



Claribel Road



# **City of Riverbank General Plan**

## **2005 - 2025**



**INTRODUCTION..... IN-1**

Purpose of the General Plan..... IN-1

Vision and Guiding Principles ..... IN-1

    The Riverbank 2025 Vision..... IN-1

    Guiding Principles..... IN-2

Organization and Content ..... IN-4

Relationship to Previous General Plan ..... IN-6

General Plan Update Process..... IN-7

    Citizen Input ..... IN-7

    Vision and Guiding Principles..... IN-7

    General Plan Alternatives..... IN-8

**SETTING..... SET-1**

**LAND USE.....LAND-1**

Introduction ..... LAND-1

Key Issues ..... LAND-2

General Plan Buildout Assumptions ..... LAND-2

Land Use Classifications ..... LAND-4

Goals and Policies ..... LAND-15

Implementation Strategies..... LAND-20

**CIRCULATION .....CIRC-1**

Introduction ..... CIRC-1

Key Issues ..... CIRC-2

Circulation Design, Classification System, and Diagram ..... CIRC-4

Goals and Policies ..... CIRC-13

Implementation Strategies..... CIRC-18

**COMMUNITY CHARACTER AND DESIGN..... DES-1**

Introduction ..... DES-1

Key Issues ..... DES-2

Circulation Design, Classification System, and Diagram ..... DES-4

Goals and Policies ..... DES-12

Implementation Strategies..... DES-17

**ECONOMIC DEVELOPMENT..... ED-1**

Introduction ..... ED-1

Key Issues ..... ED-2

Goals and Policies ..... ED-5

Implementation Strategies..... ED-12



**CONSERVATION AND OPEN SPACE..... CONS-1**  
Introduction..... CONS-1  
Key Issues..... CONS-2  
Goals, Policies, and Implementation Strategies..... CONS-3  
Implementation Strategies ..... CONS-10

**SAFETY ELEMENT .....SAFE-1**  
Introduction.....SAFE-1  
Goals and Policies.....SAFE-1  
Implementation Measures.....SAFE-4

**NOISE ..... NOISE-1**  
Introduction..... NOISE-1  
Key Issues..... NOISE-3  
Goals and Policies..... NOISE-3  
Implementation Strategies ..... NOISE-7

**PUBLIC SERVICES AND FACILITIES ..... PUBLIC-1**  
Introduction..... PUBLIC-1  
Goals and Policies..... PUBLIC-2  
Implementation Strategies ..... PUBLIC-15

**AIR QUALITY ..... AIR-1**  
Introduction..... AIR-1  
Key Issues..... AIR-1  
Goals and Policies..... AIR-2  
Implementation Strategies ..... AIR-7  
Glossary..... AIR-10  
Acronyms ..... AIR-15

**LEGAL AUTHORITY ..... LEGAL-1**  
Legal Basis ..... LEGAL-1  
Land Use..... LEGAL-2  
Circulation ..... LEGAL-2  
Housing ..... LEGAL-2  
Conservation..... LEGAL-2  
Open Space ..... LEGAL-3  
Noise ..... LEGAL-3  
Safety ..... LEGAL-3  
Air Quality ..... LEGAL-4  
Changes in Relevant Law..... LEGAL-6

# TABLE OF CONTENTS



**GENERAL PLAN IMPLEMENTATION.....IMP-1**

- Use of General Plan ..... IMP-1
  - Amendments..... IMP-1
- Relationship to Other Policy, Plans, and Regulations ..... IMP-2
  - State ..... IMP-2
  - Local Government and Regional Agencies ..... IMP-3
  - Relationship to City Of Riverbank Plans and Regulations ..... IMP-10

