

4.10 LAND USE AND PLANNING

This section describes existing land uses in the Specific Plan Area and vicinity and evaluates the Project's potential impacts to land use and planning. This chapter also includes a discussion of cumulative impacts to land use and planning.

A. Regulatory Framework

This section summarizes existing policies and regulations relevant to land use and planning in the Specific Plan Area. The City of Tracy (City) has developed and maintained several long-range planning documents that will guide future land use in the City and apply to the development of the Specific Plan Area. These plans including the City's current General Plan, the Sustainability Action Plan that was adopted on February 1, 2011, and a number of citywide infrastructure master plans (Transportation and Roadways, Water Systems, Wastewater Systems, Storm Drainage, Public Services and Parks and Recreation).

1. State of California Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000

The Cortese-Knox-Hertzberg Local Government Reorganization Act establishes procedures for local government changes of organization, including city incorporations, annexations to a city or special district, and city and special district consolidations.¹ In approving an annexation, the Local Agency Formation Commission will consider the following factors:

- “ Population and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; and the likelihood of significant growth in the area and in adjacent incorporated and unincorporated areas during the next ten years.

¹ Assembly committee on Local Government, *Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000*, November 2012.

- “ The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; and the probable effect of the proposed incorporation, formation, annexation, exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.
- “ The effect of the proposed action and of alternative actions on adjacent areas, on mutual social and economic interests, and on the local government structure of the county.
- “ The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, and efficient patterns of urban development, and the policies and priorities set forth in Government Code section 56377.
- “ The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Government Code section 56016.
- “ The definiteness and certainty of the boundaries of the territory, nonconformance of proposed boundaries with lines of assessment or ownership, creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.
- “ Consistency with city or county general and specific plans.
- “ The sphere of influence of any local agency that may be applicable to the proposal being reviewed.
- “ The comments of any affected local agency.
- “ The ability of the newly formed or receiving entity to provide the services that are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.
- “ Timely availability of water supplies adequate for projected needs as specified in Government Code section 65352.5.

- “ The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs, as determined by the appropriate council of governments consistent with Housing Element laws.
- “ Any information or comments from lawmakers.
- “ Any information relating to existing land use designations.²

In addition to the above factors, LAFCO may also consider any resolution raising objections to the action that may be filed by an affected agency; and any other matters which the commission deems material.³

2. San Joaquin County Local Agency Formation Commission

The San Joaquin Local Agency Formation Commission (LAFCO) is responsible for coordinating orderly reorganization to local jurisdictional boundaries, including annexations. Annexation of the Specific Plan Area to the City of Tracy is subject to LAFCO approval, and LAFCO will review the proposed annexation for consistency with LAFCO’s Annexation Policies and Procedures. An annexation can only be approved if the applicable Municipal Services Review (MSR) and Plan for Services demonstrate that adequate services can be provided to the annexed area. An MSR, produced as part of a LAFCO’s regular review of municipal services, consists of a written statement of its determinations regarding infrastructure, growth and population projections, financing, cost avoidance, rate restructuring, shared facilities, government structure options, management efficiency, and local accountability and governance.⁴ An annexation proposal must include a Plan for Services consistent with the applicable MSR, and must demonstrate that the City or district is capable of providing the required services. The City must pre-zone

² Assembly committee on Local Government, *Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000*, November 2012, pages 70 to 72.

³ Assembly committee on Local Government, *Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000*, November 2012, page 72.

⁴ State of California Office of Planning and Research, August 2003, *Local Agency Formation Commission Municipal Service Guidelines*, pages 1 to 2.

the lands to be annexed, and subsequent changes to the General Plan land use designation and zoning are prohibited for two years.⁵ LAFCO recently approved the City's request to amend its SOI to include the Specific Plan Area, among other properties. This approval is included in Appendix J.

