Community Development Department

Time Frame: The City began updating the Zoning Ordinance to comply with the 2023 General Plan in August, 2003. Adoption of the revised Zoning Ordinance is anticipated in Spring 2004. The Zoning Map will be amended to comply with the 2023 General Plan in 2003. Review of the existing residential zoning map and Zoning Ordinance will occur periodically as required.

Goal H-2. Removing Barriers to Affordable Housing Development

The City will seek to remove, where legally possible, governmental constraints that constrain the maintenance, improvement, and development of housing.

To promote the development of affordable housing in the City of Manteca.

Policies:

- H-P-23: The City shall promote the expeditious processing and approval of residential projects that meet General Plan policies and City regulatory requirements.

- H-P-24: The City shall avoid, when practical, policies, regulations, and procedure that add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
- H-P-25: In accordance with residential development standards of the State Government Code Sections 65583(c)(1) for factory built housing, the City shall allow mobilehome and factory-built housing on a permanent foundation that meets all zoning requirements on any residentially-zoned parcel.
- H-P-26: The City will consider new housing construction methods and dwelling unit types that meet the safety and design standards established in the City Zoning Ordinance.

Implementation:

- H-I-13. The Redevelopment Agency shall continue to support and fund its First-Time Homebuyer Assistance Program to help make housing affordable for low- and moderate-income area residents. The program provides an interest free loan of up to \$30,000 to provide down payment assistance for eligible households in the purchase of a home.

Responsibility: Redevelopment Agency

Time Frame: Ongoing

- H-I-14. The City shall continue to support that use of Section 8 rent certificates of comparable rent support programs by Manteca residents. Manteca's Section 8 program is administered by the Housing Authority of San Joaquin County.

Responsibility: City Council, Redevelopment Agency

Time Frame: Ongoing

- H-I-15. The City shall establish suitability criteria for sites for affordable housing. Such criteria shall include, but is not limited to proximity to schools, parks, retail and service commercial zoned land, public transportation, and adjacent land use. The City shall use the Geographic

Information System database to identify the location of such sites. The suitability criteria shall be used by the Redevelopment Agency to identify candidate sites for prioritizing the expenditure of RDA funds for construction of affordable housing. The City Planning Department shall make a map of the sites that meet the criteria available to prospective developers upon request in order to assist them in the process of developing affordable housing.

Responsibility: City Council, Redevelopment Agency, Community Development Department

Time Frame: FY 2003-2004

- H-I-16. The City shall allow mixed residential-commercial projects in commercial designations and zoning districts and shall amend the Zoning Ordinance to include a Commercial Mixed Use Zone (CMU) that permits multi-family residential use. The Redevelopment Agency shall apply incentives and other inducements as may be available to encourage the development of infill parcels for residential use in mixed-use developments. The city shall consider the modification of setbacks, height limitations, coverage ratios, parking requirements, and other development regulations in the Zoning Ordinance to facilitate and encourage the use of in-fill sites for residential and commercial mixed use, or multi-family residential use. Infill parcels in the Main Street, Airport Way and Yosemite Avenue corridors that are zoned Commercial Mixed Use Zone may be used entirely for multi-family residential use.

Responsibility: City Council, Community Development Department

Time Frame: The City began updating the Zoning Ordinance to comply with the 2023 General Plan in August, 2003. Adoption of the revised Zoning Ordinance is anticipated in Spring 2004. The Zoning Map will be amended to comply with the 2023 General Plan in 2003. Review of the existing residential zoning map and Zoning Ordinance will occur periodically as required.

- H-I-17. The City shall evaluate the effect of the existing and proposed rates on the cost of new housing when revising the City's permit processing and development fee structure.

Responsibility: Public Works Department, Community Development Department, and Finance Department

Time Frame: FY 2002-2003 and biannually thereafter

Goal H-3. Maintaining and Preserving Existing Housing

Conserving and improving the housing stock is an important component of Manteca's housing plan. The City focuses its efforts on rehabilitation, preserving existing affordable units, and promoting homeownership opportunities in order to take a proactive approach to conserving the current housing stock. The following programs illustrate Manteca's commitment to maintaining and preserving existing housing.

To encourage the maintenance and continued improvement of the existing housing stock and residential neighborhoods.

To ensure the provision of adequate services to support existing and future residential development.

