

City of Manteca Planning Commission **STAFF REPORT**

MEETING DATE: APPLICATION NO: REQUEST:	September 22, 2020	
	General Plan Update Status Report - General Plan Update	
LOCATION:	Citywide	
APPLICANT:	City of Manteca	
PROPERTY OWNER:	Various	
ZONING:	AII	
GENERAL PLAN:	AII	
CEQA STATUS:	Not Applicable	
CEQA STATUS:	Not Applicable	

PROJECT DESCRIPTION: The matter before the Planning Commission is a status report on the General Plan Update, with an opportunity for the Planning Commission to provide feedback on the efforts completed to date.

SITE DESCRIPTION: The General Plan Update project includes lands within the City, Sphere of Influence, and Planning Area as shown in Figures LU-1, Planning Area, and LU-2, Land Use Map, of **Attachment 1**.

BACKGROUND: The General Plan Update was initiated in 2016 and has included extensive community outreach efforts. Three community-wide Visioning Workshops were held in March and April 2017 to receive community input on the vision, goals, and priorities of the General Plan Update. Fourteen working meetings, which included opportunities for public comment, were held with the General Plan Advisory Committee (GPAC) meetings from August 2017 through March 2019 to review existing conditions, the adopted General Plan, proposed policy sets for the update, Land Use Map alternatives and modifications, and the GPAC Draft General Plan. An Open House and community-wide on-line survey were held in March 2019, along with a community-wide on-line survey, to present the GPAC-preferred land use map to the community and to receive feedback regarding proposed land uses.

The Planning Commission met on March 26, 2019 to consider the GPAC's recommendation, public input that had been received through the Open House and survey, and discuss recommendations to the City Council regarding the preferred Land Use Map. The City Council and Planning Commission held a joint workshop on May 14, 2019 and discussed potential Land Use Map changes. On July 30, 2019, the City Council reviewed Land Use Map alternatives and provided City staff and the consultant team recommendation regarding the preferred Land Use Map to be analyzed in the Draft Environmental Impact Report (Draft EIR) prepared for the General Plan Update. Each meeting provided opportunities for public comment and included consideration of written public comments that had been submitted prior to the meeting.

On January 6, 2020, the Notice of Preparation (NOP) for the Draft EIR was issued. During the 30-day NOP comment period, a scoping meeting was held to provide the public an opportunity to learn about the EIR process and to provide comments regarding the scope of the EIR.

During the various public comment opportunities on the General Plan Update and the NOP, the City received comments asking that the City's Truck Route be included in the General Plan and

addressed in the General Plan EIR. The Truck Route Study was a separate planning effort initiated by the City in 2019 and yielded a Proposed Truck Routes Map.

The City identified a preferred truck route for further analysis in July 2020. In August 2020, the City Council approved an amendment to the General Plan Update agreement to include analysis of the preferred truck route in the Draft EIR and also to provide a more detailed methodology and analysis to address vehicle miles travelled (VMT) as required by Senate Bill 743.

Environmental Justice is a broad re-occurring theme throughout the General Plan. Environmental impacts associated with the Truck Route Map will be evaluated in the General Plan EIR. There will be an Environmental Justice workshop that amongst other topics will include the findings from air quality, health risk assessment and noise modeling results associated with the Truck Route.

Another important Environmental Justice topic is complete streets and improvements needed throughout both the existing street network and planned new streets. The Circulation Element will also include the Active Transportation Plan (ATP) network adopted by the City on September 1, 2020. The ATP proposes a network of bicycle, pedestrian and accessibility improvements throughout the City.

ANALYSIS:

City staff and the consultant team are currently working to prepare the Public Review Draft General Plan and the Draft EIR. The Draft EIR will analyze the Public Review Draft General Plan), which will include the following elements:

- Land Use, including the Land Use Map
- Growth Management
- Circulation, including the Major Streets Master Plan which will reflect the proposed truck routes
- Community Design
- Economic Development
- Community Facilities and Services
- Resource Conservation
- Safety
- Implementation

Environmental justice is addressed in Land Use Element, noise is addressed in the Safety Element, and air quality is addressed in the Resource Conservation Element.

Note: The Housing Element was adopted in 2016 and will be updated in a separate process from the General Plan Update and will be updated consistently with the State's requirements and due dates for the 6th Housing Element cycle.

