

Environmental Analysis

Setting, Impacts, and Mitigation Measures

Section A
Land Use

LAND USE

Setting

Project Location

The project site is located directly west of the City of Stockton, west of Interstate 5, and between Fourteen Mile Slough and the Calaveras River (Figure A-1). The project site is an existing farm and horse ranch, surrounded on three sides by urban development and on one side by agricultural uses.

Existing Land Uses

Project Site. Most of the 1,204.2-acre site is in agricultural use producing crops such as sugar beets, corn, wheat, safflower, and alfalfa. Brookside Farm occupies approximately 50 acres of the site, as well as another 44 acres adjacent to the site, and consists of residences and a Belgian draft horse ranch (Huber pers. comm.). Until recently, the site contained an 11.5-acre borrow pit, created by the construction of the levee system that surrounds the project site. The borrow pit was filled with water until it was dewatered and graded in July 1988 (see "Wildlife" section for more detail). The site also includes a 200-foot-wide EBMUD easement which runs through the project site.

Project Vicinity. Land uses in the immediate vicinity of the project site include the following (Figure A-1):

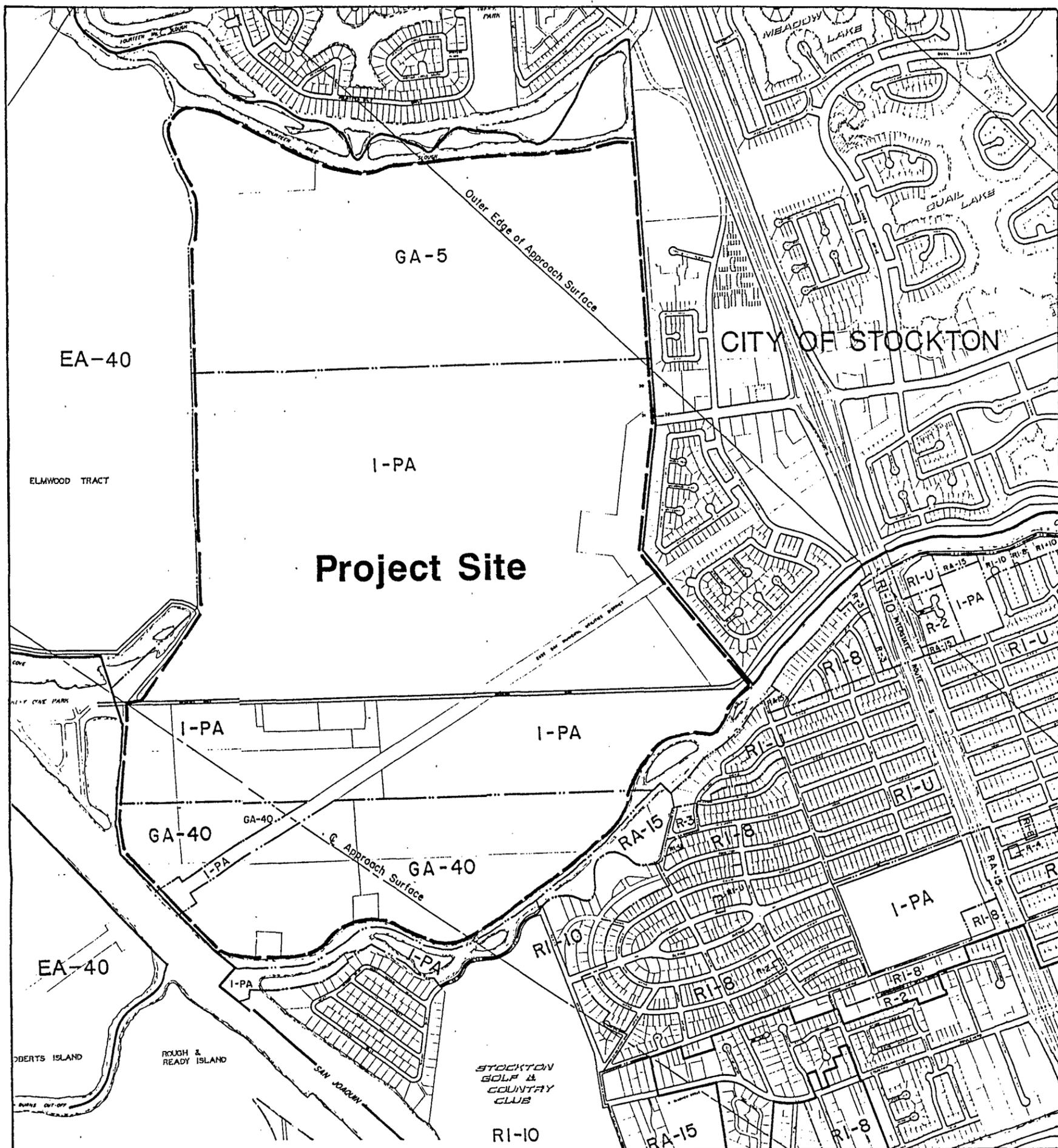
- o North: residential development; Fourteen Mile Slough;
- o South: residential development; golf course; and the Calaveras River;
- o East: residential and commercial development;
- o West: agricultural uses; boat marina on Ten Mile Slough/San Joaquin Deep Water Channel confluence.

Zoning and General Plan Designations. The San Joaquin County zoning designations for the project site are General Agriculture - 40 acres minimum parcel size (GA-40); 5 acres minimum parcel size (GA-5); and Interim Protective Agriculture (I-PA). The San Joaquin County General Plan designation is Agriculture (Figures A-2 and A-4).



0 1600
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FIGURE A-1. EXISTING LAND USES IN THE VICINITY OF THE PROJECT SITE



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Zoning Designations

1-PA	Interim Protective Agriculture
GA-5	General Ag., 5 ac min. parcel size
GA-40	General Ag., 40 ac min. parcel size
EA-40	Estate, 40 ac min. parcel size
R-3	Single to Four-Family Residential
R1-U	One and Two-Family Residential, 6,000 sf min. size
R1-2	Two-Family Residential
R1-8	One-Family Residential, 8,000 sf parcel size
R1-10	One-Family Residential, 10,000 sf min. parcel size
RA-10	One-Family Residential-Agriculture, 10,000 sf parcel size
RA-15	One-Family Residential-Agriculture, 15,000 sf parcel size