Policies:

- H-P-27: The City shall encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.
- H-P-28: The City shall use state and federal funding assistance to its fullest, if these subsidies exist, to rehabilitate housing. Housing rehabilitation efforts should be given high priority in the use of Community Development Block Grant (CDBG) funds.
- H-P-29: The City shall give high priority to housing rehabilitation in the use of redevelopment funds and resources to the extent such efforts are needed and are balanced with other redevelopment priorities.

- H-P-30: The City shall give priority in City housing rehabilitation programs to infill areas.
- H-P-31: The City shall support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair and providing neighborhood improvements, such as street lighting, landscaping and recreation amenities that contribute to stable, quality neighborhoods.
- H-P-32: The City shall promote the continued upkeep of existing mobilehome parks.
- H-P-33: The City shall require the abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies.
- H-P-34: The City may allow reconstruction of existing housing in commercial land use designations and zoning districts in the event such housing is destroyed or damaged by man-made or natural disaster.
- H-P-35: The City shall adapt public services, such as neighborhood policing services to enhance the stability and value of existing neighborhoods.
- H-P-36: The City shall work with the Manteca Unified School District to ensure the availability of adequate school facilities to meet the needs of projected households in Manteca.
- H-P-37: The City shall support the use of Community Development Block Grant and redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in infill areas.
- H-P-38: The City will maintain an adequate level of public services and infrastructure to meet the needs of existing and projected development, within the fiscal capacity of the City.
- H-P-39: The City shall ensure within fiscal limitations that park and recreation facility acquisitions and improvements keep pace with residential development.

- H-P-40: The City shall ensure that housing developments pay their own way in terms of financing public facilities and services.
- H-P-41: The City shall assess the special needs of young families and the elderly for improved and conveniently located public and private services.
- H-P-42: The City shall encourage the development of new housing units designed for the elderly and disabled persons to be in close proximity to public transportation and community services.

Implementation :

- H-I-18. The Redevelopment Agency shall continue to administer the Housing Rehabilitation Matching Grant Program.

Responsibility: Redevelopment Agency

Time Frame: Ongoing

- H-I-19. The City will cooperate with the San Joaquin County Housing Authority in conjunction with the City's municipal powers and with Redevelopment Agency powers to promote the development and maintenance of housing affordable to low- and moderate-income households. The City of Manteca will encourage and promote the development of low-income housing by providing an exception for low-income housing in the City's Growth Management Ordinance under review.

Responsibility: City Council, Redevelopment Agency

Time Frame: The revised Growth Management Ordinance was approved on November 7, 2003.

- H-I-20. The City shall continue to participate in the San Joaquin County Community Development Block Grant (CDBG) program and annually seek CDBG funding for City projects and programs. In the alternative, the City may apply for direct allocation funds under the state CDBG program. Housing objectives shall be a high priority in the use of CDBG funds.

Responsibility: City Council and Redevelopment Agency

Time Frame: Annually

Goal H-4. Promoting Fair Housing Practices

The City desires to promote and encourage fair housing practices. The following goals, policies, and implementation programs are intended to enhance existing fair housing practices.

To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of race, sex, and other arbitrary factors.

Policies:

H-P-43: The City shall make information available to the public on the enforcement activities of the State Fair Employment and Housing Commission.

H-P-44: The City shall strive to maintain an effective relationship and communications with the San Joaquin Housing Authority and San Joaquin County to ensure access to services provided.

H-P-45: The City shall prohibit discrimination in the sale or rental of housing with regard to race, ethnic background, religion, handicap, income, sex, age, and household composition.

H-P-46: The City shall support and participate in the fair housing program of the Stockton / San Joaquin Community Housing Resource Board or initiate a fair housing program of its own.

Implementation:

H-I-21. The City shall post and distribute information on the enforcement program of the State Fair Employment and Housing Commission and the services of the Stockton/San Joaquin Community Housing Resource Board.

Responsibility: Community Development Department

Time Frame: Ongoing

- H-I-22. The City shall contract with the Stockton/San Joaquin Community Housing Resource Board (SSJCHRB) for administration of a fair housing program. The City shall annually review the activities of the SSJCHRB to ensure that it is meeting the City fair housing objectives and to evaluate its cost effectiveness. The City may establish and administer its own fair housing program. The City will provide information provided by the SSJCHRB (including brochures, flyers, posters and similar publications) in public locations throughout the City, including the Community Development Department Office, the Administration Office, the libraries and the senior center. In addition, the Community Development Department will have such information available to distribute to churches, developers, non-profit agencies, and others who request it. Information shall be provided in languages other than English where appropriate.

