

II. LAND USE/CIRCULATION DIAGRAMS AND STANDARDS

Introduction

This chapter of the Policy Document first describes the General Plan Land Use Diagram and the allowable uses and standards for each of the designations shown on the diagram and, second, describes the Circulation Plan Diagram designed to support the land uses depicted on the Land Use Diagram.

The Land Use Diagram (Figure II-3) depicts proposed land use for Patterson. In addition to showing the various uses to which land may be committed, the Land Use Diagram depicts several important jurisdictional and regulatory boundaries, described below. The relationships among these jurisdictional boundaries are illustrated by Figure II-1.

Incorporated (City) Limits

Figure II-2 shows the City's current (2009) incorporated limits within which the City provides the full range of public services and exercises exclusive control over land use.

General Plan Area

The City's general plan area includes the city's incorporated limits as well as "... land outside its boundaries which in the planning agency's judgment bears a relation to its planning" (Government Code Section 65300). As shown on Figure I-3, the City's general plan area covers an area that extends to the north past Zacharias Road to Del Puerto Creek, south to a point about mid way between Marshal Avenue, and east about mid-way between Elm Avenue and Sycamore Avenue. The general plan area also designates urban development west of Interstate 5. In addition to identifying areas into which the City plans to eventually grow and provide services, the city's general plan expresses the City's expectations for land use surrounding its borders.

State law requires that a general plan provide long-term guidance for land use decisions. Accordingly, the Patterson General Plan looks forty or more years into the future. Although there is no requirement

that general plans adhere to this or any other prescribed timeframe; most plans look no further than twenty years into the future because our ability to reliably predict conditions relevant to land use planning diminishes quickly the further out in time they go. Nonetheless, the need to effectively manage land and resources does not suddenly end when “buildout” is achieved under a general plan. The value of taking a long-term perspective is akin to steering a ship by aiming at a distant landmark: although unforeseen obstacles may arise which cause the course to be altered from time to time, the goal remains constantly in view.