FIGURE A-2. SAN JOAQUIN COUNTY ZONING IN THE VICINITY OF THE PROJECT SITE

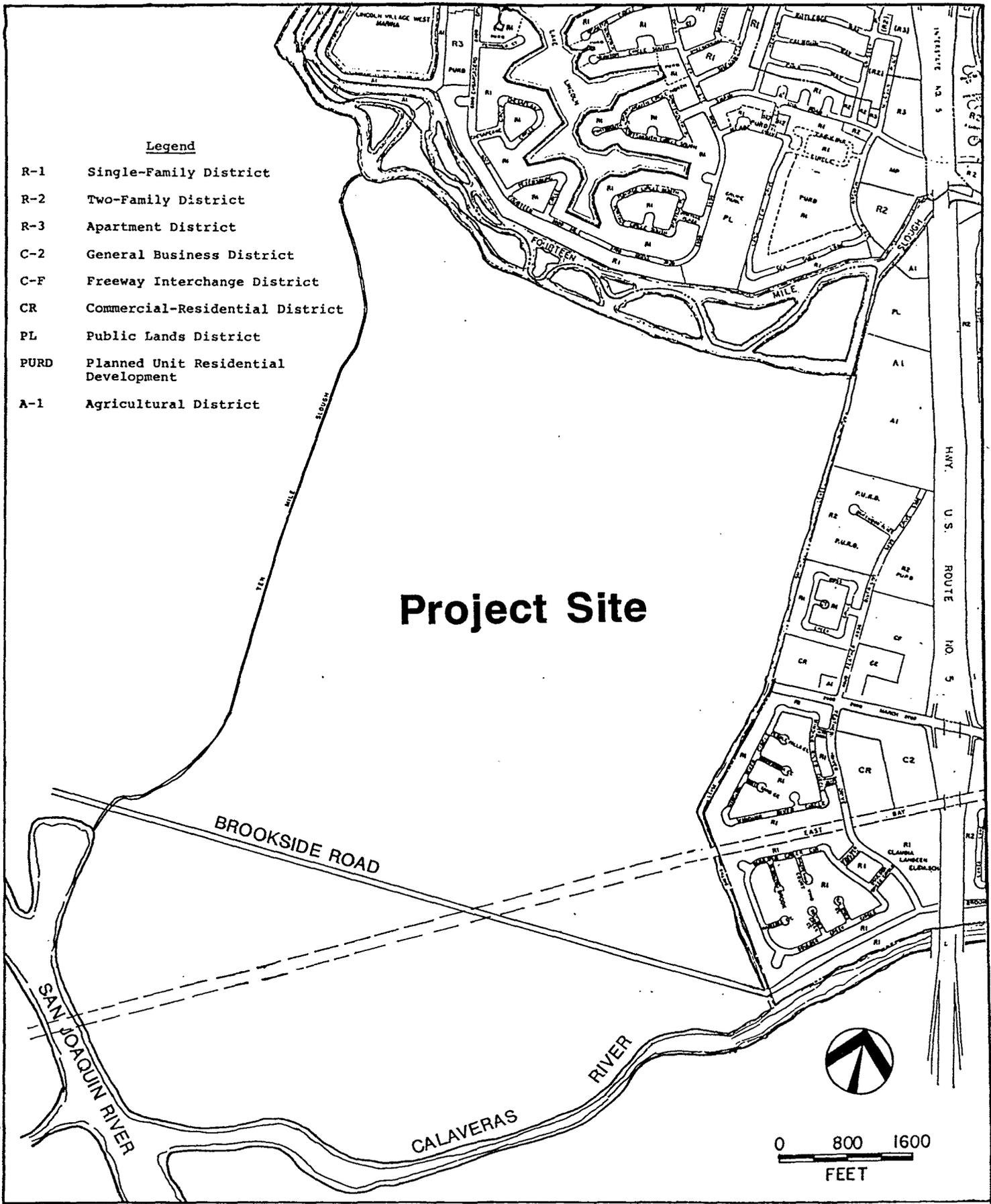
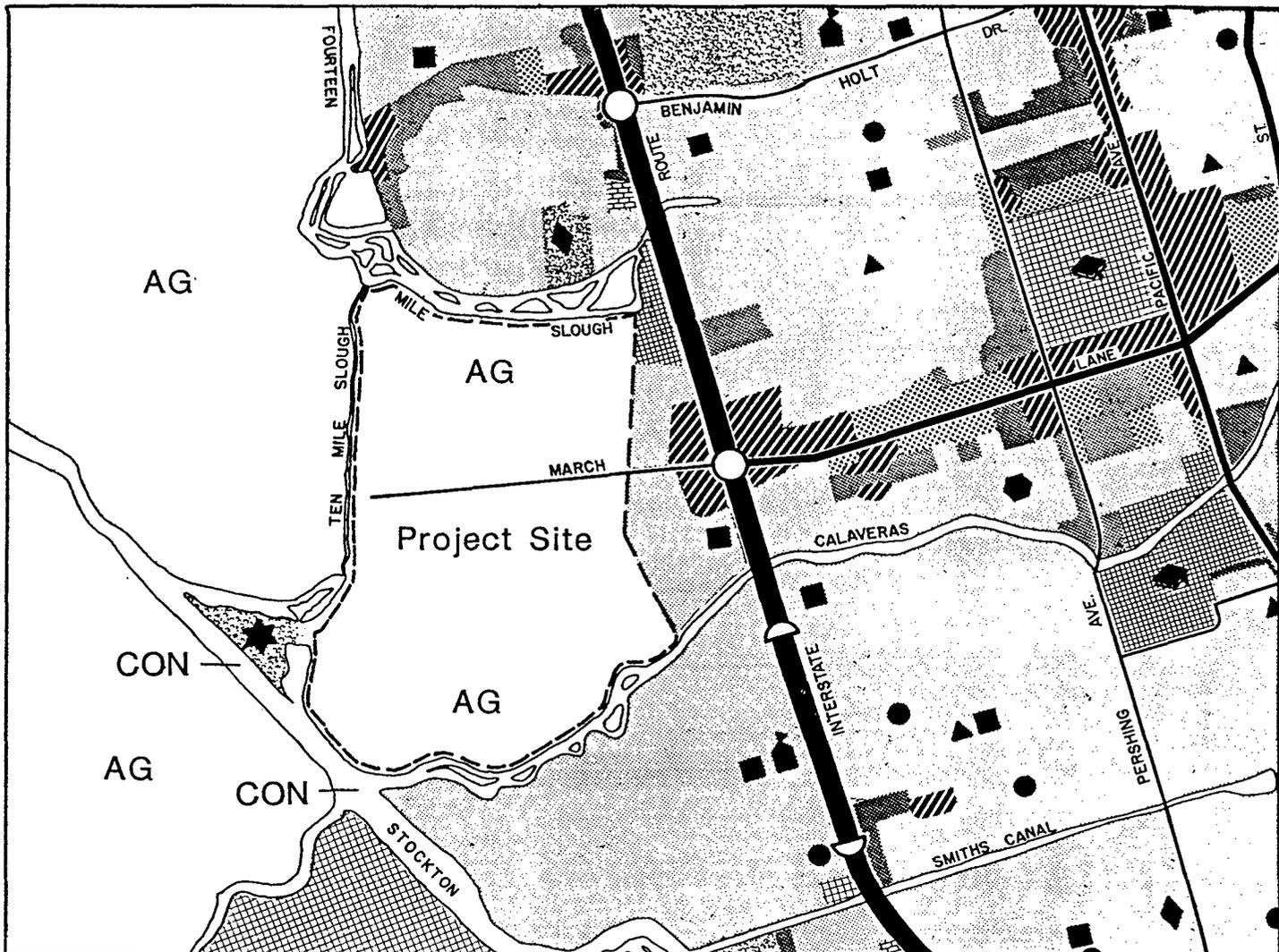


