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# CITY OF PATTERSON PLANNING COMMISSION AGENDA STUDY SESSION

**THURSDAY, JULY 22, 2021, AT 6:00 P.M.**

**City Council Chambers  
1 Plaza, Patterson, California  
(Via Video Conferencing and Zoom Teleconference)**

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**NOTICE:** THIS MEETING WILL BE HELD IN ACCORDANCE WITH EXECUTIVE ORDER N-29-20, ISSUED BY CALIFORNIA GOVERNOR GAVIN NEWSOM ON MARCH 17, 2020, THE RALPH M. BROWN ACT (CALIFORNIA GOVERNMENT CODE SECTION 54950, ET SEQ.), AND THE FEDERAL AMERICANS WITH DISABILITIES ACT. THIS MEETING WILL NOT BE PHYSICALLY OPEN TO THE PUBLIC. ALL MEMBERS OF THE PUBLIC MAY PARTICIPATE IN THE MEETING VIA VIDEO CONFERENCING AT

<https://us02web.zoom.us/j/81034024495?pwd=QjkrZHdrcVF4UDNxOHpHM3doR0p3Zz09>

AND VIA **ZOOM TELECONFERENCE BY CALLING 669-900-9128 MEETING ID:** 810-3402-4495 **PASSWORD:** 458391 AND WILL BE GIVEN THE OPPORTUNITY TO PROVIDE PUBLIC COMMENT. ALL MEMBERS OF THE PUBLIC WILL BE GIVEN THE SAME TIME ALLOTMENT FOR COMMENTS AS NORMALLY ALLOWED FOR MEETINGS SUBJECT TO THE PROVISIONS OF EXECUTIVE ORDER N-29-20.

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk at (209) 895-8014. Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting. [28 CFR 35.102-35.104 ADA Title II] The Planning Commission agenda and supporting public documents are available for viewing in City Hall, 1 Plaza, 2nd Floor, Patterson, California, during normal business hours. The Planning Commission agenda and supporting public documents are also available online on the City web site [www.ci.patterson.ca.us](http://www.ci.patterson.ca.us) listed under Agenda Center "Planning Commission"

## **CALL TO ORDER**

## **PLEDGE OF ALLEGIANCE**

## **ROLL CALL**

**ITEMS FROM THE PUBLIC** The public wishing to address the Planning Commission on items that do not appear on the agenda may do so; however, the Planning Commission will take no action other than referring the item to Staff for study and analysis and may place the item on a future agenda [Resolution 92-25].

Any member of the audience desiring to address the Planning Commission regarding a matter on the agenda, please raise your hand or step to the podium at the time the item is announced by the Chairperson. In order that all interested parties have an opportunity to speak, any person addressing the Planning Commission will be limited to a maximum of five (5) minutes unless the Chairperson grants a longer period of time.

**STATEMENT OF CONFLICT BY COMMISSIONERS**

**RIGHT TO APPEAL** Any person who is dissatisfied with the decision of the Planning Commission, may appeal such action to the City Council within ten (10) business days after action.

**CORRESPONDENCE** None

**CONSENT AGENDA** None

**AGENDA ITEMS**

**Study Session:**

**Zacharias and Baldwin Ranch Master Plan**

A study session to consider the Zacharias and Baldwin Ranch Master Plan. The Master Plan project consists of Annexation, General Plan Amendments, Pre-Zoning, Master Plan, Development Agreement, and a Final EIR for two project areas for a total of 1,227.1 acres. The Zacharias Master Plan consists of 1,158.4-acres and includes up to 5,086 residential units, 855,000 square feet of retail uses, and 6,910,000 square feet of business park uses. The Baldwin Ranch consists of 68.7 acres and includes up to 305 single family dwelling units and five acres of park.

The Zacharias project area is located on the north end of the City of Patterson bounded by Rogers Road (west), Zacharias Road (north), the California Northern Railroad tracks and Ward Avenue (east), and existing residential and business park uses (south). The Baldwin Ranch project area is located at the south end of Baldwin Road and is contiguous to the Delta-Mendota Canal (west), the City of Patterson Corporation Yard (north), and agricultural uses (east and south).