**FIGURES**

- SETTING-1 Welcome Sign ..... SET-1
- SETTING-2 Farmland Outside of Riverbank ..... SET-1
- SETTING-3 Pastureland in Riverbank Planning Area..... SET-1
- SETTING-4 Del Rio Theater Sign..... SET-2
- SETTING-5 Stanislaus River in Riverbank Planning Area ..... SET-2
- SETTING-6 Farm outside Riverbank ..... SET-2
- SETTING-7 BNSF Engine on Railroad in Riverbank ..... SET-3
- SETTING-8 Downtown Riverbank..... SET-3
- SETTING-9 Bridge to River Cove ..... SET-3
- SETTING-10 Crossroads Entry Monument ..... SET-4
- SETTING-11 Home in Crossroads area of Riverbank ..... SET-4
- SETTING-12 Commercial Development along Patterson Road, Western Portion of Riverbank..... SET-4
- SETTING-13 Countryside and Habitat in Riverbank Area ..... SET-5
- SETTING-14 Monshein Industries ..... SET-5
- SETTING-15 Garcia’s Market..... SET-5
- SETTING-16 Newer Commercial Development ..... SET-5
- SETTING-17 City Water Tank ..... SET-6
- SETTING-18 Downtown Riverbank..... SET-6
- SETTING-19 Riverbank Community Center ..... SET-6
- SETTING-20 Jacob Myers Park ..... SET-7
- SETTING-21 Riverbank Welcome Sign on SR 108..... SET-7
- LAND-1 Neighborhood Centers. .... LAND-8
- LAND-2 Mixed-Use Development..... LAND-8
- LAND-3 Clustered Subdivisions..... LAND-10
- LAND-4 Land Use Diagram..... LAND-13
- LAND-5 360-Degree versus 180-Degree Access..... LAND-17
- CIRC-1 Riverbank General Plan Circulation Diagram..... CIRC-11
- DESIGN-1 Preferred – Provide Multiple Points of Access ..... DES-3
- DESIGN-2 To Be Avoided – Do Not Limit Access..... DES-3
- DESIGN-3 Connectivity Index..... DES-4
- DESIGN-4 Preferred – Separated Sidewalk or Trail..... DES-5
- DESIGN-5 To Be Avoided – Narrow Sidewalk without Separation..... DES-5
- DESIGN-6 Preferred – Median, Landscape Strip, Street Trees, Separated Sidewalk..... DES-5
- DESIGN-7 To Be Avoided – Wide Open Street with Little Character..... DES-5



## TABLE OF CONTENTS

DESIGN-8	Preferred – Allow for Multiple Points of Access .....	DES-6
DESIGN-9	To Be Avoided – Long Blocks with Walls that Prevent Access .....	DES-6
DESIGN-10	Preferred – Porch and Inviting Street Frontage .....	DES-8
DESIGN-11	To Be Avoided – Garage Dominated and No Usable Porch .....	DES-8
DESIGN-12	Preferred – Homes on Busy Streets Should Front on the Street and Have Larger Set Backs.....	DES-9
DESIGN-13	To Be Avoided – Sound Walls.....	DES-9
DESIGN-14	Preferred Examples – Use of Color, Building Materials, Floor Plan Layouts, Square Footages, and Roof-Lines .....	DES-11
DESIGN-15	Preferred – Finer Grained Scale.....	DES-12
DESIGN-16	To Be Avoided – Monolithic Building Surrounded by “Sea of Parking” that Dominates Environment. ....	DES-12
DESIGN-17	Preferred Examples – Internal Open Spaces in Multifamily Projects .....	DES-13
DESIGN-18	Preferred – Vertical .....	DES-14
DESIGN-19	To Be Avoided – Horizontal.....	DES-14
DESIGN-20	Preferred Examples – Public and Semi-Public Spaces.....	DES-15
DESIGN-21	Create Environments that Generate Pedestrian Interest and Comfort.....	DES-17
DESIGN-22	Front Entrance .....	DES-18
DESIGN-23	Side Parking .....	DES-18
DESIGN-24	Preferred – Public and Semi-Public Spaces.....	DES-19
DESIGN-25	Preferred Examples .....	DES-19
DESIGN-26	Preferred Examples – Retail Uses Facing and Opening Up onto Sidewalks and Plazas.....	DES-21
DESIGN-27	Require Shaded Parking Lots that Accommodate the Pedestrian .....	DES-21
DESIGN-28	Mitigate the Size of Larger Industrial Building through Design and Landscaping .....	DES-22
DESIGN-29	Preferred – Shaded Lot. To Be Avoided – A Sea of Asphalt .....	DES-23
DESIGN-30	Expand Upon Jacob Myers Park by Connecting to the Community by a Riverfront Trail System .....	DES-24
DESIGN-31	Maintain Views of the Stanislaus River .....	DES-25
DESIGN-32	Sustainable Energy Collection.....	DES-26
DESIGN-33	New Buildings Should be LEED Certified.....	DES-26
DESIGN-34	Encourage the Use of Skylights and Light Shelves.....	DES-27
DESIGN-35	Drainage Swale (left) and Pervious Paving Blocks and Bioswales Containing Native Vegetation to Store and Filter Water Run-off (right).....	DES-27
DESIGN-36	Gateway and Urban Design Streets .....	DES-29
CONS-1	City Limits and Sphere of Influence, 2007 .....	CONS-17
CONS-2	Area Subject to Scenic Highway 108 Agreement.....	CONS-18
IMPLEMENT-1	Future Specific Plan Areas .....	IMP-15

