



Introduction

Government Code Section 65302 (a) requires that the general plan include: "A land use element which designates the proposed general distribution and general location and extent of all uses of the land including land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid disposal facilities, and other categories of public and private uses of land".

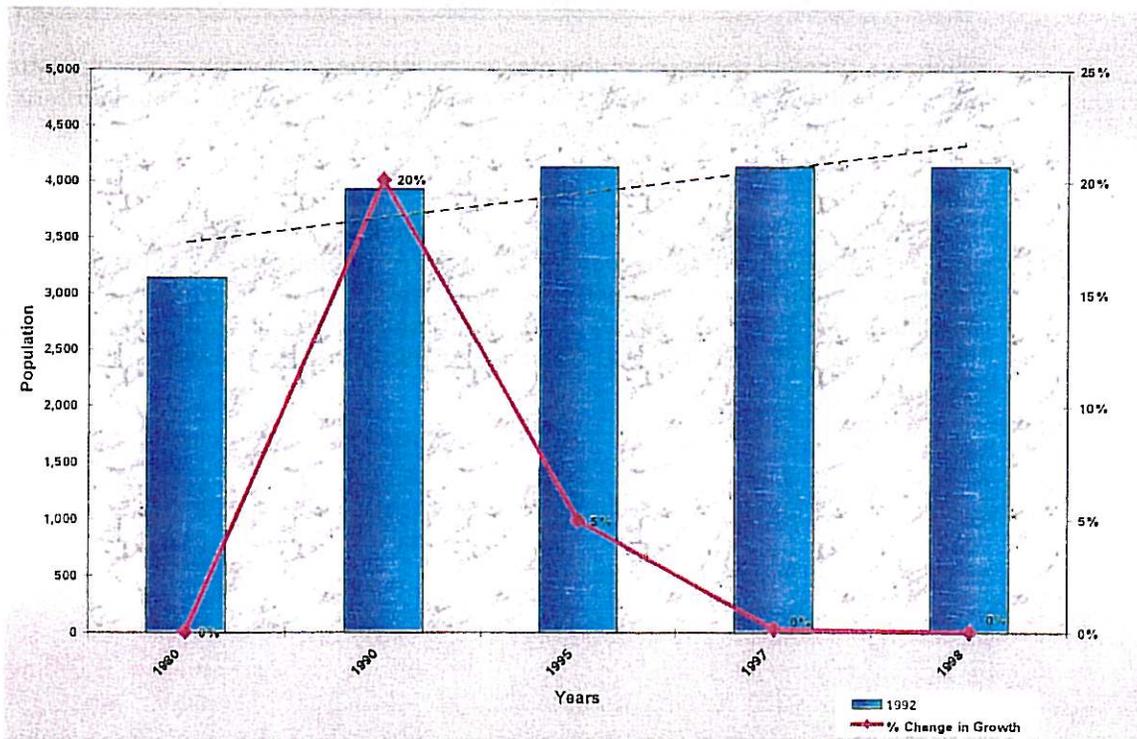
The Land Use Element establishes land use goals and policies that will shape the character of the City of Gustine. The intent of this element is to support and reinforce the current quality of life in Gustine. This element promotes the achievement of land use goals through policies and implementing actions. The general plan is also required to maintain consistency between individual elements. Because of the nature of topics addressed in the Land Use Element, all other elements of the general plan overlap land use issues and topics to varying degrees.

Issues and Intent

Within the next twenty years, it is anticipated that there will be tremendous growth throughout the San Joaquin Valley. State forecasts, done in 1995, anticipate all industry divisions within Merced County as a whole will "experience growth, with most of the new jobs in government and manufacturing."

The percent of population growth *change* in Gustine from 1980 to 1990 was 20%. Growth in the early 1990s, however, has been steady with a 5% *change* from 1995 to 1997, Figure 3-1 illustrates those changes.

Figure 3-1 Population Changes





Land Use

Given projections of increased growth throughout the San Joaquin Valley, the City Council has presupposed a 2.5% growth rate for population from 1999 to 2020. The City expects local economic stimulation through development of its downtown and infrastructure improvements. Given a 2.5% rate, total build out of the City would result in approximately 8,000 total people by the year 2020.

The Land Use Element identifies Gustine's goals and policies that will enable it to attract new industries while maintaining the current character of the community. The General Plan envisions the maintenance of the small town atmosphere, feasible provisions for residents' needs, and a balanced level of employment opportunities and housing mixes. Gustine intends to continue to balance its open space, productive agricultural lands, and urban uses.