▪ **ITEMS FROM STAFF**

▪ **ITEMS FROM COMMISSION**

▪ **ADJOURNMENT**

CITY OF PATTERSON  
Planning Commission Staff Report  
**Zacharias and Baldwin Ranch Master Plan**  
**General Plan Amendment, Pre – Rezone, Annexation, Master Plan,**  
**Development Agreement**  
**July 22, 2021 Study Session**

**PROJECT SUMMARY**

At this study session, staff will introduce the Planning Commission to the project, no formal actions are required. At a future public hearing, the Planning Commission will be asked to consider entitlements for the Zacharias and Baldwin Ranch Master Plan, consisting of the 1,158.4-acre Zacharias Project Area and the 68.7-acre Baldwin Ranch Project Area, for a total of 1,227.1 acres. The Planning Commission will be asked to make the following recommendations to the City Council:

1. Adopt a Resolution recommending Annexation of the Master Plan area
2. Adopt a Resolution recommending Approval of Amendments to the City of Patterson General Plan
  - a. Amend the Land Use Diagram:
    - Zacharias Project Area: From Low Density Residential to Low Density, Medium Density, and High Density Residential, Community Commercial, Light Industrial, Mixed Use, Parks and Open Space
    - Baldwin Ranch Project Area: from Low Density Residential to Medium Density Residential and Parks
  - b. Amend Figures II-1 and II-2 and Tables II-1 and II-6 to add the Master Plan project areas to the City’s Sphere of Influence
  - c. Amend the General Plan Circulation Plan to add roadway system
  - d. Amend various other text language to reflect the Master Plan
3. Adopt a Resolution recommending Approval of Pre-Zoning
  - Zacharias Project Area : From Agriculture and General Agriculture (A-2-40 and A-2-10) County of Stanislaus to various designations in the Master Plan
  - Baldwin Ranch Project Area: From Agriculture (A-2-40) County of Stanislaus to various designations in the Master Plan
4. Adopt a Resolution recommending Approval the Zacharias and Baldwin Ranch Master Plan
5. Adopt a Resolution recommending Approval of a Development Agreement
6. Adopt a Resolution recommending that the City Council Certify an EIR

The City Council will also take action on the Public Facilities Financing Plan (PFFP) and the Master Service Review (MSR). These items are not before the Planning Commission.

## APPLICANT AND SITE INFORMATION

**Applicants**

**Zacharias Project Area:**

- Keystone Ranch, LLC
- Zacharias Ranch
- Lakeside Hills, LLC
- TPF Development

**Baldwin Ranch Project Area:**

- Baldwin/ SWP

**Property Owners:**

Various See Attachments 4 a and b for property owners

**Environmental Review:**

Environmental Impact Report  
SCH# 2018122052

**Location:**

See above

**Assessor Parcel Numbers:**

See Attachments 4 a and b.

**General Plan Designation:**

Low Density Residential (Holding Designation)

**Zoning:**

Zacharias: A-2-40 and A-2-10

Baldwin Ranch: A-2-40

**Surrounding Land Uses**

**Zacharias:**

East: California Northern Railroad right-of-way; State Route 33 (unincorporated Stanislaus County); Ward Avenue; single-family residential uses (City of Patterson)

West: Rogers Road; Arambel Business Park (City of Patterson)

North: Zacharias Road; agricultural land (unincorporated Stanislaus County)

South: Keystone Pacific Business Park; single family residential uses (City of Patterson)

**Baldwin Ranch**

East: Baldwin Road; agricultural land (unincorporated Stanislaus County)

West: Dela-Mendota Canal; agricultural Land (unincorporated Stanislaus County)

North: Tank Road; City of Patterson Corporation Yard; fallow agricultural land (City of Patterson)

South: Agricultural land (unincorporated Stanislaus County)

## **PROJECT SITE**

The Master Plan is comprised of two project areas. The Zacharias project area is 1,158.4 acres located on the north end of the City of Patterson bounded by Rogers Road (west), Zacharias Road (north), the California Northern Railroad tracks and Ward Avenue (east), and existing residential and business park uses (south). The Baldwin Ranch project area is 68.7 acres located at the south end of Baldwin Road and is contiguous to the Delta-Mendota Canal (west), the City of Patterson Corporation Yard (north), and agricultural uses (east and south).

## **BACKGROUND**

Both the Zacharias and Baldwin Ranch areas are included in the 2010 General Plan, adopted on November 20, 2010, as areas for future urban expansion. Planning for these areas began in 2018. The Planning Commission and City Council held workshops in 2018 to review site constraints and opportunities. The Planning Commission endorsed a set of Guiding Principles to set the direction for planning of these areas. These Guiding Principles are summarized below.

In late 2018, the developer stakeholder group submitted development plans for both project areas; thus, initiating the formal process for consideration of the Master Plan. The goal was for the developer-initiated plans to serve as the basis for the comprehensive Master Plan under the oversight and direction of the City. The Notice of Preparation for the start of the Environmental Impact Report was issued on December 21, 2018.