FIGURE A-3. CITY OF STOCKTON ZONING MAP



- CITY OF STOCKTON -

LOW DENSITY RESIDENTIAL		PERFORMANCE INDUSTRIAL	
HIGH DENSITY RESIDENTIAL		INDUSTRIAL	
ADMINISTRATIVE PROFESSIONAL		INSTITUTIONAL	
LIMITED COMMERCIAL		PARKS AND RECREATION	
COMMERCIAL		OPEN SPACE & AGRICULTURE	

- COUNTY OF SAN JOAQUIN -

AG AGRICULTURE
CON CONSERVATION

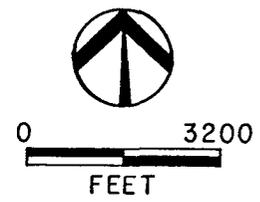


FIGURE A-4. GENERAL PLAN LAND USE DESIGNATIONS, CITY OF STOCKTON AND COUNTY OF SAN JOAQUIN

Zoning and General Plan Designations--Adjacent Parcels. The current San Joaquin County and City of Stockton zoning maps show the following designations for land adjacent to the project site (Figures A-2 and A-3):

- o North: City of Stockton: Single-Family Residential (R-1);
- o South: San Joaquin County: I-PA; Residential/Agriculture -- 15,000-square-foot minimum parcel size (RA-15); Residential Single-Family -- 10,000-square-foot minimum parcel size (R1-10); Residential Single-Family -- 6,000-square-foot minimum parcel size (R1-U); and Residential Single-Family -- 8,000-square-foot minimum parcel size (R1-8);
- o East: City of Stockton: R-1; A-1; Commercial-Residential (C-R); R-1 PURD; and Public Lands District (PL);
- o West: San Joaquin County: Exclusive Agriculture -- 40 acres minimum parcel size (EA-40).

The San Joaquin County General Plan map and the City of Stockton General Plan map show the following designation for land surrounding the project site:

- o North: San Joaquin County: Conservation and Residential; City of Stockton: Low Density Residential;
- o South: San Joaquin County: Conservation and Residential; City of Stockton: Low Density Residential;
- o East: San Joaquin County: Agriculture, Low Density Residential;
- o West: San Joaquin County: Agriculture; City of Stockton: Low-Density Residential, Commercial and Institutional.

Planning History of Project Site

In November 1986, Stockton voters approved several ballot initiatives, sponsored by local landowners and developers, that restored approximately 4,800 acres to the City's General Plan area. These initiatives included Measure J, proposed by the Grupe Development Company, which applied to a 1,204.2-acre area that included the project site and the Brookside Farm. The text of Measure J is included in Appendix A. The area affected by Measure J is shown in Figure A-5.

Voter approval of Measure J and other similar initiatives modified a 1978 growth control ordinance (Ordinance No. 3142, shown in Appendix A) adopted by the Stockton City Council. Under the 1978 ordinance, approximately 14,000 acres (formerly designated as Municipal Lands Reserve) were removed from the City's General Plan area.

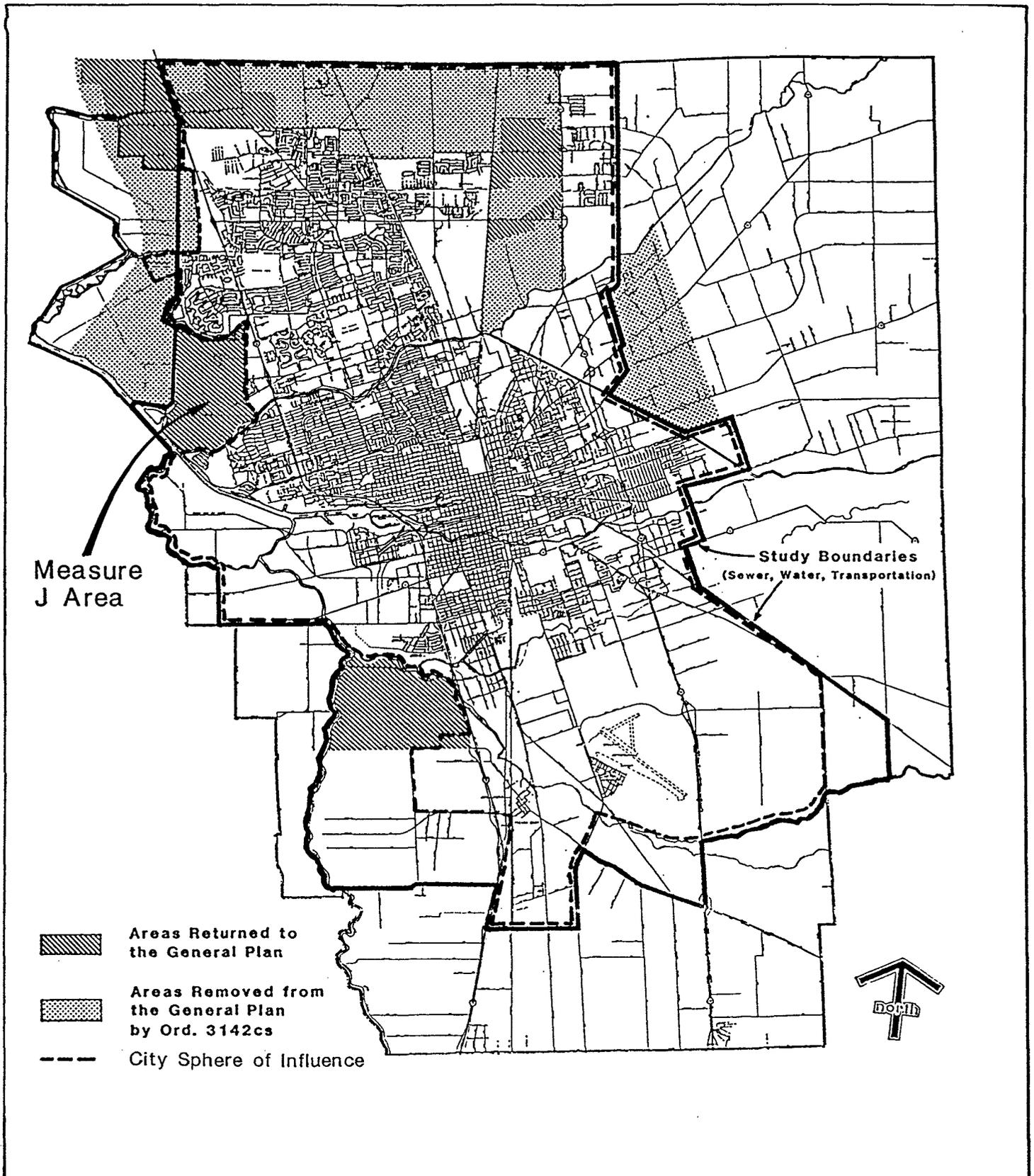


FIGURE A-5. CITY OF STOCKTON PLANNING AREAS

Source: City of Stockton Planning Department

In July 1987, the Stockton City Council adopted Ordinance No. 054-87, which effectively restored all remaining areas within the former Municipal Lands Reserve to the City's General Plan (Niblock pers. comm.). This ordinance stipulated that all such areas, except those affected by prior ballot initiatives, be given "appropriate" and "provisional" land use designations. Under this ordinance, voter approval is required of any proposed general plan amendment "in order to allow subsequent subdivision, development, zoning and/or rezoning of such lands." A stipulation in this ordinance provides that it will have no further force after July 31, 1988. Therefore, there are no further restrictions on filing of General Plan amendments, prezonings, etc., as of August 1, 1988. The text of Ordinance No. 054-87 is shown in Appendix C.