Responsibility: City Council, City Manager

Time Frame: Annually

Goal H-5. Providing Housing for Special Needs Populations

The City seeks to provide for increased housing opportunities for special needs households. Establishing and preserving housing opportunities for special needs populations are important components of the City's housing plan. Elderly households and large-family households are both substantial components of the population requiring specialized housing and supportive programs. The following programs support Manteca's commitment to encourage new development and information dissemination.

Provide adequate housing opportunities for persons with special needs.

Policies:

- H-P-47: The City shall give special attention in housing programs to the needs of special groups, including the disabled, large families, the elderly, and families with lower incomes.

- H-P-48: The City shall encourage housing construction or alteration to meet the needs of residents with special needs.

Implementation:

- H-I-23. The City and Redevelopment Agency shall pursue development of additional phases of the Almond Terrace Senior Housing project.

Responsibility: City Council, Redevelopment Agency

Time Frame: Ongoing

- H-I-24. The Redevelopment Agency shall continue to support and fund the Senior Housing Rehabilitation Program, designed to assist those eligible seniors who have minor home repair needs.

Responsibility: Redevelopment Agency

Time Frame: Ongoing

- H-I-25. The City and Redevelopment Agency shall continue to support public housing opportunities provided through the San Joaquin County Housing Authority via rental assistance to low-income residents of the San Joaquin County area.

Responsibility: City Council, Redevelopment Agency

Time Frame: Ongoing

- H-I-26. The City and Redevelopment Agency shall continue to support the Supportive Services Centers (SSC) managed by the San Joaquin County.

Responsibility: City Council, Redevelopment Agency

Time Frame: Ongoing

- H-I-27. The City and Redevelopment Agency shall continue to support the Family Self-Sufficiency Program operated by the San Joaquin County Housing Authority.

Responsibility: City Council

Time Frame: Ongoing

Goal H-6. Reducing Ongoing Housing Expenditures

The following goals, policies, and implementation programs are provided in an attempt to reduce total housing costs by reducing ongoing operation and maintenance costs of housing.

To encourage energy efficient residential and neighborhood designs that make reduce total housing costs by reducing ongoing operation and maintenance costs.

Policies:

H-P-49: The City shall promote the use of energy conservation features in the design of all new residential structures.

H-P-50: The City shall encourage residential construction of durable materials and designs suited to the local conditions that will contribute to reduction of the life-cycle cost of the dwelling.

H-P-51: The City shall encourage innovative building construction techniques and materials to reduce initial and ongoing housing costs and provide superior housing.

H-P-52: The City shall support the use of weatherization programs for existing residential units.

H-P-53: The City shall encourage land use and circulation development patterns that facilitate the use of lower cost alternative vehicles.

Implementation:

H-I-28. The City shall post and distribute information on currently available weatherization programs.

Responsibility: Building Department

Time Frame: Ongoing

H-I-29. The City shall enforce State requirements, including Title 24 requirements, for energy conservation in new residential projects and encourage residential developers to employ additional energy conservation measures with respect to the following:

- Street and driveway design
- Lot pattern and configuration
- Siting of buildings
- Landscaping
- Solar access

Responsibility: City Council, Community Development Department, and Building Department

Time Frame: Ongoing

Goal H-7. Energy Conservation

Residential energy costs can impact the affordability of housing in that increasing utility costs decrease the amount of income available for rents or mortgage payments. Manteca has many opportunities to directly affect energy use within its jurisdiction. Title 24 of the California Administrative Code sets forth mandatory energy standards for new housing development, and requires adoption of an "energy budget".

Some of the alternative ways to meet the State energy standards include:

Alternative 1: The passive solar approach, which requires proper solar orientation, appropriate levels of thermal mass, south facing windows, and moderate insulation levels.

Alternative 2: Generally requires higher levels of insulation than Alternative 1, but has no thermal mass or window orientation requirements.