Key milestones of project consideration are summarized below:

<b>Event</b>	<b>Date</b>
Community Workshop #1	May 1, 2018
Initial workshops at the Planning Commission and City Council	August 23, 2018 (PC) November 6, 2018 (CC)
Submittal of development plans from the stakeholder group	December 2018
Notice of Preparation for the EIR	December 21, 2019
Community Workshop #2	January 9, 2019
Community Workshop #3	December 10, 2020
Release of the Draft EIR	December 3, 2020
Comments due on the Draft EIR	February 4, 2020
Release of the FEIR	July 2, 2021

## **PROJECT OVERVIEW**

The Master Plan results in a significant expansion of City limits. The Master Plan implements the vision, goals, and policies of the Patterson General Plan by creating communities with complete neighborhoods, complete streets, and employment opportunities. The Master Plan provides land use regulations, development standards and implementation measures to develop

a master planned community. The Master Plan also provides guidelines and standards for infrastructure, amenities and services needed to serve the development. The Master Plan ensures that the area develops in a comprehensive and coordinated manner using “smart growth” principles of mix of land uses, range of housing opportunities and choices, walkable neighborhoods, a sense of place, preservation of open space, and transportation choices.

The overall vision is to create master-planned communities that provide a quality environment for work, play, and living as a harmonious and logical extension of the Patterson community. The Master Plan provides a place for people that work in Patterson to live near their jobs, with diverse housing types and places to recreate. The Master Plan will have regional benefits to the community by providing flood and stormwater facilities that extend beyond its boundaries. The project will maintain sustainable groundwater levels.

### **Master Plan Structure**

The Master Plan contains the following sections as described in greater detail below.

Chapter 1:	Introduction
Chapter 2:	Community Character and Design
Chapter 3:	Circulation
Chapter 4:	Community Facilities and Services
Chapter 5:	Infrastructure and Public Facilities
Chapter 6:	Implementation

### **Chapter 1: Introduction**

Chapter 1 describes the project setting, and the overall vision and the guiding principles. The Guiding Principles for the Master Plan are summarized below:

- A. **Complete Streets.** Create a well-connected network that supports multimodal transportation within and outside of the Plan Area,
- B. **Open space.** Provide an accessible, high-quality network of multipurpose open spaces that are connected with a system of bicycle/pedestrian pathways with a goal of every house be located within 0.25 mile of open space.
- C. **Land use.** Promote land uses that support economic development and City growth.
- D. **Flexibility.** Provide flexibility in land uses and housing densities when suitable.
- E. **Housing types.** Provide a diversity of housing types for different lifestyles, household sizes, ages, and income levels.
- F. **Neighborhood hub.** Establish a neighborhood hub with a mix of active uses including commercial, high density residential, schools, parks, and trails
- G. **Place.** Create a distinct sense of place that builds on Patterson’s built and natural heritage.

- H. **Transition area.** Create context-sensitive transition areas that preserve existing and proposed uses.
- I. **Infrastructure.** Integrate cost-efficient infrastructure systems.
- J. **Maintenance.** Establish long-term maintenance requirements, in particular for the design of open spaces.

## **Chapter 2: Community Character and Design**

Chapter 2 provides the overall Land Use Plan for each project area and then provides a complete set of development standards and design guidelines for all aspects of the Master Plan.

### *Land Use*

#### A. Zacharias Project Area (See Figure 5 in the Master Plan)

The Zacharias project area proposes a 1,227.1-acre master-planned community with the following main components:

- Residential neighborhoods with a mix of densities ranging from 3 to 25 dwelling units per acre
- A mixed-use town center with a lake feature as a focal point
- A commercial center for local and community retail needs
- A business park area to provide for employment opportunities
- The Ivy/Rose “ranchette” area with potential for future residential development
- A “complete streets” network with bicycle and pedestrian trails connecting the community
- Public schools
- An interconnected network of parks and open space for both passive and active recreation

A total of up to 5,086 residential units, 855,000 square feet of retail uses, and 6,910,000 square feet of business park uses are proposed. See Figure 6 in the Master Plan for a detailed breakdown).

The eastern portion of the Zacharias Project Area includes the “ranchette” area known as the Ivy/Rose Avenue area. This 149-acre area consisted of parcels ranging in size from 2-20 acres with agricultural uses and hobby farms. The Land Use Plan projects this area will eventually be converted to Low Density residential.

#### B. Baldwin Ranch Project Area (See Figure 7 in the Master Plan)

The Baldwin Ranch project area proposes a 66-acre residential community in the southern part of Patterson with 305 single family dwelling units and five acres of park. Low-medium density residential uses are planned at densities averaging five dwelling units per acre. The Land Use Plan shows the area with a Medium Density Residential category in order to allow smaller lot sizes or alternative housing types (alley-loaded, cluster) than what

typically occurs in low-density residential areas. The total unit count would not exceed 305 dwelling units.

