

AGENDA ITEM 4

REQUEST

PUBLIC HEARING TO CONSIDER APPROVING A GENERAL PLAN AMENDMENT, INTRODUCING AN ORDINANCE APPROVING AN ELLIS SPECIFIC PLAN AMENDMENT, AND INTRODUCING AN ORDINANCE APPROVING AN AMENDMENT TO THE TRACY MUNICIPAL CODE TO ADD THE ELLIS SPECIFIC PLAN ZONE. THE APPLICANT IS THE SURLAND COMPANIES. APPLICATION NUMBERS GPA15-0003, SPA15-0003, AND ZA17-0012

EXECUTIVE SUMMARY

This agenda item involves a public hearing to consider approving a General Plan Amendment, introducing an ordinance approving an Ellis Specific Plan Amendment, and introducing an ordinance approving an amendment to the Tracy Municipal Code to add the Ellis Specific Plan Zone.

DISCUSSION

For this agenda item, the City Council will be asked to consider the following actions:

- Approval of a General Plan Amendment (Application Number GPA15-0003)
- Introduction of an ordinance approving an Ellis Specific Plan Amendment (Application Number SPA15-0003)
- Introduction of an ordinance approving an amendment to the Tracy Municipal Code to add the Ellis Specific Plan Zone (Application Number ZA17-0012)

Brief Project History

On January 22, 2013, City Council certified the Final Revised Environmental Impact Report for the Ellis Project and approved a General Plan Amendment, Annexation, and the Ellis Specific Plan for the 321-acre site known as the Ellis Specific Plan area. A Development Agreement was approved by City Council on March 19, 2013. Annexation of the Ellis Specific Plan area to the City of Tracy was completed by LAFCo on April 16, 2013.

The Ellis Specific Plan area is generally located in the vicinity of Ellis Town Drive between Corral Hollow Road and Lammers Road (Attachment A – Location Map). The Ellis Specific Plan involves the development of a minimum of 1,000 to a maximum of 2,250 residential units; four acres of park land per 1,000 population; 180,000 square feet of retail, office, and other commercial uses; and opportunity for a swim center.

Planning Commission approved a Tentative Subdivision Map on July 23, 2014 for the first phase of the Ellis Project, consisting of 296 residential lots and six other parcels on approximately 150 acres, located west of Corral Hollow Road in the vicinity of Ellis Town Drive (Application Number TSM11-0002). An amendment to the conditions of approval

for the Ellis Phase 1 Tentative Subdivision Map was approved by Planning Commission on August 12, 2015. Construction of the homes in Ellis Phase 1 began in April of 2016.

City Council approved an amendment to the Ellis Specific Plan on May 17, 2016 related to façade zone requirements, setbacks, encroachments into setbacks, Union Pacific Railroad edge, and garage requirements (Application Number SPA16-0004). On May 10, 2017, Planning Commission approved a Tentative Subdivision Map for Ellis Phase 2, consisting of 356 residential lots and nine other parcels on approximately 106 acres, located immediately west of Ellis Phase 1 (Application Number TSM16-0003).

The majority of the residential land in Ellis was mapped in Phase 1 and Phase 2. The remaining area for residential development is approximately 65 acres, located in Ellis Phase 3. If Ellis Phase 3 develops at a similar density to Phase 1 and Phase 2, Ellis Phase 3 will contain approximately 350 residential lots and the overall Ellis project will be roughly 1,000 residential units.

Overview of the General Plan Amendment

The proposed General Plan Amendment includes changes to the General Plan Land Use Designations map, Figure 2-2, for the Ellis site to be consistent with the proposed Ellis Specific Plan Amendment described below (Attachment B – Draft General Plan Amendment).

The proposed changes involve merging the area designated as Village Center with an adjacent area designated as Commercial and also expanding the Village Center area to the south. The area designated as Village Center would be increased from 5.7 acres to 14 acres and be offset by decreases to the Commercial designation and the Traditional Residential – Ellis (TR-Ellis) designation. Attachment C shows a comparison of the existing and proposed changes to the General Plan Land Use Designations Map. Additionally, minor revisions are proposed to the description of the General Plan land use designation of TR-Ellis, pages 2-20 through 2-23 of the Land Use Element, to be consistent with the changes to the Village Center.