Gustine is working to attract new industry and authorize the development of residential areas. The City also anticipates increases in its commuting population, based on market trends in the San Jose area. It is anticipated that as the price of land continues to increase in the Silicon Valley, businesses will look to relocate in areas such as Gustine where the cost of living and the land is cheaper.

Gustine's future land use patterns and characteristics are based upon the land use capability/suitability analysis, land use projections, and land use compatibility from the 1992 General Plan. The population density for residential land uses within the City is an expression of the relationship between dwelling units per acre (du/acre) and persons per household, shown in Table 3-1.

Table 3-1: Growth Change and Percentage Increase

Year	1970	1980	1990	1995	1998	2000
Population	2793	3142	3931	4135	4140	4440
% Change		11%	20%	5%	0.01%	7%
Growth Rates		1.18%	2.27%	1.02%	0.04%	

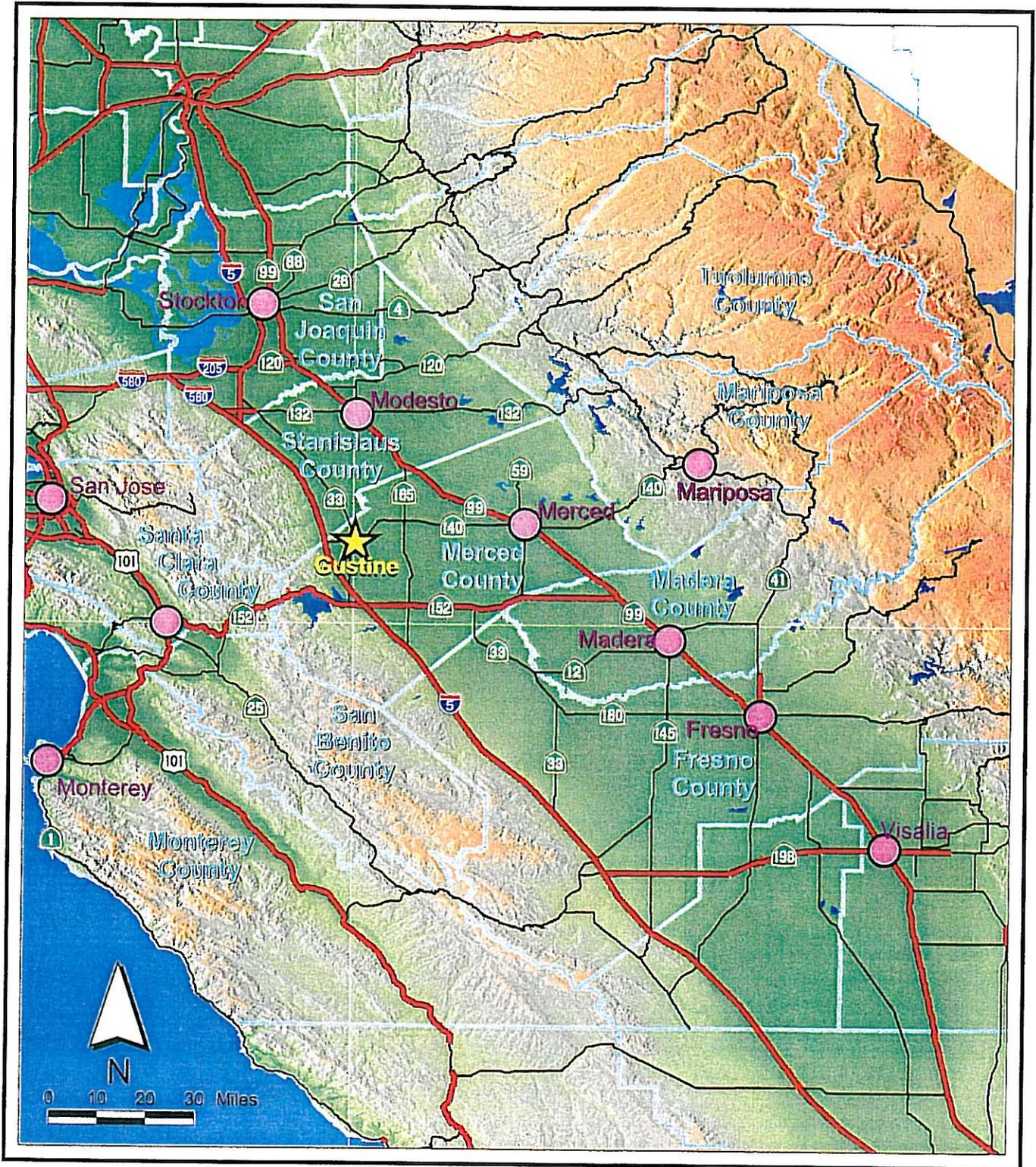
Building intensity is based on the maximum number of dwelling units per acre for residential development and floor area ratio (the ratio of building floor area to the total site area) for commercial and industrial development.