*Development Standards and Design Guidelines:* Chapter 2 provides robust standards and guideline addressing the following topics:

- Neighborhood housing diversity
- Variety of number of housing plans and styles
- Design of neighborhoods facing open space and adjacent to collector and arterial streets
- Permitted uses for low, medium, and high density residential areas
- Development guidelines for specific housing types, such as alley-loaded, cluster, and townhomes
- Mixed use district permitted uses and development standards, including renderings of mixed-use areas
- Affordable and Inclusionary Housing strategies
- Permitted uses and development standards for commercial and business park districts
- Specific guidelines for the Ivy and Rose Avenues ranchette area
- Major and minor gateways/entryways including renderings of major and mixed-use gateways
- Other community elements including sustainability, walls and fences, lighting, and signage

More details on key aspects of these design guidelines are provided under Key Issues below.

### **Chapter 3: Circulation**

The purpose of the Circulation Plan of the Master Plan is to establish the general layout and design standards for road, bicycle and pedestrian facilities in the Plan Area and to implement a “Complete Streets” network with an integrated roadway and trail system including walking and bicycling pathways, which extend the City’s existing circulation routes throughout the Plan Area (See Figures 16 and 25). The concept of a Complete Street is about developing routes for all transportation modes.

Chapter 3 provides a comprehensive set of standards for development of the mobility system. The Circulation Plan provides direct and convenient access to all residential, commercial/office area, and recreational land uses through a safe and efficient network that includes arterial, major and minor collectors, local streets and bicycle and pedestrian routes. The Master Plan includes a Bicycle and Pedestrian Network, as well addressing traffic calming measures, transit facilities, and transportation demand management.

### **Chapter 4: Community Facilities and Services**

Chapter 4 addresses parks and open space, schools, and police and fire services.

*Parks and Open Space.* The Master Plan includes a comprehensive network of parks and open space to meet the recreational needs of the community and to connect the Master Plan to the



remainder of the community (See Figure 27). The Zacharias Project Area provides a total of 59.7 acres of neighborhood parks ranging in size from 3.0 – 10 acres. The Plan provides a series of small parks and linear parkway to create an interesting focal point adjacent to the lake feature. The 59.7 acres represents 4.5 acres per 1,000 residents. The remainder of the required 65.6 acres to meet 5.0 acres per 1,000 residents will be met by in lieu fees to be used toward community park facilities. The neighborhood parks will be centrally located throughout the Plan area with a goal of locating them within ¼ mile of every resident.

The Baldwin Ranch Project Area provides a two-acre neighborhood park central to the neighborhood. In addition, a two-acre detention basin that may also be available for park purposes is provided at the southwest corner of Tank Road and Baldwin Road. The requirement for 5 acres per 1,000 population amounts to 4.7 acres. The remainder of the required acreage to meet 5.0 acres per 1,000 residents will be met by in lieu fees to be used toward community park facilities.

*Schools.* Two schools are planned for the Zacharias project area. First, a 14-acre Elementary School will be constructed east of Baldwin Road adjacent to a planned neighborhood park. Second, a 14-16 acre middle school is planned west of Baldwin Road. The final location of both schools will be determined based on a set of school siting guidelines.

A new 40-acre High School is planned for the northwest corner of Zacharias Road and Baldwin Road. Construction of the high school is likely 20 years in the future depending on buildout of the Zacharias Master Plan and the Villages of Patterson.

A new school site is not planned for the Baldwin Ranch area. The Apricot Valley Elementary School is located approximately one mile to the north.

*Police Services.* Buildout of the Master Plan will generate the need for approximately 29 additional police personnel and may create a citywide need for an additional police station or expansion of the existing police station. The Master Plan will be required to annex to the Police and Fire Community Services District (CFD) in order to fund the appropriate share of future public safety personnel and facilities.

*Fire Services.* Buildout of the Master Plan will generate the need for approximately 21 additional firefighters and may create a citywide need for an additional fire station or expansion of one of the existing stations. The Master Plan will be required to annex to the Police and Fire Community Services District (CFD) in order to fund the appropriate share of future public safety personnel and facilities.

## **Chapter 5: Infrastructure and Public Facilities**

Chapter 5 describes how necessary infrastructure improvements will be provided to comply with the Infrastructure Master Plans adopted by the City to ensure improvements meet future demand.

*Transportation.* Buildout of the Master Plans would contribute new trips to intersections, roadways, and freeways forecast to operate at unacceptable levels. The project is required to

participate in fair share funding programs to address off-site traffic impacts. The Master Plan will contribute to off-site transportation improvements for a host of intersections throughout the City and in the unincorporated County as found in Table 6. In addition, the project will contribute toward the construction of the new I-5 interchange. (See more detailed discussion under Key Issues below).

