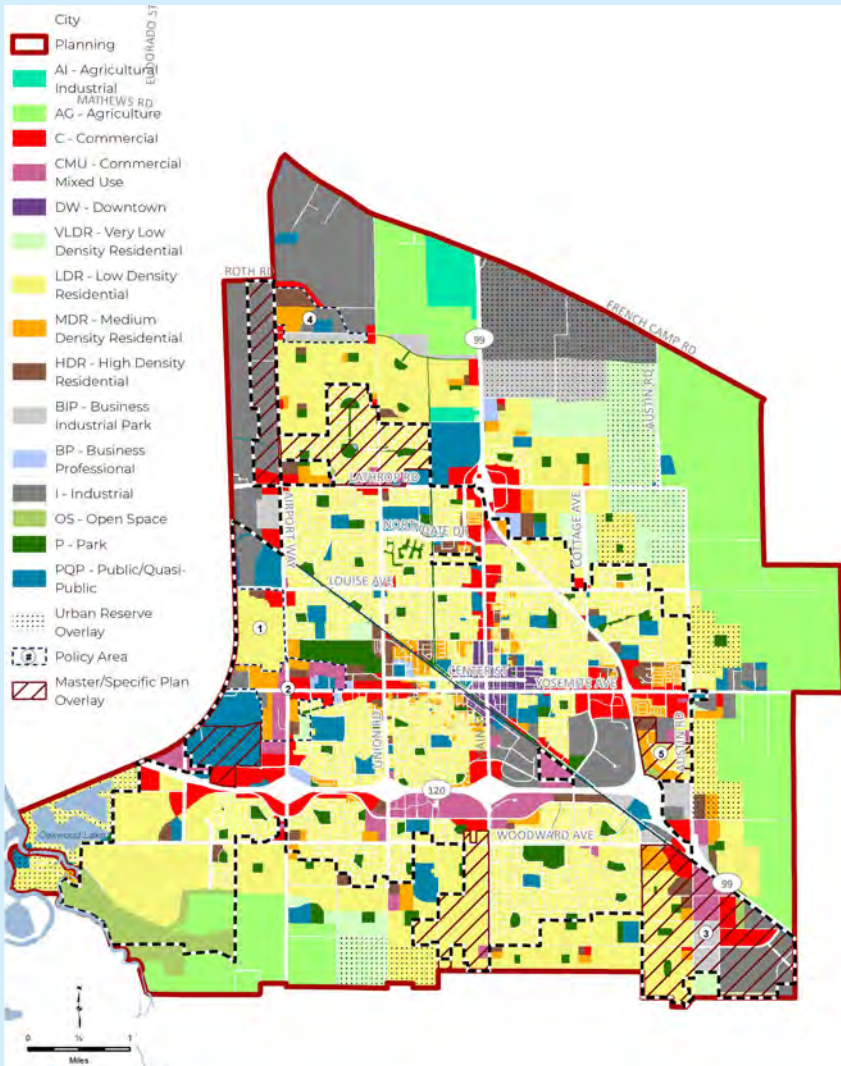




Manteca

General Plan Update



Revised Public Review Draft General Plan

November 2022

City of Manteca
1001 W. Center Street
Manteca, CA 95337

DE NOVO PLANNING GROUP



A LAND USE PLANNING, DESIGN, AND ENVIRONMENTAL FIRM

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1. Introduction

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

This General Plan the constitution for the City's development, governs all land use regulations, including zoning, and identifies the community's vision for the future and provides a framework that will guide decisions on growth, development, and conservation of open space and resources in a manner that is consistent with the quality of life desired by the city's residents and businesses.

Community Input

The General Plan was developed with extensive opportunities for participation from residents, businesses, local agencies, and other stakeholders.

A series of public Visioning Workshops was held in 2017 at the outset of the General Plan update process in order to identify the community's vision for the future, and to develop principles to guide the General Plan update. Participants in the Visioning Workshops provided input on the vision and goals for the General Plan, issues, assets, and opportunities to consider, land use priorities, opportunity areas for community focal points, and circulation concerns and priorities.