No interim land use designations have been applied to the Measure J General Plan area. Currently, the area is designated by the City as Unplanned and has no General Plan designation. The applicant is requesting the pre zoning designations shown in Table A-1.

North Stockton Infrastructure and Fiscal Impact Studies

The City of Stockton has commissioned several studies to assess the cumulative impacts of proposed development of areas restored to the City's General Plan by the 1986 ballot initiatives. These studies include the traffic analysis prepared by OMNI-MEANS, Ltd., discussed in Section F; the Wastewater Master Plan prepared by Metcalf and Eddy and Nolte and Associates, discussed in Section J; and the fiscal impact and public facilities analysis prepared by Recht Hausrath & Associates, discussed in Section K.

Consistency with Relevant Plans and Policies

Plans and policies relevant to the project include the City of Stockton General Plan, San Joaquin County General Plan, LAFCO policies, City of Stockton Bicycleway Plan, and the City's Capital Improvement Program (CIP).

City of Stockton General Plan. The Land Use/Transportation Element of the Stockton General Plan (1978) contains specific goals and policies targeted to future urban growth and development in the City's urban fringe area. (See "Planning History" for further information regarding the project's current status and its relationship to the Stockton General Plan.

San Joaquin County General Plan. The Land Use/Circulation 1976, Open Space/Conservation 1973, and Safety/Seismic Safety 1978 elements of the San Joaquin County General Plan contain specific principles aimed at future urban growth and development. The General Plan is being updated and will be completed in 1988. According to the County Planning staff (Islas pers. comm.), the current plans and policies still apply. The relevant principles and the project's consistency with them are discussed in the "Project Impacts and Mitigation Measures" section that follows.

Local Agency Formation Commission. The project site is not within the Stockton Sphere of Influence.

Table A-1. Zone District Abbreviations and Definitions

Abbreviation	Acres	Zone Type and Description ¹
<u>Residential</u>		
R-E	12.5	Residential-Estate District: Permits single-family residences and a limited number of agricultural uses on lots of at least 1 acre in size. Related institutional uses permitted under use permits.
R-1	929.0	Single-Family District: This zone permits single-family homes at up to 8.7 units per acre, as well as churches, privately owned water features, private recreation centers, golf courses, etc. under use permit.
R-3	35.7	Apartment District: This zone permits a maximum of 29 units per acre.
PURD: R-1	34.9	Planned Unit Residential Development: Single-family District - number of dwelling units based on projected PURD densities allowed by underlying residential zone. Permits up to 8.7 units per acre.
<u>Commercial</u>		
C-R	27.8	Commercial Residential District: Permits up to 29 upa and certain businesses and professional offices.
C-2	28.8	General Commercial Business District: This zone permits general commercial uses including repair shops, antique stores, garment repair and press shops. Marina facilities would be allowed with a special use permit.
<u>Institutional</u>		
P-L	80.7	Public Lands District: Identifies public lands that are used by public agencies to satisfy public necessity or convenience as other uses compatible to, and controlled by, public agencies (schools and parks).
Subtotal	1,149.4	
Brookside Farm		
R-E	54.8	Residential-Estate District. Single family residences and limited number of agricultural uses permitted on lots at least 1 acre in size.
Total	1,204.2	

¹ Source: City of Stockton Zoning Ordinance.

In 1985, the California Legislature enacted the Cortese-Knox Local Government Reorganization Act (California Government Code Section 56000), which combined the Knox-Nisbet Act, Municipal Organization Act, and District Reorganization Act into a single statute. The intent of this statute is to eliminate duplication and inconsistencies between the previous statutes and incorporate all of the provisions related to changing local agency boundaries into a single body of law. The Local Government Reorganization Act authorizes the continued existence of a LAFCO in each county.

The function of a LAFCO is to review and rule on the acceptability of boundary changes involving cities and special districts so as to discourage urban sprawl and encourage the orderly formation and development of local governmental agencies. To fulfill their responsibilities, LAFCOs must determine the sphere of influence of each local government agency within their jurisdiction. The sphere of influence is defined as a plan for the probable ultimate physical boundaries and service area of a local government agency (Appendix F). The Local Government Reorganization Act also requires that each commission consider the following factors in the review of the proposal (Section 56841):

- o Population, density, land area and use, per capita assessed valuation, topography, natural boundaries, drainage basins, proximity to populated areas, and the likelihood of significant growth during the next 10 years.
- o Need for organized community services, present cost and adequacy of government services and controls, probable future needs, and probable effect of the annexation and of alternative courses of action on the cost and adequacy of services and controls in the area and vicinity.
- o The effect of the proposed annexation and of alternative actions on adjacent areas, on mutual social and economic interests, and on the local government structure of the county.
- o Conformity of the proposal and its effects with LAFCO policies on providing planned, orderly, efficient patterns of urban development, and with state policies and priorities in conversion of open-space lands to other uses.
- o Effect of the proposal on maintaining the physical and economic integrity of lands in an agricultural preserve in open-space use.
- o Clarity of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.
- o Consistency with appropriate city or county general and specific plans.
- o The sphere of influence of any agency that may be applicable to the proposal being reviewed.

- o The comments of any affected agency.

Since the project is not located within the Stockton Sphere of Influence (SOI) (last amended in 1973), an SOI amendment would be needed for annexation to the City of Stockton to occur. This amendment would require the City of Stockton to amend the City's General Plan to show the project area as urban, and the City must also have adequate plans to provide services to that area (Scott pers. comm.).