Concurrent with the Draft EIR preparation, City staff and the consultant team are reviewing the GPAC Draft General Plan to identify whether any modifications to goals, policies, and programs are necessary to address environmental impacts identified through the Draft EIR process or to meet various requirements of State law. The GPAC Draft General Plan was included in the Planning Commission's March 26, 2019 meeting packet. Modifications will be made to the

GPAC Draft General Plan, where necessary, and will be included in the Public Review Draft General Plan. Modifications being made to the GPAC Draft General Plan include:

Preferred Land Use Map: The Preferred Land Use Map, which reflects direction from the City Council at its July 30, 2019 meeting as well as City staff input related to recent projects for consideration, will be included in the Land Use Element as Figure 2-2 and is provided at **Attachment 2**. No additional changes or recommendations related to the Preferred Land Use Map are anticipated until the Public Review Draft General Plan and the Draft EIR are published, anticipated in December 2020.

Preferred Truck Route: The Proposed Truck Route will be addressed in the Circulation Element and included on the Major Streets Master Plan. The Draft EIR will include a health risk assessment and noise analysis that considers the effects of General Plan implementation, including increased heavy truck traffic on sensitive receptors. The Proposed Truck Route that will be included in the General Plan Update and will be analyzed in the Draft EIR is provided as **Attachment 3**.

Residential Land Use Conflicts: During its March 26, 2019 and May 14, 2019 meetings to provide input on the Preferred Land Use Map, the Planning Commission expressed concern related to potential conflicts between residential uses and more intensive uses, including industrial uses, agricultural processing, and potential truck routes. City staff and the consultant team have considered the input from decision-makers and comments from the public and have prepared revisions to the Land Use Element to ensure that potential conflicts are identified and addressed through the development review process. The draft modifications to select Land Use policies and programs are provided in **Attachment 4**, with deletions shown in strikethrough and new text shown in <u>underline</u>.

Vehicle Miles Travelled: Fehr & Peers is analyzing the potential for various policies and programs to reduce VMT. Through the Draft EIR process, land use recommendations, policies, and programs will be identified that would result in a quantifiable reduction to VMT.

RECOMMENDATION:

Staff recommends that the Planning Commission consider the presentation regarding the status of the General Plan Update. No formal action by the Planning Commission is requested at this time.

Report prepared by: J.D. Hightower, Deputy Director Planning

Attachments:

- 1. General Plan Planning Area
- 2. Preferred Land Use Map
- 3. Proposed Truck Routes
- Draft Policy Modifications: Conflicts between residential uses and more intensive uses

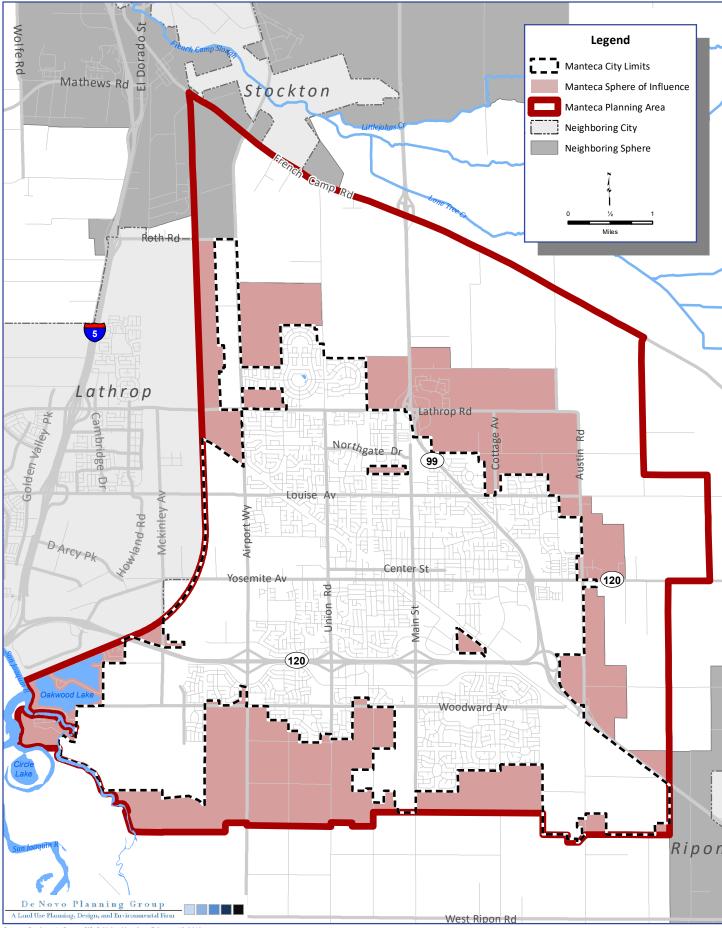
Reviewed By:

Chris Erias, Development Services Director

9-17-2020

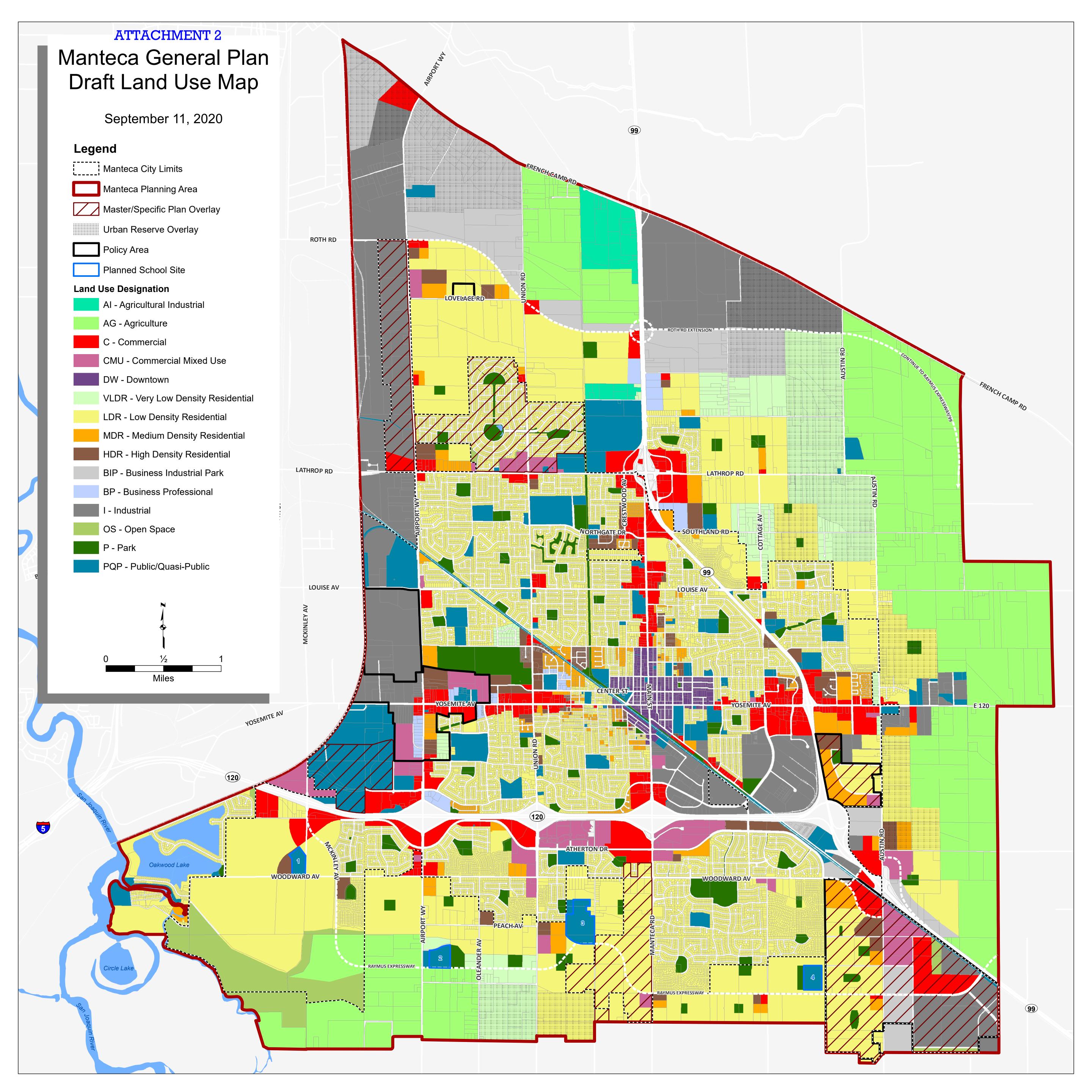
Date

ATTACHMENT 1



Sources: San Joaquin County GIS; CalAtlas. Map date: February 12, 2019.