*Water.* The City of Patterson derives all of its water supply from groundwater pumping of the Delta-Mendota Groundwater Subbasin. To meet anticipated water needs, two (2) new additional wells will need to be completed as part of the water system which will serve the Project Area. For non-potable supply, the Zacharias Project Area will connect to the existing non-potable mains on Rogers Road and Baldwin Road.

Implementation of the Master Plan would significantly increase the City's demands and would contribute a substantial portion of the City's anticipated deficiency at buildout. Consequently, the project is contributing to long-term water supply needs by installing facilities to recharge both groundwater basins. The project will dedicate land and construct facilities (e.g. collection ponds, pumping stations, and transmission facilities) to allow for surface waters to be captured and routed to a basin that will allow for recharge of the lower aquifer. (See discussion on groundwater under Key Issues).

*Stormwater.* The storm drainage control facilities will be implemented within the Zacharias Project Area to address two goals: storm drain recharge, and flood control. The system is comprised of three main elements:

- *Recharge Basin.* A storm drain recharge basin facility will be built west of the annexation area on the north side of Zacharias Road.
- *100-year FEMA Flood Protection.* For flood mitigation, the proposed Regional Park to the West of the future High School site on the north side of Zacharias Road, as shown on Figure 50, will be designed to store the anticipated 183 acres of flood water runoff for a 100-year, 24-hour storm event.
- *Detention and Retention Basins, and Lakes.* The storm drainage system will run with multiple stages of storage and retention within the project site. This system is described in detail in Chapter 5.4.

The Baldwin Ranch project area will connect to the City's storm drain detention system and will include a detention basin at the northeast corner.

*Sewer.* The Zacharias project area will be phased to coincide with planned expansions of the City's Water Quality Control Facility, and with the construction of the North Patterson Trunk Sewer. The Baldwin Ranch project area will be served by a sewer main in Baldwin Road connecting to the South Sperry Trunk Line.

*Solid Waste.* Solid waste will be hauled Fink Road Landfill which has ample capacity. The project will implement a construction and demolition recycling program.

## **Chapter 6: Implementation**

Chapter 6 provides a roadmap for funding and administration of the Master Plan as the area develops over a period of 20+ years. The Plan allows for minor adjustments at the staff level, and major adjustments to be approved by the Planning Commission and City Council.

Funding of infrastructure will be funded by a variety of funding sources as outlined in the Public Facilities Financing Plan (PFFP). The majority of the backbone infrastructure will be funded by a new Community Facility District (CFD). Funding will also be provided by impact fees, regional fees, the Maintenance CFD, Police and Fire CFD, and private investment.

## **GENERAL PLAN CONSISTENCY**

The project's consistency with the General Plan can be summarized by major themes. Compliance with specific General Plan policies is summarized in Attachment 1.

**Complete Neighborhoods.** The Master Plan will provide a mix of housing products and densities. In the Zacharias area, densities range from low to high densities. This Master Plan provides design guidelines that call for a diversity of housing types. The Zacharias area will have a mixed-use neighborhood center with a focus on the lake frontage. This center is central to the project and will serve as an active community gathering place within walking or biking distance to most of the community.

Baldwin Ranch provides for medium density housing at the southern edge of the City. Because of its smaller size, a range of densities is not feasible. Similar to Zacharias, the area will have a mix and variety of housing types and lot sizes.

**Comprehensive Mobility Network and Complete Streets.** The Master Plan will have a complete and interconnected mobility system with a hierarchy of arterial, major and minor collector, and local streets that provide for ease of travel by auto, bicycles and pedestrians. The arterial and collector street sections will include Class I or Class II bicycle paths and sidewalks separated from the roadway to encourage alternative modes of travel. A system of Class I "paseos" will transverse the project, enhancing bicycle and pedestrian activity. The Circulation Plan includes traffic calming measures, including roundabouts, to enhance safety.

**Connected Community Facilities.** Parks and schools will be within a short walk or bicycle ride from every home. The Class I "paseos" connect to the parks and schools.

**Connectivity to the Community.** The project area will connect to the surrounding neighborhoods, regional retail centers and employment. The Zacharias area will include a community shopping center to provide a wide range of grocery, general merchandise and apparel services to the community. The project area also includes  $\pm 317.5$  acres of business park uses which were previously designated for residential and are being changed to business park to enhance the City's job-housing balance. It is connected to the existing community via Ward Avenue, Baldwin Road, Rogers Road and a new north-south collector. The PID canal paseo will provide for bicycle and pedestrian access to the neighborhood to the south and the high school and will ultimately link to a regional trail system.