Setting

The Gustine General Plan Project Area encompasses 993.1 acres which contains the City of Gustine and its Sphere of Influence (SOI). The Gustine Sphere of Influence is generally bounded by ¼ to ½ mile north of North Avenue, ¼ mile east of East Avenue, Gun Club Road to the south, and Jensen Road to the west. Map 3-1 illustrates the location of Gustine within the Merced County Region.



Map LU-1: Regional Location





Land Use



Goals and Policies

The goals and policies that follow reflect the City's desire for a balanced community that is economically viable, provides for a variety of housing needs, and retains both its agricultural and small town character.

The Goals and Policies identified reflect the direction of the General Plan; hence, they are presented first as a precedent to the future land uses.

Overall Goals for Land Use

- 1) Management of the location, extent and timing of urban growth within the Sphere of Influence so that it will be compatible with the economy, natural resources of the area, and the urban service capabilities of the City.
- 2) Conservation of agricultural land to the maximum practical extent that is commensurate with the orderly growth and development of the City.
- 3) Coordination with Merced County and the Local Agency Formation Commission in planning for and regulating the use of land in unincorporated portions of the planning area.
- 4) Consistency between Zoning and the General Plan.

Specific Policies for Overall Land Use

General

- 1) Upon adoption of the General Plan or upon adoption of any subsequent amendments to it, the City will undertake any amendments to the Zoning or Subdivision Ordinances that are necessary in order to maintain consistency between them and the Plan.
- 2) Consistency between the texts of the Zoning Ordinance and Subdivision Ordinance and the General Plan will be determined by evaluating whether or not the Ordinances further the objectives and policies of the General Plan and conform with the definitions and standards established in the Plan.

Area - Urban Growth

- Orderly urban expansion that supports the small town character of Gustine
- A compact urban form

Policies

1. Provide land for urban development, while preserving prime and producing agricultural land, sensitive wetlands, and lands of environmental significance
2. Provide a transition from urban to rural land uses by controlling development which occurs outside of the City limits, but within the Sphere of Influence with an agriculture buffer
3. Encourage infill development in the downtown area
4. Encourage a concentrated and balanced land use pattern meeting the needs of the residents and economy of the planning area
5. Provide flexibility in land use planning to be responsive to market demands
6. Promote neighborhoods that provide a balanced mix of land uses and development types that are supportive of small town character and provide park space



Land Use

7. Manage the location, extent and timing of urban growth to be compatible with the economy, natural resources of the area, and the urban service capabilities of the City

Area - Agriculture Preservation

- Preservation of agricultural lands
- Incorporate agricultural uses for buffers between land uses
- Support continued agricultural use of prime agricultural lands

Policies

1. Whenever feasible, investigate options for City-owned agriculture easements to ensure an adequate buffer is maintained between land uses.
2. Maintain the City's Right to Farm Ordinance
3. Whenever feasible, investigate opportunities for Williamson Act contracts within the City's SOI.

Area - Economic Development

- Encourage growth in the Downtown Area
- Design that enhances opportunity in the Downtown Area
- Promotion of suitable industrial development outside of the downtown area
- Employment opportunities

Policies

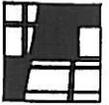
1. Promote the downtown business district as the retail/commercial center for Gustine
2. Support Development, Expansion, and Application of Modern Communications Technology
3. Provide adequate services for the operation of industry
4. Continue to provide for a diverse range of commercial and industrial land to maximize opportunities for development
5. Promote mixed use development combining compatible employment, service, and residential elements
6. Emphasize human scale in the downtown area and pedestrian shopping activity
7. Support the development of land uses that provide both daytime and evening activities
8. Provide for the development of quality employment centers
9. Promote and Support Development of Community Facilities and Infrastructure

Area - Residential

- A varied range of housing opportunities
- Quality residential environments that offer choices in housing

Policies

1. Retain the integrity of existing residential neighborhoods by protecting them from incompatible land uses.
2. Encourage higher density residential uses closer to the downtown area.
3. Encourage residential design standards that promote the use of bicycles and walking environments.
4. Minimum lot size for residential uses is 7,500 square feet.
5. Encourage mixture of residential densities that avoid cookie cutter developments and encourage well planned areas that are neighborhood oriented and provide for a range of housing and lot size choices in a single area.