3. City of Tracy Land Use Plans and Policies

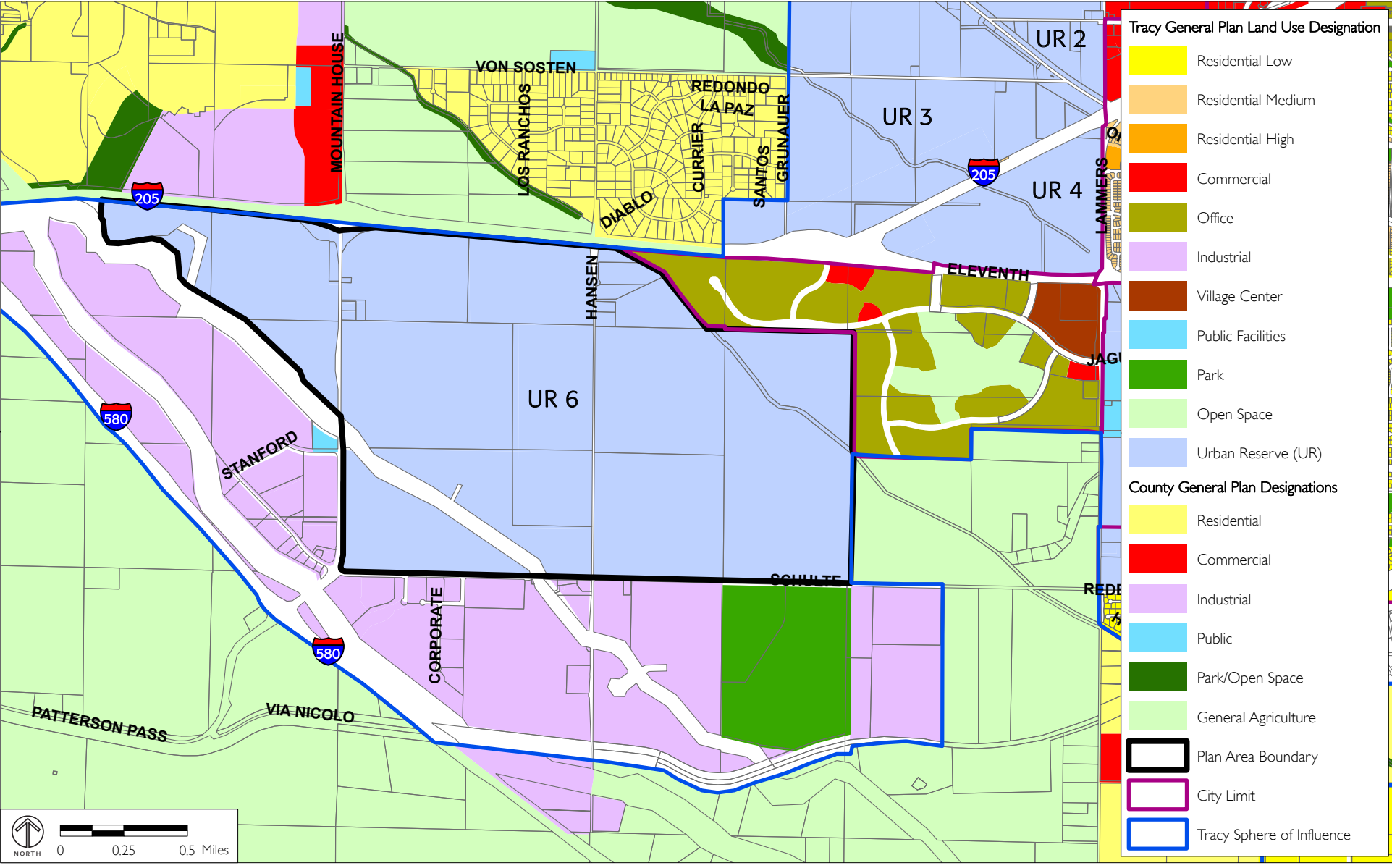
a. Tracy General Plan

The Land Use Element of the Tracy General Plan contains the City's Land Use Map, which shows the General Plan land use designations for all of the land in the City (see Figure 4.10-1). The land use designations in the Specific Plan Area and vicinity are shown in Figure 4.10-1. As shown, the Specific Plan Area is designated as Urban Reserve 6. The Urban Reserve land use designation is described on pages 2-27 to 2-28 of the General Plan: "The Urban Reserve designation is applied to relatively large, contiguous, geographic areas where comprehensive planning must occur prior to urbanization. The purpose of assigning the Urban Reserve designation to these large, undeveloped areas rather than specific land use designations to various parcels is to provide guidance regarding the vision and types of land uses allowed while still allowing flexibility in location of these uses."

The General Plan contains a statistical profile for each Urban Reserve, which provides guidelines for the mix of land uses envisioned for each Urban Reserve. The statistical profile for Urban Reserve 6 is shown in Table 4.10-1. However, the General Plan notes that statistical profiles are intended as guidelines only, and that the actual overall distribution and mix of land uses and development intensities will be determined at the time of approval of a Zoning District, Specific Plan, or Planned Unit Development.⁶

⁵ San Joaquin Local Agency Formation Commission, Annexation Policies and Procedures (Including Reorganizations), adopted September 21, 2007, amended October 16, 2009, pages 3 to 4.

⁶ City of Tracy General Plan, 2011, page 2-28.



Source: San Joaquin County, 1992; City of Tracy, The Planning Center | Design, Community & Environment, 2011.

FIGURE 4.10-1
 EXISTING GENERAL PLAN LAND USE DESIGNATIONS

Table 4.10-1 **GENERAL PLAN STATISTICAL PROFILE: URBAN RESERVE 6**

Land Use Designation^a	Acres	Adjusted Gross Acres	% of Total Land	Assumed FAR^b	Approximate Non-Residential Square footage (sf)^c
Commercial	92	78	5%	0.3	1,019,000
Office	150	128	9%	0.3	1,673,000
Industrial	1,488	1,265	86%	0.4	22,041,000
Total Acres	1,730^d	1,471			24,733,000 sf

^a Does not include land for Public Facility or Open Space designations. Distribution of land uses may change as a result. These uses will be determined at the time of a Zoning District, Specific Plan, or PUD.

^b Assumed development intensity (FAR) is less than maximum allowed in a particular land use designation.

^c Square footage (sf) numbers have been rounded to the nearest 1,000.

^d This 1,730 acres as indicated in the 2011 General Plan table has since been refined and confirmed for the purposes of this Draft EIR. The refined 1,780-acre figure used within this Draft EIR is correct.

Source: City of Tracy General Plan, 2011.

The General Plan also sets forth policies that are specific to each Urban Reserve. The following policies from the Land Use Element of the General Plan apply to Urban Reserve 6:

- 6a. Direct vehicular, bicycle and pedestrian connections to Tracy Gateway to the east should be provided.
- 6b. Direct connections to I-205 and I-580 via Mountain House Parkway should be provided.
- 6c. Parcel sizes should vary in size in order to accommodate a range of uses including high density housing, large-scale industrial uses such as regional

warehouse and distribution facilities, as well as smaller-scale uses such as commercial, office, office-flex, and industrial-flex businesses.⁷

- 6d. Development proposals should include land for public facilities, parks and/or open spaces to ensure consistency with the standards established in the Community Character Element of this General Plan.
- 6e. Appropriate setbacks and landscaping along I-205 should be provided to create an aesthetically pleasing visual entryway to the city.
- 6f. Industrial uses on the eastern side of this Urban Reserve should be designed with adequate buffers from residential uses.
- 6g. Consistent with the goals, objectives, policies and actions in the Community Character and Economic Development Elements, areas along I-205 should be developed with office-flex or higher-quality space, rather than warehousing and distribution uses, to capitalize upon their proximity to entryways of the city.

In addition to these policies that apply only to Urban Reserve 6, the General Plan includes additional goals and policies related to land use and development. These goals and policies are shown in Table 4.10-2. A full list of all General Plan Goals and Policies are included in Appendix C.

b. Tracy Zoning Ordinance

The Specific Plan Area is currently outside of the City limit, although it is within the City's SOI; as a result, the City of Tracy does not currently designate zoning for the Specific Plan Area. Instead, the Specific Plan area is currently zoned by San Joaquin County as Agriculture (AG-40) with a minimum parcel size of 40 acres. Upon approval of the Specific Plan and annexation to the City, the Specific Plan Area would be rezoned by the City of Tracy to a new Zoning District description: Cordes Ranch-Specific Plan (CR-SP).

⁷ The Project applicants seek to modify this policy to remove the reference to high-density housing.