The proposed changes also include adding approximately 17 acres of Residential Very Low designation which would be offset by a decrease to the TR-Ellis designation and a re-configuration of the Commercial designation. The area proposed as Residential Very Low is located within an area designated as Outer Approach/Departure Zone by the San Joaquin County Airport Land Use Compatibility Plan (ALUCP). The Outer Approach/Departure Zone has limitations on development, as noted in the Ellis Specific Plan and further described in the ALUCP. The proposed General Plan Amendment and Ellis Specific Plan Amendment were routed to ALUC staff at San Joaquin Council of Governments (SJCOG) for their review. SJCOG raised no issues in their response letter (dated June 29, 2017) and provided a list of requirements of the ALUCP as a reference guide which has been shared with the applicant.

Overview of the Ellis Specific Plan Amendment

The proposed amendment to the Ellis Specific Plan includes a shifting of land uses in the vicinity of the Village Center, Aquatic Park, and Limited Use area (Attachment D – Draft Ellis Specific Plan Amendment). More specifically, the proposed amendment

would merge the 5.7 acres of Village Center (60,000 square feet of non-residential uses and up to 50 high density residential units) with the existing 4.4 acres of Commercial (40,000 square feet of non-residential uses) and add 4 additional acres of Village Center to create a total of approximately 14 acres of Village Center. The proposed Aquatic Park location would shift south for better site access on Summit Drive. A new designation of Residential Estate would be added to the Specific Plan and consist of 17 acres. The Residential Mixed designation would decrease from 284.7 acres to 260 acres. The Limited Use designation would increase from 26.2 acres to 30 acres. Attachment E shows a comparison of the existing and proposed changes to the Ellis Specific Plan Zoning areas. The proposed land use changes to the Ellis Specific Plan conform to the proposed General Plan Amendment.

The proposal for the Residential Estate designation allows up to nine large lots, each ranging in size from one to two acres. A portion of the Residential Estate lots would have frontage along Ellis Town Drive. The Residential Estate lots would be located around the northern half perimeter of the Limited Use area, which the applicant indicates could be planned as a self-storage facility. The proposed Residential Estate designation is consistent with the development limitations of the Outer Approach/Departure Zone of the ALUCP.

In addition to the shifting of land uses, the proposed amendment to the Ellis Specific Plan includes a general update to the document, including: updates to the design of the street network and certain street sections to reflect approved Tentative Maps; a reorganization of the permitted land uses table (Table 3.3) for clarification purposes; an update to the conceptual plans for the Village Center and a self-storage facility; an update to proposed sign details (such as the water tower and other character elements); the addition of Appendix B: Sign Program, which consolidates the sign details into one location in the document; an update to the sign regulations to make them consistent with legal requirements which have restricted the ability of municipalities to regulate the content of a sign; and removal of the façade zone requirement because it was problematic in implementation and not beneficial to neighborhood design.

Neighborhood Parks

The proposed amendment also updates the plan for Neighborhood Parks. An approximately 2.42-acre Dog Park is proposed in the Residential Estate area, adjacent to Summit Drive and the area planned for the self-storage facility (opposite the planned area for the Aquatic Park). The proposed Dog Park is an allowable use within the Outer Approach/Departure Zone of the ALUCP. The Parks and Community Services Commission considered the design of the Dog Park on November 2, 2017 and recommended that City Council approve the design.

