

4.11 LAND USE AND PLANNING

This section describes the existing land use character of the Specific Plan Area and evaluates the potential land use and policy consistency impacts of future development that could occur by adopting and implementing the proposed Specific Plan. This section is based on the land uses proposed in the proposed Specific Plan, included as Appendix B to this Environmental Impact Report (EIR).

4.11.1 Environmental Setting

4.11.1.1 Specific Plan Area

The project area (Specific Plan Area) is approximately 1,900 acres in size and is located on the western edge of the City of Madera and represents the majority of the 2,763 acre “Village D: Northwest Madera” Plan Area – one of several planned growth areas in the form of “villages” identified in the City’s General Plan Land Use Element. In October 2018, the Madera Local Agency Formation Commission (LAFCO) approved the expansion of the City’s Sphere of Influence (SOI) to include the Specific Plan Area. The proposed project is comprised of the entire Specific Plan Area and is bounded by the Fresno River to the south, Road 24 to the east, Avenue 17 to the north, and Road 22 to the west.

The Specific Plan Area is currently developed with agricultural uses, agricultural support structures, and seven residential structures. It is surrounded by primarily agriculture uses on the north and western boundaries, and the Fresno River and agriculture uses to the south. The Madera Municipal Golf Course, Madera Municipal Airport, and residential uses are directly north and east of the project site.

4.11.1.2 Regulatory Context

Federal Regulations

Federal Aviation Regulation Title 14 Part 77. The Federal Aviation Administration regulates airspace around civil airports. The three existing airports located within the Planning Area are required to be consistent with Part 77 of the Federal Aviation Regulation (FAR). Part 77 requires the airspace to be free of obstructions to air navigation during critical flight phases and states that obstructions shall not penetrate the “imaginary surfaces” surrounding an airfield as defined in FAR Part 77. The “imaginary surfaces” are determined by runway length and type of navigational approach instrumentation available.

State Regulations

The Cortese-Knox-Hertzberg Local Government Reorganization Act. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56300 et seq.) governs the establishment and revision of local government boundaries. The Act was a comprehensive revision of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 1985. The Act is a policy of the state to encourage orderly growth and development that is essential to the social, fiscal, and economic well-being of the state. The intent of the Act is to promote orderly development while balancing competing state interests of discouraging urban sprawl, preserving open space and prime agricultural lands, and efficiently extending

government services. The Act had previously established the Madera LAFCO, which gave it authority to consider and approve city and special district annexations, dissolutions, and formations.

California Land Conservation Act. The California Land Conservation Act, better known as the Williamson Act, was enacted by the State Legislature in 1965 to encourage the preservation of agricultural lands. Under the provisions of the act, landowners agreeing to keep their lands under agricultural production for a minimum of ten years receive property tax adjustments. Williamson Contracts limit the use of the properties to agricultural, open space, and other compatible use. Williamson Act lands are assessed based on their agricultural value, rather than their potential market value under nonagricultural uses.

California's 2017 Legislative Housing Package. The 2017 Housing Package provides new regulatory and financial resources to provide for housing opportunities throughout the State.¹ Components include funding sources for new affordable housing and creation of streamlined processes to increase housing supply. The legislation holds local jurisdictions accountable for addressing housing needs by increasing enforcement by the California Department of Housing and Community Development (HCD), and creates new opportunities to develop new affordable homes and preserve existing affordable homes.

Regional Policies and Regulations

Madera Local Agency Formation Commission. The Madera LAFCO was established to discourage urban sprawl and encourage orderly formation and development of local agencies based upon local conditions and circumstances. LAFCO sets spheres of influence for each city and special district within its jurisdiction; conducts special studies to review potential simplification and streamlining of governmental structure and increase cost effectiveness; and provides for reorganization or consolidation of local governmental agencies when appropriate. It is LAFCO's goal to prevent premature or illogically planned development and to see that services are provided efficiently and economically while agricultural and open-space lands are protected. In October 2018, the Madera LAFCO approved the expansion of the City's Sphere of Influence to include the Specific Plan Area.

Madera Countywide Airport Land Use Compatibility Plan. The Madera Countywide Airport Land Use Compatibility Plan (ALUCP) contains individual compatibility plans for the Chowchilla Municipal Airport and the Madera Municipal Airport, the two public-use airports in Madera County. The Madera Municipal Airport is located directly north of the Specific Plan Area. In 2015, the Madera County Airport Land Use Commission (ALUC) adopted the ALUCP for the two airports within the County, including the Madera Municipal Airport.

The ALUCP identifies four compatibility factors in which the compatibility zones for the Chowchilla and Madera Municipal Airport were derived. The four compatibility factors are defined by:

¹ California Department of Housing and Community Development. 2017. California's 2017 Housing Package. Website: www.hcd.ca.gov/policy-research/lhp.shtml (accessed February 17, 2020).