TABLE 4.10-2 GENERAL PLAN GOALS AND POLICIES RELEVANT TO LAND USE

Goal/ Policy No.	Goal/Policy Content
Land Use Element	
Goal LU-1	A balanced and orderly pattern of growth in the City.
<i>Objective LU-1.2</i>	<i>Comprehensively plan for new development in the City's Sphere of Influence.</i>
Policy P3	The first application for development in each Urban Reserve shall be responsible for preparing a General Plan amendment to establish specific land use designations for each parcel of land within the Urban Reserve and a Zoning District, Specific Plan or PUD for the entire Urban Reserve area. When the development intended for areas within an Urban Reserve is initiated solely to accommodate schools, parks, and public facilities, then the requirement to prepare comprehensive Zoning Districts, Specific Plans or PUDs for the entire area does not apply until development of commercial, industrial, office or residential development is proposed.
Goal LU-2	Expanded economic opportunities in Tracy.
<i>Objective LU-2.1</i>	<i>Balance residential development with jobs, retail growth, and the ability to provide services.</i>
Policy P1	The City's priorities for future growth, in order of priority, are: job-generating development to match the skills of Tracy residents; diversification of housing types suitable for Tracy's workforce, including those types suitable for Tracy's workforce; and continued growth of the retail base.
<i>Objective LU-2.3</i>	<i>Expand the City's industrial base.</i>
Policy P3	Consistent with goals in the Economic Development Element, office-flex uses or higher-quality space should be located in areas at entryways to the city such as in Tracy Gateway, Cordes Ranch, and the Tracy Hills Specific Plan area along I-205 and I-580. The Cordes Ranch area should also contain commercial uses and services to meet the daily needs of workers and high-density housing suitable for the workforces in these areas.
Goal LU-6	Land development that mitigates its environmental, design and infrastructure impacts.
<i>Objective LU-6.1</i>	<i>Minimize the impact of industrial development or aggregate mining on adjacent uses.</i>

TABLE 4.10-2 GENERAL PLAN GOALS AND POLICIES RELEVANT TO LAND USE

Goal/ Policy No.	Goal/Policy Content
Policy P1	New industrial or mining uses shall be designed to not adversely impact adjacent uses, particularly residential neighborhoods, with respect to, but not limited to, noise, dust and vibration, water quality, air quality, agricultural resources and biological resources.
<i>Objective LU-6.2</i>	<i>Ensure land use patterns that minimize conflicts between transportation corridors and neighboring uses.</i>
Policy P1	Uses that are compatible with the noise, air quality and traffic impacts associated with freeways, such as auto-oriented commercial and industrial uses, should be located near and along freeway corridors whenever possible.
Policy P2	Adequate environmental protection and mitigation shall be provided for uses that are less compatible with development near and along freeway corridors.
Goal LU-8	No urbanization in unincorporated County areas as defined by this General Plan or the San Joaquin County General Plan, whichever is more restrictive, without annexation to the city, a pre-annexation agreement, or a letter of support from the City.
<i>Objective LU-8.1</i>	<i>Participate proactively in land use decision making within Tracy's Planning Area in pursuit of the above-stated goal.</i>
Policy P1	The City shall strongly oppose all development in the area defined by Goal LU-8 unless the property is annexed, unless there is a pre-annexation agreement, or unless San Joaquin County receives a letter of support from the City of Tracy.
Policy P2	The City shall not make new commitments to provide water and wastewater services to areas outside the City limits unless such commitment is accomplished by a pre-annexation agreement and approved by LAFCO if required.
Community Character Element	
Goal CC-1	Superior design quality throughout Tracy.
<i>Objective C-1.1</i>	<i>Preserve and enhance Tracy's unique character and "hometown feel" through high-quality urban design.</i>
Policy P2	All new development and redevelopment shall adhere to the basic principles of high-quality urban design, architecture, and landscape architecture including, but not limited to, human-scaled design, pedestrian-orientation, interconnectivity of street layout, siting buildings to hold corners, entryways, focal points, and landmarks.

TABLE 4.10-2 GENERAL PLAN GOALS AND POLICIES RELEVANT TO LAND USE

Goal/ Policy No.	Goal/Policy Content
Goal CC-2	A high level of connectivity within the City of Tracy.
<i>Objective CC-2.1</i>	<i>Maximize direct pedestrian, bicycle and vehicle connections in the city.</i>
Goal CC-11	Well-designed Employment Areas that are integrated with other parts of Tracy.
<i>Objective CC-11.1</i>	<i>Ensure that Employment Areas are developed with a recognizable identity and structure.</i>
Policy P1	Employment Areas should contain one or more Focal Points such as a retail use, park, or plaza.
Policy P3	Development within an Employment Areas should occur such that a majority of business parks or office parks are within a reasonable walking or biking distance, generally ½ mile, of one or more Focal Points.
Economic Development Element	
Goal ED-1	A diversified local economy.
<i>Objective ED-1.1</i>	<i>Attract emerging growth industries in order to increase employment opportunities for a wide range of skill levels and salaries to meet the current and future employment needs of residents.</i>
Policy P1	The City shall target corporate headquarters, high-wage office uses and emerging, high-wage industries for attraction, including but not limited to industries within the North American Industry Standard Classification (NAISC) subcategories of manufacturing, health care, professional, scientific and technical, finance and insurance, and information technologies.
Goal ED-5	Support for Tracy’s key economic assets.
<i>Objective ED-5.3</i>	<i>Support I-205/I-580/I-5 infrastructure as key to economic growth in the area</i>
Goal ED-6	Healthy, key economic activity centers.
Objective ED-6.7	Develop higher end office and office –flex uses, particularly along entryways to the City along 1-205 and I-580.
Policy P1	Development of a high amenity campus style business park is encouraged.

TABLE 4.10-2 GENERAL PLAN GOALS AND POLICIES RELEVANT TO LAND USE

Goal/ Policy No.	Goal/Policy Content
Policy P2	The City shall support attraction efforts for Class A Office and certain flex-tech development tenants seeking a high amenities workplace, particularly along entryways to the City along I-205 and I-580.
Policy P3	High-speed telecommunications systems should be included in development to help create the premier office location in Tracy.
Open Space and Conservation Element	
Goal OSC-4	Parks, open space, and recreation facilities and services that maintain and improve the quality of life for Tracy residents.
<i>Objective OSC-4.2</i>	<i>Ensure that new development is responsible for providing parks and recreation facilities throughout the City of Tracy</i>
Public Facilities And Services Element	
Goal PF-7	Meet all wastewater treatment demands and federal and State regulations.
<i>Objective PF-7.3</i>	<i>Promote coordination between land use planning and wastewater conveyance, treatment and disposal.</i>
Policy P3	The approval of new development shall be conditioned on the availability of sufficient capacity in the wastewater collection and treatment system to serve the project.

Source: City of Tracy General Plan, 2011.

B. Existing Conditions in the Specific Plan Area

The Specific Plan Area is nearly flat, sloping gradually from an elevation of approximately 220 feet at the southwest corner to an elevation of 90 feet at the northeast corner, with a general slope of approximately 1 percent.