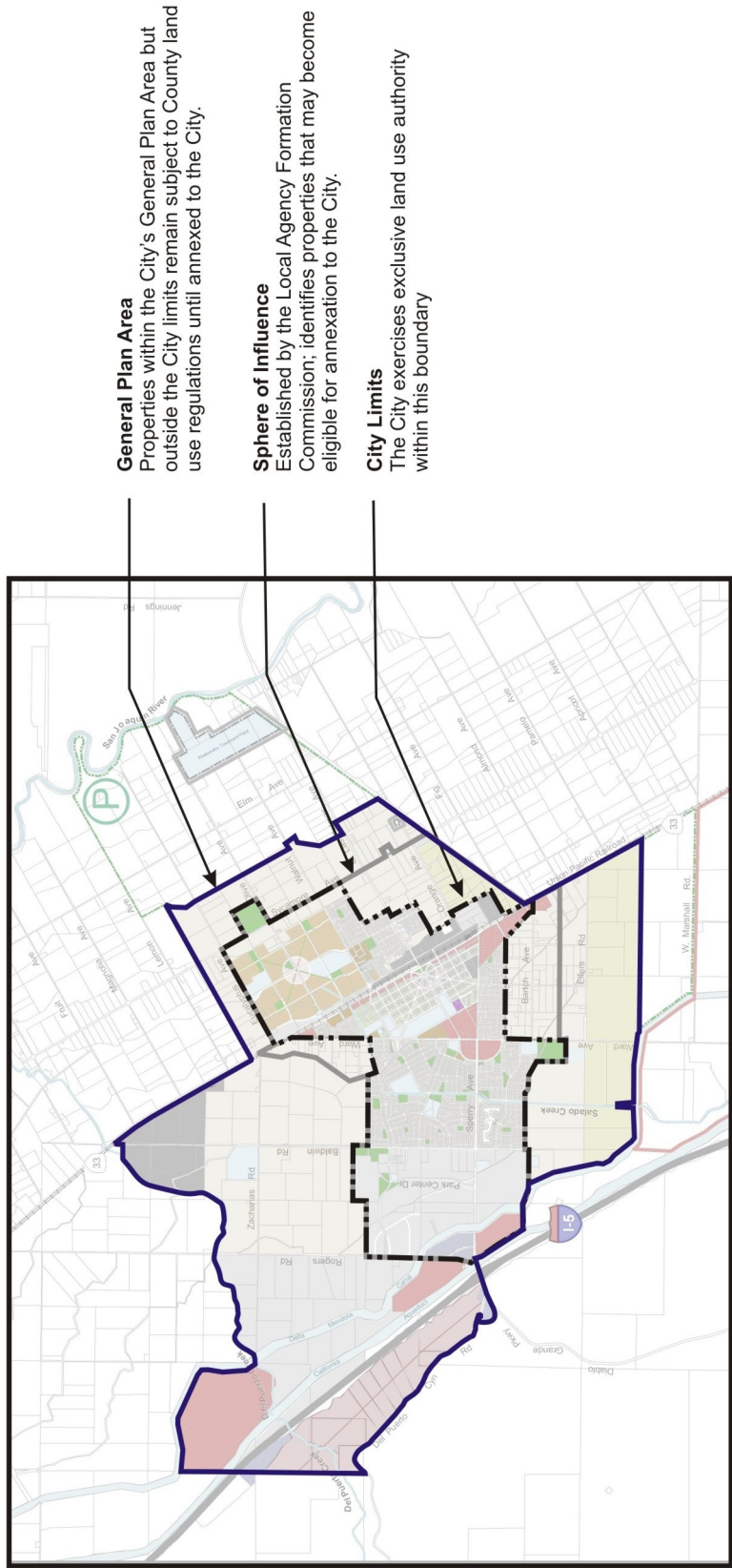
Sphere of Influence

Another important regulatory boundary shown on the Land Use Diagram is the City’s adopted sphere of influence. The Cortese-Knox Act defines a sphere of influence as a “...plan for the probable ultimate physical boundaries and service area of a local agency...” (Government Code Section 56076). In more practical terms, the sphere of influence identifies land within the City’s General Plan area that may eventually be annexed into the City.

The designation of a sphere of influence and the annexation of land into the City are decided by the Stanislaus Local Agency Formation Commission (LAFCo), which consists of representatives from member jurisdictions within the County. Accordingly, LAFCo policies are key to identifying areas for future City expansion.

In establishing or revising a sphere of influence, LAFCo is guided by policies aimed at fostering orderly growth. The two overriding concerns of Stanislaus LAFCo with regard to the expansion of spheres of influence are 1) the ability of the local jurisdiction to provide public services in a timely and cost-effective manner, and 2) minimizing the premature conversion of prime agricultural lands. At a minimum, these two factors must be addressed in order for the sphere to be amended.