Baldwin Ranch is connected to the south end of the community via Baldwin Road. It is located in close proximity to commercial area and employment.

**Issues Specific to the Northern Expansion Area.** Issues specific to the Northern Expansion Area are discussed throughout the Master Plan.

- High School Site.
- South County Corridor.
- Land Use Compatibility with Existing Industrial Businesses.
- Timing of I-5 Interchange.
- Flooding Impacts.

**Implementation: Infrastructure, Financing and Phasing.** Chapters 5 and 6 outline a comprehensive infrastructure, phasing and financing plan. Infrastructure will comply with the Infrastructure Master Plans developed by the City.

## **DISCUSSION OF KEY ISSUES**

### **Land Use and Design**

*Ivy and Rose Avenues Ranchette Area.* The 144-acre Ivy-Rose ranchette Area is a unique area in the Zacharias Master Plan as it is comprised of small-scale farms and agricultural pursuits. The Master Plan (Chapter 2.7) addresses these unique elements by outlining the treatment of non-conforming uses and the maintenance of existing water wells and septic systems. Existing water wells may remain and connection to public water is not required until the property develops. Septic systems may remain until five years after public sewer is provided to within 200 feet of a property. Landowners may maintain access to the PID irrigation water until the property develops.

The planned infrastructure for the Master Plan will have sufficient capacity to serve the Ivy-Rose areas once the area develops. The Master Plan includes principles to apply to infrastructure timing and financing.

City staff and the stakeholder group have met with the Ivy – Rose landowners on several occasions to hear comments and answer questions.

*Housing Diversity and Range of Housing Types.* A central theme of the Master Plan is to ensure a wide range of housing types for households of all income levels and needs. Figure 8 of the Master Plan identifies a “core” area where a greater mix of housing types is most desired. At least 30 percent of the medium density residential uses must be a “non-standard” housing types, including small lot, alley-loaded, cluster, townhomes, and duplexes on corners. In non-core portions of the Plan, at 10 percent of the medium density uses must be non-standard. The Plan provides “prototypes” for these housing types with examples.

*Neighborhood Design.* The Plan places an emphasis on neighborhood design adjacent to open spaces and adjacent to collector street (See Chapter 2.2 A. 4.). For open spaces, the goal is to enhance safety by providing “eyes on the space” and avoiding homes backing onto the open

space. In most cases, a local street would parallel paseos with home facing toward the paseo. Open cul-de-sacs is also an option to provide design diversity. When homes do back on to the open space, such as the lake, open fencing is required.

For neighborhoods facing arterial and collector streets, the goal is to avoid a “canyon” effect while ensuring noise attenuation standards are met. Solutions include:

- Side-on homes with short block lengths.
- Parks and Open space abutting the streets.
- Multi-family and mixed use abutting the streets.
- Open Cul-de-sacs
- Robust landscaping and soundwall design
- Enlarged setbacks
- Frontage street

*Transition areas/edge conditions.* The Plan focuses on transition areas in two main areas (See Chapter 2.2 A. 5):

- First, the residential uses in the western portion of the Zacharias project area will be transition to the business park uses to the west with an intervening drainage open space/buffer area. This drainage open space area is part of the business park properties to the west with the purpose of providing sufficient area to meet the stormwater runoff needs of the business park area. It will be private property and is not intended to be part of the public open space system. The stormwater detention area will be maintained by the business park, with attractive landscaping and open fencing along the street frontage.
- Second, the Plan provides for a buffer area around the City Corporation Yard in the Baldwin Ranch project area to protect homes from nuisances generated by corporation yard operations and to protect the long-term viability of the yard as a significant public investment. Buffering would consist of a masonry wall, 10-15 foot buffer area, and a street paralleling the landscaped buffer.

*PID Canal/Parkway.* An open Patterson Irrigation District canal currently runs north- south through the Zacharias project area. The Plan calls for the canal to be undergrounded and become a significant 40-foot Class I paseo for recreational use connecting to community facilities to the south. The paseo would include open fencing with either wrought iron or open wood fencing on the east side adjacent to the Ivy-Rose area. The landscaped paseo would include bike and walking trails along with benches, trash receptacles, and lighting.

*Mixed Use Center.* The Mixed-Use District provides an exciting focal point for the community. The “town center” design facing the lake creates opportunities for vibrant gathering places and a distinct sense of place with public plazas and open spaces, including walking paths along the waterfront. The mixed-use center contributes to the need for housing diversity, with upper floor dwelling and ground floor retail and the opportunity for live-work units. (See page 46 for renderings of the Mixed Use Plaza).