- Noise – Future noise contours reflecting a forecasted aircraft activity level of 100,000 annual operations.
- Overflight – Primary traffic patterns reflecting where aircraft and helicopters operating at the airport routinely fly.
- Safety – Generic safety zones provided in the California Airport Land Use Planning Handbook (October 2011) are applied to the existing and future runway configurations.
- Airspace Protection – Outer boundary of the Obstruction Surfaces as defined by FAR Part 77, Safe, Efficient Use and Preservation of the Navigable Airspace

The ALUCP provides land use compatibility criteria for land near the airport to avoid potential safety problems and to ensure airport operations are not constrained by surrounding development. To establish compatibility criteria, the ALUCP establishes three safety zones that are linked to land use compatibility: clear, approach/departure, and overflight. The clear zone is near each end of the runway and is the most restrictive in allowing land uses. The approach/departure zone is located under the takeoff and landing slopes, and is less restrictive. The overflight zones are areas where aircraft maneuver to enter or leave the traffic pattern, typically defined by the FAR Part 77, as described above. The safety zones in turn form the establishment of “Compatibility Zones” around airports for the purpose of assessing land use compatibility within the Airport Influence Area (AIA). Figure 4.11-1 depicts the four Compatibility Zones in the AIA of the Madera Municipal Airport. A small portion of the Southeast Neighborhood is located within Compatibility Zone B2 (Sideline Zone), which has a low to moderate risk level associated with accidents. A small portion of the Specific Plan Area located in the Northwest Neighborhood is within Compatibility Zone C1 (Outer Approach/Departure Zone), which has a moderate risk level. In addition, small portions of the Specific Plan Area adjacent to Avenue 16 are also within Compatibility Zone C1 as it relates to Runway 8-26, a runway that is restricted to agricultural use. All overlay zones related to Runway 8-26 are no longer in effect because Runway 8-26 closed in early 2021. Other portions of the Specific Plan Area are located in Compatibility Zone C2 (Primary Traffic Zone), which has a low-to-moderate risk level associated with accidents, and Compatibility Zone D (Other Airport Environs), with low risk levels.

Under California Government Code Section 65302.3(a), general plans must be consistent with any airport land use plan adopted pursuant to Public Utilities Code Section 21675. The Madera County ALUC monitors land use and development compliance with Airport Land Use Compatibility Plan provisions.

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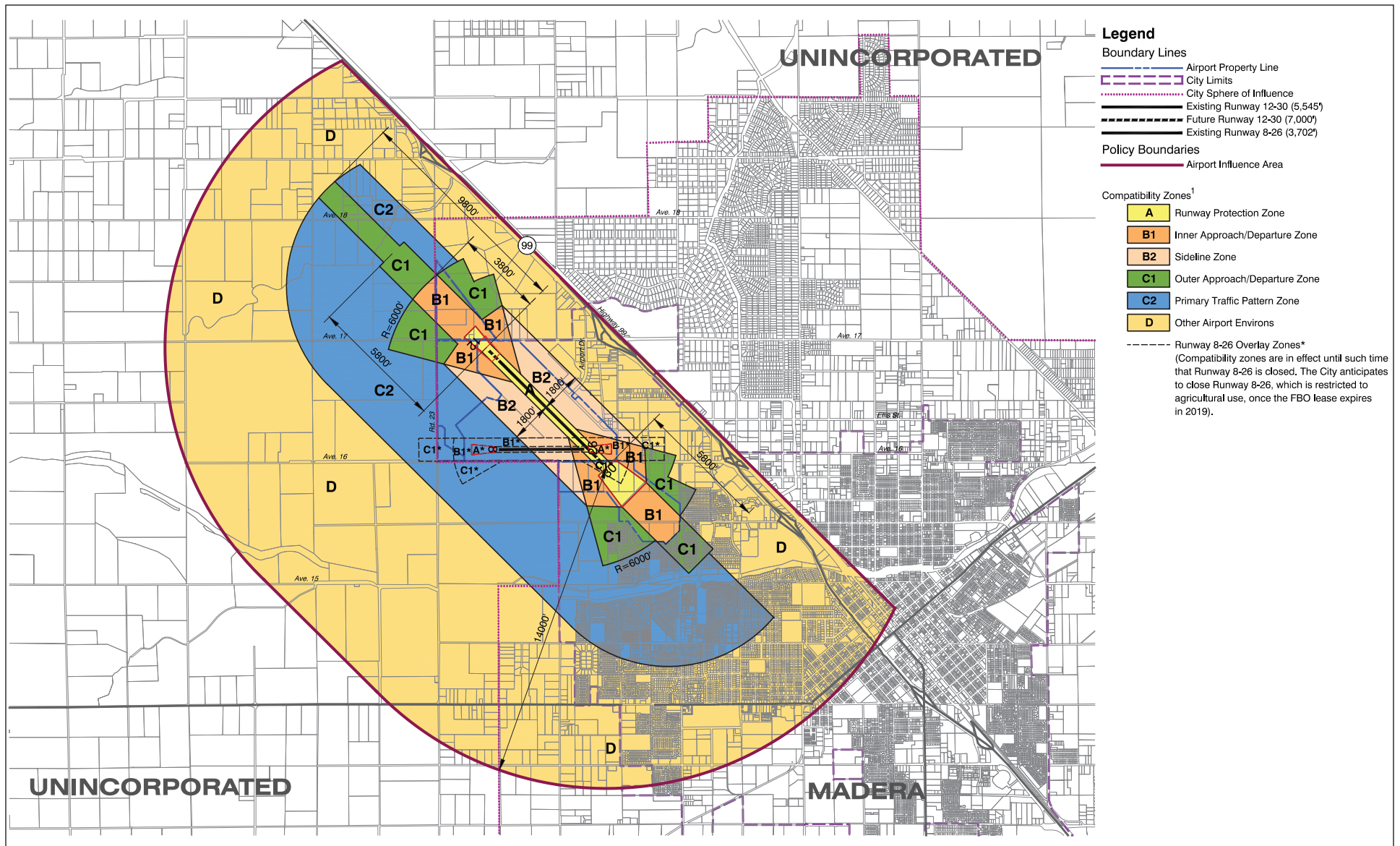
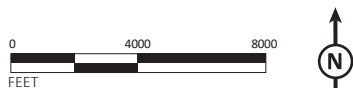