Figure II-1: Jurisdictional Boundaries

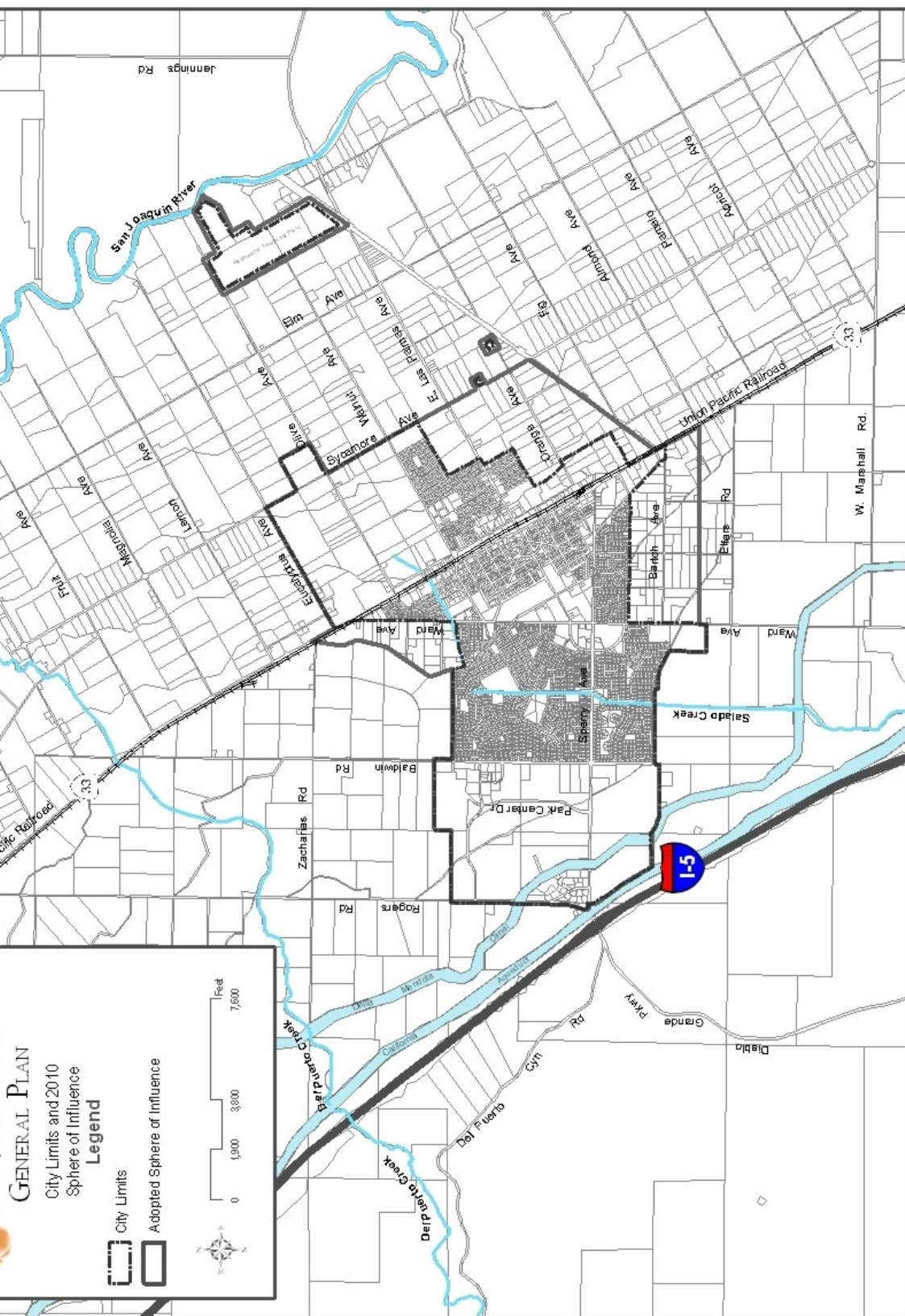


General Plan Area
Properties within the City's General Plan Area but outside the City limits remain subject to County land use regulations until annexed to the City.

Sphere of Influence
Established by the Local Agency Formation Commission; identifies properties that may become eligible for annexation to the City.

City Limits
The City exercises exclusive land use authority within this boundary

Figure II-2: 2010 City Limits and Adopted Sphere of Influence



Standards for the Intensity of Development

In accordance with State law, the General Plan must specify standards of population density and building intensity for each land use designation. Standards for building intensity for residential designations are stated in terms of the maximum number of dwelling units allowed per gross acre and the allowable range of dwelling units per gross acre. A gross acre in this context refers to a given area inclusive of streets, canals, parks, schools, water and features. For purposes of this General Plan gross residential density is defined as follows:

Gross Residential Density: The total acreage of as given area inclusive of streets, canals, parks, schools, water features, plus the acreage devoted to residential development, divided by the total number of residential dwelling units within the area. For the City as a whole, the current (2010) gross residential density is about 4.0 units per acre.

Standards of building intensity for residential uses are stated as the allowable range of dwelling units per gross acre. Standards of population density for residential uses can be derived by multiplying the maximum allowable number of dwelling units per gross acre by the average number of persons per dwelling unit assumed for the applicable residential designation. The assumed average number of persons per dwelling unit for each residential designation has been extrapolated from estimates by the California Department of Finance for Stanislaus County.

