



ADMINISTRATIVE REPORT

File #: 23-283

Meeting Date: 4/5/2023

**Planning Commission Staff Report**

*Report Prepared by: Julie Nelson, Senior Planner, Development Services Department*

**SUBJECT:** General Plan Amendment #22-03 (Amended), initiated by Eric Pluim on behalf of Gateway Park Development Partners, LLC, property owners. This application involves a request to change the General Plan roadway classification from Divided Arterial to Collector for a portion of Mission Avenue from Coffee Street east to the end of the City Limits at Tower Road (extended)

**\*\*PUBLIC HEARING\*\***

**ACTION:** PLANNING COMMISSION:

Recommendation to City Council

- 1) Environmental Review #22-25 (*Addendum to General Plan EIR*)
- 2) General Plan Amendment #22-03

CITY COUNCIL:

Approve/Disapprove/Modify

- 1) Environmental Review #22-25 (*Addendum to General Plan EIR*)
- 2) General Plan Amendment #22-03

**SUMMARY**

This is an amended request to amend the General Plan Circulation Element by changing the roadway classification from Divided Arterial to Collector for a portion of Mission Avenue from Coffee Street east to the end of the City Limits at Tower Road (extended). This change is requested to improve the circulation for future development in the area. Staff is recommending approval.

**RECOMMENDATION**

Planning staff recommends that the Planning Commission recommend approval to the City Council of Environmental Review #22-25 (*Addendum to the General Plan EIR*) and General Plan Amendment #22-03 (including the adoption of the Draft Resolution at Attachment A) subject to the conditions in Exhibit A and the findings/considerations in Exhibit B of the Draft Resolution.

**DISCUSSION**

Gateway Park Development Partners is requesting the road classification for a portion of Mission Avenue be changed from Divided Arterial to Collector. The Planning Commission previously took action on this request, but subsequently, the applicant amended the request. The new request is to change Mission Avenue from Coffee Street east to the City Limits at Tower Road (extended) from a

Divided Arterial to a Collector Street (refer to the map at Attachment B). This section is adjacent to the Merced Gateway Marketplace southern boundary and extends east to the City Limit line at Tower Road (extended).

#### Project Description

Section 4.3.2 of *Merced Vision 2030 General Plan* provides guidance on road classifications and design standards. This section identifies different street types and classifies them by categories that reflect their importance and function.

The proposed change to the roadway classification for this portion of Mission Avenue would reduce the need for right-of-way and the improvements installed. Freeways are the highest level of roadway, with fully controlled access, high operating speeds and volumes, and highest design standards. Local streets and alleys are the lowest functional classification, with low speeds and volumes and direct access to adjacent property. Table 4.2 of the Circulation Element provides the different road classifications, amount of right-of-way needed, number of lanes provided, street intersection spaces, and parking. Below is an excerpt from this table showing the classification, the right-of-way, and the number of lanes. The full table is provided at Attachment C)

Road Classification	Right-of-Way	No. of Lanes
Expressway	150 ft.	4-6
Major Arterial	128 ft.	4-6
Arterial	128 ft.	4-6
Divided Arterial	118 ft.	4-6
Minor Arterial	94 ft.	2-4
Major Collector	68-74 ft.	2-4
Collector	68 ft.	2
Local	51-62 ft.	2
Transitway	Varies	2-6

Mission Avenue is currently designated as a Divided Arterial which would have a 118-foot-right-of-way with 4-6 lanes. The proposal to change the classification to a Collector would reduce the right-of-way to 74 feet which would provide two travel lanes (one in each direction), a bicycle lane, on-street parking, a park strip, and sidewalk on both sides of the street.

The need for this segment of Mission Avenue to be a Divided Arterial was diminished with the construction of Campus Parkway and the extension of Pluim Drive from Gerard Avenue south to Mission Avenue. The construction of the Mission Avenue Interchange as part of the Campus Parkway project eliminated direct access to Hwy 99 from Mission Avenue. The portion of Mission Avenue between Coffee Street and Hwy 99 became a dead-end with the construction of the interchange. That segment of Mission Avenue was vacated by the City in 2019.