Figure LU-1: Planning Area



ATTACHMENT 3



July 20, 2020

City of Manteca

Proposed Truck Routes

Manteca Truck Routes Existing and Proposed Existing S.T.A.A. Route Existing Manteca S.T.A.A. Route

Proposed California Legal Truck Route
Proposed CA Legal Truck Route

Proposed S.T.A.A. Truck Routes
Existing Road
Proposed Road

San Joaquin County Streets
- - - County Roads within City Limits County Roads within City Limits

Municipal Section 10.52.010.C

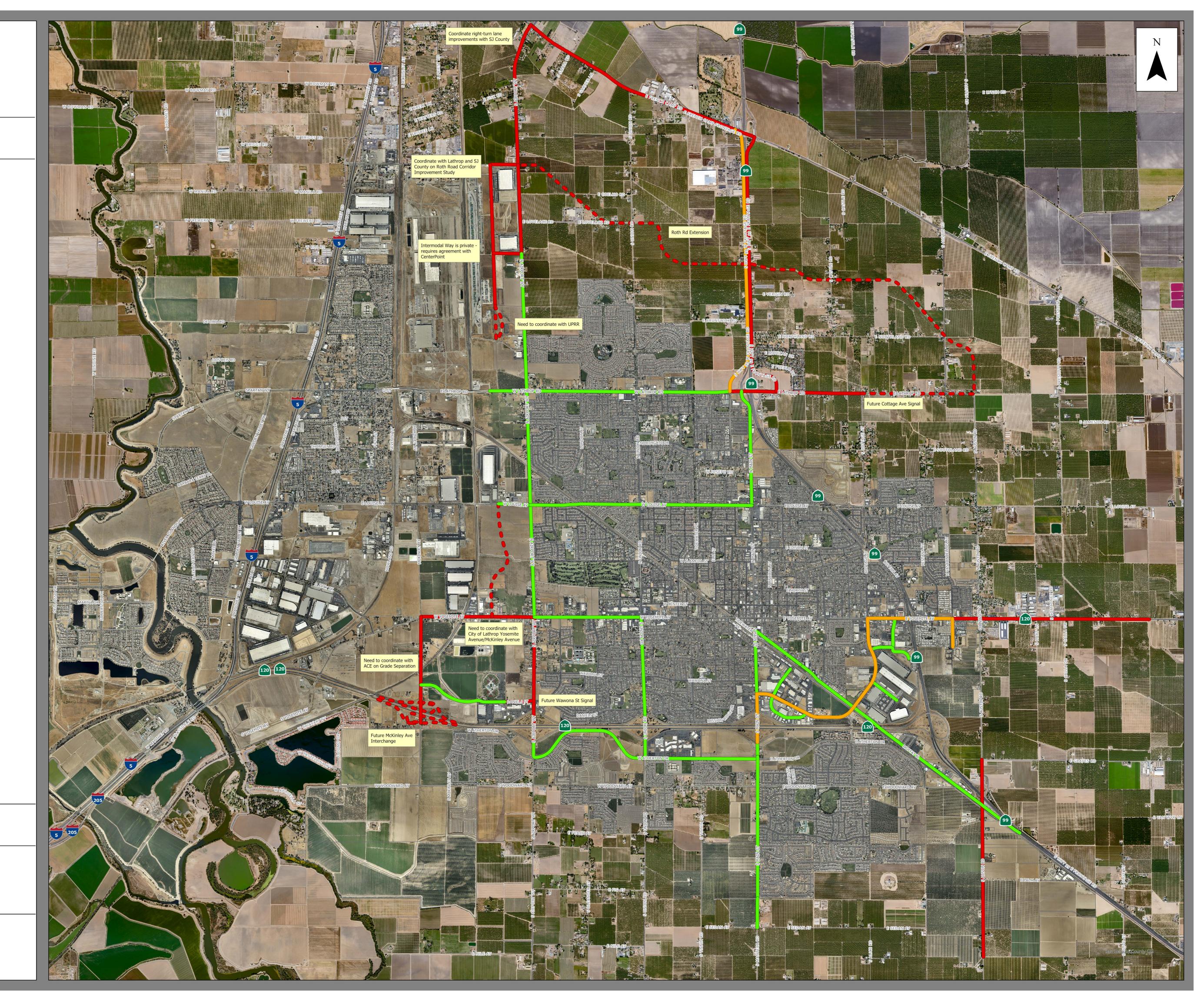
Maximum gross weight limits shall not apply to the entire length of Moffat Boulevard and Lathrop Road, South Main Street between Moffat Boulevard and the southerly city limit.