Alternative 3: Also is without passive solar design, but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

In turn, the home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations. Some additional opportunities for energy conservation include various passive design techniques. Among

the range of techniques that could be used to reduce energy consumption are the following:

Locating the structure on the northern portion or the sunniest portion of the site;

Designing the structure to admit the maximum amount of sunlight into the building during the winter and to reduce exposure to extreme weather conditions;

Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face; and

Making the main entrance a small enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from prevailing winds; or using a windbreak to reduce wind velocity against the entrance.

12.10 Housing Plan Programs and Quantified Objectives

Table 12-32 summarizes the programs, program objectives, quantified objectives, implementation dates, responsible agencies, and funding sources for Manteca's housing plan and associated plans described in this Housing Element. Each quantifiable program lists the number of housing units that can be constructed, preserved, assisted, or rehabilitated, by income category. Income categories are designated by V (Very Low), L (Low), M (Moderate), and U (Upper or Market Rate). Non-quantifiable programs that would enhance affordable housing and housing development in Manteca are also listed. The quantified objective numbers do not required that the City of Manteca will be the primary agency in the program. Rather, depending on the program, the City may play a coordinating, or secondary, supporting role.

TABLE 12-32

HOUSING PLAN PROGRAM SUMMARY

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Encouraging New Development					
Adopt the Land Use Element	Provide residential development opportunities	NA		City of Manteca	Ongoing
	Alter density ranges to accommodate more flexible development of higher-density housing			City of Manteca Redevelopment Agency	

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Accommodate the RHNA	Provide adequate sites to accommodate the City's Regional Housing Needs Assessment (RHNA) (minimum number of units based on the required RHNA noted)	718 VL 651 L 745 M 990 U	NA	City of Manteca City of Manteca Redevelopment Agency	Ongoing
Provide density bonuses	Encourage developers to increase the density in their project, thereby enhancing the development of housing	125 VL 125 L 75 M 75 U	NA	City of Manteca	Ongoing
Inventory of Residential Property	Provide current information to developers to assist with land development	NA	NA	City of Manteca	Annually
Pursue state and federal funding sources	Support the effort of developers to construct and rehabilitate low- and moderate-income housing units	50 VL 50 L	NA	City of Manteca City of Manteca Redevelopment Agency	Ongoing
Use CDBG funds and tax increment revenues for infrastructure improvements on lower-income housing projects	Encourage the development of lower-income housing projects	50 VL 50 L	NA	City of Manteca City of Manteca Redevelopment Agency	Annually
Assemble parcels and sell land for lower-income housing projects	Encourage the development of lower-income housing projects	50 VL 50 L	NA	City of Manteca Redevelopment Agency	Ongoing
Provide incentives in the growth management program for affordable housing	Encourage the development of affordable housing	10 VL 10 L	NA	City Council	Annually

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Waive development fees and provide other financial incentives for affordable housing projects	Encourage the development of affordable housing projects for very low-, low-, and moderate-income households.	20 VL 20 L 20 M	NA	City of Manteca City of Manteca Redevelopment Agency	Ongoing
Review and revise the Zoning Ordinance	- Ensure the availability of an adequate supply of residentially-zoned land - Ensure consistency with the General Plan	NA	NA	City of Manteca	Biannually
Removing Barriers to Affordable Housing					
First-Time Homebuyer Assistance Program	Ensure affordable housing for low- and moderate-income area residents	7 L 7 M	\$500,000	City of Manteca Redevelopment Agency	Ongoing
Support Section 8 program	- Allow property owners and renters flexibility with rent payment - Assist families to become self-sufficient	NA	NA	City of Manteca City of Manteca Redevelopment Agency	Ongoing
Establish criteria for affordable housing sites	Accommodate additional affordable housing locations throughout the City	NA	NA	City of Manteca City of Manteca Redevelopment Agency	FY 2003-04
Develop affordable ownership and rental housing	Provide for additional affordable housing opportunities throughout the City	5 L 5 M	NA	City of Manteca City of Manteca Redevelopment Agency	FY 2003-2008
Allow mixed residential-commercial projects in CMU zone	Encourage the development of multi-family units	10 VL 10 L 10 M	NA	City of Manteca	FY 2003-04