There are a number of existing buildings and structures within the Specific Plan Area, including the following: 12 existing residences and associated structures; a PG&E gas facility; two public roadways (Mountain House Parkway and Hansen Road); and a cell tower installation and related equipment building. The remainder of the Specific Plan Area consists primarily of agricultur-

al land, currently utilized for irrigated crop production, dry farming, and periodic cattle grazing.

A number of utility lines traverse the Specific Plan Area as follows and shown in Figure 3-4 of Chapter 3 of this Draft EIR:

- There are two sets of overhead PG&E electrical transmission lines:
 - One set of lines within a 40-foot-wide PG&E transmission line easement;
 - One set of lines within a PG&E transmission line easement that varies in width from approximately 80 feet wide to approximately 105 feet wide.
- There are eight underground pipelines:
 - One 36-inch PG&E gas line (Line #401) within a 50-foot easement (Easement A);
 - One 26-inch PG&E gas line (Line #002) also within Easement A;
 - One 12-inch PG&E gas line within a 50-foot easement (Line #304) (to be relocated);
 - One three-inch gas line (Line #222) and one deactivated 22-inch gas line (Line #107) within a single 15-foot easement (Christie Property);
 - One 18-inch Chevron/KLM oil line within Easement A;
 - Two 8-inch Shell oil line within an easement of unspecified width (Abandoned and partially removed);

Five existing water and stormwater conveyance facilities are near or within the Specific Plan Area:

- A segment of the California Aqueduct is located to the southwest of the Specific Plan Area, roughly paralleling the southwestern boundary of the Specific Plan Area.

- “ The Delta-Mendota Canal enters the Specific Plan Area at its southern boundary, extending northwest and exiting the Specific Plan Area at Mountain House Parkway, and then parallels the western boundary.
- “ The West Side Irrigation District (WSID) Canal enters the Specific Plan Area at the mid-portion of the eastern boundary and extends northwest and exits at the proposed Commerce Drive, and then parallels the northern boundary.
- “ An existing swale and drainage channel extends from the southern Specific Plan Area boundary to the mid-portion of the Specific Plan Area, terminating at a small basin. From this basin, a series of ditches convey the stormwater to the east to Hansen Road, and then north along Hansen Road to a pumping station that pumps the storm water to the north side of Interstate 205. The channel and basin area have both been previously delineated formally by the ACOE as jurisdictional wetlands, although this delineation has since expired.
- “ In the northwest corner of the Specific Plan Area is a historic stock pond of approximately 2 acres. It extends west from the base of an existing slope bank as a narrow overland flow, and widens once it reaches the leveled field portion of the Specific Plan Area, and then extends north to I-205 where it enters into a culvert which drains to the north side of I-205.

The southern and mid-portions of the Specific Plan Area also contain several utility structures, as follows:

- “ An existing 24-inch water transmission line within Old Schulte Road. This pipeline extends as a fully pressurized 24-inch distribution line along Old Schulte Road to Mountain House Parkway.
- “ A 14-inch water distribution line within Mountain House Parkway to just south of the Delta Mendota canal crossing.
- “ An existing 21-inch sanitary sewer line extends from the northeast Specific Plan Area boundary to Hansen Road and continues south through the Specific Plan Area, terminating at Old Schulte Road.

- “ An additional 21-inch sanitary sewer line extending from the northeast corner of the Specific Plan Area to Old Schulte Road and continuing west to Mountain House Parkway.

C. Existing Conditions in the Vicinity of the Specific Plan Area

As described in Chapter 3, Project Description, of this Draft EIR, there are a variety of land uses and structures in the vicinity (south and west) of the Specific Plan Area. These include a 610-acre industrial park, an electrical generation plant, the Tracy Biomass Plant, and the South County Fire Authority Station 94/California Department of Forestry and Fire Protection Station 26. To the direct north of the Specific Plan Area is a 421-acre residential development, while further north and slightly west, is a large mixed-use development, which, at buildout, will contain 16,105 residential units, 275 acres of commercial uses, 441 acres of industrial uses, 759.5 acres of open space, 285 acres of schools, and 499.5 acres of public facilities. East of the Specific Plan Area there is a combination of agricultural lands and residential and urban development.

D. Standards of Significance

A proposed project would have a significant impact with regard to land use and planning if it would:

- “ Physically divide an established community.
- “ Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the General Plan, Specific Plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- “ Conflict with any applicable habitat conservation plan or natural community conservation plan.

E. Impact Discussion

The following provides a discussion of potential land use impacts associated with the Project.

1. Project Impacts

a. Physical Division of an Established Community

The proposed Project would have a significant environmental impact if it would create a barrier between portions of an established community. Implementation of development envisioned under the Specific Plan would add physical structures and features, such as multi-story buildings and roadway improvements, which would have the potential to physically divide the surrounding area.

As described above, the Specific Plan Area generally consists of farmland, except for a number of residences along Hansen Road and Mountain House Parkway and several non-residential buildings and structures. These scattered residential properties may be redeveloped under the Specific Plan at some point, based on each property owner's decision to submit development applications in the future. Two existing roads bisect the Specific Plan Area: Mountain House Road, and Hansen Road. However, the Project is designed to improve and integrate these roads onto the overall circulation network. Moreover, the on-site improvements, including pedestrian and bicycle paths and trails, as well as roadway, landscape, and sidewalk improvements, would help provide connectivity within the Specific Plan Area. Therefore, the Project would not divide an established community within the Specific Plan Area.

I-205 runs along the northern boundary of the Specific Plan Area, dividing the Specific Plan Area from areas to the north of the Interstate. I-205 acts as an existing buffer between the Specific Plan Area and areas to the north, but does not create a barrier due to the Hansen Road connection.

While new development, improvements, and intensification of the Specific Plan Area would occur under the Specific Plan, implementation of the Project would not physically divide an established community and there would be a *less-than-significant* impact.

- b. Conflict with Any Applicable Land Use Plan, Policy, or Regulation of an Agency with Jurisdiction over the Project (Including, but Not Limited to the General Plan, Specific Plan, Local Coastal Program, or Zoning Ordinance) Adopted for the Purpose of Avoiding or Mitigating an Environmental Effect

- i. *LAFCO's Annexation Policies and Procedures*

As described above, the annexation of the Specific Plan Area to the City of Tracy would be subject to LAFCO approval, which requires consistency with state law as well as applicable LAFCO policies and procedures. As described more fully below, implementation of the Project, including annexation into the City, would not conflict with state law or LAFCO's Annexation Policies and Procedures.