# TABLE OF CONTENTS

---



## **TABLES**

LAND-1	Land Use Change under 2005-2025 Riverbank General Plan .....	LAND-3
LAND-2	Riverbank General Plan Buildout Assumptions .....	LAND-5
CIRC-1	Level of Service Definitions .....	CIRC-4
CIRC-2	Typical Street Design by Classification and Type.....	CIRC-9
NOISE-1	Maximum Allowable Noise Exposure from Transportation Noise Sources at Noise-Sensitive Land Uses .....	NOISE-5
NOISE-2	Noise Level Performance Standards for New Projects Affected By, or Including, Non-Transportation Noise Sources .....	NOISE-6
NOISE-3	Noise Level Performance Standards for Non-Transportation Noise Sources .....	NOISE-7



---

# INTRODUCTION

---





---

# PURPOSE OF THE GENERAL PLAN

---

The fundamental purpose of this General Plan is to protect and enhance Riverbank's quality of life, and address important local concerns as the City grows and changes. The purpose of the General Plan is to achieve the vision of the community according to a set of guiding principles. Taken together, the General Plan Vision Statement and Guiding Principles describe the purpose and direction of the General Plan.

---

## Vision and Guiding Principles

---

Riverbank's General Plan Vision Statement is an expression of the public's broad, long-range view of the community's desired future. The Vision Statement expresses the hopes, dreams, and expectations for current and future generations of Riverbank residents.

The Vision Statement was created using information from several sources, but it focuses on key issues that enjoy consensus among Riverbankers. The Guiding Principles represent shared community values that will be used in moving toward the future vision. The Guiding Principles were used extensively in drafting updated policies of the General Plan.

When the City interprets the General Plan, it will be according to the Vision Statement and Guiding Principles.

---

### **The Riverbank 2025 Vision**

---

Riverbank in 2025 has a small-town character where residents can live, work, and play locally. The City has a thriving downtown that offers a variety of retail opportunities and services, and functions as the social and cultural heart of the community. Riverbank has a healthy and diversified industrial base served by its railroad, safe and walkable/bikable neighborhoods, and a wide range of employment and housing opportunities for its diverse population. Although we welcome automobiles, Riverbank is a place for PEOPLE. Those who choose not to drive can easily and safely walk, bicycle, or use public transit to get to work, school, shopping, or a local park. Riverbankers' strong sense of community identity is reflected in its public gathering places and activities, architectural variety, and the ways in



which the City's riverfront location, railroad-oriented history, agricultural heritage, and other unique qualities are celebrated in the built environment. Riverbank in 2025 has succeeded in creating a BALANCE between housing and jobs for its residents, commerce and industries that support the local economy, and the protection of agriculture and natural resources.

### Guiding Principles

**Small-Town Character:** Riverbank in 2025 will be a pleasant, quiet, friendly community with a distinct small-town character.

1. Public spaces in Riverbank where people can meet and interact with friends and neighbors are essential to our community.
2. Our neighborhoods are best served by attractive, safe, tree-lined, pedestrian-friendly streetscapes.
3. Our children should be able to safely walk or bike to school.
4. Downtown should be the social and cultural heart of our community, and must not be left behind as the City grows.
5. Small, locally-owned businesses are an important part of the unique character of Riverbank and essential to a healthy local economy.
6. Our streets and public spaces should be designed with people in mind, not only for the convenience of cars.
7. Commercial corridors, such as Patterson Road, should be attractive, unique, pedestrian-friendly centers of commerce to enhance the City's character.
8. Our City can grow without being overcome by traffic, noise, air quality, or other impacts that would sacrifice the small-town character.

**Community Identity:** In 2025, Riverbank's unique qualities will be enhanced through a balance between the built environment, the natural environment, and the working agricultural landscape.

1. The Stanislaus River is a wonderful community asset, the natural beauty and function of which we should protect as we increase public access to the River and its views.
2. Agriculture is important to our history, economy, and culture. Riverbank should remain an agricultural center for the region. We should conserve agricultural lands, nurture industries that rely on agriculture, market local agricultural goods, and increase the productivity of local agriculture through research and development.
3. Riverbank's historic roots in agriculture, the railroad, and the River, should be recognized, celebrated, and respected as we create the City's future.