For non-residential land uses, building intensity standards are expressed in terms of maximum allowable floor-area ratios (FARs). A floor-area ratio is the ratio of building size to lot area:

$$\text{Floor Area Ratio} = \frac{\text{Maximum Building Area Allowed}}{\text{Net Area of Lot}}$$

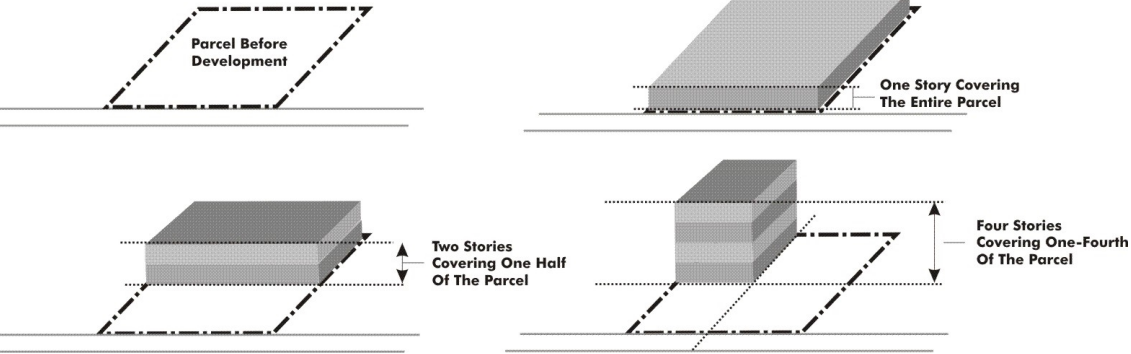
The FAR is most often used to determine the maximum allowable building size for a particular lot, as follows:

$$\text{Maximum Building Area Allowed} = \text{Net Area of Lot} \times \text{Floor Area Ratio}$$

For example, a 5,000 square foot lot with a FAR of 1.00 will allow a building of 5,000 gross square feet, regardless of the number of stories in the building (e.g., 2,500 square feet on two floors, or 5,000 square feet on one floor). The same lot with a FAR of 0.50 would allow a 2,500 square foot building, or a 10,000 square foot building with a FAR of 2.00.

The FAR manages the amount of area on a parcel that will be covered by a building. This is especially important for ensuring the provision of adequate parking and landscaping.

Different Ways to Achieve A Floor Area Ratio of 1:1



Land Use Designations

Low Density Residential (LR)

This designation provides for single-family detached and attached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 1.1 to 5.0 units per gross acre. This designation, which is found in numerous areas throughout the city, assumes an average of 3.00 persons per dwelling unit.

The Low Density Residential designation is also applied to areas contemplated for new residential neighborhoods outside the current (2010) city limits. The qualities desired in residential expansion areas include, but are not limited to, the following:

- A mix of housing products and densities serving the broadest range of households, incomes and ages;
- A neighborhood center containing higher density residential development, retail, restaurants, entertainment, office, and public uses within a short walk or bicycle ride of surrounding residences;
- Parks, schools and other public/quasi-public uses within a short walk or bicycle ride;
- A complete and interconnected system of mobility consisting of roadways, bicycle and pedestrian paths, and transit stops;
- Short blocks with a substantial tree canopy shading the street and sidewalk;
- Connectivity to surrounding neighborhoods, regional retail centers and employment;
- A sense of personal safety;
- Elements that foster the sustainable use of scarce or non-renewable resources;

The appropriate qualities for a given project will be determined by the City Council on a case-by-case basis consistent with the policies and implementation measures of the General Plan.

Downtown Residential (DR)

This designation provides for single-family detached and attached homes, duplexes, secondary residential units, emergency shelters, transitional housing, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 3.1 to 10.0 units per gross acre. This designation, which is found in the historic residential part of the city and immediately to the west, assumes an average of 2.75 persons per dwelling unit.

Medium Density Residential (MR)

This designation provides for single-family and multi-family residential units, emergency shelters, transitional housing, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 5.1 to 12.0 units per gross acre. This designation, which assumes an average of 2.50 persons per dwelling unit, is found surrounding the western extension of the downtown commercial/civic core area and at other locations throughout the city.

High Density Residential (HR)

This designation provides for single family and multi-family residential units, group quarters, emergency shelters, transitional housing, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 12.1 to 20.0 units per gross acre. This designation assumes an average of 2.50 persons per dwelling unit. This designation is applied to an area adjacent to the western extension of the commercial/civic core and at other locations throughout the city.