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1.5 — Mi

Data on this map is intended for general use and informational purposes only. The City of Manteca does not warrant the accuracy, quality, or completeness of data or suitability for any particular purpose. Information on this map is not intended to replace engineering, survey, or other primary research methods.

GEOGRAPHIC INFORMATION SYSTEMS CITY OF MANTECA 1001 W CENTER ST MANTECA, CA 95337



ATTACHMENT 4

Residential Areas

Goal LU-3

Establish and maintain residential neighborhoods that meet the housing needs of all residents and are safe and attractive places to live with convenient access to services, recreation, schools, and employment.

Policies

- LU-3.1 Provide for the development of a variety of housing types and at a range of prices to meet the needs of all segments of the city's population, including individuals and families who qualify for affordable housing assistance in accordance with the Housing Element.
- LU-3.2 Require the design of new residential development to be consistent with any applicable design guidelines, to ensure harmony with Manteca's unique character, and compatib<u>ility</u>e with existing surrounding land uses.
- LU-3.3 Encourage residential development to occur in a balanced and efficient pattern that reduces sprawl, preserves open space, and creates convenient connections to other land uses.
- LU-3.4 Prioritize the location of higher density housing in close proximity to employment areas, services, schools, retail, transit stops, near community destinations, and near major streets with high access to transit and non-vehicle transportation modes.
- LU-3.5 Encourage residential uses above the ground floor in mixed-use areas.
- LU-3.6 Encourage new neighborhoods to include a mix and distribution of land uses, including schools, parks, shopping, restaurants, and services, that reduce auto trips and support walking, biking, and transit use.
- LU-3.7 Promote the development of strategically located neighborhood serving centers that incorporate commercial, employment, cultural or entertainment uses and are within walking distance of surrounding residents.
- LU-3.8 Where planned residential areas and <u>expansions of</u> existing residential neighborhoods interface with commercial, industrial, <u>agricultural</u> <u>industrial</u>, and other non-residential development, require that the <u>proposed</u> development be designed to maximize the compatibility between the uses and reduce any potentially significant or significant negative impacts associated with aesthetics, <u>land use and planning</u>, noise, safety, odor, and lighting that are identified through the <u>California Environmental Quality Act (CEQA) review to less than</u>

The Housing Element

identifies the City's plan for development, preservation, and maintenance of housing that is affordable at a range of income levels and provides for a variety of housing types. The Housing Element includes goals, policies, and programs that address:

- Development of affordable housing
- Infill and Downtown
 residential development
- A range of housing types, densities, and designs to meet existing and projected housing needs for all economic segments
- Maintenance and improvement of existing housing and neighborhoods
- Provision of adequate housing opportunities for special needs groups
- Promote equal opportunity for safe and affordable housing for everyone in the community



significant.

- LU-3.9 Locate residences away from areas of excessive noise, smoke, dust, odor, and lighting, and ensure that adequate provisions, including buffers or transitional uses, such as less intensive renewable energy production, light industrial, office, or commercial uses, areseparate the proposed residential uses from more intensive uses, including industrial, agricultural, or agricultural industrial uses and designated truck routes, made to ensure the health and well-being of existing and future residents.
- LU-3.10 Encourage the development of additional executive housing units and neighborhoods.
- LU-3.11 Encourage property maintenance and the revitalization of economically disadvantaged and poorly maintained neighborhoods.
- LU-3.12 Encourage and support development patterns at the highest limits permitted within each General Plan land use designation consistent with the policies of all other General Plan elements.

Implementation

- LU-3a Through the development review and permit process, screen development proposals for land use compatibility, including conformance with existing development or neighborhoods.
- LU-3b Through the development review and permit process, ensure that residential developments meet the minimum density requirement stipulated on the Land Use Map in order to ensure that Manteca has an ample number of housing units to meet all of its housing needs.
- LU-3c Utilize density transitions, <u>less intense non-residential land use</u> <u>designations</u>, and buffers, <u>including open space</u>, <u>drainage features</u>, <u>landscaping</u>, <u>and multi-use paths</u>, in order to protect the integrity of existing land use patterns and minimize the impacts on existing uses and residents. Development projects shall be designed to:
 - Locate lower residential densities adjacent to open space, areas of <u>non-industrial and non-processing</u> agricultural use, and existing lower density residential areas;
 - Locate higher residential densities in proximity to services, transit, and/or employment activity centers;
 - Where new residential uses are proposed adjacent<u>to</u> existing industrial uses<u>or</u> <u>designated</u> <u>truck</u> <u>routes</u>, the residential development shall incorporate a buffer, such as a roadway, landscaped open space, parking area, detention basin, <u>multi-use</u> <u>path</u>, or similar feature, to separate the residential uses from <u>industrial usesthe more intensive use</u>.