FIGURE 4.11-1

LSA



SOURCE: Madera Countywide ALUCP, 2015

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The Villages at Almond Grove Specific Plan EIR
ALUCP Compatibility Policy Map

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Madera County Transportation Commission. The Madera County Transportation Commission (MCTC) is the Regional Transportation Planning Agency (RTPA) and the designated Metropolitan Planning Organization (MPO). MCTC's efforts address regional issues relating to transportation, land use and urban form, housing, environment, economic development, regional public facilities, and climate change plans and programs that MCTC has adopted or participates in are described below.

2018 Regional Transportation Plan and Sustainable Communities Strategy. The MCTC is required to update the Regional Transportation Plan (RTP) to reflect the existing and future regional transportation system in Madera County. The 2018 update reflects the horizon or "planning" year of 2042, to ensure that the region's transportation system and implementation policies and programs in the RTP and in the Sustainable Communities Strategy (SCS) will safely and efficiently accommodate growth envisioned in the General Plan Land Use Elements of the Cities of Chowchilla and Madera and Madera County. As the RTPA and MPO for Madera County, MCTC is responsible for development of the RTP and the SCS.

San Joaquin Valley Blueprint. The MCTC works with the seven Regional Transportation Agencies of the additional counties within the San Joaquin Valley to implement the San Joaquin Valley Blueprint planning process. The San Joaquin Valley Blueprint planning process is a unique opportunity to work together to convey a regional vision of land use and transportation that will be used to guide growth in the San Joaquin Valley over the next 50 years. Through its public outreach and education component and technical data for local decision makers, the Blueprint provides a tangible opportunity to ensure the San Joaquin Valley remains a desirable place to live.

San Joaquin Valley Greenprint. The San Joaquin Valley Greenprint is a voluntary, stakeholder-driven project that provides agricultural, water, and environmental leaders with improved planning data and fosters regional collaboration on strategies that prioritize resource sustainability while enhancing economic prosperity. It focuses on the challenges and opportunities in non-urban land use planning, and how those rural decisions shape the region's economy and environment.

Local Policies and Regulations

City of Madera General Plan. Planning of the City of Madera is guided by the City of Madera General Plan. The Land Use Element of the City of Madera General Plan "establishes the pattern of activity the community would like to see develop in the years to come, and defines areas of the City for housing, business, industry, open space, recreation, education and other public services."

At approximately 1,900 acres, the Specific Plan represents the majority of the 2,763 acre "Village D: Northwest Madera" Plan Area – one of several planned growth areas in the form of "villages" identified in the City's General Plan Land Use Element. Villages are collections of 3 to 4 neighborhoods featuring a mix of residential housing opportunities (e.g., single-family detached and attached homes, apartments). At the center of each village is the "Village Center" composed

primarily of commercial uses (e.g., retail, offices, restaurants, services) intended to meet the daily needs of its service area. Residential uses are permitted in conjunction with retail and/or offices. Village centers are to be spaced 1.5 to 2 miles apart from one another serve an area of approximately 800 acres composed of a population of approximately 15,000.