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6. Generous park space requirements for neighborhood parks will be required.
7. Bicycle lanes and paths with access to residential areas and that complies with the Gustine Bike Plan will be required of new development.

Areas Master Facility Plans

- Develop and implement Master Facility Plans for sewer, water and storm drainage systems.

Policies:

1. Prepare and adopt comprehensive Master Facility Plans for water, sewer, and storm drainage systems which address the City's proposed growth areas. The plans will focus on future needs as well as financing projects designed to meet those needs.

Areas Schools

- Work with the Gustine Unified School District to identify appropriate locations for future school sites and facilities.

Policies

1. Monitor residential growth to facilitate school planning efforts.
2. Explore opportunities for joint use facilities within the City.

Community Character

The Gustine General Plan was a plan conceived out of a vision of the community's potential to expand with controlled moderate growth. This Update seeks to revise the last plan while creating more quantifiable objectives and policies that will meet the City's needs for implementation.

One of the most unique and worthwhile characteristics of Gustine, that was expressed by residents and community leaders was its small town character.

Land Use Plan Designations

State law requires general plans to include a land use diagram that designates the general location, intensity, and use of the lands within the community's project area. The Land Use Plan represents the graphic guide for the development of the community. The land use patterns and areas identified are intended to provide the basis for more detailed land use designations, densities, requirements, and standards established in the Zoning Ordinance.

Table 3-1 represents acreage for each of the land use designations represented by the Land Use Plan, Map 3-2. Residential densities are expressed as an average of the allowable range of dwelling units per gross acre, which correlates to a generalized lot size per acre.

Table 3-1: Land Use Acreage

Land Use	Acreage
Planned Development	608.76
Residential Estate	14.48
Single Family Residential	401.86
Medium-Density Residential	26.72
Medium-High Density Residential	15.76
Mobile Home Park	11.16
Retail Business District	29.59
Office Commercial	27.11



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Neighborhood Commercial	5.75
Mixed Use	16.14
Highway Commercial	29.22
General Service Commercial	74.55
Park	43.74
School	62.90
Greenway	34.88
Manufacturing	196.59
Controlled Industrial	123.01
Agricultural Commercial	1612.09

Residential Uses

Recent tentative map activity, the lack of vacant available land for residential development, and the regional housing need demonstrate the necessity for designating more residential land uses at various densities. The uses being proposed are defined as follows:

Planned Development (PD - 1-6 du/ac)

Residential densities in this designation can range from the minimum of 7,500 square feet to 15,000 square feet. The intent of this designation is to allow for the best development proposal given constraints of the land. This use combines residential development densities to allow for a broad range of housing options, while trying to eliminate "cookie-cutter" housing.

In addition, the City has taken careful consideration when reviewing future density requirements and its subsequent impacts on existing and new infrastructure. Therefore, all of the proposed land uses within the General Plan have been designated as *Planned Residential*. Table 3-2 indicates future ratios that will be acceptable for development proposals, that the City has considered when determining residential development densities.

Residential Estate District (RE) 1-2 du/ac

Allows for single-family dwellings with lot sizes of approximately 15,000 square feet. Densities are between 1 to 3.5 (du/net acre). This is the lowest residential density within the General Plan. This district combines the advantages of both urban and rural location by limiting development to very low-density concentrations of one-family dwellings and allowing, subject to a use permit, limited farming operations. Other permitted uses may include second units, home occupations, public utility uses, and buildings, excluding equipment yards, warehouses, or repair shops, churches, schools, parks, and playgrounds.

Low Density (LD) 2-6 du/ac

The low-density development provides for the development of conventional single family detached houses.

Medium (MD) 6-10.0 du/ac

The medium density category provides for the development of medium density single family uses. Detached and attached single-family homes, patio homes or zero lot line homes are allowed within this category. The permitted level of density will be based upon the achievement of performance standards.



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Medium/High Density (MHD) 10-15 du/ac

The medium high-density category provides for the development of moderately dense residential uses, such as multi-family duplexes, townhouses, and small lot single family detached uses. The permitted level of density will be based upon the achievement of performance standards.