4. Downtown should remain a walkable, pedestrian-scaled commercial center that best reflects our community's unique identity and our desire to maintain our small town image.
5. Riverbank should preserve open green spaces around the City to maintain a distinct identity and create buffers between urban and agricultural uses of land.

**Choice and Diversity:** In 2025, Riverbank will enjoy a variety of entertainment opportunities, retail and commercial services, housing types, job opportunities, and activity destinations that are easily accessible by car, transit, on foot, or bicycle. Choices and opportunities will be available to the greatest extent possible regardless of the physical or developmental abilities, needs, preferences, **backgrounds, and incomes** of our residents.

1. We value the opportunities to live, shop, work, and recreate locally if we choose.
2. We will design our community so that people can walk, bicycle, or use public transit if they choose not to drive.
3. Existing and future residents should have local housing choices that best meet their needs.
4. The City is, and will be, home to all generations. Riverbank is a community where children can grow, raise families, and stay in the community as they age.
5. We will encourage a diversity of jobs and economic opportunities as the City grows.
6. We value education and skills that provide residents an opportunity for economic advancement. Our schools are vital to the social and economic well being of Riverbank. We will seek employers who can offer living wages and well-paying jobs for our residents.

**Improved Quality of Life as the City Grows:** In 2025, growth and change have been managed to benefit existing and future residents.

1. Our City will benefit from an appropriate balance between housing, commerce, industry, circulation, and open spaces for agriculture and nature.
2. The future health of Riverbank requires that older neighborhoods be improved at the same time that new areas develop.
3. Those who benefit from development should compensate for the public costs of serving such development.
4. A healthy community requires that its citizens feel a sense of connection. Physical, economic, or social barriers that prevent us from living as one community should be removed whenever possible.



5. New development should increase, not impede, our sense of being connected as one community.
6. Our City government, guided by the public interest, should be an active leader in improving the quality of life in Riverbank.
7. Economic and fiscal sustainability are important to Riverbank's future and our citizens' quality of life. Development decisions should contribute to the economic health and fiscal sustainability of the City.

**Safe, Healthy, and Secure Environment:** In 2025, Riverbank's citizens will travel, work, live, and participate in activities confident of their personal and their families' safety and security.

1. Our community should provide for a diversity of safe and lawful economic, social, and civic opportunities for people of all ages to nurture and enhance each others' quality of life.
2. Our City should be safe and healthy for all our residents.
3. Community design should encourage people to look out for one another, to view and monitor public spaces, and to feel ownership and interest in our community's safety and security.
4. Pedestrians and bicyclists should be as confident in their ability to travel safely in Riverbank as do our drivers.
5. The air we breathe and the water we use affect our health and well-being. We want growth and development to maintain the high standards for the quality of our air and water.
6. Maintaining and improving our urban tree canopy is important to our air quality, climate, aesthetic enjoyment, and overall quality of life.

---

## Organization and Content

---

The Riverbank General Plan contains the seven mandated elements plus optional elements, as accommodated under State law. The General Plan includes a comprehensive set of Background Reports, which establish the context and setting for the General Plan and are hereby incorporated by reference. General Plan goals, policies, and implementation measures are provided in a separate volume. The following elements are included:

- **Air Quality Element (Optional)**

The Air Quality Element comprehensively addresses all aspects of air pollution and its effects within Riverbank, regionally, and globally. Public health aspects are included as a part of



this Element, but also addressed in the Safety Element. The Air Quality Element of the General Plan addresses the City's goals, policies, and implementation strategies for maintaining and improving air quality during and after the buildout of the General Plan.

- **Land Use Element (Mandatory)**

The Land Use Element integrates all of the opportunities and constraints information collected and analyzed as a part of the General Plan update, providing an overall land use plan for buildout of the City. This Element comprehensively addresses the type, location, extent, and intensity of different land uses in the Planning Area. The Element contains goals, policies, and implementation measures guiding land use and development and addressing the key land use planning issues for the City.

- **Circulation Element (Mandatory)**

The Circulation Element addresses traffic congestion and other important transportation issues in Riverbank. The Element presents a comprehensive Circulation Plan that addresses railroads, transit, bicycle and pedestrian transportation, and other modes, as well as motor vehicles and streets.

- **Community Character and Design Element (Optional)**

This Element addresses the aesthetic and functional characteristics of the built environment in Riverbank. The Element concerns itself with shaping an attractive, pedestrian-friendly, well-connected community that reflects unique local qualities in its architecture and urban design. The Element considers and addresses character and design issues brought forth by Riverbank residents during the General Plan Update process.

