# CITY OF MODESTO PLANNING COMMISSION WORKSHOP AGENDA MONDAY, SEPTEMBER 16, 2013 – 6:00 PM BASEMENT CHAMBERS 1010 10<sup>TH</sup> STREET – MODESTO, CA

#### I. <u>SILENT ROLL CALL</u>

#### II. WORKSHOP

Item A GPA-10-001 General Plan Amendment

#### III. ORAL COMMUNICATIONS

These matters may be presented by interested persons in the audience, staff or Commissioners (see Notice at end of agenda cover). Under State law, Commissioners may respond to matters being presented under this item only as follows:

- (a) Briefly respond to statements made or questions raised;
- (b) Ask a question for clarification;
- (c) Provide a reference to staff or other resources for factual information;
- (d) Request staff to report back at a subsequent meeting;
- (e) Finally, a Commissioner, or the Commission itself, may take action to direct staff to place a matter of business on a future agenda.

#### IV. MATTERS TOO LATE FOR THE AGENDA

These may be presented by members of the Planning Commission and staff, upon determination by a majority vote that an emergency exists, as defined by State law, or by a 2/3 vote that: 1) there is a need to take immediate action, and 2) that the need for action came to the City's attention after the agenda was posted.

#### V. ADJOURNMENT

Copies of the agenda are on file at the Stanislaus Library Reference Room, 1500 I Street, Modesto, and in the office of the Planning Division, Third Floor, 1010 Tenth Street, Modesto, CA. In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Planning Commission Secretary at 209.577.5267. Assistive listening devices are available upon request to the Planning Commission Secretary. **Notification 48 hours prior to the meeting** will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

Notice: Persons who wish to speak to the Planning Commission regarding any item on the printed agenda, including oral communications, are encouraged to sign in on a form provided at the meeting. The purpose of this list is to have your name and address should we need to contact you or provide additional information to you. Signing this form is optional to speakers.

Posted pursuant to Government Code Section 54954	4.2 on
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by	on the bulletin board at Tenth Street Place.



# CITY OF MODESTO PLANNING COMMISSION STAFF REPORT

1010 10<sup>th</sup> STREET MODESTO, CA 95354 (209) 577-5267 – (209) 491-5798 (fax)

**TO:** Chairperson Gillum and Members of the Planning Commission

**PREPARED BY:** Brad Wall, AICP, Principal Planner

Contact Info: 577-5267 bwall@modestogov.com

**APPROVED BY:** Patrick Kelly, AICP, Planning Manager

**DATE:** September 3, 2013

**SUBJECT:** GPA-10-001 – General Plan Amendment for Land Use and Circulation:

Public Workshop (City-initiated)

#### BACKGROUND

The current Modesto General Plan was adopted in 1995. There has been a long-standing need to amend and improve the General Plan to serve as a better tool to guide future growth and development. On April 3, 2012, the City Council voted unanimously on a motion to confirm the scope of work, including individual changes to the land use diagram, for the General Plan Amendment (GPA) project that is currently underway. In conjunction with GPA project work, five (5) public workshops have been hosted by the Planning Commission in 2013. The most recent workshop occurred on August 19; see page 2, below, for a summary of Commissioners' comments and questions along with a staff response for each.

The purpose of this sixth workshop is for staff to receive feedback and direction from the Commission regarding the proposed General Plan land use and circulation diagrams, in the form of a recommendation to the City Council, so that the required EIR work may commence. This is important because should the project description change subsequent to EIR work being done, the result would be a waste of both time and money due to the need for reevaluation of EIR work previously completed. Both the current / adopted General Plan land use and circulation diagrams (Attachments 1 and 3) and the proposed land use and circulation diagrams (Attachments 2 and 4) are attached to this staff report. Following the Planning Commission recommendation, staff will seek confirmation by the City Council.

#### PROJECT DESCRIPTION

In addition to the revised land use and circulation diagrams proposed by staff, the project includes a substantial volume of General Plan goal and policy language. The entire revised draft / proposed General Plan will be circulated for comprehensive review and comment at such time as the Draft EIR is completed and circulated. The most significant individual amendments shown on the staff-recommended General Plan land use diagram include:

• Removal of the Salida and Kiernan/Carver North planning areas;

- Reconfiguration and increase in acreage for the Beckwith / Dakota Comprehensive Planning District (CPD), and changes to the proposed land use designations to include Regional Commercial, Rural Residential, and Business Park / Industrial combination;
- Removal of areas south of Maze Boulevard and west of Carpenter Road;
- 500 acres designated Business-Commercial-Residential, within the Kiernan / Carver CPD;
- Approximately 60 acres total of Regional Commercial designation along Oakdale Road, both south of Claribel Avenue and north of Claratina Avenue;
- Re-designation of the former Redevelopment Planning District, including Downtown;
- Other changes were made for the purposes of accurately reflecting existing developed neighborhoods and to identity more realistic future development types; and,
- The addition of two (2) regional parks (120-160 acres each).