Estate Residential (ER)

This designation provides for the development of large-lot single family detached homes, secondary units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of one dwelling unit per 0.5 acres up to one dwelling unit per 3 acres except for parcels subject to the safety or noise restrictions of an adopted Airport Land Use Plan in which case the minimum parcel size shall be 10 acres. This designation assumes an average of 3.00 persons per dwelling unit.

Mixed-Use (MU)

The purpose of this designation is to provide for a mixed use commercial core that is applicable to the City's Downtown and for the Village Center areas. This land use category provides for creative infill projects that include the functional integration of retail or service commercial, professional office, or recreational uses with residential units. This category allows for both vertical (different uses stacked above one another) and horizontal (different ground level uses on a single parcel) mixed use opportunities. Residential uses in this designation will meet the requirements for High Density Residential. The FAR for non residential uses shall not exceed 4.00.

Mixed-Use Hillside Development (MUHD)

The purpose of this designation is to provide for a combination of residential and commercial land uses in the foothills west of the I-5 freeway. This land use category provides for the functional integration of primarily large lot residential development in combination with retail or service commercial, professional office, or recreational uses. This category allows for both vertical (different uses stacked above one

another) and horizontal (different ground level uses on a single parcel) mixed use opportunities. Residential uses in this designation will meet the requirements for Estate Residential designation. The FAR for non residential uses shall not exceed 2.00.

Downtown Core (DC)

This designation provides for restaurants, retail, service, professional and administrative offices, hotels, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The FAR for offices and commercial uses shall not exceed 2.00; residential densities shall be in the range of 12.1 to 20.0 units per gross acre. Residential uses in this designation shall be subject to discretionary review and approval, and may be combined with non-residential uses on the same lot. This designation assumes an average of 2.50 persons per dwelling unit. This designation is applied to the existing downtown area and its western extension.

Highway Service Commercial (HSC)

This designation provides for restaurants, service stations, hotels and motels, and retail and amusement uses which are oriented principally to highway and through traffic, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.40. This designation is applied to an area near Interstate 5 at the western edge of the Planning Area.

Neighborhood Commercial (NC)

This designation provides for neighborhood and locally oriented retail and service uses, public and quasi public uses, and similar and compatible uses.
The FAR shall not exceed 0.35.

General Commercial (GC)

This designation provides for land-extensive retail and wholesale commercial uses, offices, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.40. Office uses in this designation shall be subject to discretionary review and approval. The GC designation is applied to areas along the west side of Highway 33.

Regional Commercial (RC)

This designation provides land suitable for commercial uses targeted at serving the entire community and surrounding region. These areas support a broad range of retail and service commercial uses, including shopping centers, malls, large box commercial uses and a range of freestanding uses such as banks, restaurants, and offices. The FAR shall not exceed 0.35.

Medical/Professional Office (MP)

This designation provides for medical, professional, and administrative offices, hospitals, medical and dental clinics, laboratories, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.40. This designation is applied to the existing hospital site and an area at the intersection of Sperry Avenue and Baldwin Road.

Light Industrial (LI)

This designation provides for industrial parks, warehouses, light manufacturing, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50. This designation is applied to a large area north and south of Sperry Avenue in the western part of the Planning Area (the West Patterson Business Park) and in the southeastern corner of the Planning Area.

Heavy Industrial (HI)

This designation provides for industrial parks, warehouses, manufacturing, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50. This designation is applied to the existing industrial area and its extension in the southeastern part of the Planning Area.

Public/Quasi-Public (PQP)

This designation provides for government-owned facilities, public and private schools, and quasi-public uses such as churches and meeting halls. The FAR shall not exceed 0.50. This designation is applied to publicly-owned facilities, schools, churches, and other public/quasi-public uses throughout the Planning Area.

Parks and Recreation (PR)

This designation provides for existing and major planned public parks. The FAR for development in PR-designated areas shall not exceed 0.20. The PR designation is applied to existing public parks.

Open Space (OS)

The open space designation is applied to areas of the City for passive recreation activities, to preserve sensitive habitat for special status plant or animal species, in areas subject to flood hazard, in areas for watershed protection, and on land subject to steep slopes.