Mobile Home Park District (MPD) This designation combined with medium high density residential provides for mobile home use where the City may regulate the standards of lot size, yard and park area, landscaping, walls, signs, access and parking. A range of 10 to 20 acres is recommended, with a density of 12 du/acre.

Table 3-2 Residential Land Use Calculator

	Lots Per Sqft	DU Per Acre	Ratio	Acres Of Each	% ROW	Open Space	% Left	Available acres	# du	People Per Acre	# of people	Total # of People	Total OS acres	Acres For OS Standard
RE	15000	2.00	100%	555.4	28.75%	2.41%	68.84%	382.34	764.34	5.60	2140.14	2140.14	13.39	10.70
LD	7500	4.00	0%	0	28.75%	2.41%	68.84%	0.00	0.00	0.00	0.00	0.00	0.00	13.39
RE	15000	2.00	75%	416.6	28.75%	2.41%	68.84%	286.75	573.25	5.60	1605.11	2675.18	10.04	13.38
LD	7500	4.00	25%	138.9	28.75%	2.41%	68.84%	95.58	382.17	11.20	1070.07		3.35	13.39
RE	15000	2.00	67%	372.1	28.75%	2.41%	68.84%	256.17	512.10	5.60	1433.89	2846.39	8.97	14.23
LD	7500	4.00	33%	183.3	28.75%	2.41%	68.84%	126.17	504.46	11.20	1412.49		4.42	13.39
RE	15000	2.00	50%	277.7	28.75%	2.41%	68.84%	191.17	382.17	5.60	1070.07	3210.21	6.69	16.05
LD	7500	4.00	50%	277.7	28.75%	2.41%	68.84%	191.17	764.34	11.20	2140.14		6.69	13.39
RE	15000	1.96	33%	183.3	28.75%	3.86%	67.39%	123.51	241.72	5.48	676.81	3425.06	7.07	17.13
LD	7500	3.91	67%	372.1	28.75%	3.86%	67.39%	250.77	981.52	10.96	2748.25		14.36	21.44
RE	15000	1.95	25%	138.9	28.75%	4.02%	67.23%	93.35	182.25	5.47	510.30	3572.11	5.58	17.86
LD	7500	3.90	75%	416.6	28.75%	4.02%	67.23%	280.05	1093.50	10.93	3061.81		16.75	22.33
RE	15000	1.94	0%	0	28.75%	4.52%	66.73%	0.00	0.00	0.00	0.00	4021.91	0.00	20.11
LD	7500	3.88	100%	555.4	28.75%	4.52%	66.73%	370.62	1436.40	10.85	4021.91		25.10	25.10