The table shown in Attachment 5 reflects the comparison of acreage by land use type, for the existing and proposed land use diagrams, along with the respective water and sewer demands associated with each. Attachments 6 and 7 are the existing and proposed, respectively, versions of General Plan Exhibit III-1, which reflect acreage, dwelling units and jobs for individual planning areas and totals for the entire General Plan area.

#### PLANNING COMMISSION COMMENTS / QUESTIONS (8/19/13 WORKSHOP)

Following are Commissioners' comments and questions from the August 19 workshop, followed by staff's responses in italic font. This information is intended to assist the Planning Commission in making a formal recommendation to the City Council.

1. Clarification of the acreage chart (staff report Attachment 3), which shows an increase in R acreage of about 5,000 acres, was requested.

The revised land use diagram as proposed by staff reflects 5,130 acres changed from "VR" (Village Residential) to "R" (Residential). This change is recommended for areas such as Village One that were designated for future VR development in the 1995 General Plan, and which were subsequently developed. VR is intended as a designation applied to future growth areas, while R is appropriate for existing residential neighborhoods. The difference is perhaps subtle, and reflects assumptions and definitions contained within existing General Plan policies and intent.

2. Information regarding whether the westerly regional park is meant for recharge was requested. Statements that such a park would affect the fee program, and that parks are typically located in population centers, were made. The concept was met with interest, and it was stated that the location could pose a problem.

The westerly proposed regional park is located to take advantage of groundwater recharge opportunity. According to Recreation & Neighborhoods Department staff, Business Parks are generally good locations for siting regional parks (due to compatibility with traffic, parking and noise), and this particular location has advantages relative SR99 access and proximity to the Modesto Junior College west campus. Regional parks can serve multiple purposes: recreation (ball fields, soccer, passive open space expanses); thematic attractions such as an agricultural science center; and, storm drainage / ground water recharge.

3. Information was requested regarding incremental acreage change on the west side.

The difference in area between the existing Beckwith-Dakota Comprehensive Planning District (CPD) (1,040 acres) and the proposed new area of this CPD (1,825 acres) is 785 acres. The total acreage recommended for removal from the General Plan area within the Highway 132, Paradise / Carpenter, and Whitmore / Carpenter CPDs is 1,830.

4. "Would a new Highway 132 alignment would be at-grade or above-grade within / near the location of BP-designated land?"

Highway 132 is planned to be at-grade at this location. However, interchanges proposed at Dakota Avenue and Carpenter Road would likely include a grade-separated design.

5. "Will the changes in the Sphere of Influence (SOI) be addressed incrementally or as a single request of LAFCo?"

Staff intends to propose the new SOI and General Plan boundary change as a single request.

6. Clarification regarding the location of the proposed Residential Urban Limit line on the west and north was requested.

The current configuration of the proposed Residential Urban Limit line is along Carpenter Road on the west and generally follows the city limits north to Kiernan Ave. / SR 219.

7. It was stated that there is nothing to prevent the county from approving development near Modesto's SOI, which would (continue to) create problems for Modesto. It was further suggested that Modesto may send the wrong message to other agencies by limiting the city's future growth area.

Staff notes that the only way to control growth / development decisions is to expand the General Plan and SOI boundaries into those areas of concern.

8. Information was requested regarding the consequences of Modesto having a limited and well-defined growth boundary, while other cities do not.

It is staff's intent that Modesto will be the leader in the region in terms of compact, fiscally-responsible growth and development.

9. It was noted that the attempt to balance the City's plan and that of the Chamber of Commerce was done in good faith. However, concerns were expressed relative to the quality of agricultural land on the west side of State Route 99, and it was noted that no development will occur without willing sellers. Modesto should send a message to the county that the agencies need a two-way dialogue about development of areas near city limits and planning boundaries. Concern was expressed that there is "not enough red on the map," and the opinion that Modesto should consider major intersections and interchanges to identify appropriate opportunities for additional commercial land use designation. With respect to jobs, Commissioners may be less concerned about where jobs are located (e.g. within the city's or county's jurisdiction) and may generally believe that a JPA/tax sharing with the county over new development would be helpful.