Village D: Northwest Madera (Village D) is the collection of four neighborhoods with a village core planned along the Fresno River to create opportunities for commercial development integrated with park and open space amenities fronting the River, as shown in Figure 3-6 in Chapter 3.0, Project Description.

The majority of the Specific Plan Area is designated by the City of Madera General Plan Map as Village Reserve (VR). Additional land use districts within the Specific Plan Area include Village Mixed Use (VMU), Neighborhood Mixed Use (NMU), High Density Residential (HD), Medium Density Residential (MD), Low Density Residential (LD), Open Space (OS), and Resource Conservation/Agriculture (RC) (refer to Figure 3-6 in Chapter 3.0, Project Description).

All planning for areas designated as “VR” are required to follow the following 3-step planning process intended to provide progressively more detailed plans for the VR, neighborhoods and individual development projects:

- Step 1: Comprehensive Land Use and Implementation Planning
- Step 2: Detailed Neighborhood Plans
- Step 3: Development Proposals

Each step in the planning process may be initiated by the City or by a private or public applicant. Each step in the planning process must be completed as a prerequisite for the next step. However multiple steps may be undertaken simultaneously. While encouraged, areas not designated VR in the Village Planning Areas identified in the City’s General Plan Land Use Element are not subject to the 3-step process. As shown in Figure 3-6, in Chapter 3.0, Project Description, 1 of the 4 neighborhoods identified within Village D is not designated as VR. This neighborhood, which represents 882 acres, is within the City limits and is already either subject to housing construction or entitled for residential subdivision development.

Table 4.11.A, located under discussion of Threshold 4.11.2, contains a list of objectives that relate to land use in the General Plan.

4.11.2 Impacts and Mitigation Measures

The following section presents a discussion of the impacts related to land use and planning that could result from implementation of the proposed Specific Plan. The section begins with the criteria of significance, which establish the thresholds to determine if an impact is significant. The latter part of this section presents the impacts associated with implementation of the proposed Specific Plan and the recommended mitigation measures, if required. Mitigation measures are recommended, as appropriate, for significant impacts to eliminate or reduce them to a less-than-significant level. Cumulative impacts are also addressed.

4.11.2.1 Significance Criteria

The thresholds for impacts related to land use and planning used in this analysis are consistent with Appendix G of the State CEQA Guidelines. Development of the proposed Specific Plan would result in a significant impact related to land use and planning if it would:

Threshold 4.11.1 Physically divide an established community; or

Threshold 4.11.2 Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

4.11.2.2 Project Impacts

The following discussion describes the potential impacts related to land use and planning that could result from implementation of the proposed Specific Plan.

Threshold 4.11.1 Would the project physically divide 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 under the Specific Plan would add physical structures and features, such as 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, a few single-family homes, and several non-residential buildings and structures ancillary to the farmland operations. The existing roads that traverse the Specific Plan Area would not be removed as a result of implementation of the proposed Specific Plan, nor would implementation preclude travel through the Specific Plan Area. Land uses adjacent to the Specific Plan Area would not be restricted or divided from services and would continue to operate as they do in the existing condition.

The proposed Specific Plan is designed to improve and integrate existing on-site roads into the overall circulation network of the City. In addition, the improvements made to the Specific Plan Area as a result of the proposed Specific Plan, 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 proposed Specific Plan would not divide an established community and a less-than-significant impact would occur.

Significance Without Mitigation: Less than significant. No mitigation is required.

Threshold 4.11.2 Would the project cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

Development of the proposed Specific Plan in accordance with the General Plan would require consistency with various federal, State, and local plans, policies, and regulations. Many of the plans, policies, and regulations are addressed in various sections of Chapter 4.0 of this EIR. Policy conflicts

do not, in and of themselves, constitute a significant environmental impact. Policy conflicts are considered to be environmental impacts only when they would result in direct physical impacts or where those conflicts relate to avoiding or mitigating environmental impacts. As such, associated physical environmental impacts are discussed in this Draft EIR under specific topical sections, such as Section 4.4, Biological Resources, and Section 4.5, Cultural Resources and Tribal Cultural Resources, however, a discussion of certain land use plans, policies, and regulations that are applicable to implementation of the proposed Specific Plan are included below.

General Plan. The General Plan includes several policies that are applicable to the proposed Specific Plan. Table 4.11.A provides a comparison of the proposed Specific Plan's characteristics with all applicable policies included in the General Plan as they relate to land use issues. As discussed below, the proposed Specific Plan is generally consistent with the General Plan because the proposed Specific Plan implements a comprehensive land use plan that is required by Policy LU-34 of the General Plan. The majority of the Specific Plan Area is designated as Village Reserve that requires implementation of a specific plan prior to development. The proposed project includes a General Plan Amendment to remove the requirement of establishing a permanent agricultural buffer along the westerly edge of the Specific Plan Area. Upon project approval and amendment to the General Plan, the proposed Project would be consistent with the General Plan. Therefore, this impact is considered less-than-significant.