The Specific Plan Area is within the City's recently LAFCO-approved SOI and 10-year horizon, and as discussed in Chapter 4.12 (Population, Housing, and Employment), Project buildout would not exceed the anticipated growth within the SOI by the City. The City's MSR Update concludes that the City's ability to serve the anticipated growth within the SOI would not have any adverse effects on the City, as there would be mechanisms in place to effectively expand facilities and services as required.⁸ Such mechanisms include infrastructure Master Plans which identify all necessary backbone infrastructure (see Chapter 4.15 of this EIR for a detailed discussion of utilities and service systems); a Capital Improvement Program which identifies specific infrastructure improvements necessary to serve development throughout the City, including the Specific Plan Area; Tracy Municipal Code Chapter 13, which requires adoption of development impact fees (in the form of a Finance and Implementation Plan), and which also establishes requirements and pro-

⁸ City of Tracy, January 2012, *Tracy Municipal Service Review*.

visions for construction of oversized infrastructure and reimbursement of associated costs; a Development Review process (see Chapter 3, Section 3.E of this EIR); and an annual budgetary process which includes adoption of the Capital Improvement Program.

Additionally, as required by the LAFCO application process, the City will prepare a Plan for Services consistent with the City's MSR. The Plan for Services will be submitted to LAFCO to address how the Specific Plan Area would be served with public utilities and services. A full range of utilities and services will be provided to the Project, consistent with the MSR and utilities and services master plans, as described in Chapter 4.15 of this EIR.

The Specific Plan Area is immediately adjacent to Tracy's western city limit, and therefore would not conflict with LAFCO policies addressing contiguity. Also, the Specific Plan Area would neither eliminate nor create an "island." Therefore, the Project would not conflict with LAFCO policies pertaining to islands.

As shown in Figure 3-4 in Chapter 3 of this Draft EIR, all boundaries of the Specific Plan Area would be definite and conform to lines of assessment or ownership. Therefore, the Project would be consistent with this policy.

The City of Tracy and the South County Fire Authority will continue to provide all necessary fire and emergency response services to the Specific Plan Area. Law enforcement services will be provided by the City of Tracy upon annexation. Both fire and emergency services and law enforcement services will be provided consistent with the City's Citywide Public Safety Master Plan, which addresses development in the Specific Plan Area.

Annexation of the Specific Plan Area would not have an adverse impact on other service recipients or agencies providing services to the area, because, among other things, the City's General Plan and Infrastructure Master Plan anticipate and provide for development of the Specific Plan Area consistent with the vision set forth in the Specific Plan.

Accordingly, the Project is consistent with state law and LAFCO's plans and policies, and the impact would be *less-than-significant*.

ii. General Plan Consistency and Compatibility With Surrounding Land Uses

As noted above, properties along the western and southern boundaries of the Specific Plan Area consist of commercial, utility, and scattered agricultural uses. Patterson Pass Business Park is located south and west of the Specific Plan Area. The land to the east of the Specific Plan Area is agricultural, although much of this land is within the Tracy Gateway project area and therefore slated for development as a business park containing Class A office development. A mix of office, commercial, and business park industrial uses are proposed in the Specific Plan Area, which would be compatible with the adjacent development to the west and south of the Specific Plan Area and the future planned uses to the east, as evidenced by the planned roadways connecting these urban and planned urban areas in the City's Roadway and Transportation Master Plan and its General Plan.

As described in Chapter 3, Project Description, implementation of the Project would require a General Plan amendment to change the General Plan land use designation for the Specific Plan Area to Commercial, Office, Industrial, and Park from Urban Reserve 6. In addition, other conforming changes to the General Plan are proposed to ensure consistency between the Project and the General Plan, including the removal of references to residential uses in the proposed Specific Plan Area. In this regard, the proposed amendment is designed to reflect the City's updated and refined approach to residential uses; i.e. the City's principle policy for residential development citywide is illustrated in Figure 2-3 of the City's current General Plan, directing residential development east of Lammers Road in areas adjacent to the current City limits. Furthermore, the City's Growth Management Ordinance Guidelines adopted in October 2012 establish that residential development should be directed to specific sites, including existing in-fill areas. The principle employment-generating areas have been identified as the northeast industrial area, the Tracy Gateway area, and the Cordes Ranch area, as described in Chapter 2 of the General Plan. The General Plan provides guidelines for pre-

ferred uses and intensity in Urban Reserve 6, as shown in Table 4.10-1 although actual uses and intensities are meant to be determined at the time of the approval of the Specific Plan. Moreover, the Specific Plan reflects a more comprehensive and refined planning vision for this area, as contemplated by the General Plan. The Project proposes land uses and the intensity of each use, as shown in the proposed General Plan amendment, consistent with, the General Plan statistical profile. Therefore, the proposed land uses and intensity in the Specific Plan Area would be in line with the General Plan statistical profile.

Moreover, the Specific Plan Area contains goals and guidelines that would support, promote and implement the General Plan policies described in Section A.2.a of this chapter. General Plan goals pertaining to the Specific Plan Area are listed in Table 4.10-3, followed by a discussion of how the Project seeks to meet the General Plan's intent.

As shown, implementation of the Project would be consistent with the relevant General Plan policies, and impacts therefore would be *less-than-significant*.

iii. Zoning Consistency Analysis

The Specific Plan Area would be zoned by the City of Tracy upon annexation, in accordance with the Cordes Ranch Specific Plan. The Project also involves zoning text and map amendments to add the Cordes Ranch Specific Plan as a new zoning district to the City's Zoning Ordinance.

Upon City approval of the Specific Plans and related Zoning Ordinance amendments, the Project would be consistent with applicable Zoning. Therefore, the impact is *less-than-significant*.