The City Council appointed a 15-member General Plan Advisory Committee (Advisory Committee), which consisted of local business owners, stakeholders in the development community, residents, and the community at-large. The Advisory Committee collaborated with City staff and the General Plan Update consultant team throughout the development of the General Plan. The Advisory Committee met 14 times between August 2017 and March 2019, to identify key issues and challenges that Manteca faces over the next 20-30 years, and to develop the comprehensive set of goals, policies, and implementation measures contained in the General Plan. Each Advisory Committee meeting was open to the public, and numerous members of the public and other local interested agencies

General Plan Chapters

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attended the meetings and provided detailed input to the Advisory Committee over the course of its meetings.

~~Additionally,~~ City staff and the consultant team developed an online survey to gather additional information from the public related to the approach to addressing the community's vision and land use preferences. The online survey was available through the General Plan Update website, and was developed to build on the information obtained through the Visioning and Advisory Committee processes.

In Spring 2021, the City circulated the Draft General Plan and the Draft Environmental Impact Report (Draft EIR) prepared for the project for public input. The City Council and Planning Commission held two public workshops to provide input on the Draft General Plan and to receive community input. One stakeholder workshop focused on environmental justice and two public workshops, addressing the breadth of the Draft General Plan, were held in Spring 2021 to provide additional opportunities for community input.

Following public review of the Draft General Plan in Spring 2021, the City prepared the Revised Draft General Plan and Land Use Map to address input received by the community. The Revised Draft General Plan and Land Use Map was reviewed in the Recirculated Draft EIR prepared for General Plan Update.

From 2019 through 2022, ~~t~~The City Council and Planning Commission held a series of public workshops and hearings to consider the goals and policies of the General Plan, review input from the Visioning Workshops, receive information relevant to the specific topics addressed at the Advisory Committee meetings, and provide specific direction and guidance to staff and the consultant team regarding how goals should be achieved, how to address current issues, and land use preferences.

Vision

The feedback provided by the community through the outreach process, including visioning workshops, open houses, and an online survey, and input from the Advisory Committee provides the City with a broad overarching vision for the development of the General Plan update, and identifies key community values and priorities that should be carefully addressed in the General Plan. The community input was used to develop the following vision statement for this General Plan update.

Vision Statement

Located at the crossroads of California and framed by agriculture and orchards, Manteca's family-friendly community provides an exceptional quality of life. Thriving unified neighborhoods connected by green space and well-landscaped roadways and diverse recreational and entertainment opportunities attract residents and first-class businesses and industries. Manteca offers an attractive, peaceful, and safe community for all residents, and is thoughtfully planned, balancing the needs of residents and the business community with conservation of the surrounding farmlands and important resources. Quality public facilities, a vibrant downtown, schools, community services, and other amenities draw families and households of all ages to live, work, shop, play, and retire in Manteca.



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Guiding Principles

The following table summarizes the goals that support the Guiding Principles identified during the Visioning process and addressed as part of direction from the GPAC, Planning Commission, and City Council regarding the update to the General Plan. Each chapter of the General Plan referenced in the following table includes policies and measures to implement and realize each stated goal.