Agriculture (AG)

This designation provides for agricultural uses, industrial uses related directly to agriculture, related single-family homes, and similar and compatible uses. This designation is applied to all lands outside the boundaries of the Planning Area.

General Plan Development Holding Capacity

Table II-1 provides a summary of the land use categories by gross acres. And includes land covered by highways and roads which run through the city.

As Table II-1 indicates, the majority of land designated by the City's adopted General Plan is for Low Density Residential development which is intended to support complete neighborhoods with a range of housing products and a complementary range of neighborhood-serving commercial and public uses. Industrial land occupies about 2,200 acres of the Plan area. The bulk of this land is located in the West Patterson Business Park Master Plan area and land to the northwest of the Business Park. Land designated for commercial development occupies about 800 acres. Commercial land is concentrated in the downtown circle, in a strip on the west side of Second Street/Highway 33, at the intersection of Ward Avenue and Sperry Avenue, at the Sperry Avenue/I-5 interchange, and in the long-term, at the westerly terminus of Zacharias Road where a new interchange may be established. Land west of Interstate 5 is designated for a mix of commercial and housing uses.

Table II-1: Summary of Gross Acres By General Plan Land Use Category	
General Plan Land Use Category	Gross Acres ¹
Mixed-Use Hillside Development ²	650
Estate Residential	1,038
Low Density Residential	4,937
Medium Density Residential	369
High Density Residential	58
Downtown Residential	203
Downtown Core	69
Regional Commercial	0
General Commercial	792
Highway Service Commercial	113
Neighborhood Commercial	0
Medical/Professional Office	6
Light Industrial	1,701
Heavy Industrial	492
Public/Quasi-Public ³	444
Parks and Recreation ⁴	258
Other ⁵	664
Total Acres:	11,794

Source: CMCA, 2009

1. Gross acres refers to the total area inclusive of streets.
2. The Mixed-Use Hillside Development land use designation includes the range of uses and percentage of uses prescribed by Policy LU-1.4.
3. Includes 145 acres associated with the wastewater treatment plant.
4. Does not include parkland required within residential expansion areas or Mixed-Use Hillside Development required by policies LU-1.3 and LU1.4, respectively.
5. Land not classified by a land use designation. Includes canals, Interstate 5 right-of-way and other land.

Table II-6 provides a summary of the General Plan “holding capacity”, which is the number of dwelling units, commercial and industrial floor space, etc., that can be accommodated based on the amount of land designated for these uses. The figures provided in Table II-6 were derived by applying certain assumptions for development to the gross acres designated for each land use category. These assumptions include:

Table II-2: Average Residential Density Per Gross Acre	
Land Use Designation	Average Units Per Gross Acre
Estate Residential	0.5
Low Density Residential	4
Medium Density Residential	6
High Density Residential	12
Downtown Residential	6

Table II-3: Assumptions for Persons Per Dwelling Unit	
Land Use Designation	Average No. Of Persons Per Dwelling Unit
Estate Residential	3.0
Low Density Residential	3.0
Medium Density Residential	2.5
High Density Residential	2.5
Downtown Residential	2.75