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
Urban Reserve 6	
6a. Direct vehicular, bicycle and pedestrian connections to Tracy Gateway to the east should be provided.	Consistent: As described in Chapter 3 of this Draft EIR, the Project proposes new east-west streets to create a grid street system and increase east-west connectivity in the Specific Plan area. These new streets would have Class 1 bikeways and pedestrian sidewalks that connect with existing facilities located to the east of the Specific Plan Area.
6b. Direct connections to I-205 and I-580 via Mountain House Parkway should be provided.	Consistent: Along Mountain House Parkway, the Project proposes a six-lane parkway north of Old Schulte Road and a four-lane parkway south of Old Schulte Road in order to enhance the existing vehicle connections to I-205 and I-580.
6c. Parcel sizes should vary in size in order to accommodate a range of uses including high density housing, large-scale industrial uses such as regional warehouse and distribution facilities, as well as smaller-scale uses such as commercial, office, office-flex, and industrial-flex businesses.	Consistent: As shown in Figures 3-2 through 3-8, the Project proposes a range of parcel sizes based on the proposed land uses. For instance, the parcels for commercial uses, located near the intersection of I-205 and Mountain House Parkway, would be much smaller than the parcels for business park industrial uses, located along Old Schulte Road. The Project would be consistent with this policy because the General Plan Amendment would remove the reference to high-density residential housing within the Specific Plan Area.
6d. Development proposals should include land for public facilities, parks and/or open spaces to ensure consistency with the standards established in the Community Character Element of this General Plan.	Consistent: The Project proposes an approximate 89 acres of parks and open space areas to be used in conjunction with storm drainage facilities, including an approximately 35-acre Central Green and an approximately 18-acre Eastside Park, as described in the Project Description. As discussed below (Goals CC-1,

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
	CC-2, CC-9, and CC-11), these proposals are consistent with the standards established in the Community Character Element.
6e. Appropriate setbacks and landscaping along I-205 should be provided to create an aesthetically pleasing visual entryway to the city.	Consistent: As shown in Figure 3-19, the Master Landscape Plan, the Project proposes setbacks and landscaped buffers along I-205. Additionally, the conceptual landscape designs for entry intersections, which are described in Chapter 6 of the Specific Plan, would provide a sense of arrival and visual emphasis to entryways in the Specific Plan Area. The Specific Plan also contains the I-205 Overlay which establishes additional land use and development standards to further direct the orientation, design, and detailing of buildings and landscaping and enhance this visual entryway to the City.
6f. Industrial uses on the eastern side of this Urban Reserve should be designed with adequate buffers from residential uses.	Consistent: No residential uses are proposed by the Project or the Gateway Project, or adjacent lands to the east. Additionally, the Project proposes office uses in the southeastern corner of the I-205 and Hansen Road intersection to create a transition zone between the Lammersville residential neighborhood (north of I-205) and the business industrial park in the Specific Plan Area.
6g. Consistent with the goals, objectives, policies, and actions in the Community Character and Economic Development Elements, areas along I-205 should be developed with office-flex or higher-quality space, rather than warehousing and distribution uses, to capitalize upon their proximity to entryways of the city.	Consistent: The Project proposes the development of high-quality space with an emphasis on commercial, office, and business park industrial uses on the properties along I-205. The development standards also discourage truck stops in this area and prohibit outdoor storage. The Specific Plan also contains the I-205 Overlay which establishes additional land use and development standards to further enhance this visual entryway to the City.

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
Land Use Element	
<i>Goal LU-1 A balanced and orderly pattern of growth in the City.</i>	Consistent: As discussed below, the Project is consistent with the LAFCO-approved SOI and includes a Specific Plan which provides comprehensive planning vision as well as a framework to develop the Project in an orderly fashion.
Objective LU-1.2 Comprehensively plan for new development in the City's Sphere of Influence.	Consistent: The Project includes a General Plan Amendment to establish Industrial, Office, Commercial, and Park land use designations across the entire Specific Plan Area. The Project also includes a Specific Plan containing zoning and development regulations for the Specific Plan Area, as well as a comprehensive planning vision and framework.
Policy P3 The first application for development in each Urban Reserve shall be responsible for preparing a General Plan amendment to establish specific land use designations for each parcel of land within the Urban Reserve and a Zoning District, Specific Plan or PUD for the entire Urban Reserve area. When the development intended for areas within an Urban Reserve is initiated solely to accommodate schools, parks, and public facilities, then the requirement to prepare comprehensive Zoning Districts, Specific Plans or PUDs for the entire area does not apply until development of commercial, industrial, office or residential development is proposed.	
<i>Goal LU-2 Expanded economic opportunities in Tracy.</i>	Consistent: As discussed below, the Plan would bring job-generating development to the city.
Objective LU-2.1 Balance residential development with jobs, retail growth, and the ability to provide services.	Consistent: The Project would have office, retail, and business park industrial developments, which would bring a range of jobs that match the skills of Tracy residents and encourage the growth of the retail base.
Policy P1 The City's priorities for future growth, in order of priority, are: job-generating development to match the skills of Tracy residents; diversification of housing types suitable for Tracy's work-	

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
<p>force, including those types suitable for Tracy's workforce; and continued growth of the retail base.</p>	
<p>Objective LU-2.3 Expand the City's industrial base.</p> <p>Policy P3 Consistent with goals in the Economic Development Element, office-flex uses, or higher-quality space should be located in areas at entryways to the city such as in Tracy Gateway, Cordes Ranch, and the Tracy Hills Specific Plan area along I-205 and I-580. The Cordes Ranch area should also contain commercial uses and services to meet the daily needs of workers and high-density housing suitable for the workforces in these areas.</p>	<p>Consistent: Per Table 1.1 of the Specific Plan, at least 75 percent of the Specific Plan Area would consist of business park industrial and office uses. As discussed below (Objective ED-6.7), the Project would include high-quality business space and would contain commercial uses and services to meet the daily needs of workers. However, the Specific Plan area would not include high-density, workforce housing. The Project includes a proposal to amend the General Plan to remove the reference to high-density residential housing within the Specific Plan Area, in order to implement the Cordes Ranch planning vision which is consistent with the City's goals for this area.</p>
<p><i>Goal LU-6 Land development that mitigates its environmental, design and infrastructure impacts.</i></p>	<p>Consistent: The Project includes sustainable measures and other features that are designed to enhance sustainability, reduce greenhouse gas emissions, decrease water and energy consumption, and minimize, to the extent feasible, the impacts of construction activities and waste generation. In addition, the Draft EIR evaluates the Project's potential environmental impacts and identifies mitigation measures that will reduce, to the extent feasible, these impacts to a less than significant level.</p>
<p>Objective LU-6.1 Minimize the impact of industrial development or aggregate mining on adjacent uses.</p> <p>Policy P1 New industrial or mining uses shall be designed to not adversely impact adjacent uses, particularly residential neighborhoods, with respect to, but not</p>	<p>Consistent: As discussed above, the sustainable measures and other Project components as well as the identified mitigation measures in this Draft EIR would help minimize the impact of the proposed business park industrial development on the adjacent uses. The Specific</p>