Staff generally agrees with these comments. Regarding a perceived lack of commercially-designated land, staff will respond at workshop #6 with more information about specific locations and acreage totals for commercial and similar land use designations.

10. The Commission noted concerns related to reducing or limiting growth along the Kiernan corridor.

Staff acknowledges the implications locating the City's general plan boundary along Kiernan Ave. / SR219. A common school of thought is that Modesto should include both the north and south sides of this corridor, in order to maximize the economic development benefits that can be realized. However, the land area north of Kiernan Avenue west of McHenry Avenue contains the best combination of agricultural soil quality and groundwater recharge capacity. The area east of Stoddard Avenue and south of future Pirrone Road extended east was the subject of a "Measure M" sewer extension advisory vote in 2009.

11. Concern was expressed regarding the Hetch-Hetchy CPD being planned entirely for residential development without a commercial or business park buffer from Kiernan Avenue.

The Hetch-Hetchy CPD is primarily designated "Village Residential" (VR). VR includes a mix of residential densities, neighborhood-serving commercial, offices, schools and parks. In addition, the proposed land use diagram includes two new 60-acre Regional Commercial nodes along Oakdale Road at the east end of the CPD.

Environmental analyses, including noise studies, will be used to determine appropriate locations for residential development relative to major transportation facilities. Appropriate environmental impact mitigation measures will also be applied in order to ensure that future neighborhoods are located and developed in such a way as to maximize their "livability."

12. Concern was expressed about the relative amounts of residential and commercial land shown.

Regarding a perceived lack of commercially-designated land, staff will respond with more information about specific locations and acreage totals for commercial and similar land use designations. The most significant additions to the proposed land use diagram are the two 60-acre Regional Commercial nodes along Oakdale Road and an approximate 200-acre area north of Beckwith Road and east of Dakota Avenue. Additional detail regarding the proposed Residential acreage inventory will also be discussed.

13. A statement of concurrence with many of the Commission's prior statements was made, and it was noted that the revised land use diagram is a compromise plan. Residential development will occur on lesser soils and there should be "more red" (commercial), but there is no perfect plan that pleases everyone. An opinion was stated that staff's recommended General Plan land use diagram creates opportunities to diversify Modesto's economy.

Staff generally agrees with these comments. It is worth noting that while the proposed land use diagram may appear to reflect a shortage of commercial coloration, there are

several other designations that contain commercial and related components: Mixed Use, Business Park, Business-Commercial-Residential, and — most significantly — Downtown. Regardless of specific locations or total acreage of land use types, planning area boundaries typically follow major natural or man-made features such as rivers, roadways, rail lines, and even other plan area boundaries such as the Tuolumne River Regional Park. At the time the agenda packet was produced, staff continues to work on a revised General Plan land use diagram that will reflect additional opportunities for future Commercial development. This diagram will be presented at the September 16 Planning Commission meeting.

14. A Commissioner asked about the timing of development and expected land use within Riverbank's Sphere of Influence and General Plan boundaries west of the city.

Timing of future development relies on market conditions, property owners' priorities, developer motivation and other factors. As Riverbank's General Plan boundary extends well beyond its Sphere of Influence, staff believes it to be fiscally unrealistic and harmful to the limited inventory of high-quality agricultural soils and groundwater recharge area.

15. It was asked why the CPDs west of Carpenter Road and south of Maze Boulevard were removed.

Staff generally believes that this area is not particularly well-suited for residential development because of the existing ranchette-type development pattern, and because infrastructure costs would likely be higher than average. Preservation of opportunities for agriculture production and related activities is another benefit.

16. The Commission commented on the quality of the dialogue and noted that Modesto has many positive attributes. More information was requested about: willing land sellers in the proposed General Plan area west of State Route 99; development constraints to the west of SR99; and, more commercial land in the College West CPD. It was noted that all affected parties need to be at the table to resolve Salida issues and water-related issues. Finally, there was a stated desire for certainty that the area west of SR99 can be successfully developed prior to expanding the General Plan boundary.

Staff will research these issues and provide additional information at the workshop.