Bicycleway Plan. The Metropolitan Parks and Recreation Commission adopted the Calaveras River Bikeway Plan in May 1983. This plan provides for a bike path to be located along the levee of the Calaveras River at the southern edge of the project site (Siefert and Niblock pers. comms.). By the adoption of the CIP since 1983, the city council has implemented a very specific plan for extending the bikeways westward to Buckley Cove along the north bank of the Calaveras River. By adoption of the CIP, the city council has set City policy for the continuation and expansion of the bikeways system (Seifert pers. comm.). The City of Stockton's adopted Bicycleway Plan (1980) shows a Class I Bike Path along the Mokelumne Aqueduct to Brookside Road where it becomes a Class III bike route to Buckley Cove. This route goes through the proposed project site. There is also a Class I bike route proposed for the Calaveras River levee, although the intended location of this route is unclear on the plan map. The City staff believes that adoption of the CIP indicates that this bike path is intended to be located along the northern bank of the Calaveras River.

Criteria and design standards for bikeways are described in Appendix G of this report. The project site plan indicates a proposed bike lane along March Lane and Brookside Road, but there is no provision for a bikeway along the levee (Figure 3). Refer to Section J for analysis of the bikeway issue.

Williamson Act. The project would require cancellation of Williamson Act contracts for some portions of the site (see Section B, "Agricultural Resources").

Project Impacts and Mitigation Measures

Impact: Conversion of Prime Agricultural Land

Project implementation would result in the conversion of approximately 1,149.4 acres of prime agricultural land to residential development, commercial uses, schools, and a lake. The percentage of countywide agricultural land in production that would be lost due to project development is relatively small (refer to Section B, "Agricultural Resources"). However, prime agricultural land is an important resource because of its productivity and increasing scarcity. The conversion of agricultural land as a result of the project is considered to be a significant unavoidable impact.

Mitigation Measures

- o None available (see Section B, "Agricultural Resources").

Impact: Displacement of Existing Nonagricultural Uses

Residential uses located on the project site would be displaced by the proposed project. The residences are owned by the project developer and connected with Brookside Farm. Most of the residences would be relocated. Part of the family's horse ranch would be converted to urban development, but a majority would be retained as part of the family ranch. This impact, while potentially detrimental to the interests of the affected tenants, is considered to be less than significant.

Mitigation Measures

- o None required.

Internal Land Use Conflicts

Impact: Conflicts Between Residential and Commercial Uses Within the Project.

Land use conflicts may result from the proximity of single-family and multifamily housing to commercial uses and schools in the northeastern portion of the project site. Conflicts could also arise from the proximity of the Brookside Farm and planned residential uses to animal husbandry and farming activities. Potential adverse impacts would include complaints against schools and businesses by residents concerned about noise or traffic problems, and against Brookside Farm concerning noise and/or odors emanating from the farm. These impacts are considered significant and could be reduced to less-than-significant levels by implementing the following measures.

Mitigation Measures

- o Maintain setbacks for both commercial and residential uses where the two uses abut.
- o Construct an appropriate buffer to constrain sound and deter trespassing between commercial and residential areas.

Impact: Conflict Between Single-Family and Multifamily Uses Within the Project

Complaints concerning excessive noise or traffic and parking problems may result in the northeastern portion of the site where multifamily housing (R-3) is located in proximity to single-family housing (R-1). These uses would be partially separated by Brookside Lane (Figure 3) but could still cause substantial conflicts. Such conflicts may be attributable to differences in the intensity of these uses and the divergent lifestyles or attitudes of residents. These impacts are considered to be potentially significant and can be reduced to a less-than-significant level by implementing the following measure.

Mitigation Measures

- o Require landscaping buffers along the proposed Brookside Lane to visually separate single- and multifamily uses. Landscaping would also help conceal parking lots, garbage bins, and other visually unattractive features.

Conflicts with Surrounding Land Uses

Impact: Conflicts Between Agricultural and Urban Land Uses

The existence of intensive agricultural operations close to urban development commonly results in land use conflicts between farmers and adjacent residents or businesses. Residents near agricultural operations typically register complaints regarding equipment noise, odors, dust, and spraying activities associated with agricultural practices. Agricultural operations that generate complaints usually involve early morning and evening schedules. Farmers living near residential uses frequently experience increased trespassing on their property and vandalism to crops and farm equipment; disposal of garbage and yard waste onto agricultural fields; and restrictions on the application of certain pesticides or herbicides, and agricultural burning, due to the proximity of urban development. These impacts are considered to be significant even with Ten Mile levee located west of the project (Niblock pers. comm.), and cannot be reduced to a less-than-significant level.

Although most of the intensive farming is located to the west of the project site and buffered by a levee, Brookside Farm is located within the project site, and limited farming operations could result in some noise and dust complaints as well as complaints involving animal husbandry activities. The potential for conflicts between Brookside Farm and the project's urban land uses is considered to be a significant adverse impact that can be reduced to a less-than-significant level by implementing the following measures.

Mitigation Measures

- o Brookside Farm would be separated from most of the project by a street of undetermined width. The exception is the estate parcel planned for the south side of the farm and a proposed commercial development planned on the north side of the farm. A buffer surrounding the farm should be required of the developer to prevent problems involving conflicting land uses. The buffer should consist of either a wall or fence, or landscaping on the south, and a wall on the north.
- o The City should consider adopting a right-to-farm ordinance that restricts the ability of homeowners in new residential developments to bring nuisance lawsuits against agricultural activities that existed prior to the occupancy of their residences.

Consistency With Relevant Plans and Policies of the Stockton General Plan (SGP)

The proposed project was evaluated as to its consistency with policies of the SGP. Findings are shown in Table A-2 and summarized below.

Impact: Inconsistency with Urban Growth and Development Policies (Land Use Element - General).

Project implementation is inconsistent with Policy 1-5, as the project would not be located in the Stockton central area or older portions of the City. This impact is considered significant and cannot be mitigated to a less-than-significant level without future amendment of the policy.

Approval of the project would also be inconsistent with Policies 4-1 and 4-2. The project is inconsistent with Policy 4-1 because the project would result in the conversion of 1,149.4 acres of agricultural land to urban uses. This inconsistency is considered to be a significant impact, unless Policy 4-1 is amended to be consistent with the project.

Inconsistency with Policy 4-2 is considered to be a significant impact because the project site is located in a 100-year floodplain. The impact can be mitigated to a less-than-significant level by implementing the following measure:

Mitigation Measures

- o The impact of inconsistency with Policy 4-2 may be mitigated by constructing the levees surrounding the project site in accordance with FEMA standards for levee construction (see Section D, "Hydrology," for flood hazard mitigation measures).

Impact: Inconsistency with Residential Land Use Policies (Land Use Element - Residential).

Project implementation would be inconsistent with Policy 2-8 and Policy 2-10. The project is inconsistent with Policy 2-8 because it is located adjacent to agricultural land. The project could be subject to adverse environmental impacts from neighboring agricultural land. The project is also inconsistent with Policy 2-10 because it would result in the conversion of 1,149.4 acres of agricultural land into urban uses. Inconsistency with this policy is considered to be a significant unavoidable adverse impact of the proposed project that cannot be mitigated to a less-than-significant level. Inconsistency with Policy 2-8 could be mitigated to a less-than-significant level by implementing the following measure:

Mitigation Measures

- o Implement all of the measures specified above under "Conflicts between Agricultural and Urban Land uses," for onsite agricultural impacts associated with Brookside Farm.