Guiding Principles	General Plan Implementing Goals
<p>Provide for Logical, Orderly Growth from the City's Compact, Historic Center Extending to Well-Delineated Residential Neighborhoods, Employment Centers, and Community Amenities</p>	<p>Goal LU-1: Maintain a land use plan that provides a mix and distribution of uses that meet the identified needs of the community.</p> <p>Goal LU-2: Promote infill development and provide for orderly, well-planned, and balanced growth that does not exceed the City's available infrastructure capacity and resources and is consistent with the General Plan.</p> <p>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, and employment.</p> <p>Goal GM-1: Maintain appropriate growth management measures that ensure a high quality of life, appropriate levels of service, and address anticipated development patterns and timing of public services, facilities, and infrastructure to serve new growth.</p> <p>Goal CD-1: Strengthen Manteca's identity and sense of place by reinforcing the community's distinctive, high-quality urban form, natural landscape, and character.</p> <p>Goal CD-2: Ensure project designs reinforce a sense of place, reflect human scale and orientation, and are cohesive and sensitive to the surrounding built environment and/or natural landscape.</p> <p>Goal CD-5: Enhance the corridors, pathways, and edges that form physical boundaries and provide transitions and connections <u>that reduce barriers</u> throughout the community.</p>
<p>Maintain a <u>Manteca's Family-Oriented Community Character</u> with Gathering Places, Activities, and Parks/Recreation Opportunities for All Ages <u>and Persons</u> located in Attractive, Sustainable, <u>and Safe</u> Neighborhoods and throughout the Community</p>	<p>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.</p> <p>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.</p> <p>Goal LU-7: Provide adequate land for development of public and quasi-public uses, including parks, schools, and community facilities to support existing and new development and the community's needs.</p> <p>Goal LU-9: <u>Create an environmentally just city with an equitable distribution of public facilities and services, a safe and healthy environment, including access to healthy foods, recreation and activity, and public services, and opportunities for public input for all community members that provide fair treatment and opportunities for meaningful involvement for all people, including disadvantaged and underrepresented populations.</u></p> <p>Goal LU-10: Maintain a high quality natural environment and recreational opportunities in and around Manteca.</p> <p>Goal CF-1: Provide innovative, affordable, and high quality community services and facilities to all residents, businesses, and visitors in Manteca.</p> <p>Goal CF-8: Coordinate with the school districts to provide superior educational opportunities, adequate school sites to serve existing and planned growth, and to ensure sufficient land inventory to accommodate educational facilities needs</p>

1. Introduction

Guiding Principles	General Plan Implementing Goals
	<p>of Manteca residents.</p> <p>Goal CF-11: Maintain a diverse and comprehensive system of parks, trails, recreation facilities, and recreation programs that meets the needs of all segments of the community and supports economic development and residential growth in the city.</p> <p>Goal C-1: Provide for a complete multimodal circulation system designed for the balanced movement of all users, including children, persons with disabilities, and seniors, <u>and underserved populations and goods</u>, and services to destinations inside and outside of Manteca while minimizing public costs to build and maintain the system.</p> <p>Goal C-4: Provide a safe, secure, comfortable, and convenient pedestrian and bicycle system that connects riders of all ages and abilities to schools, retail, employment centers, community facilities, and parks.</p> <p>Goal EDEF-65: Position Manteca to attract a high-quality labor force and employers that are seeking top talent through the provision of a safe, attractive, enjoyable, and close-knit community.</p> <p>Goal S-5: Protect the quality of life by protecting the community from harmful and excessive noise.</p> <p>Goal H-4: To encourage the maintenance and continued improvement of the existing housing stock and residential neighborhoods.</p>
<p>Preserve Access to the Area’s Agricultural and Natural Characteristics, including Green Space, Farmland, and Orchards</p>	<p>Goal LU-10: Maintain a high quality natural environment and recreational opportunities in and around Manteca.</p> <p>Goal LU-11: Preserve Manteca’s agricultural heritage by protecting and maintaining significant areas of agricultural lands around the city.</p> <p>Goal CD-8: Preserve and enhance the character of the city’s rural areas and agricultural heritage.</p> <p>Goal RC-1: Conserve and enhance water resources in local waterways, wetlands, and aquatic habitat and minimize the consumption of water through use of careful and empirically-backed planning.</p> <p>Goal RC-7: Provide and preserve a network of diverse and accessible open spaces.</p> <p>Goal RC-8: Encourage the continuation of agricultural uses and discourage the premature conversion of agricultural land to nonagricultural uses.</p> <p>Goal RC-9: Protect sensitive native vegetation and wildlife communities and habitat in Manteca.</p> <p>Goal RC-10: Protect the health of the Bay Delta.</p>
<p>Revitalize and Enhance the Downtown</p>	<p>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.</p> <p>Goal CD-4: Maintain and enhance the character and distinct identities of Manteca’s residential neighborhoods, districts, and centers.</p> <p>Goal H-2: To promote mixed-use, infill, and downtown development in the city of Manteca.</p>
<p>Provide and Encourage <u>High-Quality Housing Options and a Variety of Housing Types</u> and <u>Places</u> for All Income</p>	<p>Goal EDEF-54: Promote <u>and support</u> the development of affordable and market rate housing that matches with the needs of the present and future Manteca work force.</p> <p>Goal H-1: To promote the development of affordable housing in the city of Manteca.</p> <p>Goal H-3: To provide a range of housing types, densities, and designs, and meet existing and projected housing needs for all economic segments of the</p>