2. Land Use

- Where new residential uses are proposed adjacent Highway 99 or Highway 120, the residential development shall incorporate a buffer, such as a roadway with landscape-separated sidewalk, landscaped open space, parking area, detention basin, or similar feature, to separate the residential uses from freeway uses and the project proponent shall demonstrate any land use conflict identified through the CEQA process will be reduced to less than significant.
- <u>LU-3e</u> Require proposed residential subdivisions of 10 or more units with an average lot size less than one acre that are within 500 feet of an existing industrial, commercial, agricultural industrial, or agricultural processing use or a designated truck route to submit a Site Analysis Plan to ensure compliance with standards of Chapter 17.58 of the Zoning Code, as amended.

The Site Analysis Plan will quantify existing conditions of the site relative to compliance with Chapter 17.58 of the Zoning Code as amended, and how new development will meet these standards. The Site Analysis Plan shall incorporate a written narrative explaining how the project design has responded to the existing conditions and how new development will ensure that new residents will have an environment that is in compliance with the standards of Chapter 17.58, as amended. Such a statement, to form part of the material required for an application, is intended to assist the City's design and evaluation processes, and result in residential projects that meet quantifiable performance standards.

- LU-3d Develop and periodically update design and performance standards that update and complement Chapter 17.58 of the Zoning Code to provide recommended design solutions available to proposed development projects to reduce impacts associated with aesthetics, noise, safety, odor and lighting, including land use conflicts between residential uses and nearby industrial and agricultural uses, in compliance with Chapter 17.58 of the Zoning Ordinance, as amended.
- LU-3^{ed} Implement the policies and actions in the Housing Element in order to enhance opportunities to provide affordable housing within the community and to accommodate a range of household types, special need populations, and income levels.
- LU-3*fe* Explore and encourage creative approaches to providing affordable housing, including market rate housing affordable to moderate income households, within the community. Such approaches may include public/private partnerships, land trusts, housing cooperatives, co-housing, and/or inclusionary housing.
- LU-3gf Continue to fund existing and provide assistance to additional neighborhood improvement programs designed to stabilize and enhance the quality of existing neighborhoods. Such improvements may include, but are not limited to sidewalk upgrade and repair, street



tree programs, street lighting, signage, trash collectors, bus stop shelters and benches and similar improvements to the public areas.

- LU-3<u>hg</u> Facilitate and encourage the participation of neighborhood groups and associations in the planning process, and identify neighborhood priorities for future public improvements and capital projects.
- LU-3<u>i</u>h Continue the City's Code Enforcement efforts to preserve existing neighborhoods through the elimination of blight and improvement of substandard housing.
- LU-3<u>h</u>i Upgrade and provide infrastructure in existing neighborhoods as funding is available.
- LU-3kj Support efforts by the League of California Cities, American Planning Association, American Public Works Association, and other mutual interest organization to establish and/or re-establish stable funding mechanisms, like property tax backed revenue sources, at the State level.
- LU-3k Within new subdivisions, accessory dwelling units that are integrated into the overall primary home design shall be encouraged so long as from the street view the primary and accessory dwelling units give the exterior appearance of a single family home.
- LU-31 Within new subdivisions, duplexes on corner lots shall be encouraged so long as the front doors and garages for each dwelling unit face the differing intersecting streets.
- LU-3m Within new subdivisions, developers shall be encouraged to develop up to 30% of the total number of dwelling units in the subdivision as attached houses, cottage homes, garden apartments, and other types of higher density product types so long as the overall density of the called for in the respective General Plan land use designation is not exceeded; the pattern of the neighborhood is maintained; such units are distributed evenly throughout the subdivision; and, limited to no more than 6 dwelling units per lot.
- LU-3n Evaluate, in cooperation with the Building Industry Association, fiscal alternatives that will encourage development at the highest levels permitted by general plan land use designations such as Public Facilities Implementation Plan fees collected at the per acre basis compared to the per dwelling unit basis.