#### STAFF RECOMMENDATION

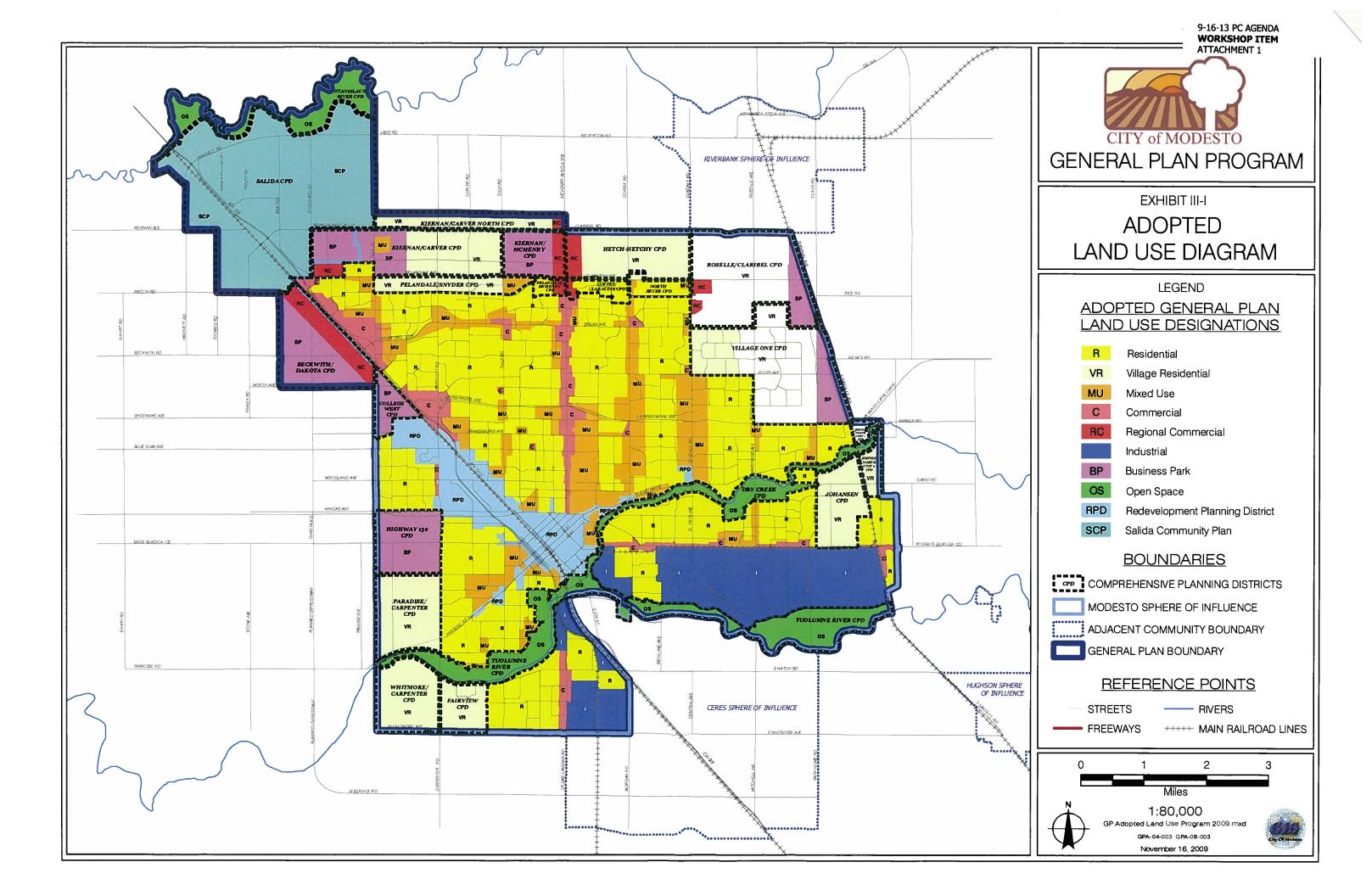
Staff recommends that the Planning Commission approve the proposed land use and circulation diagrams as the project description for the purpose of updating the Modesto Urban Area General Plan Master Environmental Impact Report (MEIR), and forward the recommendation to the City Council.