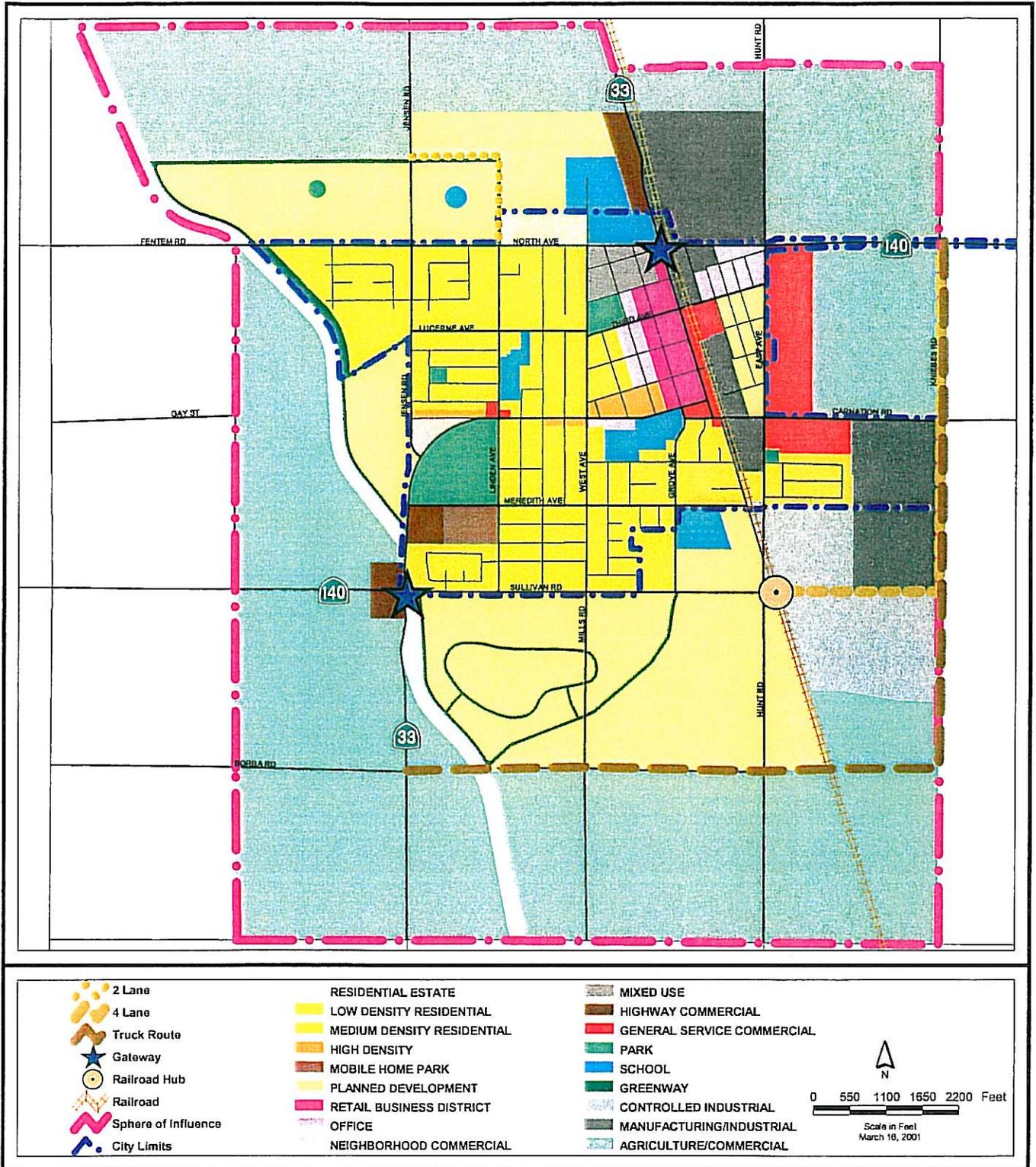


Land Use

Land Use



Map 3-2: 2001 General Land Use Plan







Commercial

Gustine has four commercial land use designations. These designations and their respective building intensity standards are defined as follows:

Retail Business District (RBD) This designation includes a full range of retail services and professional and governmental offices and is limited to the central commercial core.

Office Commercial (OC) This designation would provide for a wide range of office commercial uses within the city, recognizing the need to differentiate from general service commercial. The array of relatively small scale office activities range from professional uses such as medical, dental, and law, engineering, counseling, and architecture firms to typical commercial/business office activities like real estate and insurance agencies, financial institutions, and travel agencies.

Mixed Use

The mixed use category provides for the development and/or redevelopment and enhancement of already developed areas of complementary and creative mix of retail, professional office industrial, business park, medical facilities and higher density residential uses that are located on the same parcel or within the same project area. The intent of mixed-use category is to provide the opportunity for combinations of land uses which achieve superior design or functional standards not typical of individual land uses. Mixed-use projects may either be free standing within a project area, or combined in one single building. All land uses proposed within the mixed use category will be subject to special review procedures which require a site plan or development plan. The mixed-use designation will be implemented by a Mixed Use Overlay Zone or similar mechanism, which may apply density bonus provisions for inclusion of low income housing in mixed-use projects.

Table 3-3 establishes the primary uses, secondary uses, maximum building height, floor area ratios, residential densities, design features, and specific comments. Secondary land uses are those uses which are compatible with the primary use, yet never exclusively make up more than the primary use.



Table 3-2 Mixed Use Designation Guidelines

Area No.	Primary Use	Secondary Uses ¹	Special Uses	Max. Height/Stories	Design Features and Comments
1	Residential	25% Commercial /Office	Extended Care Facility	3	<ul style="list-style-type: none"> ▪ Pedestrian Orientation ▪ Special Sign Regulations ▪ Shared Parking ▪ Re-use of existing buildings ▪ Transitional Area
2	Residential	25% Office	Extended Care Facility or Senior Housing		<ul style="list-style-type: none"> ▪ Pedestrian Orientation ▪ Special Sign Regulations ▪ Shared Parking ▪ Transitional Area

General and Service Commercial District (GSC) This designation includes commercial uses not appropriate to the central commercial core but provides a mixture of commercial and light industrial activities including service stations, farm equipment sales and repair, auto repair and detailing and limited food processing.