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Guiding Principles	General Plan Implementing Goals
<p>Levels</p> <p>Provide and Promote High-Paying, Local Employment Opportunities and Retain and Attract High-quality Businesses and Industry so that Residents can Live, Shop, and Work in Manteca</p>	<p>community.</p> <p>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 jobs-to-housing ratio.</p> <p>Goal CF-1: Provide innovative, affordable, and high quality community services and facilities to all residents, businesses, and visitors in Manteca.</p> <p>Goal C-6: Accommodate truck and freight movements <u>participating in the development and implementation of an efficient regional by developing city-wide truck routes good and freight movement network and encouraging the development of freight and warehousing centers near existing rail lines and spurs that balances the need to support job creation with the need to protect people from noise, emissions, and other impacts created by goods and freight movement (rail and trucks).</u></p> <p>Goal EDEF-21: Provide adequate commercial, office, and industrial-designated land in appropriate locations to meet the community’s employment, shopping, and service needs, ensure Manteca’s market competitiveness within the region, and minimize land use conflicts.</p> <p>Goal EDEF-32: Encourage the retention and expansion of the city’s existing businesses and the attraction of new businesses that are compatible with the city’s economic development objectives, <u>workforce</u>, and character.</p> <p>Goal EDEF-43: Encourage a broad range of employment opportunities and expand educational and training opportunities to support residents finding gainful, well-paid employment within the community.</p> <p>Goal EDEF-76: Assure that adequate public and private infrastructure is available to support new and the expansion of existing businesses.</p>
<p><u>Maintain Strong Fiscal Sustainability that Ensures Efficient and Adequate Public Services and Amenities and Supports Improved Multimodal Transportation Opportunities, through Promoting Land Uses that Increase Local Revenues and Ensuring Development Pays Its Fair-Share</u></p>	<p><u>Goal EF-1:</u> Provide a diversified, stable, and sustainable revenue base adequate to maintain and improve essential and desired City services.</p> <p><u>Goal EF-3:</u> Encourage the retention and expansion of the city’s existing businesses and the attraction of new businesses that are compatible with the city’s economic development objectives, workforce, and character.</p> <p><u>Goal LU-1:</u> Maintain a land use plan that provides a mix and distribution of uses that meet the identified needs of the community.</p> <p><u>Goal LU-2:</u> Promote infill development and provide for orderly, well-planned, and balanced growth that does not exceed the City’s available infrastructure capacity and resources and is consistent with the General Plan.</p> <p><u>Goal C-1:</u> Provide for a complete multimodal circulation system designed for the safe, balanced movement of all users, including children, persons with disabilities, seniors, underserved populations, goods, and services to destinations inside and outside of Manteca while minimizing vehicle miles traveled (VMT) and public costs to build and maintain the system.</p> <p><u>Goal C-2:</u> Provide a safe, high-quality, climate-resilient transportation system that addresses all modes of travel and includes attractive streetscapes with native and drought-resistant landscaping, street trees, planted berms, and landscaped medians.</p> <p><u>Goal GM-1:</u> Maintain appropriate growth management measures that ensure a high quality of life, appropriate levels of service, and address anticipated development patterns and timing of public services, facilities, and infrastructure to serve new growth.</p> <p><u>Goal CF-1:</u> Provide innovative, affordable, and high quality community services and facilities to all residents, businesses, and visitors in Manteca.</p>

Scope and Content of the General Plan

State law requires the City to adopt a comprehensive, long-term general plan for the physical development of its planning area. The general plan must include land use, circulation, housing, conservation, open space, noise, and safety elements, as specified in Government Code Section 65302, to the extent that the issues identified by State law exist in the City's planning area. Additional elements that relate to the physical development of the city may also be addressed in the general plan. The degree of specificity and level of detail of the discussion of each general plan element need only reflect local conditions and circumstances. The General Plan has been prepared consistent with the requirements of State law and addresses the relevant items addressed in Government Code Section 65300 et seq.