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Revise the City's permit processing and development fee structure	Remove financial barriers to affordable housing	NA	NA	City of Manteca	FY 2002-03, biannually
Maintaining and Preserving Existing Housing					
Union Courts Apartments	Provide funding for the rehabilitation of 68 affordable housing units	68 L	NA	City of Manteca City of Manteca Redevelopment Agency San Joaquin County	FY 2003-04
Housing Rehabilitation Matching Grant Program	Eliminate blight, support home ownership, enhance the quality of affordable housing, and encourage private investment	40 L	\$200,000	OF MANTECA VELOPMENT ICY	Ongoing
Cooperate with the San Joaquin County Housing Authority	Promote the development and maintenance of affordable housing	40 VL 40 L 20 M	NA	City of Manteca and City of Manteca Redevelopment Agency San Joaquin County Housing Authority	Ongoing
CDBG Program	Fund affordable housing programs and objectives	10 VL 10 L	NA	City of Manteca City of Manteca Redevelopment Agency San Joaquin County	Annually

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Promoting Fair Housing Practices					
Post and distribute fair housing information	Promote fair housing practices	NA	NA	City of Manteca State of California Stockton/San Joaquin Community Housing Resource Board	Ongoing
Contract for administration of a fair housing program	Promote fair housing practices	NA	NA	City of Manteca Stockton/San Joaquin Community Housing Resource Board	Annually
Providing Housing for Special Needs Populations					
Manteca Senior Housing development	Promote housing opportunities for the elderly	50 L	NA	City of Manteca City of Manteca Redevelopment Agency	Ongoing
Senior Housing Rehabilitation Program	Promote housing opportunities for the elderly	60 VL 60 L	\$300,000	City of Manteca Redevelopment Agency	Ongoing
Support public housing opportunities	Promote housing opportunities to low-income families	NA	NA	City of Manteca City of Manteca Redevelopment Agency San Joaquin County Housing Authority	Ongoing
Support "Supportive Service Centers"	Provide for supportive services at public housing developments	NA	NA	City of Manteca City of Manteca Redevelopment Agency San Joaquin County	Ongoing

Housing Program	Program Objectives	Quantified Objectives	Funding Sources	Responsible Agency	Time Frame
Support the Family Self-Sufficiency Program	Assist families become independent of public assistance	NA	NA	City of Manteca San Joaquin County Housing Authority	Ongoing
Support Migrant Center	Provide opportunities for farm labor housing in San Joaquin County	NA	NA	City of Manteca San Joaquin County Housing Authority	Ongoing
Reducing Ongoing Housing Expenditures					
Provide information on weatherization programs	Encourage households to reduce expenditures on housing costs	NA	NA	City of Manteca	Ongoing
Enforce energy conservation requirements	Encourage homeowners and developers to use energy conservation measures	NA		City of Manteca	Ongoing

The number of units identified in the Summary of Quantified Objectives (Table 12-2) is a target for each program or action item. In reality, production or rehabilitation of housing affordable to Low and Very Low Income households is likely to require the combination of as many funding sources and programs as may be appropriate and available at the time a project is being funded. Therefore, the quantification of objectives for individual programs is a contribution to a cumulative effort.

Achieving the target established the Regional Housing Needs Assessment established by SJCOG for the City of Manteca will depend on providing an adequate supply of residentially-zoned land available for housing development at the various income levels (Table 12-33).

TABLE 12-33

SUMMARY OF QUANTIFIED OBJECTIVES: 2004-2007

	Very Low Income	Low Income	Moderate Income	Upper Income	Total Units
Units to be Constructed	195	245	105	75	620
Units to be Preserved	50	50	20	0	120
Units to be Assisted	0	12	12	0	24
Units to be Rehabilitated	60	108	0	0	168
Total Units	305	415	137	75	932

12.11 Glossary of Terms

Key housing-related terms and concepts, as well as agencies involved in housing in Manteca are defined below:

Affordable Housing: Under State and federal statutes, housing which costs no more than 30 percent of gross household income is referred to as "affordable" housing. Housing costs factored into this definition include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and other related costs.

Assisted Housing: Assisted housing refers to units that are subsidized by federal, state, or local housing programs.

At-Risk Housing: Multi-family rental housing that may lose its status as housing affordable for low and moderate income tenants due to the expiration of federal, state or local agreements is referred to as "at-risk" housing.

California Department of Housing and Community Development (HCD): HCD is responsible for administering State-sponsored housing programs and for reviewing housing elements to determine compliance with State housing law.

Community Development Block Grant (CDBG): The CDBG program is administered by the U.S. Department of Housing and Urban Development (HUD). The program allots money to cities and counties for housing and community development activities.