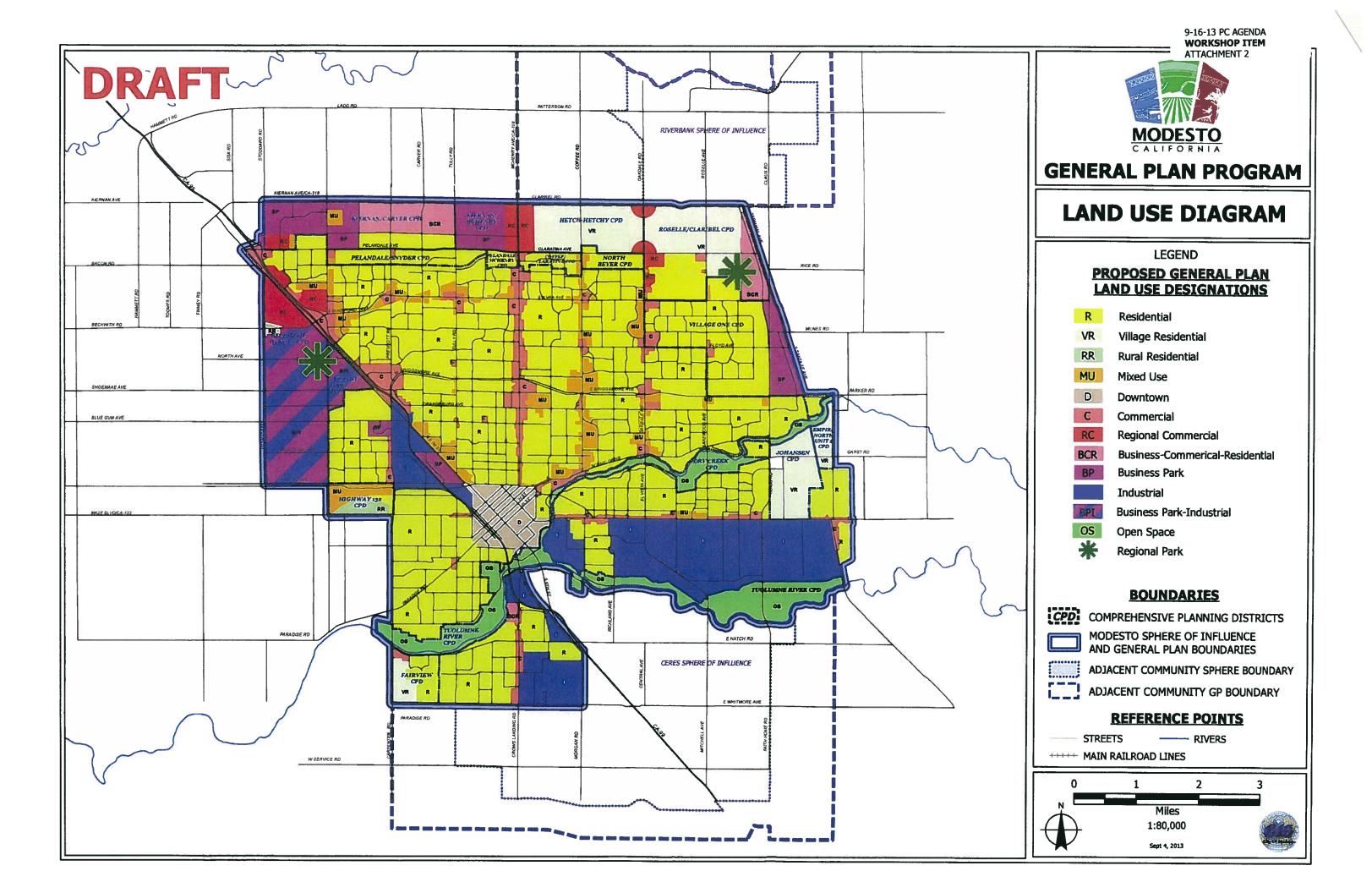
#### **ENVIRONMENTAL ASSESSMENT**

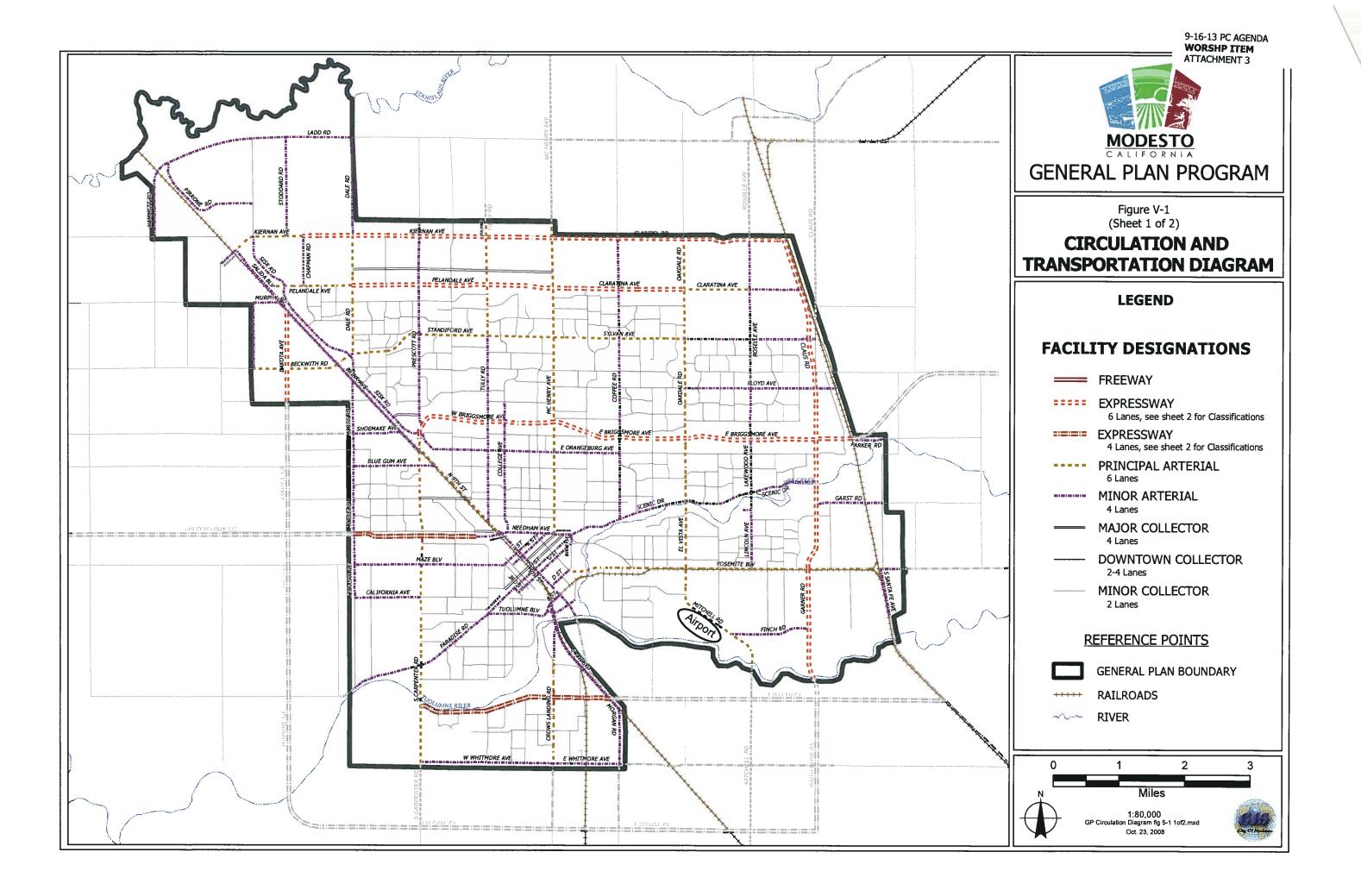
It is anticipated that the General Plan Amendment project will require a Supplemental EIR to the Modesto Urban Area General Plan MEIR. Funding for the MEIR work has not yet been identified, and it is anticipated that the City's budget for FY13-14 may include that funding. If so, the proposed General Plan and MEIR should be released for formal public review toward the end of calendar year 2014. At that time, staff will be seeking comments regarding the complete draft General Plan and MEIR proposed for adoption.

#### ATTACHMENTS (included with Commissioners' packets only)

- 1. Existing General Plan land use diagram
- 2. Proposed General Plan land use diagram
- 3. Existing General Plan circulation diagram
- 4. Proposed General Plan circulation diagram
- 5. Existing and proposed General Plan acreage by land use type, with water & wastewater demand comparison
- 6. Existing General Plan Exhibit III-1
- 7. Proposed General Plan Exhibit III-1







# Modesto Urban Area General Plan Comparison of Acreage by Land Use Designation

Adopted GP		Proposed GP		Difference
Land Use	Acres	Land Use	Acres	-
ВР	3,060	ВР	3,525	465
С	1,485	c	1,780	295
l .	3,280	l I	3,780	500
MU	3,480	ми	1,625	-1,855
os	2,875	os	2,080	-795
R	13,390	R	18,520	5,130
RC	815	RC	565	-250
VR	7,945	VR	2,535	-5,410
RPD	1,970	RPD	0	-1,970
SCP	4,350	SCP	0	-4,350
		D	710	710
		BCR	785	785
		RR	120	120
Total Acreage	42,650	Total Acreage	36,025	-6,625
Total Water Demand		Total Water Den	nand	
	98,735 afpy	<b>'</b>	94,025 afpy	4.7%
Total Sewer De	emand	Total Sewer Den	nand	
39,738,250 gpd		1	38,342,750 gpd	3.5%