This General Plan policy document is the heart of the General Plan. It contains the goals, policies, and actions that support the vision for Manteca.

Two important documents support the General Plan. The *Existing Conditions Report* and the *General Plan Environmental Impact Report (EIR)* are both intended to be used in conjunction with this General Plan and to serve as companions to this policy document.



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General Plan Policy Document

This General Plan policy document contains the goals and policies that will guide future decisions within the city and identifies implementation measures to ensure the vision and goals of the General Plan are carried out. The General Plan also contains a land use diagram, which serves as a general guide to the distribution of land uses throughout the city. The General Plan addresses all of the elements required by State law. The table below identified the elements included in the General Plan and the corresponding requirement in State law.

Manteca General Plan Elements	Elements Required by State Law									
	<i>Land Use</i>	<i>Circulation</i>	<i>Conservation</i>	<i>Open Space</i>	<i>Noise</i>	<i>Safety</i>	<i>Environmental Justice</i>	<i>Air Quality</i>	<i>Housing</i>	<i>Optional</i>
2. Land Use										
3. Growth Management										
4. Circulation										
5. Community Design										
6. Economic Development										
7. Community Facilities & Services										
8. Resource Conservation										
9. Safety										
10. Housing										
11. Implementation										

Organization of the General Plan Elements

Each element (i.e., chapter) of the General Plan is organized into a set of goals, policies, and implementation actions. Each goal is supported by a particular set of policies and actions to implement and achieve that goal. Chapter 11 of the General Plan (Implementation) includes a complete summary of each action that is identified in the various elements, accompanied by the City department responsible for implementing the action and the timing of implementation.

Applying the General Plan

The General Plan is intended for use by a broad range of persons, including City decision-makers, City staff, developers, and community members, to serve the following purposes:

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

The General Plan applies to lands in the incorporated area of the City, to the extent allowed by Federal and State law. Under State law, many actions, such as development projects, specific plans, master plans, community plans, zoning, subdivisions, public agency projects, and other decisions must be consistent with the General Plan. State law requires that the City's ordinances regulating land use be consistent with the General Plan. The Zoning Ordinance, individual project proposals, and other related plans and ordinances must be consistent with the goals and policies in the General Plan.

Interpreting the General Plan

In reading the General Plan, one should infer that the goals, policies, and implementation measures are limited to the extent that it is financially feasible and appropriate for the City to carry them out and to the extent legally permitted by Federal and State law. For example, policies and measures which indicate that the City will “provide,” “support,” “ensure,” or otherwise require or carry them out do not indicate an irreversible commitment of City funds or staff resources to those activities, but rather, that the City will support them when the City deems that it is financially feasible and appropriate to do so. In some cases, the City will carry out various policies and measures by requiring development, infrastructure, and other projects to be consistent with the policies and actions of the General Plan. In other cases, the City may include General Plan items in the Capital Improvement Program, annual budget, or other implementation mechanisms, as the City deems appropriate.

Key Terms

Goal: A description of the general desired condition that the community seeks to create.

Policy: A specific statement that guides decision-making as the City works to achieve the various goals. Once adopted, policies represent statements of City regulations.

Implementation Measure: An action, procedure, technique, or specific program to be undertaken by the City to help achieve a specified goal or implement an adopted policy. The City must take additional steps to implement each measures in the General Plan. A measure is something that can and will be completed.



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How to Read Manteca' General Plan

As the guide for future development and desired conditions, residents, property owners, and business owners should also familiarize themselves with how to read this document. Each element contains a brief introduction, several goals and related policies, and a description of related plans, programs and legislation.

Goals

A goal in the General Plan is the broadest statement of community values. It is a generalized ideal which provides a sense of direction for action. They are overall statements of desired future conditions.

Policies and Implementation

The essence of the General Plan is contained within its policies. Policies are statements which further refine the goals, and guide the course of action the City must take to achieve the goals in the plan. It is important to note that policies are guides for decision makers, not decisions themselves.