Density Bonus: Under State density bonus laws, a developer is commonly allowed additional residential units within a project beyond the maximum for which the parcel is

otherwise permitted. Usually, a density bonus is permitted in exchange for the provision or preservation of affordable housing units at the same site or at another location.

Dwelling, Multi-family: A building containing two or more dwelling units for the use of individual households is referred to as multi-family. Duplexes, apartments, and condominium buildings are examples of this dwelling unit type.

Dwelling, Single-family: A dwelling unit designed for occupancy by not more than one household is referred to as a single-family housing unit. Single-family detached units do not share a wall with other single-family units. Single-family attached units are attached to one or more other one-family dwellings by a common vertical wall.

HOME Program: The HOME Investment Partnership Act, Title II of the National Affordable Housing Act of 1990 authorized a funding program for housing. The HOME program is administered by HUD and provides formula grants to states and localities to build, buy, and/or rehabilitate affordable rental or ownership housing or to provide direct rental assistance to low-income people.

Household: The U.S. Bureau of the Census defines a household as all persons living in a housing unit whether or not they are related. A single person living in an apartment as well as a family living in a house is considered a household. Household does not include individuals living in dormitories, prisons, convalescent homes, or other group quarters.

Income Categories: For planning purposes, HCD has established income definitions based on the Median Family Income (MFI) within California counties. Table 12-1 presents HCD 2002 income categories applicable to Manteca.

Table 12-1. HCD INCOME DEFINITIONS

Income Group	% of San Joaquin County Median Family Income	Income Limit for a Family of 4 (2002)
Area Median	N/A	\$47,500
Very Low	0-50%	\$23,750
Low	51-80%	\$38,000
Moderate	81-120%	\$57,000
Upper	> 120%	> \$57,000

Source: Department of Housing and Community Development, 2002.

Redevelopment Agency: California Community Redevelopment Law provides authority for cities to establish Redevelopment Agencies with the scope and financing mechanisms necessary to remedy blight and provide stimulus to eliminate deteriorated conditions. The law provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare by the Agency. Redevelopment law requires an Agency to set aside 20 percent of all tax increment dollars generated from each redevelopment project area for the purpose of increasing and improving the community's supply of housing for low and moderate income households.

Redevelopment Implementation Plan: The Manteca Redevelopment Agency uses housing set-aside funds (20 percent of tax increment revenues within all Redevelopment Project Areas) to support new housing construction, housing rehabilitation, and a variety of housing programs throughout the City. The Agency is required to complete a Redevelopment Implementation Plan every five years (with subsequent review periods) describing redevelopment projects the Agency intends to fund, and projecting revenues that can be made available for affordable housing. Where applicable, these projects have been included in the Housing Element.

Regional Housing Needs Assessment (RHNA): State Housing Element law requires SJCOG to create a plan every five years that summarizes regional housing needs for both existing conditions, as well as for a five-year planning period. This plan, known as the Regional Housing Needs Assessment (RHNA), allocates regional housing needs by income level among its members.

Section 8 Rental Voucher/Certificate Program: The tenant-based Section 8 program subsidizes a family's rent in a privately owned house or apartment. Local public housing authorities typically administer the program. The Section 8 program pays the difference between 30 percent of the household annual income and fair market rent charged by the landlord. Households with incomes of 50 percent or below the area median income are eligible to participate in the program.

San Joaquin Council of Governments (SJCOG): SJCOG brings together mayors, city council members and county supervisors throughout San Joaquin County to work on regional issues. While regional transportation planning is its primary role, SJCOG also participates in housing, population statistics, airport land use, habitat and open space

planning, and other regional issues. SJCOG is responsible for preparation of the Regional Housing Needs Assessment (RHNA), which determines a jurisdiction's share of regional housing growth.

Special Needs Populations: Special needs populations tend to have more difficulty in finding decent affordable housing due to their special circumstances. Under California Housing Element statutes, these special needs groups consist of the elderly, disabled, large families, female-headed households, farmworkers, and the homeless. A jurisdiction may also choose to consider additional special needs groups in the Housing Element, such as students, military households, or other groups present in their community.

U.S. Department of Housing and Urban Development (HUD): HUD is a cabinet-level department of the federal government responsible for housing, housing assistance, and urban development. Housing programs administered through HUD include Community Development Block Grant (CDBG), HOME, and Section 8 Rental Assistance.

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