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
limited to, noise, dust and vibration, water quality, air quality, agricultural resources and biological resources.	Plan contains land use limitations, design and development standards to appropriately regulate the type of development allowed in the Specific Plan Area.
Objective LU-6.2 Ensure land use patterns that minimize conflicts between transportation corridors and neighboring uses.	Consistent: The proposed business park industrial uses are located near I-580 or along I-205 to maximize the use of these transportation corridors. The Project would provide commercial and office development along I-205 with landscaped buffer zones, heightened development standards and design guidelines and other mitigation measures to reduce noise, air quality, and traffic impacts associated with freeways. The Project has designated truck routes which exclude Hansen Road north of I-205 (which leads to the Lammersville residential neighborhood).
Policy P1 Uses that are compatible with the noise, air quality and traffic impacts associated with freeways, such as auto-oriented commercial and industrial uses, should be located near and along freeway corridors whenever possible.	
Policy P2 Adequate environmental protection and mitigation shall be provided for uses that are less compatible with development near and along freeway corridors.	
<i>Goal LU-8 No urbanization in unincorporated County areas as defined by this General Plan or the San Joaquin County General Plan, whichever is more restrictive, without annexation to the city, a pre-annexation agreement, or a letter of support from the City.</i>	Consistent: Development under the Plan would not occur until LAFCO approves an annexation to the city.
Objective LU-8.1 Participate proactively in land use decision making within Tracy's Planning Area in pursuit of the above-stated goal.	Consistent: The Project proposes to annex the Specific Plan Area to the City. No utility services to the Project would be provided by the City prior to the annexation.
Policy P1 The City shall strongly oppose all development in the area defined by Goal LU-8 unless the property is annexed, unless there is a pre-annexation agreement, or unless San Joaquin County receives a letter of support from the City of Tracy.	
Policy P2 The City shall not make new commitments to provide water and	

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
wastewater services to areas outside the City limits unless such commitment is accomplished by a pre-annexation agreement and approved by LAFCO if required.	
Community Character Element	
<i>Goal CC-1 Superior design quality throughout Tracy.</i>	Consistent: The Design Guidelines of the Plan would ensure that the architecture, landscape, and streetscape in the Specific Plan area feature high-quality design.
Objective CC-1.1 Preserve and enhance Tracy's unique character and "hometown feel" through high-quality urban design.	Consistent: As described in Chapter 3 of this Draft EIR, the Development Standards and Design Guidelines of the Specific Plan, as well as other land use planning and development design policies, would ensure that development under the Specific Plan contains high-quality urban design, human-scaled design, and pedestrian-orientation.
Policy P2 All new development and redevelopment shall adhere to the basic principles of high-quality urban design, architecture and landscape architecture including, but not limited to, human-scaled design, pedestrian-orientation, interconnectivity of street layout, siting buildings to hold corners, entryways, focal points and landmarks.	<p>One of the goals of the Specific Plan calls for creating a gateway to the City. To achieve this, the Specific Plan designates an I-205 Overlay Zone along Interstate 205, where heightened development standards and design guidelines would be imposed, which would require, among other things, an enhanced gateway design, addressing building orientation, signage, focal points, and landscaping.</p> <p>As shown in the Specific Plan and Chapter 3 of this DEIR, the Specific Plan proposes a grid street system and enhanced landscaping at entryways. Other examples of design techniques to enhance the quality of the built environment within the Specific Plan Area include requirements for pedestrian connectivity, building orientation, site planning, screening,</p>

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
	walls, fences, parking areas, lighting, among other techniques, as more fully described Chapter 4 of the proposed Specific Plan.
<i>Goal CC-2 A high level of connectivity within the City of Tracy.</i>	Consistent: See below (Objective CC-2.1)
Objective CC-2.1 Maximize direct pedestrian, bicycle and vehicle connections in the city.	Consistent: The Project proposes a grid pattern of through streets to create connectivity between uses, to reduce vehicle miles traveled, and to provide increased connectivity and mobility options for pedestrians and bicycles. As shown in Figure 6.28 of the proposed Specific Plan, the Project includes Class I bikeways and sidewalks on every street.
<i>Goal CC-11 Well-designed Employment Areas that are integrated with other parts of Tracy.</i>	Consistent: See below (Objective CC-11.1)
Objective CC-11.1 Ensure those Employment Areas is developed with a recognizable identity and structure.	Consistent: The Project proposes two focal points within the Specific Plan Area: an approximate 35-acre Central Green that would provide a main focal point and amenity for the employees and visitors of the Specific Plan Area; and an approximate 18-acre Eastside Park, located at the eastern edge of the Specific Plan area, providing an additional focal point and amenity. These two focal points would be within walking or biking distance from all developments in the Specific Plan Area. Additionally, there are two planned roadways (Capitol Parks Drive and New Schulte Road) that further connect the Specific Plan Area with the City and finally, the City's TRACER bus system will further connect this area with residential, commercial, and downtown areas. The Project also includes entry monumentation and landscape features at major intersections to further enhance
Policy P1 Employment Areas should contain one or more Focal Points such as a retail use, park, or plaza.	
Policy P3 Development within an Employment Areas should occur such that a majority of business parks or office parks are within a reasonable walking or biking distance, generally ½ mile, of one or more Focal Points.	

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
the identity of the Project Area.	
Economic Development Element	
<i>Goal ED-1 A diversified local economy.</i>	Consistent: See below (Objective ED-1.1)
<p>Objective ED-1.1 Attract emerging growth industries in order to increase employment opportunities for a wide range of skill levels and salaries to meet the current and future employment needs of residents.</p> <p>Policy P1 The City shall target corporate headquarters, high-wage office uses and emerging, high-wage industries for attraction, including but not limited to industries within the North American Industry Standard Classification (NAISC) sub-categories of manufacturing, health care, professional, scientific and technical, finance and insurance, and information technologies.</p>	<p>Consistent: The Project provides for approximately 126 acres of office uses, which would allow for corporate headquarters and emerging industries, including technical, finance, insurance, and information technologies uses. Another approximately 1,291 acres of business park industrial uses would allow for a variety of service, manufacturing, distribution, and warehousing related uses. In so doing, the Project would provide enhanced employment opportunities for a wide range of skill levels and salaries to meet the needs of the Tracy community.</p>
<i>Goal ED-5 Support for Tracy's key economic assets.</i>	Consistent: The Project would allow business to expand and provide significant employment opportunities along the intersection of two inter regional freeway corridors.
Objective ED-5.3 Support I-205/I-580/I-5 infrastructure as key to economic growth in the area.	Consistent: The development in the Specific Plan Area would fund and extend planned infrastructure as contemplated in the Citywide Infrastructure Master Plans. This would allow for development to occur on the Specific Plan Area which will facilitate enhanced business expansion opportunities, and significantly increase employment opportunities along the I-205 corridor.