Table A-2. Consistency of the Proposed Project with Stockton General Plan and San Joaquin County General Plan

Policy	Assessment of Consistency
<u>STOCKTON GENERAL PLAN</u>	
<u>LAND USE/TRANSPORTATION ELEMENT</u>	
<u>Policies</u>	
1-5 Place a major emphasis on development within the Stockton central area and older portions of the City.	Inconsistent. This project would not be located in the Stockton central area or older portions of the City.
2-1 Discourage inefficient external growth by phasing fringe development in an orderly fashion that promotes the efficient operation of the urban system and a quality environment.	Consistent. The proposed project is surrounded on three sides by urban development.
2-4 Urban services shall be provided only to those areas designated for urban development on the General Plan map.	Consistent. The area is designated for urban development on the General Plan map.
2-5 Subdividers must provide all public facilities that serve their developments and bear the capital costs of oversizing any facilities as deemed necessary by the City to serve future growth in nearby and intervening areas.	Potentially consistent. See Section M, "Public Services," for further discussion.
2-8 Developers shall bear all or a portion of the costs necessary to extend major roadways or local streets over physical barriers, including but not limited to watercourses, railroad tracks, and utility easements.	Potentially consistent. See Section J, "Transportation," for further discussion.
2-9 Land should be annexed only where it is served or may be readily served by municipal service networks.	Potentially consistent. See Section J, "Transportation," and Section M, "Public Services," for further discussion.
2-12 A master plan for circulation networks must be developed prior to approving new development in the urban fringe.	Potentially consistent. See Section J, "Transportation," for further discussion.
<u>Policies</u>	
4-1 Avoid the wasteful and inefficient sprawl of urban uses into agricultural lands surrounding the urban area by regulating the location of those uses to minimize the consumption of agricultural land and other open areas containing valuable natural resources or scenic beauty.	Inconsistent. The project would result in the conversion of 1,142.4 acres of agricultural land to urban uses.
4-2 Recognize physiographic factors such as flood vulnerability and unstable soil characteristics as urban growth-limiting factors.	Inconsistent. The project is located in a 100-year floodplain and has been reclaimed for farmland. See Sections C and D, "Geology and Soils," and "Hydrology and Water Quality," for further discussion.
4-3 Direct urban growth, particularly residential development, to avoid locating in areas which are subject to adverse environmental impacts generated by neighboring land uses which cannot be adequately mitigated.	Inconsistent. The project site is bordered on the west by agricultural land, and a farm is located on the southeast portion. These land uses could conflict with the proposed project.

Table A-2. Continued

Policy	Assessment of Consistency
<u>Residential Land Use</u>	
<u>Policies</u>	
1-2 Stimulate a diversity of housing types and densities and increase design flexibility throughout the community by encouraging the utilization of planned unit residential developments in the midst of residential neighborhoods.	Consistent. The proposed project plan shows a mix of residential densities and PURDs.
<u>Policies</u>	
2-2 Future residential development shall be phased with priority given to development within the existing urbanized area and then to fringe areas immediately adjacent to, and partially surrounded by, existing urbanization.	Consistent. The project is surrounded by urban development to the north, south, and east.
2-4 Locate urban residential development only where adequate public services and facilities can be economically provided.	Consistent. See Section J, "Public Services and Utilities," and Section K, "Fiscal Analysis," for further discussion.
2-6 Low-, medium-, and high-density residential uses may locate and develop under conventional density standards, but are encouraged to locate as integral parts of a balanced planned unit residential project protected from incompatible land uses.	Consistent. PURDs and other residential units are located away from more intensive uses as much as possible.
2-8 Residential uses should avoid locating in areas subject to adverse environmental impacts generated by neighboring land uses.	Inconsistent. The project could be subject to adverse environmental impacts resulting from neighboring agricultural land.
2-10 Regulate the location of housing to minimize the consumption of agricultural lands and other open areas containing valuable natural resources or scenic beauty.	Inconsistent. The project would convert 1,149.4 acres of agricultural land into urban uses.
<u>Policies</u>	
3-2 Satisfy the need for a variety of housing types and designs by encouraging the provision of various densities, structural types, and building patterns with flexible lotting and setback requirements throughout the community in order to prevent monotonous development patterns.	Potentially consistent. This policy could be enforced by the City at the tentative map stage of the planning process.
3-4 Encourage the compatible integration of residentially supportive land uses within neighborhoods, such as parks and other open space, neighborhood schools, appropriate commercial uses, and other public facilities and services.	Consistent. These features are integrated into the project plan.
<u>Commercial Land Use</u>	
<u>Policies</u>	
1-2 The compatible integration of commercial and residential uses shall be encouraged.	Consistent. Incompatible land uses that abut each other could be mitigated by implementing measures in this section.
1-7 Clustering of commercial uses shall be encouraged, and the splitting of commercial clusters or centers by roadways shall be discouraged.	Potentially inconsistent. Commercial land uses are generally clustered in the central-eastern portion of the site, but are split by major roadways (Figure 3).

Table A-2. Continued

Policy	Assessment of Consistency
<u>Parks and Recreation</u>	
<u>Policies</u>	
1-1 Provide park and recreation facilities to meet approved park and recreation standards.	Potentially inconsistent. The project meets most but not all park and recreation standards. Refer to Section J, "Public Services and Utilities," for further discussion.
1-6 Whenever possible, develop neighborhood parks in conjunction with elementary schools.	Consistent. The project site plan shows an elementary school site adjacent to a 15.2-acre park (Figure 3).
1-8 Retain or acquire public title for access rights to the Stockton Channel and other waterways to facilitate access to fishing areas, nature trails, vista points, and other waterbank recreational uses.	Potentially inconsistent. Public access along Fourteen Mile Slough, the Calaveras River, and the San Joaquin River is not provided, but private access from individual lots (boat docks) would be provided. Public access to the rivers is provided at nearby Buckley Cove but the City staff does not consider this access adequate (Seifert pers. comm.).
1-9 Continue to establish and/or encourage bikeways and bike paths wherever need can be demonstrated.	Inconsistent. A bikeway is shown on the site plan. However, the City has indicated the bikeway should be located along the northern levee of the Calaveras/ San Joaquin River westward, terminating at Buckley Cove (Niblock, Siefert pers. comms.).
<u>Conservation (Environmental Resources Management)</u>	
1-2 Extend City utilities or services only to developments occurring within the designated urban growth area which are not premature to the logical extension of such utilities and services.	Consistent. The project (Measure J) site is part of the Stockton General Plan and is surrounded on three sides by urban land uses.
1-3 Retain in agriculture those soils capable of producing a wide variety of valuable crops until such time as the land is needed for urban expansion.	Potentially inconsistent. Further evidence is needed to determine if the project site is needed for urban expansion.
1-4 Support firm policies and ordinances by the county board of supervisors to protect county-designated agricultural land.	Inconsistent. The project is designated as county agricultural land (1-PA, GA-5, GA-40) and would result in conversion of 1,149.4 acres of prime farmland.
1-6 Adopt or support programs that will encourage the development of vacant or underused land within the existing urban area prior to expansion into fringe areas.	Potentially inconsistent. The project is not located within the existing urban area.
2-5 Evaluate the water requirements of all growth-inducing projects and the availability of water resources to provide an adequate supply.	Potentially inconsistent. The project would not increase the net regional use of water in Stockton but would exchange irrigation water demand for potable groundwater and surface water demand. See Section J, "Public Services and Utilities."