The Merced Gateway Marketplace Shopping Center Master Plan shows two driveways on Mission Avenue. There is currently one constructed with the Tractor Supply project, east of the building

(Attachment D). The exact location of the second driveway has not been determined but would be located between the first driveway and Pluim Drive (extended). The Merced Marketplace Shopping Center is required to construct Mission Drive along its project frontage [Coffee Street east to Pluim Drive (extended)]. Each property owner to the east would also be required to construct Mission Avenue along their frontage at time of development. By changing the road classification, the amount of right-of-way needed is reduced. Thus, the number of improvements required is also reduced. The width of the paved area of the road would be reduced from 36 feet to 24 feet. This reduction in paving translates to cost savings for the Merced Marketplace project.

The land to the east of the Merced Gateway Marketplace is zoned Business Park (B-P) and Heavy Industrial (I-H) (refer to Location Map at Attachment B).

A traffic analysis has been provided to support the change in classification (Attachment F). This analysis included the entire section of Mission Avenue proposed to be changed. Therefore, staff is recommending approval.

Surrounding uses as noted in Attachment B.

Surrounding Land	Existing Use of Land	City Zoning Designation	City General Plan Land Use Designation
North	Vacant	P-D #74	Regional / Community Commercial (RC)
South	Vacant	County	Commercial Reserve (COM-R)
East	Vacant/Commercial	P-D #35	Thoroughfare Commercial (CT)
West	Vacant	BP	Business Park (BP)

Background

The project site was annexed into the City as part of the Weaver Annexation No. 1 in 1998, with proposed uses that included multi-family and retail commercial. Historical records indicate the property was used for row crops from 1946 until around 2005-2006.

In 2017, the City approved the Merced Gateway Marketplace Master Development Plan. This plan included over 600,000 square feet of commercial space, 178 multi-family dwelling units, and a site for a future fire station.

In 2018, the first commercial use was approved for the shopping center. This was for the development of the Arco AM/PM at the southeast corner of Campus Parkway and Coffee Street.

In 2019, a parcel map was recorded that created 7 individual parcels on the south side of Campus Parkway.

---

Since the approval of the Arco, the City has approved McDonald's, Tractor Supply, and Starbucks, all located on the south side of Campus Parkway, east of Coffee. The McDonald's, Tractor Supply, and Starbucks are currently open.

In 2020, the Site Plan Review Committee approved an increase in the number of multi-family units. This approval allowed an increase from 178 to 200 units. The multi-family portion of the project is located at the southeast corner of Gerard Avenue and Coffee Street. A parcel map was recorded to create a separate parcel for the multi-family development. The area dedicated to multi-family has since been sold to a different developer who will construct the multi-family housing.

The Planning Commission took action on General Plan Amendment #22-03 on January 18, 2023. However, subsequently, the applicant requested to extend the portion of Mission Avenue to be changed to include the portion of Mission that extends across the property owned by Merced Gateway, LLC (refer to property ownership shown on the Location Map Attachment B). After reviewing the request, the City determined it would be best to include all of Mission Avenue from Coffee Street to the City Limits at Tower Road (extended).

Findings/Considerations

Please refer to Exhibit B of the Draft Planning Commission Resolution at Attachment A.

**ATTACHMENTS**

- A) Draft Resolution #4111 - Refer to Att. 6 of Admin. Rpt. #23-219
- B) Location Map - Refer to Att. 1 of Admin. Rpt. #23-219
- C) General Plan Table 4.1 - Refer to Att. 2 of Admin. Rpt. #23-219
- D) Merced Gateway Marketplace Site Plan (portion) - Refer to Att. 3 of Admin. Rpt. #23-219
- E) Traffic Analysis - Refer to Att. 4 of Admin. Rpt. #23-219
- F) City Standard ST-2 (Collector Street) - Refer to Att. 5 of Admin. Rpt. #23-219
- G) Environmental Review - Refer to Att. 8 of Admin. Rpt. #23-219
- H) Draft Presentation - Refer to City Council Draft Presentation at Att. 10 of Admin. Rpt. #23-219