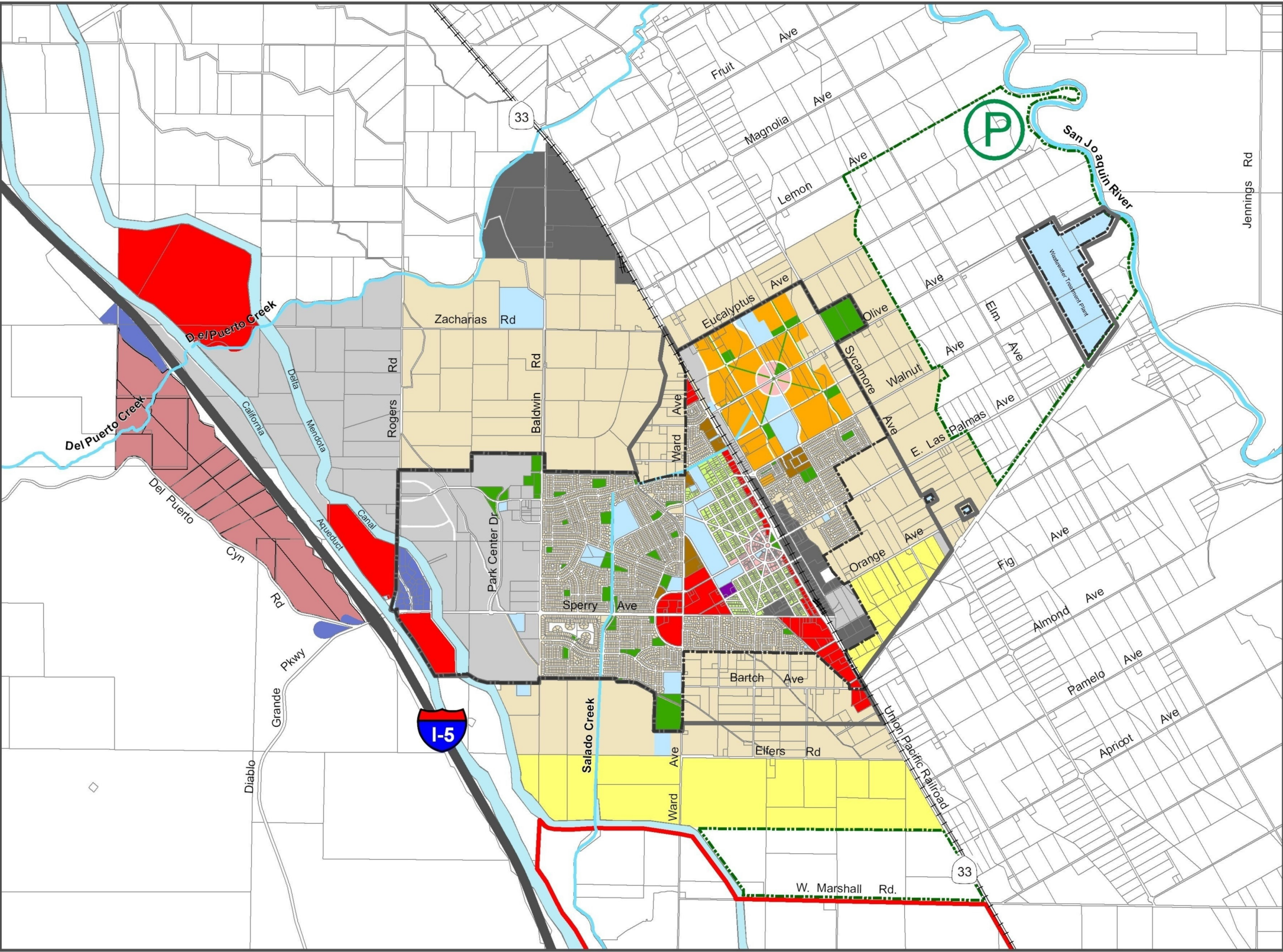
Table II-4: Floor Area Ratios for Commercial, Industrial and Public Land Uses		
Land Use Category	Maximum Floor Area Ratio By Land Use Category ¹	Floor Area Ratios For Future Development
Neighborhood Commercial	0.35	0.25
Highway Service Commercial	0.40	0.25
Downtown Core	2.00	0.25
General Commercial	0.40	0.30
Medical	0.40	0.25
Light Industrial	0.50	0.20
Heavy Industrial	0.50	0.20

Table II-5: Employment Per Gross Acre of Non-Residential Development	
Commercial:	14 full time jobs per gross acre
Industrial:	10 full time jobs per gross acre
Public/Quasi-Public:	10 full time jobs per gross acre

Table II-6 shows that the General Plan could accommodate a population of about 66,673 at buildout, and about 12.6 million square feet of commercial development and about 18 million square feet of industrial development.

It should be noted that these figures represent an estimate of conditions at full buildout of the land designated for these uses inclusive of existing development. Due to market forces, the size and shape of parcels and other factors, the maximum development potential is rarely achieved. For this reason, holding capacity is expressed as 80 percent of the gross development potential (acres x building intensity). However, the actual buildout population achieved by the general plan will likely be much less because existing residential neighborhoods are developed at densities much less than 80% of their maximum allowable density, and the residential density of new expansion areas will likewise be constrained by slope, irregularly shaped lots and preferences reflected in the marketplace.