## EXHIBIT III-1, PAGE 1 OF 3: COMPREHENSIVE PLANNING DISTRICTS SUMMARY

Exhibit No.	Comprehensive Planning District (CPD)	Land Use Designations within the CPD	Acreage	Dwelling Units	Jobs
BASELINE DE	EVELOPED AREA				
	Redevelopment Planned Area (RPA)	Residential, Commercial, Industrial	1,970	750	52,950
	Baseline Developed Area -(excludes RPA)	Residential, Commercial, Industrial, Mixed Use	21,200	126,160	93,860
Total Acreage,	Dwelling Units, and Jobs in	n Baseline Developed Area	23,170	126,910	146,810
PLANNED UR	BANIZING AREA				
Inside Sphere o	of Influence				
III-3	Coffee/Claratina	Residential	140	1,080	2 11
		Regional Commercial	30		510
III-4	College West	Business Park	230	%	8,190
III-5	Dry Creek	Open Space	510	50	
III-6	Empire North	Village Residential	220	1,370	150
III-7	Fairview	Village Residential	370	2,360	260
III-8	Hetch Hetchy	Village Residential	830	5,280	580
	•	Regional Commercial	130		2,500
III-9	Highway 132	Business Park	660		23,030
III-10	Johansen	Village Residential	600	3,810	420
III-11	Kiernan/Carver	Village Residential	730	4,620	510
		Regional Commercial	80		1,510
		Business Park	340		11,900
III-13	Kiernan/McHenry	Business Park	370		13,050
		Regional Commercial	100		1,990
III-14	North Beyer	Residential	130	960	
		Mixed Use	30	280	270
		Village Residential	20	120	10
III-15	Paradise/Carpenter	Village Residential	810	5,110	570
III-16	Pelandale/McHenry	Residential	50	390	
		Regional Commercial	30		660
III-17	Pelandale/Snyder	Village Residential	330	2100	230
		Mixed Use	60	510	480

Exhibit III-1, Page 2 of 3: Comprehensive Planning Districts Summary

Exhibit No.	Comprehensive Planning District (CPD)	Land Use Designations within the CPD	Acreage	Dwelling Units	Jobs
PLANNED UR	BANIZING AREA				
Inside Sphere of	f Influence				
III-18	Roselle/Claribel	Village Residential	1,290	8,200	910
		Business Park	260		9,010
		Regional Commercial	70		1,190
III-21	Tuolumne River	Open Space	1,630	160	
III-22	Village One	Village Residential	1,590	10,080	1,110
	80 00	Business Park	310		10,910
III-23	Whitmore/Carpenter	Village Residential	690	4,380	480
		in the Planned Urbanizing	12,640	50,860	90,430
Outside Sphere	of Influence				
III-2	Beckwith/Dakota	Business Park	690		24,150
		Regional Commercial	350		7,000
III-11	Kiernan/Carver	Business Park	230		8,050
III-12	Kiernan/Carver North	Village Residential	460	2,900	320
		Regional Commercial	30		660
III-19	Salida	Salida Community Plan	4,472	(B)	(B)
III-20	Stanislaus River	Open Space	810	(B)	(B)
	Dwelling Units, and Jobs phere of Influence)	in the Planned Urbanizing	7,042	2,900	40,180
<b>GRAND TOTA</b>	LS				
	•	in the Baseline Developed Inside Sphere of Influence)	35,810	177,770	237,240
Area, the Plann		in the Baseline Developed de Sphere of Influence), and	42,852	180,670	277,420

<sup>(</sup>A) Acreages, population estimates, and employment estimates rounded to the nearest 10.

<sup>(</sup>B) The Salida Community Plan and Stanislaus River Comprehensive Planning District are administered by Stanislaus County. The status of these plans is uncertain at this time.