City of Madera Municipal Code. The City's Municipal Code implements the General Plan and ensures land use compatibility by defining the specific land uses permitted in an area based on the anticipated type of use, level of activity, hours of operation, and other factors. The Municipal Code also contains development standards that help to avoid or minimize incompatibilities related to noise and aesthetics. Implementation of the proposed Specific Plan would be subject to the provisions of the Municipal Code, which is used in conjunction with the General Plan to ensure redevelopment activities and future development is suitable and compatible with adjacent and nearby land uses, and is protective of the human health, safety, and welfare. The proposed Specific Plan would be adopted as a planning and regulatory document that is to guide the development of the Specific Plan Area. Upon adoption of the proposed Specific Plan, the Specific Plan must, as required by law, be consistent with the City's adopted General Plan. As a regulatory document, similar to the City's Zoning Ordinance of the City's Municipal Code, which specifies process, procedures, and measurable standards where applicable throughout the City, the proposed Specific Plan will serve as the regulatory ordinance (i.e., process, procedures, and standards) specific to only the development of the Plan Area. Upon adoption the Plan would prevail over the City's Zoning Ordinance specific to development within the Plan Area. As an ordinance regulating development of the Plan Area, the Specific Plan, where applicable, will be required to be compliant with the City's Municipal Code. Consequently, no environmental impacts are anticipated from the update of either document beyond what is addressed in this EIR. This impact would be less than significant.

Table 4.11.A: General Plan Policies Related to Land Use and Planning

Policy	Policy Language	Consistency Discussion
Policy LU-11	The City specifically envisions the establishment and maintenance of a greenbelt of agricultural and other open space lands around the urbanized portion of the Planning Area, outside the Growth Boundary, as shown on the Land Use Map. In addition to the maintenance of appropriate agricultural land use designations, the City encourages the use of Williamson Act contracts and similar mechanisms to ensure the maintenance of the greenbelt. Along the west edge of the Planning Area, the greenbelt is intended to be permanent, and the implementing mechanisms on the west edge should reflect that intent, including transfer of development rights, permanent conservation easements, etc. (See specific policies for Villages D & E for requirements to establish a permanent edge/buffer on the western boundary of these Villages).	Partially Consistent. The City's Urban Growth Boundary would be consistent with the boundaries of the proposed Specific Plan Area. As a result, the areas outside of the Specific Plan Area would function as a greenbelt of agriculture. Although the proposed Specific Plan would include setbacks along the boundary of the Specific Plan Area, the proposed Specific Plan does not include greenbelt areas along the boundary of the project. The City has no planning authority for areas outside of the City limits and, therefore, cannot ensure that existing agricultural land will be maintained as an agricultural greenbelt. Areas within the Specific Plan Area would serve to preserve open space. Areas include open space along the Fresno River, and recreational trail facilities located throughout the Specific Plan Area.
Policy LU-13	The City shall support the annexation of property to its boundaries for the purpose of new development only when it determines that the following conditions exist: 1) Sufficient public infrastructure, facilities, and services are available or will be provided in conjunction with new development; and 2) Demands on public infrastructure, facilities and services created by the new development will not result in reductions in capacity that is necessary to serve the existing city limits (including demand created by potential infill development), reductions in existing service levels within the city limits, or the creation of detrimental fiscal impacts on the City.	Consistent. The proposed Specific Plan implements the goals of the General Plan by providing urban growth areas to focus future growth. As the proposed Specific Plan is implemented, including the associated Infrastructure Master Plan that includes a Water Master Plan and Wastewater System Master Plan, the City will continue to evaluate public infrastructure, facilities, and services to ensure that adequate capacity is available to accommodate the growth.
Policy LU-14	All proposals to annex property into the City limits for the purpose of new development shall prepare a Public Facilities Financing Plan (PFFP) that articulates infrastructure and public facilities requirements, their costs, financing mechanisms, and the feasibility of the financial burden. The PFFP shall analyze backbone infrastructure and public service needs and funding capacity at the Village level, as defined in Figure LU-3 of the Land Use Element of this General Plan. (The Planning Process required for Village Reserve Areas in Policy LU-34 shall be sufficient to meet this requirement.) The cost of preparing the PFFP shall be shared proportionately among property owners in each Village, with the shares of any	Consistent. A PFFP that identifies infrastructure and public facilities requirements, and associated costs and financing mechanisms, will be included as part of the project approval of the proposed Specific Plan. Mitigation Measure LU-2.1 is included below to require completion and acceptance of a PFFP prior to approval of the proposed Specific Plan.