Neighborhood Parks planned for Ellis include the Village Green Park, the Western Park, the Dog Park, and The Orchard. The proposed amendment to the Ellis Specific Plan states that parks will be a minimum of one acre. This is consistent with the currently approved Specific Plan but is less than the 4-acre minimum recommended by the City's Parks Master Plan, but the City is able to establish standards in Specific Plans that are different from City Master Plans and general City standards. The Village Green Park in Ellis Phase 1 was approved at 2.85 acres. The Western Park in Ellis Phase 2 was approved at 2.87 acres. The proposed Dog Park (mentioned above) is proposed at

approximately 2.42 acres and would be located in Ellis Phase 1. The park planned for Ellis Phase 3 is The Orchard. The Orchard is planned as a linear shaped park in the vicinity of Ellis Town Drive and Lammers Road. The size of The Orchard will depend on the number of residential units proposed for Ellis Phase 3. If Phase 3 is developed at a density similar to Phases 1 and 2, the size of The Orchard may be approximately 1.5 acres.

The proposed amendment specifies that the location, size, design, and names of the parks in Ellis shall be as approved by City Council in the Ellis Specific Plan. The park designs and park names are not proposed to go back to the Parks and Community Services Commission for any further review prior to park development. The proposed amendment states that future changes may be made with agreement between the Ellis Property Owners Association (EPOA) and the City.

Overview of the Zoning Ordinance Amendment

The purpose of the Zoning Ordinance Amendment is to add the Ellis Specific Plan Zone to the list of zone districts in the City (Attachment F – Draft Zoning Ordinance Amendment). All property in the Ellis Specific Plan Area would be zoned Ellis Specific Plan Zone and the City's Zoning Map would be amended to reflect this change. The zoning regulations for the Ellis Specific Plan Zone would be contained in the Ellis Specific Plan. This administrative step is similar to the approach used for the zoning of the Cordes Ranch Specific Plan Area, Northeast Industrial Specific Plan Area, and the Tracy Hills Specific Plan Area.

Planning Commission Discussion

The Planning Commission held a public hearing to consider the project on February 14, 2018 and recommended that the City Council approve a General Plan Amendment, an Ellis Specific Plan Amendment, and a Zoning Ordinance Amendment for the Ellis project.

Environmental Document

On January 22, 2013, the City Council certified the Environmental Impact Report (EIR) for the Ellis Project (SCH#2012022023). In accordance with California Environmental Quality Act (CEQA) Guidelines Section 15164, an Addendum to the EIR was prepared for the proposed amendment to the Ellis Project which includes a General Plan Amendment, Ellis Specific Plan Amendment, and Zoning Ordinance Amendment (Attachment G – Addendum to the EIR). Pursuant to CEQA Guidelines Section 15162 and based on the analysis and evaluation provided in the Addendum, no new significant impacts would occur because of the proposed amendment, nor would there be any substantial increase in the severity of any previously-identified significant environmental impact. In addition, no new information of substantial importance shows that mitigation measures or alternatives that were previously found not to be feasible or that are considerably different from those analyzed in the EIR would substantially reduce one or more significant effects on the environment. Therefore, pursuant to CEQA Guidelines Section 15164, an Addendum to the EIR, as prepared in compliance with CEQA, is the appropriate CEQA document and is adequate to support the proposed amendment to the Ellis Project.

STRATEGIC PLAN

This agenda item is not related to the City Council's Strategic Plans.

FISCAL IMPACT

The costs of these development applications were funded by a Cost Recovery Agreement with the applicant.

RECOMMENDATION

Staff and the Planning Commission recommend that the City Council take the following actions:

- Approve a General Plan Amendment (Application Number GPA15-0003)
- Introduce and waive the full reading of an ordinance approving an Ellis Specific Plan Amendment (Application Number SPA15-0003)
- Introduce and waive the full reading of an ordinance approving an amendment to the Tracy Municipal Code to add the Ellis Specific Plan Zone (Application Number ZA17-0012)

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ATTACHMENTS

Attachment A – Location Map
Attachment B – Draft General Plan Amendment
Attachment C – Existing and Proposed General Plan Land Use Designations Map
Attachment D – Draft Ellis Specific Plan Amendment
Attachment E – Existing and Proposed Ellis Specific Plan Zoning Areas
Attachment F – Draft Zoning Ordinance Amendment
Attachment G – Addendum to the EIR