Table A-2. Continued

Policy	Assessment of Consistency
<p>SAN JOAQUIN COUNTY GENERAL PLAN LAND USE/CIRCULATION ELEMENT</p>	
<p><u>Principles</u></p>	
<p><u>Environmental Hazards</u></p>	
<p>1. Lands hazardous for any development shall be retained in open space.</p>	<p>Inconsistent. The project is located in a 100-year floodplain.</p>
<p>2. Future urban development shall be discouraged in areas subject to a 100-year flood (intermediate regional flood).</p>	<p>Inconsistent. See above.</p>
<p><u>Recreation</u></p>	
<p>5. The future recreation potential of rivers, streams, major tree groves, and other attractive natural features in the county will be protected and enhanced.</p>	<p>Potentially consistent. The project would not reduce current recreation potential at the Calaveras River or Fourteen Mile Slough even though public access is not shown on the site plan. If levee reconstruction occurs, care should be taken to protect natural features.</p>
<p>6. The right of public access to, and the use of the county's rivers for recreational purposes, will be protected, while the rights of property owners also will be recognized and protected.</p>	<p>Potentially inconsistent. Public access to the Calaveras River or Fourteen Mile Slough is not shown on the site map but private access is provided in these areas. Public access is provided at the nearby Buckley Cove, but the City staff does not consider this access adequate (Seifert pers. comm.).</p>
<p><u>Agriculture</u></p>	
<p>1. The resources upon which agriculture is based will be protected, and the utilization of these resources for agricultural purposes will be encouraged.</p>	<p>Inconsistent. The project would result in conversion of 1,142.4 acres of prime agricultural land.</p>
<p>2. Intensive agriculture such as orchards, vineyards, and row crops will be supported and protected where soils of high quality are found and water is or will be available.</p>	<p>Inconsistent. The project would result in conversion of 1,142.4 acres of prime agricultural land.</p>
<p>4. Agriculture will be retained in areas subject to periodic floodings, subsidence, or where urbanization would be detrimental to the county's physical and economic well-being.</p>	<p>Inconsistent. The project is located in a 100-year floodplain.</p>
<p>5. Necessary expansion of urban centers and all rural residential development will be facilities in a manner least disruptive to the agricultural surroundings and resources.</p>	<p>Potentially inconsistent. The project would result in conversion of 1,149.4 acres of prime agricultural land. Whether this project is the least disruptive urban use is a policy decision.</p>
<p><u>Natural Resources</u></p>	
<p>3. Development and other actions that will adversely affect the waterways and associated resources, particularly the unique environment of the Delta, will be prohibited.</p>	<p>Difficult to assess. The proposed project could reduce surrounding water quality by the pumping of urban runoff to surrounding channels, but does not propose direct alteration of Delta waterways, although dredging would occur in Buckley Cove.</p>

Table A-2. Continued

Policy	Assessment of Consistency
<u>LAFCO POLICIES</u>	
1. Avoid preemption of prime agricultural land.	Inconsistent. The project would result in conversion of 1,149.4 acres of prime agricultural land.
2. Developer must provide a public services plan showing adequate provision of public services.	Potentially consistent. The developer needs to submit for review and approval a comprehensive plan for providing and financing necessary public services, as required by LAFCO.

Impact: Inconsistency with Commercial Land Use Policies (Land Use Element - Commercial)

Project implementation would be potentially inconsistent with Policy 1-7. Although the project's commercial activities are located in one area, they are split by a major roadway. The impact is considered significant and can be reduced to a less-than-significant level by the following measure:

Mitigation Measure

- o The impact of inconsistency with Policy 1-7 could be mitigated by revising the project so that the commercial uses are not separated by a major roadway, or the roadway that separates the commercial uses could be designed so as to facilitate traffic and vehicle ingress and egress.

Impact: Inconsistency with Parks and Recreation Policies (Land Use Element - Parks and Recreation)

Project implementation is potentially inconsistent with Policy 1-8 and potentially consistent with Policy 1-9. The project is potentially inconsistent with Policy 1-8 because public access has not been provided along Calaveras River or Fourteen Mile Slough as the City has indicated is needed. Public access is provided to the Calaveras and San Joaquin Rivers from Buckley Cove, and private access also would be provided, but the City staff has indicated that public access along the approximately 9,000-10,000 linear feet of shoreline at the project's southern boundary would be required (Seifert pers. comm.). This impact is considered significant and unresolved, but could be reduced to a less-than-significant level by implementing the measure below.

The project is also potentially consistent with Policy 1-9. A bikeway is shown on the site plan, but the City has indicated that a preferred location of the bikeway is along the Calaveras River (Siefert pers. comm.). This issue is considered significant and unresolved. (See Section J, "Parks and Recreation," for further discussion of this issue.) This impact can be mitigated to a less-than-significant level by implementing the following measure:

Mitigation Measures

- o The impact of inconsistency with Policy 1-8 could be mitigated by the developer providing public access to the Calaveras River and Fourteen Mile Slough. This access should be shown on the project site plan.
- o The issue of consistency with Policy 1-9 could be mitigated to a less-than-significant level by implementing the measures described in Section J, "Parks and Recreation."

Consistency of Plans and Policies of the San Joaquin County General Plan (SJGP).

Although the SJGP would be preempted by the Stockton General Plan with respect to the project site after annexation to the City, the former remains relevant to consideration of the proposed project. The county retains land use jurisdiction over unincorporated areas adjacent to and in the immediate vicinity of the site. Project implementation may directly or indirectly affect the status of these areas, and therefore result in conflicts with applicable county land use policies.

Impact: Inconsistency with Environmental Hazard Principles

The project would be located in the 100-year floodplain and is inconsistent with Principles 1 and 2. This impact is considered significant and can be mitigated to less than significant by the following measure below.

The project's inconsistency with Principle 2 is considered a significant impact that can be reduced to less-than-significant levels by implementing the mitigation measures identified below.

Mitigation Measures

- o The impact of inconsistency with Principles 1 and 2 may be mitigated by constructing the levees surrounding the project site in accordance with FEMA standards for levee construction (see Section D, "Hydrology," for flood hazard mitigation measures). Construction of levees to specified standards would bring the project site out of the 100-year floodplain.