Commercial Uses

Goal LU-4

Provide for a broad range of commercial uses that serve the needs of Manteca's residents and the region-at-large, provide dynamic and attractive focal points and gathering areas, and increase Manteca's sales tax base.

Policies

LU-4.1 Establish and maintain inviting and attractive neighborhood, community, and regional-serving commercial centers in prominent, easily accessible locations.

- Neighborhood-serving centers should be centrally located within and well-integrated into the adjacent neighborhood(s).
- Community-serving centers should be located along arterial streets and similar major roadways.
- Regional-serving centers should be located in close proximity to freeway interchanges.
- LU-4.2 Encourage retail and commercial service uses on the ground floor in mixed-use areas.
- LU-4.3 Encourage the rehabilitation and redevelopment of existing shopping centers where a dominant retail use is still likely to be viable. At locations with with obsolete retail space and limited opportunity for future viable retail uses, encourage conversion to mixed use and other non-retail uses.
- LU-4.4 Ensure that all commercial and other non-residential development is compatible with adjacent land uses, particularly residential uses, based upon the location and scale of buildings, lighting, and in conformance with the noise standards of the Safety Element. When development is incompatible, require commercial uses to provide adequate buffers and/or architectural features to protect residential areas, developed or undeveloped, from intrusion of nonresidential activities that may degrade the quality of life in such residential areas.

Implementation

- LU-4a Concentrate new neighborhood-serving commercial centers within neighborhoods, community-serving commercial centers along arterial streets, and regional-serving commercial centers around freeway interchanges.
- LU-4b As part of the City's development review process, ensure that commercial projects are designed to minimize conflicts with residential uses. Review of commercial projects should ensure that the following design concepts are avoided in projects that abut residential areas:

Goals LU-4 and LU-5 address the identification of sites for commercial and employmentgenerating uses. Refer to the

Economic Development Element for additional goals, policies, and measures related to attraction and retention of businesses, high-quality, skilled employment opportunities, support for Manteca's workforce, and measures to address fiscal stability.



- Inappropriate building scale and/or siting on the lot.
- Excessive glare or excessive impacts from light sources onto adjacent properties.
- Excessive noise generated from freight and waste management activities during night hours.
- Excessive air pollutant emissions from freight trucks and large expanses of parking lot areas.
- LU-4c Monitor commercial development to ensure balanced residential, commercial, and industrial growth.
- LU-4d Monitor revenues relative to new growth to ensure that projected cumulative revenue of all land uses in the City is sufficient to support public service costs. The resulting fiscal trends will be incorporated into the annual General Plan implementation report as outlined in LU-1a.

Employment and Revenue Generating Uses

Goal LU-5

Increase employment opportunities across all sectors of the economy to enhance Manteca's reputation as an employment center in southern San Joaquin County and to improve upon Manteca's jobsto-housing ratio.

Policies

- LU-5.1 Encourage the development and intensification of employment centers, including high quality, professional office campuses, business parks, and industrial parks, along with related mixed-use development and open spaces. The centers shall be located in areas fully served by public facilities and services, located along major arterials with easy freeway access and with access from public transit, and accessible to bicyclists and pedestrians.
- LU-5.2 Encourage office uses above the ground floor in commercial and mixed-use areas.
- LU-5.3 Encourage the expansion of business professional uses around the civic center and both Doctors and Kaiser Permanente hospitals.
- LU-5.4 Ensure that employment-generating development is compatible with adjacent land uses, particularly residential uses, based upon the location and scale of buildings, lighting, noise, and smell. When development is incompatible, require adequate buffers and/or architectural consideration to protect residential areas, developed or undeveloped, from intrusion of nonresidential activities that may degrade the quality of life in such residential areas.

2. Land Use

- LU-5.5 Maintain and implement Zoning Code provisions that accommodate and facilitate home-based and locally-owned businesses throughout the City.
- LU-5.6 Encourage the development of "clean" industries, such as researcher and development, technology manufacturing, green manufacturing, and similar uses, that limit environmental impacts and health risks commonly associated with industrial uses.
- LU-5.7 Require common amenities, detention facilities, and pedestrian and bicycle facilities and linkages to be incorporated into the landscaping and site design.
- LU-5.8 In new growth areas, require that high speed fiber optic or other advanced high speed communication technologies are provided to lot and house.
- LU 5-9 Encourage the continuation of existing area industrial, commercial, and agricultural industrial uses that provide employment and other benefits to the Manteca community and ensure that the potential adverse impacts of new or expanded residential use on existing industrial, commercial, and agricultural processing uses is considered as part of the project application review process for residential uses.