Table 4.11.A: General Plan Policies Related to Land Use and Planning

Policy	Policy Language	Consistency Discussion
	non-participating owner collected at the time of development and reimbursed to owner(s) who prepared the PFFP through a reimbursement agreement.	
Policy LU-17	<p>It is the policy of the City of Madera that any lands in the Planning Area outside of the City which are proposed to be converted from agricultural use should be annexed to the City before development. The City encourages the County to assist in the implementation of this policy by taking the following actions:</p> <ul style="list-style-type: none"> Discouraging the subdivision of unincorporated land within the Planning Area to parcel sizes less than twenty acres. Directing all new urban development within the Growth Boundary (development that would typically be expected to connect to community sewer and water systems) to annex into the City and by supporting annexation applications at the Local Agency Formation Commission. 	<p>Consistent. The land within the Specific Plan Area is primarily agricultural in nature, and once annexed into the City, would be converted to non-agricultural, urban land uses throughout implementation of the proposed Specific Plan.</p> <p>The development of the proposed Specific Plan would occur within the City's Urban Growth Boundary and after the Specific Plan Area is annexed into the City. Implementation of the proposed Specific Plan would ensure orderly growth and adequate infrastructure and public facilities and services to support the future population within the Specific Plan Area by establishing a land use plan, as shown in Figure 3-5 of the Project Description, and establishing financing and maintenance responsibilities through likely Development Agreements for long-term implementation and buildout.</p>
Policy LU-20	New residential development should be designed to avoid continuous blocks or clusters of dwellings that are connected only by streets, sidewalks, and hardscape. New development shall incorporate amenities which establish a sense of identity at the project or neighborhood level, create opportunities for community interaction, and enhance the visual appeal of the area. Features which accomplish these goals may include pathways, paseos, parks, community gardens, and other semi-public gathering places.	Consistent. The proposed Specific Plan establishes Development Standards and Design Guidelines to establish a cohesive neighborhood that provides a sense of identity by creating a compact mixed-use community, a diversity of residential building types, and walkable and bikeable streets that allow for a diverse, well-balanced community. The Specific Plan also includes public amenities, including parks, recreation areas, natural open space, and trails/paseos.
Policy LU-22	Single family developments need to provide functional outdoor recreational space. The space can be provided either on individual lots or more efficiently as aggregated local public spaces, creating features such as those described in Policy LU-20.	Consistent. The proposed Specific Plan includes approximately 165 acres of parks and public recreation throughout the Specific Plan Area. Outdoor recreational space would be provided in the form of community parks, neighborhood parks, pocket parks and trails.
Policy LU-34	<p>All planning for areas designated on the Land Use Map as "Village Reserve" shall implement the 3-step planning process described below:</p> <p>Step 1: Comprehensive Land Use and Implementation Planning</p> <p>Step 2: Detailed Neighborhood Plans</p> <p>Step 3: Development Proposals</p> <p>This planning process is intended to provide progressively more detailed plans for Village</p>	Consistent. All of the proposed Northwest, Southwest and northern half of the Southeast Neighborhood Plan Areas within the overall Specific Plan Area are identified as Village Reserve. The implementation of the proposed Specific Plan initiates this process identified in Policy LU-34 by completing Step 1 of this policy through the establishment of a comprehensive land use plan for the Specific

Table 4.11.A: General Plan Policies Related to Land Use and Planning

Policy	Policy Language	Consistency Discussion
	<p>Reserve areas, Neighborhoods, and individual development projects.</p> <p>The following general rules apply to this planning process:</p> <ul style="list-style-type: none"> Each step in the planning process may be initiated by the City of Madera or by another private or public sector applicant(s). Each step in the planning process must be completed as a prerequisite for the next step. However, multiple steps (1+2 or 1+2+3 or 2+3) may be undertaken simultaneously. As a general rule, the City would expect that a private applicant would submit a Comprehensive Land Use and Implementation Plan and its components (Step 1), together with a Neighborhood Plan (Step 2) for at least one neighborhood, as the initial submittal. At the Comprehensive Land Use and Implementation Plan and Neighborhood Plan level, the participation of all affected property owners is encouraged, but not required. A private sector applicant submitting either type of plan must include a list of all affected owners and their property(ies) and must show how their participation was sought. In some Village areas (as mapped and defined in this Land Use Element), the Village Reserve designation applies only to a portion of the Village. In this case, the process outlined below is required only for the Village Reserve areas, not to the entire Village. However, submitting plans that cover the entire Village is permitted. <p>In some Village Reserve areas, a Village Center is not required. See the detailed policies for the affected Village area (later in this Land Use Element) for further information.</p> <p>In addition to the required plans, maps, reports, etc., the City may at its discretion require other items as needed to address issues in any particular Village. These may include additional environmental analysis, traffic studies, biological studies, noise studies, etc.</p>	<p>Plan Area. The proposed Specific Plan establishes design standards and guidelines that would establish detailed neighborhood plans that would, in turn, result in development proposals subject to future discretionary actions.</p> <p>The implementation of the proposed Specific Plan has been initiated by the property owners in the Specific Plan Area. Future implementation of the proposed Specific Plan would occur only with voluntary participation by property owners.</p> <p>The proposed Specific Plan includes two village centers. One village center is to be positioned in the in the Southeast Neighborhood and the other is to be positioned in the Northwest Neighborhood. The village centers envisioned include ground-level retail, dining and entertainment uses, outdoor public spaces, connective walking and bicycle paths, and pedestrian-friendly streetscape amenities.</p>
VILLAGE D: SPECIFIC POLICIES	<p>The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.</p> <ul style="list-style-type: none"> All future development in this Village shall 	<p>Consistent. The proposed Specific Plan establishes orderly growth in the City's urban growth area and would conform to the City's Building Blocks principles by including a mix of land uses, implementing a circulation network</p>