Impact: Inconsistency with Recreation Principles

Public access to the Calaveras River and Fourteen Mile Slough is not shown on the site plan, but access to the Calaveras River is provided at nearby Buckley Cove. Whether additional public access would be required is a policy decision (Principle 6). This decision should be made based on a balance between the property owners' rights and the public welfare. This unresolved issue is considered a significant impact.

Mitigation Measures

- o The impact of inconsistency with Principle 6 could be mitigated to a less-than-significant level by requiring the developer to provide additional public access to the Calaveras River and Fourteen Mile Slough. This measure assumes that the City would require access to the waterways surrounding the project. Refer to Section J, "Parks and Recreation," for further discussion of this issue.

Impact: Inconsistency with Agricultural Principles

Project implementation would be inconsistent with Principle 1 because of expected adverse effects on adjacent agricultural uses. This is considered to be a significant impact that cannot be reduced to a less-than-significant level.

The project would be inconsistent with Principle 2 because of the conversion of high quality soils and is considered to be a significant and unavoidable impact. This impact cannot be mitigated unless the policy is amended to be consistent with the project.

The project is inconsistent with Principle 4 because the project is located in a 100-year floodplain. This impact is considered significant and can be mitigated to a less-than-significant level by implementing the measures listed in Section D, "Hydrology."

The project could also be potentially inconsistent with Principle 5, since it has not yet been established that alternative development of less productive land is infeasible. Possible inconsistency with this county planning policy is considered to be a significant impact. This unresolved impact could only be reduced to a less-than-significant level if the policy is amended or if it is determined that the proposed project would be the least disruptive use to agricultural resources.

Mitigation Measures

- o Establish that the project is the least disruptive development alternative with respect to conversion of agricultural land uses at the urban periphery.

Impact: Inconsistency with Environmental Conservation Policies (Environmental Resources Management Element)

Project implementation would not be consistent with Policy 1-4 and would appear to be inconsistent with Policy 1-3, if there is no further evidence that the project satisfies the growth necessity criterion indicated by the policy. The effects of these evident inconsistencies with City policy are significant and unavoidable, unless these policies are amended to be consistent with the project for the reasons given above under Conversion of Prime Agricultural Land.

The proposed project could be inconsistent with Policies 1-2 and 1-6. A significant impact also could stem from possible conflict with Policy 2-5 due to water supply constraints identified in Sections D and J. The impact of conflicts with Policies 1-2, 1-6, and 2-5 is considered to be significant. This impact could be mitigated to a less-than-significant level by implementing the following measures.

Mitigation Measures

- o Implement measures specified in the evaluation of water and wastewater systems (Section J).

- o Comply with LAFCO policy by submitting and implementing a feasible plan for providing required public services.

LAFCO Policy

Impact: Inconsistency with Policy Concerning Preemption of Prime Agricultural Land

The proposed project is inconsistent with this policy, since the project would result in conversion of 1,149.4 acres of prime agricultural land. This is considered to be a significant impact.

Mitigation Measures

- o None available.

Impact: Inconsistency with Public Services Policy

There are various problems and unresolved questions concerning provision of necessary public services required by the project (i.e., water supply). No plan that addresses identified public services concerns has yet been presented, as is required by LAFCO. This evident inconsistency with LAFCO policy is considered a significant and unresolved impact since the required financing mechanisms are not yet in place. This impact could be mitigated to a less-than-significant level by implementing the following measure.

Mitigation Measures

- o The developer should submit and implement a comprehensive plan for providing and financing necessary public services, as required by LAFCO.

Cumulative Impacts and Mitigation Measures

Refer to Section B, "Agricultural Resources," for a discussion of impacts associated with cumulative conversion of prime agricultural land.

Impact: Conflicts between Agricultural and Urban Land Uses

Cumulative development would intensify and expand land use conflicts at the urban periphery between agricultural and nonagricultural uses. Such conflicts are generally described above (see Project Impacts and Mitigation Measures). Conflicts would be expected to occur primarily to the north of areas slated for urbanization under the cumulative growth scenario.

Because of the resulting adverse effects on agricultural operations and urbanized areas, this impact is considered to be significant. It could be

mitigated to a less-than-significant level by applying measures recommended for the proposed project to other areas where urban development is planned or proposed.

Mitigation Measures

- o Apply mitigation measures specified for the project (see Project Impacts and Mitigation Measures above) to other areas where urban development is planned or proposed, as appropriate. These measures include walls, buffers, setbacks, and right-to-farm provisions.
- o In planning for future growth, establish greenbelts or other open-space areas to separate farmland from urban uses. This could be accomplished through development agreements between the City and property owners.

Impact: Inconsistency with Stockton General Plan (SGP)

Consistency of cumulative development with SGP land use policies would depend on the manner in which future growth occurs. If development of peripheral areas (particularly those that were restored to the SGP by public vote in 1986) occurs prior to or at a faster rate than infill development, this scenario would be largely incompatible with the SGP policies discussed above. Conflicts with the following policies would be most important: Urban Growth and Development (2-1, 4-1) and Conservation (1-2, 1-3, 1-6 and 2-5).

For the reasons discussed above (see Consistency with Relevant Plans and Policies), inconsistency with these policies is considered to be a significant impact. Inconsistency with Conservation policy 1-3 is considered to be unavoidable, unless the policy is amended to be consistent with the project due to preemption of prime agricultural land. The impact of inconsistency with other cited policies could be mitigated to a less-than-significant level by implementing project-specific measures described on a larger scale.

Mitigation Measures

- o Implement applicable measures specified above for all planned or proposed development within the SGP area.

Impact: Inconsistency with San Joaquin County General Plan (SJGP)

For the reasons cited above, urbanization of rural and agricultural areas under the cumulative development scenario would be inconsistent with Agriculture Principles 1, 2, and 5; incompatibility with these provisions of the SJGP is considered to be significant; and inconsistency with Principles 1 and 2 would be unavoidable, unless these policies are amended to be consistent with the project. The impact of inconsistency with Principle 5, which concerns the effects of urban expansion on agricultural resources, could be partially mitigated by implementing the following measure.

Mitigation Measure

- o Require all applicants who propose to develop sites within the SGP area to demonstrate the extent to which these projects satisfy the county criterion that such development would minimize adverse impacts on agricultural lands during consideration of any future development with the SGP area.

Impact: Inconsistency with LAFCO Policy

Cumulative development would be inconsistent with identified LAFCO policies insofar as this scenario involves the unnecessary or premature conversion of agricultural land and extension of public services. Effects of inconsistency with these policies are considered to represent a significant impact. This impact could be mitigated to a less-than-significant level by implementing the following measures.

Mitigation Measures

- o Require all applicants who propose to develop sites within the SGP area (particularly those requiring annexation) to demonstrate the extent to which these projects satisfy the criterion that such development would minimize adverse impacts on agricultural lands. This criterion could be administered as appropriate during consideration of any future development within the SGP area.
- o Require all applicants who propose to develop sites within the SGP area (particularly those requiring annexation) to submit a feasible plan for providing public services to such sites, as appropriate, during consideration of any future development within the SGP area.