Policies and implementation measures must be clear to be useful. However, they may range in terms of commitment of resources, importance, and expected results. Therefore, it is important for readers to understand the distinctions between various levels of policy and implementation action.

The following is a list of common terms used in policies and implementation measures, and how to interpret their usage in the General Plan. In cases where other terms are used (and not defined below), an equivalent to the closest applicable term can be used.

Shall: Absolute commitment to the policy or action, and indicate that the policy must be adhered to in all cases.

Should: Policy will be followed in most cases, but exceptions are acceptable for good reasons.

Encourage: Policy is highly recommended and/or desired, and should be pursued when feasible.

Allow: Policy will be supported within certain parameters and certain guidelines.

Support: Policy is highly recommended and/or desired, and should be pursued when feasible. 'Support' does not require a financial commitment, but may reflect City assistance through providing staff time, assistance in coordinating with City staff and/or outside entities, or updates to City documents and requirements.

Coordinate: Policy will occur in conjunction with another entity, and the City will carry its share of the responsibility.

Explore: Effort will be taken to investigate the subject at hand, to discover whether or not further commitment is relevant.

Consider: Policy may or may not be followed, depending upon the results of analysis that will be completed.

Limit: Effort will be taken to keep the subject within certain limits, or will at least make undesired change more difficult.

Restrict: Effort will be taken to keep the undesired action to a minimum.

Amending the General Plan

The General Plan is not static, but rather is a dynamic and multi-faceted document that defines and addresses the changing needs of the City. It is based on an on-going assessment and understanding of existing and projected community needs. The City's decision-makers have broad discretion in interpreting the General Plan and its purposes, and are allowed to weigh and balance the various goals and policies when applying them. Recognizing the need for the General Plan to remain current and reflective of local issues and policies, State law allows the City to periodically amend the General Plan to ensure that it is consistent with the conditions, values, expectations, and needs of its residents, businesses, and other stakeholders. The General Plan may be amended in accordance with State law and only by action of the City Council, upon recommendation by the Planning Commission, or by voter-approved initiative. While specific findings may be applied on a project-by-project basis, at a minimum the following standard findings shall be made for each proposed General Plan amendment:

1. The amendment is deemed to be in the public interest;
2. The amendment is consistent and/or compatible with the rest of the General Plan;
3. The potential impacts of the amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare; and
4. The amendment has been processed in accordance with the applicable provisions of the California Government Code, the California Environmental Quality Act (CEQA), and the City's Municipal Code.



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City-initiated amendments, as well as amendments requested by other public agencies, are subject to the same basic process described above to ensure consistency and compatibility with the General Plan. This includes appropriate environmental review, public notice, and public hearings, leading to an official action by the City Council.

Timing

Mandatory elements of the General Plan may be amended up to four times in each calendar year. The City Council or any citizen may initiate consideration of a General Plan Amendment. It is left to the discretion of the local jurisdiction to establish an amendment schedule to be published one year in advance. State law further requires that the Housing Element be reviewed and updated at least once every eight years.

Exemptions

The State Legislature has recognized that occasions arise which require the local jurisdiction to have some flexibility in amending the General Plan. As set forth in the California Government Code, the following are exempt from the

General Plan amendment schedule:

- » Amendments to optional elements.
- » Amendments requested and necessary for affordable housing (Section 65358(c)).
- » Any amendment necessary to comply with a court decision in a case involving the legal adequacy of the general plan (Section 65358(d)(1)).
- » Amendments to bring a general plan into compliance with an airport land use plan (Section 65302.3).

Annual Reporting

Given the long-term nature of the General Plan, it is critical to periodically evaluate its effectiveness and to document the implementation status of the various policies and actions that it contains. State law provides direction on how cities and counties can maintain the General Plan as a useful policy guide. State law also requires the City to annually report "the status of the plan and progress in its implementation" (California Government Code Section 65400(b)) to the City Council.

The Implementation Element identifies each measure to be carried out by the General Plan, the timing of the measure, and the responsible City department for addressing implementation.



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