Neighborhood Commercial District (CN) This designation includes convenience and commercial activities which are located in the vicinity of residential neighborhoods and are oriented to serving them primarily. Land uses include shopping centers and a full range of retail and professional services.

Highway Commercial District (CH) This designation is designed to accommodate auto-oriented commerce, and the needs of highway travelers at locations of high automobile access.

Industrial

There are two industrial land use designations, which are defined as follows:

Controlled Industrial (I) This designation includes industrial parks, research/office parks, warehouses and manufacturing activities not generating significant off-site impacts. Residential uses would be prohibited.

Manufacturing (M) This designation includes a full range of manufacturing, processing, fabrication and storage activities generating heavy truck and equipment traffic. Residential uses would be prohibited.



The Industrial Park concept creates highly desirable industrial sites along major rail lines and highways where there is ample land and utilities to meet industrial needs. Some industrial parks combine both office and industrial development. Gustine will use its Planned Unit Development (PUD) designation to overlay and identify its industrial parks within its Manufacturing and Controlled Industrial districts.

Other Land Uses

Much of the land surrounding the City of Gustine is fallow or used for row crops. The General Plan update has re-designated all of the land within the planning area for a specific urban use.

Additional uses not previously defined include:

Agricultural-Commercial (AG-C) This designation is considered a transition zone between urban and rural uses. It provides for Ag related uses which may or may not be commercial.

Agricultural-Commercial uses are those uses that are directly related to or are a part of an agricultural enterprise or operation. Ag-Commercial uses may include, but are not limited to, agricultural contractors and service establishments, agricultural processing plants, agriculture products, storage plants and storage facilities, agricultural chemicals, and farm equipment repair shops as well as simply crop production.

Preservation of ag lands was a significant factor in the development of this plan. The City of Gustine wants to ensure that ag lands are preserved as a buffer that surrounds the City as a method of 1) avoiding sprawl and 2) preserving the character of Gustine.

Open Space (OS) This designation is an overlay category and includes publicly owned parks and recreation facilities, unimproved land, and agricultural uses. Park area is based on a ratio of 5 acres per 1000 people. Average residential density is assumed to be .20 dwelling units per gross acre.

Public (P) This designation may be imposed upon any land use. It includes government owned facilities, corporation yards, public and private schools, hospitals and quasi-public uses such as cemeteries. Park and school sites have been designated throughout the planning area based upon projected needs. In some instances the public school sites have been used as centers for new residential areas which are combined with neighborhood parks. This category depicts the location of existing, proposed and needed schools. These are designated as "floating" spaces so that the best suitable site is identified at the time of development.

Table 3-4 General Plan/Zoning Correlation reflects the zoning districts which currently correspond to each land use designation and recommended future zoning classifications.

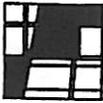


Table 3-4 General Plan/Zoning Correlation

Proposed General Plan Land Use Category	Corresponding Existing Zoning Categories	Proposed Zone Categories
Planned Development (1-6 du/ac)	N/A	PD (1.0-6.0 du/ac)
Residential Estate (1-2 du/ac)	Residential Estate	Same - RE (1.0-2.0 du/ac)
Low (2-6 du/ac)	Single Family Residential R-1	Low Density (2.1-6.0 du/ac) R-1
Medium (6-10 du/ac)	Multiple Residential Districts R-3	Medium Density (6.1-10.0 du/ac) R-2
Medium/High Density (10-15 du/ac)	Multiple Residential Districts R-3	Medium/High Density (10.1-15 du/ac) R-3
Mobile Home Park District (MPD)	Mobile Home Park Combining District T	Same - T
Retail Business	Retail Business District C-1	C-B
Office Commercial	N/A	C-O
Mixed Use	N/A	MU
General and Service Commercial District (GSC)	General Service Commercial	Same - GSC
Neighborhood Commercial District (CN)	C-N	Same C-N
Highway Commercial District (CH)	C-H	Same C-H
Controlled Industrial (I)	I	Same - I
Manufacturing (M)	M	M
Agricultural-Commercial (AG-C)	AC	AC
Open Space (OS)	N/A	OS
Public (P)	N/A	P

The proposed residential development, with full build-out, requires the need for one new elementary school and expansion of the high school. These are designated in the Plan as "floating" sites and the City in conjunction with the School District would have the flexibility of using its "Public" land use designation to modify the proposed school locations. The floating sites represent the intent to locate the new schools near new development to accommodate new children in the development, particularly with regard to the elementary school site, where typically children can walk to school within a relatively short distance.