Table 4.11.A: General Plan Policies Related to Land Use and Planning

Policy	Policy Language	Consistency Discussion
	<p>conform to the Building Blocks principles as described in this General Plan.</p> <p>In conjunction with village and neighborhood planning, a mechanism shall be established which creates a permanent agricultural buffer where the westerly edge of the Village abuts the Growth Boundary. This buffer shall average at least 400' in depth, with a minimum depth of 250', and must run continuously along westerly edge of the Village. No habitable structures are to be located within this buffer, although passive recreational opportunities (such as trails and community gardens) may be allowed. Alternative methods and designs to establish the buffer may be proposed, and including placing the buffer on either side of the Growth Boundary. Physical maintenance of the buffer shall be provided consistent with the design and function of the space.</p> <ul style="list-style-type: none"> The Village core area shall provide for an integrated mix of uses, including park and open space uses, along the river. Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions. Village and neighborhood planning shall provide for the alignment of the designated arterial collector which runs through the Village east and west (Cleveland Avenue), to bend to the south to provide circulation to the proposed village core located along the Fresno River. All development proposals within Village D shall comply with the provisions of the Airport Land Use Master Plan. The establishment of land use designations at the village and neighborhood levels, as well as the layouts of individual projects, shall reflect the allowable uses and densities in the Airport Land Use Master Plan. 	<p>to allow for connectivity across the City and throughout the Specific Plan Area, and a design that provides a livable, human-scaled community.</p> <p>The proposed Specific Plan does not identify a permanent agriculture buffer along the westerly edge of the Village that averages 400 feet in depth, with a minimum of 250 feet in depth. However, the proposed project proposes a General Plan Amendment to remove this requirement for an agricultural buffer. Approval of the General Plan Amendment would ensure that the proposed project is consistent with the General plan land use policies. .</p> <p>The proposed Specific Plan includes two areas of mixed land uses (Village Center) – one adjacent to and the other east of Road 23 in the southern portion of the Specific Plan Area near the boundary of the Specific Plan Area. These areas would include residential, commercial, and recreation and open space in areas of the Specific Plan Area closest to the Fresno River. The Village Center east of Road 23 envisioned as part of the proposed Specific Plan would be located in close proximity to the Fresno River would utilize the natural setting to include open space provide a trail system connection.</p> <p>The proposed Specific Plan continues the existing roadway network and would utilize Road 23, Avenue 16, and Cleveland Avenue that would provide access to mixed-use areas along the Fresno River.</p> <p>Development occurring within the Specific Plan Area would be required to be consistent with the ALUCP. As discussed below, land uses within the Specific Plan Area would be required to restrict and limit land uses as well as the intensity of land uses whereby prohibiting certain land uses and limit the number of inhabitants and employees within specific airport compatibility zones. Future discretionary projects would be required to conform with the ALUCP.</p>

Source: LSA (2020)

Madera Countywide Airport Land Use Compatibility Plan. The ALUCP contains individual compatibility plans for the Chowchilla Municipal Airport and the Madera Municipal Airport, the two public-use airports in Madera County. Under California Government Code Section 65302.3(a), general plans must be consistent with any airport land use plan adopted pursuant to Public Utilities Code Section 21675. The Madera County ALUC monitors compliance with ALUCP provisions. The Conceptual Land Use Plan, included as Figure 3-5 of the Project Description of this EIR, includes appropriate land use types and densities located within the airport zones to ensure consistency with the ALUC plan, and future development within the airport zones would be required to comply with the restrictions of the ALUC plan prior to approval both by law and per the General Plan. The Runway 8-26 Overlay Zones within the Specific Plan Area, as shown in Figure 4.11-1, would not apply because Runway 8-26 closed in early 2021. As a result, potential impacts related to implementation of the ALUCP would be considered less than significant.