Table II -6: General Plan Development Holding Capacity	
Attributes	Total At Buildout
Dwelling Units	22,151
Population	66,673
Commercial Floor Area	12,633,175
Industrial Floor Area	17,991,605
Service	5,749,920
Jobs	32,196
Ratio of Jobs to Housing	1.45
Total Acres:	11,794



CITY of PATTERSON
GENERAL PLAN
 Land Use Diagram

Legend

- City Limits
- Adopted Sphere of Influence
- Agriculture Transition Areas
- West Park Plan Boundary
- Downtown Core
- General Commercial
- Highway Service Commercial
- Medical Professional
- Mixed Use -- Hillside Development
- Light Industrial
- Heavy Industrial
- Downtown Residential (3.1 - 10.0 du/acre)
- Estate Residential (0.5 - 3.0 du/acre)
- Low Density Residential (1.1 - 5.0 du/acre)
- Medium Density Residential (5.0 - 12.0 du/acre)
- High Density Residential (12.1 - 20 du/acre)
- Parks/Open Space
- Public/Quasi-Public
- Agriculture

Scale: 0, 1,850, 3,700, 7,400 Feet

Circulation Plan Diagram and Standards

The Circulation Plan Diagram (Figure II-4) depicts the official classification of existing and proposed streets and roads within the Patterson Planning Area. The following paragraphs define the various types of roadways in the classification system. Appendix C-1 of the Circulation Element provides a list of roadways in the City by functional classification.

Local Roadways are intended to serve adjacent properties only. They carry very little, if any, through-traffic, and generally carry very low traffic volumes. While normally discontinuous in alignment, many of Patterson's local roadways are laid out in a grid system, making through-travel possible, but not desirable. Speed limits on local roadways normally do not exceed 25 miles per hour. Not all local roadways are depicted on the Circulation Plan Diagram. New local roadways shall have 50-to-60 foot rights-of-way.

Collector Roadways are intended to "collect" traffic from local roadways and carry it to roadways higher in the street classification hierarchy (e.g., arterials). Collector roadways also serve adjacent properties. They generally carry light to moderate traffic volumes, and speed limits are typically maintained in the 25-to-35 miles per hour range. Roadways designated as collectors on the Circulation Plan Diagram include (among others), "M" Street, Walnut Avenue, Calvinson Parkway, Sycamore Avenue, Las Palmas Avenue, Park Center Drive, Henry Parkway, Baldwin Road, Samantha Creek Drive, 9th Street, Bartch Avenue, Elfers Road, Orange Avenue and Ward Avenue. New collectors shall have 60-to-70 foot rights-of-way.

Arterial Roadways are fed by local, collector, and minor arterial roadways, provide for crosstown and regional travel, and carry larger volumes of traffic. They are divided roadways of four or six lanes with a large median area which is used for auxiliary lane purposes at intersections. There should be no direct access to adjacent properties unless no reasonable alternatives exist. Such direct access should be limited to right turn-in and right turn-out movements only. Speed limits on arterial roadways are typically at least 40 miles per hour. Roadways classified as major arterials on the Circulation Plan Diagram include Second Street (Highway 33) and East Las Palmas Avenue, and Sperry Avenue. Arterial roadways shall have 100-foot rights-of-way.

Expressways serve the same function as arterial roadways, but provide capacity and safety advantages over arterials because they have higher design standards, greater access restrictions, and greater freedom from cross-traffic. Expressways are designed to remove longer-distance, through-traffic from arterials, freeing them to carry shorter distance trips. Expressways shall have 110-foot rights-of-way.

Freeways are intended to serve both intra-city and inter-city travel. They provide no service to adjacent properties, but rather are fed traffic from collector or arterial roadways through the use of access ramps and, therefore, do not have at-grade intersections. Freeways provide connections to other regional highways and are capable of carrying heavy traffic volumes. Speed limits on freeways are usually the highest allowed by law. Only Interstate 5 serves this function in Patterson.

Figure II-4: Circulation Diagram