*Gateways.* Entryway features ensure the community has a clear identity and help accentuate key views into the community. Major gateways into the include the Major Gateway at Baldwin Road

and the east-west connector, and the Mixed Use Gateway at Baldwin and the entrance to the mixed use area. Zacharias project area. Major Gateways are characterized by iconic monumets, landscaping, pavement treatments, and signage. (See pages 55-57 for renderings of the major gateways).

*Affordable and Inclusionary Housing.* The Master Plan addresses affordability in several different ways. First, the Plan provides for a diverse spectrum of housing opportunities in terms of product type and lifestyle choices. This spectrum addresses the concept of “affordable by design” where smaller homes on smaller lots, townhomes, and apartments provide choices that are typically less expensive to own or rent than standard-sized homes on larger lots. Second, the Plan will be subject to the City’s Inclusionary Ordinance that provides a menu of requirements to address the housing needs of Extremely Low, Very Low-, Low-, and Moderate-Income households with at least 15 percent of the units provided at an affordable housing cost. The Inclusionary Ordinance seeks to integrate deed-restricted affordable housing units into all new housing developments through construction of deed restricted for-sale homes or market-rate apartments with a percentage of deed-restricted units available for low and very low income households. Options to on-site affordable housing include land dedication, subsidies to affordable communities, and payment of in-lieu fees. Chapter 2.3 outlies how this ordinance would apply to the Master Plan.

Inclusionary and affordable housing needs are ever evolving, and the project would be subject to the Inclusionary Ordinance in effect at the time of individual subdivision submittal.

## **Infrastructure Issues**

*Groundwater.* Several concerns have been raised about the continued reliance on groundwater for the water supply with an overall declining trend in groundwater storage in the upper and lower aquifer. The proposed project would (1) reduce pumping from the aquifer; (2) reduce recharge to the upper aquifer but at a rate lower than the reduction in pumping; (3) increase usage of potable water but in a sustainable manner; and (4) increase recharge to the lower aquifer in a manner that would help offset the increase in pumping. In sum, the proposed project would be expected to have a positive impact on groundwater recharge because of the net reduction of groundwater withdrawal and net increase in direct recharge to the lower aquifer.

*Transportation.* A Traffic Impact Study (TIS) was conducted for the project and is fully explained in the EIR. Project traffic impacts were analyzed based on the General Plan policy to maintain at least a Level of Service “D” on all streets and intersections in the City. The TIS also analyzed streets and intersections outside of the City that would be impacted by the project.

Buildout of the Master Plans would contribute new trips to intersections, roadways, and freeways forecast to operate at unacceptable levels. Twenty-one feasible mitigation measures are proposed to reduce project impacts, either as a fair share contribution or a project responsibility. For certain facilities such as portions of Sperry Avenue, the improvements required by the mitigation measures would not restore operations to acceptable levels based on projected 2040 traffic. In addition, mitigation measures are proposed for facilities that are outside the jurisdiction of the City of Patterson and, therefore, uncertainty exists regarding their implementation. The EIR

concluded this impact is significant and unavoidable. The proposed mitigation measures are robust and provide significant improvements to the transportation system that address traffic impacts to the extent feasible.

The Stanislaus Council of Governments is studying the development of a South County Corridor between Interstate 5 near Patterson and SR-99 in Turlock. A Feasibility Study was released in 2016 that considered alignment options and recommended that three of the alternatives be carried forward for further review, including alignment along Zacharias Road. The Master Plan's circulation plan accommodates two alignments of the future South County Corridor and limits the number of connections along Zacharias Road. If the South County Corridor is not developed along Zacharias Road, this roadway would still be improved to arterial standards.

As part of the overall South County Corridor, a new I-5 interchange is being planned at I-5/Zacharias Road. When built, it will provide much relief from traffic congestions along Sperry Avenue and other major roadways in the City and will lessen this project's impact on City Streets. This project will provide a fair share contribution to the interchange.

State Law was modified in 2017 to require traffic evaluations based on Vehicle Miles Traveled (VMT), instead of traditional LOS evaluations. Because no thresholds have been adopted by a State or regional agency at the time of Draft EIR release, the City of has elected to conduct a qualitative analysis. Both Master Plans contemplate residential communities within proximity to employment, retail, services, schools, and parks. In addition, the Master Plans contemplate a multi-modal transportation network consisting of roadways, on-street and off-street bicycle facilities, and pedestrian facilities. Collectively, these attributes create opportunities for shorter vehicle trips and non-motorized trips. Buildout of the Master Plans would also promote improving jobs-housing balance in Patterson. New employment opportunities would be located within 2 miles of most of the proposed Mater Plan residential uses, close enough to enable workers who live in Patterson to consider alternate modes of transportation, especially bicycling.

The Master Plan also requires Transportation Demand Management measures, in particular for the business park portion of the project.