The Cortese-Knox-Hertzberg Local Government Reorganization Act. The General Plan includes various objectives and policies to provide for the future orderly growth and development of the Planning Area. The proposed Specific Plan is located within the City's SOI and has been identified for future growth in the General Plan. Since the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs the establishment and revision of local government boundaries, implementation of the proposed Specific Plan, which requires annexation in the City prior to project approval, would provide for orderly growth to ensure that adequate services are available to serve the new development.

California Land Conservation Act. Potential impacts associated with the Williamson Act are provided in Section 4.2, Agricultural and Forestry Resources. Implementation of the Specific Plan would conflict with existing Williamson Act contracts. However, as discussed in Table 4.11.A, the proposed Specific Plan would implement growth as identified in the General Plan, and the General Plan includes Policy LU-11 and specific policies relevant to the proposed Specific Plan. Although implementation of the proposed Specific Plan would conflict with existing Williamson Act contracts, the lands with existing Williamson Act contracts would be required to cancel or not renew the existing contract prior to development. The potential inconsistencies identified between the County General Plan and the proposed Specific Plan would be resolved upon annexation of the Specific Plan Area into the City as required and would be supported by the City's General Plan policies. Therefore, impacts would be less-than-significant and no mitigation is required.

Madera County Local Agency Formation Commission. As identified above, the General Plan includes policies to provide for the future orderly growth and development of the Planning Area. This orderly growth would be consistent with LAFCO's objectives to encourage orderly formation of local governmental agencies, preserve agricultural land resources and to discourage urban sprawl. Policies LU-13, LU-14, and LU-17 would result in consistency with LAFCO's general policies by requiring annexation and implementation of the General Plan Building Blocks principles. Therefore, impacts would be less-than-significant and no mitigation is required.

Madera County Transportation Commission. The MCTC is required to develop and update the RTP-SCS, and works with other agencies to implement the San Joaquin Valley Blueprint and the

San Joaquin Valley Greenprint. These documents take into account development identified in the respective General Plans of jurisdictions, including the City of Madera and County of Madera. The proposed Specific Plan provides further direction for development identified in the City's General Plan. Therefore, implementation of the proposed Specific Plan would not be in conflict with the MCTC documents.

As discussed above, implementation of the proposed Specific Plan includes a General Plan Amendment that would remove the requirement to include a 400-foot agriculture buffer on the western edge of the Specific Plan Area. In order to ensure that a PFFP is implemented, Mitigation Measure LU-2.1 is included below. As a result, a less-than-significant impact would occur.

Level of Significance Without Mitigation: Potentially significant.

Impact LU-2: The Specific Plan would be inconsistent Policy LU-14 related to the preparation of a Public Facilities Financing Plan (PFFP).

Mitigation Measure LU-2.1: Prior to adoption of the Specific Plan by the City, a Public Facilities Financing Plan (PFFP) shall be completed by the project applicant and approved by the Community Development Director or designee. The PFFP shall identify all infrastructure and public facilities required to support the Specific Plan area and shall identify associated costs and financing mechanisms to fund these facilities.

Significance With Mitigation: Less than significant.

4.11.2.3 Cumulative Impacts

The proposed project would have a significant effect on the environment if it – in combination with other projects – would contribute to a significant cumulative impact related to land use and planning.

Adoption of the proposed Specific Plan would require annexation of the Specific Plan Area into the City prior to approval of subsequent development entitlements within the Plan Area. The proposed Specific Plan includes development standards specific to the Plan Area, which upon adoption would be required to be consistent with the City's General Plan and Municipal Code. As a result, this proposed Specific Plan would not contribute to cumulative impacts related to policy inconsistencies with City plans or policies intended to reduce potential environmental impacts.

As discussed above under Threshold 4.11.1, the proposed Specific Plan would not physically divide an established community. Considering that the proposed Specific Plan is anticipated to extend the urban fabric of the City at its peripheral, the proposed Specific Plan would not impact adjacent communities. The proposed Specific Plan is not expected to contribute to any cumulative division of the City or any established surrounding communities.

As discussed in Threshold 4.11.2, the proposed Specific Plan would be generally consistent with plans and policies applicable to the Specific Plan Area. The conversion of agricultural land to urban uses, as identified in the proposed Specific Plan, would be in conflict with the California Land

Conversion Act which encourages the preservation of agricultural lands; however, the potential inconsistencies identified between the existing agriculture uses of the Specific Plan Area, and the proposed Specific Plan would be resolved upon annexation of the Specific Plan Area into the City.

The proposed Specific Plan includes a General Plan Amendment that removes the requirement to establish a permanent agriculture buffer. Upon adoption of the proposed Specific Plan and approval of the General Plan Amendment, the proposed Specific Plan, in combination with other development would not be inconsistent with the General Plan, and a less-than-significant cumulative impact would occur.

Level of Significance Without Mitigation: Less than significant.

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