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
<i>Goal ED-6 Healthy, key economic activity centers.</i>	Consistent: The Project would add an economic activity center to the City, which also includes pedestrian and bicycle paths, open space, and parks to promote healthy lifestyles for the employees and visitors to the Project.
Objective ED-6.7 Develop higher end office and office-flex uses, particularly along entryways to the City along I-205 and I-580.	Consistent: The Project's development standards and design guidelines support the design of high quality business space and architecture along major entryways and streets within the Specific Plan Area.
Policy P1 Development of a high amenity campus style business park is encouraged.	The Project proposes the development of office uses that contains a variety of amenities, such as plazas, framed open space areas, pedestrian pathways, and connections to open spaces.
Policy P2 The City shall support attraction efforts for Class A Office and certain flex-tech development tenants seeking a high amenities workplace, particularly along entryways to the City along I-205 and I-580.	The Specific Plan also includes an overlay zone along I-205 that requires heightened standards for architecture and landscaping. It also limits land uses, and prohibits large distribution facilities from locating along I-205.
Policy P3 High-speed telecommunications systems should be included in development to help create the premier office location in Tracy.	Consistent with modern business requirements, all developments under the Specific Plan would include high-speed telecommunications systems.
Open Space and Conservation Element	
<i>Goal OSC-4 Parks, open space, and recreation facilities and services that maintain and improve the quality of life for Tracy residents.</i>	Consistent: There would be more than 88 acres of open space and parks, including a drainage corridor and trails, in the Specific Plan Area. These would provide park and outdoor use areas for employees and users of the Project and Tracy residents.
Objective OSC-4.2 Ensure that new development is responsible for providing parks and recreation facilities throughout the City of Tracy.	Consistent: See above.

TABLE 4.10-3 GENERAL PLAN CONSISTENCY ANALYSIS

Applicable General Plan Goals, Objectives, and Policies	Project Consistency
Public Facilities and Services Element	
Goal PF-7 <i>Meet all wastewater treatment demands and federal and State regulations.</i>	Consistent: Implementation of the Project would comply with all applicable federal and state laws and regulations as they relate to wastewater treatment.
Objective PF-7.3 Promote coordination between land use planning and wastewater conveyance, treatment, and disposal.	Consistent: The amount of development that would be allowed under the Specific Plan is consistent with the Citywide utility and service master plans, which established the relationship between land use development and supporting infrastructure. The Citywide Infrastructure Master Plans contemplated development of the Project, and the Project's proposed uses are consistent with the existing and planned utility capacity. Further, the Project will be required to have sufficient capacity in the wastewater collection and treatment system to serve its proposed uses.
Policy P3 The approval of new development shall be conditioned on the availability of sufficient capacity in the wastewater collection and treatment system to serve the project.	

Source: City of Tracy General Plan, 2011; The Planning Center | DC&E, 2013.

c. Conflict with Any Applicable Habitat Conservation Plan or Natural Community Conservation Plan

The City of Tracy participates in the San Joaquin County Habitat Conservation Plan (HCP), and the Specific Plan Area has coverage under the HCP. See Chapter 4.4 for an expanded discussion of the Project's conformance with the HCP. Therefore, no conflict would exist and the impact is *less-than-significant*.

2. Cumulative Impacts

This cumulative analysis considers the Project in the context of the City's General Plan, which takes into account the entire incorporated area of Tracy and the SOI. The Mountain House community outside the SOI is also ac-

counted for in this cumulative impact analysis. The cumulative assumptions considered in this section are discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, and the geographic scope of this analysis is taken as western San Joaquin County. Cumulative impacts would occur if development under the Specific Plan, together with other cumulative projects, would physically divide an existing community or conflict with applicable land use plans, policies, or regulations, with adjacent land uses or with an adopted conservation plan.

As discussed above, the implementation of the Project would not exacerbate a physical divide in the existing community or conflict between land uses, nor would it conflict with an adopted habitat conservation plan. Therefore, the Project would not contribute to cumulative impacts associated with these land use issues.

Buildout of the Specific Plan Area as proposed by the Project would also be within the envelope for buildout of the City as set forth in the General Plan and would help the City achieve its long-term planning vision for this area in Tracy.

As discussed in detail in Section D.1 above, implementation of the Project would be consistent with goals, policies, or regulations established in the LAFCO Annexation Policies, the San Joaquin County General Plan, the Tracy General Plan, and the City's Zoning Ordinance. Southwestern San Joaquin County has been the subject of long-range and comprehensive planning for decades, directed at growth and development in the area. One example of this development stems from Mountain House Master Plan and Specific Plan, which was approved in 1994. Build-out of the Mountain House Community, together with buildout of the Specific Plan will result in cumulative growth in the western San Joaquin Valley, however, as described in Chapter 4, Mountain House is a planned community, controlled by the San Joaquin County General plan, and supported by infrastructure provided by a separate and distinct Mountain House Community Services District. The City of Tracy's planning process for development of the I-205 corridor began

more than 20 years ago. More recently, the City adopted an economic development strategy, which has since been incorporated into the General Plan as the Economic Development element that identifies the importance of a land supply for future job development, capitalizing on access to I-205 and proximity to the Bay Area. Subsequent to the adoption of the General Plan, the City embarked on developing infrastructure master plans to accommodate development in the Cordes Ranch area. As described in this Section, development of the Cordes Ranch Specific Plan was anticipated in the City of Tracy General Plan, and has been supported through incorporation into the City's SOI and infrastructure master plans. Also, as described in the Section 4.15, Utilities and Service Systems, the City has planned for the supporting utilities and infrastructure to accommodate development of the Specific Plan Area and implementation of the Project. Therefore while growth and development will continue in western San Joaquin County, the fact that long term planning has occurred to accommodate planned growth in the City of Tracy, and the Mountain House Community, this growth is not considered a significant, adverse cumulative effect. Therefore, implementation of the Project would not result in a considerable contribution to a significant cumulative impact.

F. Impacts and Mitigation Measures

The Specific Plan would not result in any significant impacts with regard to land use; therefore, no mitigation measures are necessary.

CITY OF TRACY
CORDES RANCH SPECIFIC PLAN DRAFT EIR
LAND USE AND PLANNING