Exhibit III-1, Page 1 of 2: Comprehensive Planning Districts Summary

		<del></del>			
Dalkikia Nt	Comprehensive	Land Use Designations	<b>A</b>	Dwelling	7.1
Exhibit No.		within the CPD	Acreage	Units	Jobs
BASELINE DEVELOPED AREA					
	Redevelopment Planned <u>Downtown Area</u> (RPA D)	Residential, Commercial, Industrial	<u>710</u>	<u>3,000</u>	5 <u>0,000</u>
	Baseline Developed Area (excludes RPA D)	Residential, Commercial, Industrial, Mixed Use	2 <u>2,46</u> 0	126,160	9 <u>2,700</u>
Total Acreage, D	welling Units, and Jobs in Baseline	Developed Area subtotals	23,170	129,160	142,700
PLANNED U	RBANIZING AREA				
Inside Sphere	of Influence				
<u>II-2</u>	Beckwith/Dakota	Business Park	1,820		64,000
III-3	Coffee/Claratina	Residential	140	1,080	
		Regional Commercial	30		510
III-4	College West	Business Park	230		8,190
III-5	Dry Creek	Open Space	510	50	
III-6	Empire North	Village Residential	220	1,370	150
III-7	Fairview	Village Residential	370	2,360	260
III-8	Hetch-Hetchy	Village Residential	<u>790</u>	5,030	<u>550</u>
	•	Regional Commercial	<u>170</u>		3,270
III-9	Highway 132	Mixed Use	<u>180</u>	1,625	1,570
		Residential	<u>35</u>	230	===
		Rural Residential	120	<u>25</u>	
III-10	Johansen	Village Residential	600	3,810	420
III-11	Kiernan/Carver	Village Residential	<u>230</u>	1,460	<u>160</u>
		Regional Commercial	80	222	1,510
		Business Park	<u>540</u>		<u>18,620</u>
		Business-Com-Res	<u>500</u>	3,000	<u>11,440</u>
		Mixed Use	<u>40</u>	<u>360</u>	<u>350</u>
III-13	Kiernan/McHenry	Business Park	370	550	13,050
		Regional Commercial	100	==	1,990
III-14	North Beyer	Residential	130	960	
		Mixed Use	30	280	270
		Village Residential	20	120	10
III-15	Paradise/Carpenter	Village Residential	810	<del>5,110</del>	<del>570</del>
III-16	Pelandale/McHenry	Residential	50	390	
		Regional Commercial	30		660
III-17	Pelandale/Snyder	Village Residential	330	2,100	230
		Mixed Use	60	510	480
III-18	Roselle/Claribel	Village Residential	<u>1,250</u>	<u>7,940</u>	<u>870</u>
		Regional Commercial	<u>110</u>		1,970
		Business-Com-Res	<u>260</u>	<u>1,560</u>	<u>5,950</u>
III-21	Tuolumne River	Open Space	1,630	160	

### Exhibit III-1, Page 2 of 2: Comprehensive Planning Districts Summary

	Comprehensive	Land Use Designations		Dwelling	
Exhibit No.	Planning District (CPD)	within the CPD	Acreage	Units	Jobs
PLANNED UR	BANIZING AREA				
Inside Sphere o	of Influence				
III-22	Village One	Village Residential	1,590	10,080	1,110
		Business Park	310		10,910
<del>III 23</del>	Whitmore/Carpenter	Village Residential	<del>-690</del>	4,380	480
• • • • • • • • • • • • • • • • • • • •	Dwelling Units, and Jobs in the open control of the open control o	the Planned Urbanizing	<b>12,<u>865</u></b>	44,500	148,500
Outside Sphere	e of Influence				
<del>III-2</del>	Beckwith/Dakota	Business Park	690	_	<del>24,150</del>
		Regional Commercial	<del>350</del>		7,000
<del>III-11</del>	Kiernan/Carver	Business Park	<del>230</del>		8,050
<del>III-12</del>	Kiernan/Carver North	Village Residential	<del>460</del>	<del>2,900</del>	<del>320</del>
		Regional Commercial	<del>30</del>		<del>660</del>
<del>III-19</del>	<del>Salida</del>	Salida Community Plan	4,472	<del>(B)</del>	<del>(B)</del>
<del>III-20</del>	Stanislaus River	Open Space	<del>810</del>	<del>(B)</del>	<del>(B)</del>
<b>.</b> .	Dwelling Units, and Jobs in ( Sphere of Influence)	the Planned Urbanizing	<del>7,042</del>	<del>2,900</del>	<u>40,180</u>
GRAND TOTA	ALS				
	Dwelling Units, and Jobs in talented Urbanizing Area (Ins		3 <u>6,035</u>	173,660	2 <u>91,200</u>
Area, the Plan	Dwelling Units, and Jobs in the Holes in the	Sphere of Influence), and	4 <del>2,852</del>	180,670	277,420

<sup>(</sup>A) Acreages, population estimates, and employment estimates rounded to the nearest <u>5 or</u> 10.

<sup>(</sup>B) The Salida Community Plan and Stanislaus River Comprehensive Planning District are administered by Stanislaus County. The status of these plans is uncertain at this time.