Implementation

- LU-5a Review and revise the Zoning Code as appropriate to accommodate research, technology, and similar emerging uses as permitted and to accommodate a mix of complementary uses in all zones.
- LU-5b Concentrate new employment centers along the Planning Area's western and northern boundaries. Employment centers should provide a focal point and/or theme feature and shall provide prominent entryways at entrances from the City's major roadway system. Where possible, the entryways shall take advantage of and incorporate existing natural resources into the entry treatment. Plans for employment centers should identify the location and treatment of the entryways, and shall consider the use of open space, signage and/or special landscaping to create a visual edge or buffer for the employment center.
- LU-5c Concentrate new professional office uses around the civic center, Downtown, and near State Route 99 and State Route 120 interchanges.
- LU-5d As part of the City's development review process, continue to ensure that employment-generating projects are designed to minimize conflicts with residential uses. Review of employment-generating projects should ensure that the following design concepts are addressed in projects that abut residential areas:
 - Appropriate building scale and/or siting;
 - Site design and noise-attenuating features to avoid exposure to



excessive noise due to long hours of operation or inappropriate location of accessory structures;

- Site and structure design to avoid excessive glare or excessive impacts from light sources onto adjacent properties; and
- Site design to avoid unnecessary loss of community and environmental resources (archaeological, historical, ecological, recreational, etc.).
- LU-5e Require proposed major industrial development to provide the City with an engineering report of the anticipated potable water and wastewater demand. Additional review will be required for proposed industrial uses with a high potable water and wastewater demand.
- LU-5f Ensure that applications for new development contain sufficient information for staff to analyze its contribution to the city's jobs-to-housing ratio.
- LU-5g For the purposes of evaluating the potential for a project to result in conflicts with existing zoning for agricultural uses through the CEQA process, the Agricultural/Industrial land use classification shall be considered an agricultural use.

Mixed Use Development

Goal LU-6

Increase the presence of mixed-use development to revitalize Downtown and aging commercial centers and create vibrant centers in new growth areas.



LU-6.1 Promote Downtown as the city's primary civic and cultural center and a significant commercial and financial center that provides a public focal point, community, and/or theme features and architectural textures and features on a fine grain scale.

LU-6.2 Encourage a vibrant mixture of office, retail, service, institutional, and residential uses in Downtown.

- LU-6.3 Encourage a variety of Downtown business types to provide a unique shopping experience.
- LU-6.4 Encourage the development of projects that include residential uses to help create an economically healthy and vibrant Downtown throughout the day and night.
- LU-6.5 Preserve and enhance the civic focus of Downtown by maintaining existing civic structures and uses, such as the Transit Center, and by encouraging other civic uses to locate Downtown.
- LU-6.6 Encourage resident-serving land uses, such as pharmacies and small

2. Land Use

grocery stores, in Downtown.

- LU-6.7 Encourage all mixed-use projects to, at minimum, incorporate a significant ground floor retail component and a residential component, located on upper stories and or behind the project's commercial uses.
- LU-6.8 Encourage the mixing of retail, service, residential, office, and institutional uses on the properties surrounding The Promenade to create a significant retail, employment, and cultural center south of Highway 120.
- LU-6.9 Require mixed-use development to provide strong connections with the surrounding development and neighborhoods through the provision of pedestrian and bicycle facilities and, where feasible, site consolidation.
- LU-6.10 Encourage the reuse of existing buildings within Downtown and in other developed locations designated for mixed-use development by utilizing the California Existing Building Code which provides flexibility in the retrofitting of buildings.
- LU-6.11 Promote the revitalization of underutilized, deteriorated areas and buildings within Downtown and in other developed locations designated for mixed-use development through development incentives, public/private partnerships, and public investments.

Implementation

- LU-6a Consider implementing incentives to support developers who construct vertical mixed-use projects and/or who build housing above non-residential ground-floor uses within Downtown.
- LU-6b Support Downtown business and property owners by helping to develop and fund public/private partnerships, such as business improvement districts, to provide for increased maintenance, cleanliness, security, marketing, business retention and recruitment.
- LU-6c Maintain the Zoning Ordinance <u>Code</u> to allow frequently visited, resident-serving uses by right in Downtown.
- LU-6d Promote the intensified use and reuse of existing suites above ground floors.