### **Annexation Issues**

*Fiscal Impact to the City.* The Fiscal Impact Analysis analyzed the projected revenues from the project compared to projected City expenses, assuming the project will annex into existing Community Facilities Districts for public safety and maintenance. It is projected that the project will break even and will have no negative fiscal impact on the City.

*Development Agreement.* A Development Agreement (DA) will be part of the entitlement package. The purpose of the DA is to set forth agreements between the City and developer on a host of items relating to infrastructure requirements, development timing, contributions to off-site infrastructure and public facilities, and affordable housing. Conditions of approval and mitigation measures will be attached to the DA. The DA provides an opportunity for the City to receive significant community benefits in exchange for granting certain rights to the developer. A "in concept" DA will be available for the Planning Commission hearing.

*LAFCO Annexation Issues.* Both project areas involve the annexation of new territory to the City of Patterson. Per State Law, the Local Agency Formation Commission (LAFCO) must approve the annexation after the City Council has taken action. LAFCO policies for annexation focus on agricultural land mitigation, and assurances that the project is viable and demonstrates orderly growth.

- *Ag Mitigation.* The Zacharias project area converts 1,184.9 acres of Important Farmland to urban development, and the Baldwin Ranch project area converts 61.48 acres. Consistent with LAFCO policy, Mitigation Measure AG-1 provides two options for mitigating the loss of farmland: (1) the direct preservation through an irrevocable instrument at no less than a 1:1 ratio or (2) payment of fees into an adopted fee program that would preserve farmland at no less than a 1:1 ratio. Under either approach, farmland would be preserved at no less than a 1:1 ratio. The City believes this approach establishes a clear performance standard but also allows flexibility for implementation.
- *Orderly Growth.* LAFCO questioned why the entire area needs to be added to the SOI and city limits if development is not imminent. The City maintains that the entire Baldwin and Zacharias Master Plan areas are needed to be annexed in order to ensure that urban services and infrastructure can be provided. The Master Plans propose roadways, water, sewer, storm drainage, schools, parks, and an off-site flood control basin. Phase 1 would consist of the areas immediately adjacent to the Patterson city limits and Phase 2 would consist of the outlying areas. However, as a practical matter, infrastructure needed to serve both phases would be located throughout the Master Plan boundaries. Thus, annexing the entire area would be consistent with sound planning principles because it would allow for the timely and efficient development of infrastructure improvements.

## **ENVIRONMENTAL IMPACT REPORT**

A Draft Environmental Impact Report (DEIR) was prepared in accordance with the California Environmental Quality Act (CEQA) to evaluate the potential environmental impacts associated with the implementation of the Baldwin Master Plan / Zacharias Master Plan Project (State Clearinghouse No. 2018122052). The DEIR was released for public review on December 3, 2020 with a 45-day review period, which was extended to February 4, 2021. A total of nine comments were received. The Final EIR (FEIR) responds to the comments and modifies language in the DEIR to respond to the comments. The FEIR was released on July 2, 2021. The City Council must ultimately certify the FEIR after a recommendation from the Planning Commission.

The purpose of the EIR is to inform decision makers, representatives of affected and responsible agencies, the public, and other interested parties of the potential environmental effects that may result from implementation of the proposed project. The EIR describes potential impacts relating to a wide variety of environmental issues and methods by which these impacts can be mitigated or avoided.

The EIR concludes that several significant project impacts are “Significant Unavoidable Adverse Impacts” meaning the impact cannot be reduced to less than significance with mitigation. These significant unavoidable impacts are outlined on page ES-2 of the DEIR and include Important Farmland, Air Quality, Greenhouse Gas Emissions, and Traffic. The DEIR explains the reasons



these impacts cannot be fully mitigated with proposed mitigation, largely due to the fact that City or developer doesn't have the jurisdiction or ability to fully mitigate. In order for a project to be approved with unavoidable impacts, the City must make findings and statements that there are overriding economic, legal, social, technological, or other benefits that outweigh the unavoidable adverse impacts.

The EIR also outlines potentially significant impacts that can be reduced to less than significant with mitigation. Impacts in this category include:

- Biological Resources
- Cultural Resources and Tribal Cultural Resources
- Geology, Soils, and Seismicity
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Noise
- Public Services and Recreation

## **CONCLUSION**

The purpose of the study session is to familiarize the Planning Commission and the public with the proposed Master Plan, and to ask questions and make comments. No action is required at this time. A public hearing on the project is anticipated for August 2021.

## **ATTACHMENTS**

1. General Plan Consistency Analysis
2. Mitigation Monitoring and Reporting Program
3. Zacharias and Baldwin Ranch Master Plan
4. Draft EIR
5. Final EIR
6. Map with all property owners