Phasing

Phasing is critical in plan development. Map 3-3 identifies a phasing plan for development. Infrastructure plays a critical role in phasing and having adequate services available.



Land Use

The City is currently developing three Infrastructure Master Plans that all new development will be required to comply with. These Master Plans are for Sewer, Water & Storm Water. Each Master Plan will be kept up to date and correspond to the Phasing Plan.

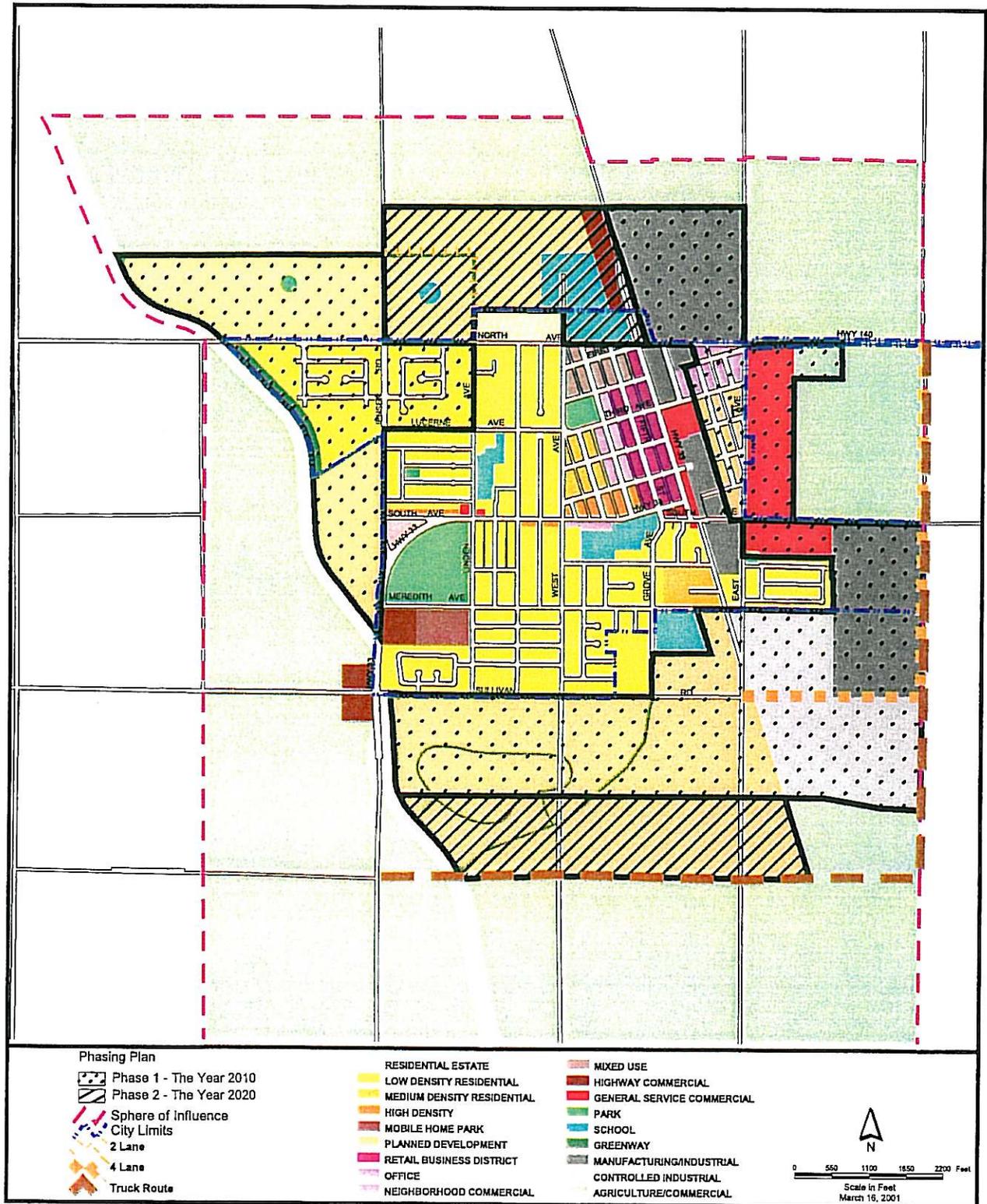
The Land Use Element is the key component of the Land Use Plan.



Land Use



Map 3-3: Gustine Development Phasing Plan





Land Use