- **Conservation and Open Space Element (Mandatory)**

This Element addresses topics related to two mandatory General Plan elements: conservation and open space. Riverbank's General Plan addresses all locally relevant topics for these two elements in one combined Element.

The primary function of the Conservation Element is the management of natural resources. Key issues include habitat preservation, wetlands, potential mineral deposits, air and water pollution, and groundwater.

The primary function of the Open Space Element is the management and preservation of open space lands. Key issues include lands along the Stanislaus River, public health and safety in using open space lands, and potential habitat lands.

- **Economic Development Element (Optional)**

The Economic Development Element focuses on the jobs/housing balance in Riverbank, the diversification of the local economy, attracting quality jobs to Riverbank, and enhancing skills and work opportunities for Riverbank area residents.



- **Noise Element (Mandatory)**

This Element contains provisions for the protection of residents from the health and aesthetic problems associated with noise. The Noise Element provides an evaluation of existing future noise levels and noise standards for different land uses. In Riverbank, key noise generators are roadways, the railroad, and industrial uses.

- **Public Services and Facilities Element (Optional)**

The Public Services and Facilities Element evaluates existing sewer, water, storm drainage, and other utility facilities, as well as police, fire, parks, libraries, social services, solid waste collection, and schools. The Element projects future needs for these facilities and services. Key issues include the division of the City into multiple school districts, the need for more library and fire protection capacity, a more open and natural approach to drainage, and eliminating connections between the sewer and storm drainage collection systems.

- **Safety Element (Mandatory)**

The Safety Element identifies hazards that are to be considered in the development of future land uses. All locally relevant hazards are considered, including geologic hazards, flood zones, hazardous wastes, and fire hazards. Plans for emergency response are also examined.

---

## Relationship to Previous General Plan

---

The first general plan was adopted by the City of Riverbank on May 12, 1959 and consisted solely of a land use and circulation element. A countywide housing element, which included the City, was adopted by the City Council in January of 1970. In 1971, a water, sewer, and storm drainage element was adopted. In 1973, with the aid of the Stanislaus Area Association of Governments, the City's General Plan was amended to include all the required elements with the exception of the safety element. This final element was adopted on September 23, 1974.

Prior to the 2005-2025 update, the General Plan was last comprehensively updated in 1987. Some of the material from the 1987 General Plan is included in this updated General Plan. However, the bulk of the material in this General Plan is new. The goals, policies, and implementation measures presented throughout this document are necessary to address substantial changes that have occurred in Riverbank since 1987, including substantial urban development and continued development pressure. Many new issues have arisen since the time of the last update, primarily related to local and regional growth patterns. For the 2005-2025 General Plan update, the City also determined that the state-of-the art in planning and environmental analysis and policy development would be required to achieve the quality of life that Riverbankers desire.



---

# General Plan Update Process

---

The City and General Plan consultants met early in the process to define the work scope and set a General Plan Update schedule. After the overall work program was finalized, the General Plan team collected background information and prepared a series of background reports concerning each topic covered in the updated General Plan. The background reports include:

- Air Quality;
- Biological Resources;
- Cultural Resources;
- Economy;
- Hydrology and Water Quality;
- Land Use, Population, and Housing;
- Minerals;
- Noise;
- Public Services and Facilities;
- Safety; and,
- Circulation/Transportation.

Each background report was made broadly available via the City's web site, at City Hall, and at various General Plan related public hearings and meetings.

## Citizen Input

---

Community awareness was raised beginning with the commencement of the update process. The City held a communitywide open house at the beginning of the process to inform citizens about the General Plan process and also to gather initial input and ideas. City staff and consultants conducted extensive outreach including visiting local schools and churches, holding public workshops at City Hall or the Community Center, collecting input from an email list serve, web site communications, and through various other methods.

Community input from the first phase of public outreach was summarized for the decision makers (Planning Commission and City Council) at a June 16<sup>th</sup>, 2005 public workshop. The City followed up with a series of joint workshops on land use and circulation alternatives, soliciting input by various methods throughout this process.

Stakeholder outreach involved property owners; interested land development groups; elected officials; community groups and organizations; community leaders; government agencies; neighborhood and business associations; and, other pertinent stakeholders.

## Vision and Guiding Principles

---

After completing the initial phase of citizen and stakeholder outreach and compiling the General Plan background information, City staff and consultants summarized the consensus viewpoints in a General Plan Vision and Guiding Principles document. This Vision and



Guiding Principles document was officially adopted by the Planning Commission on July 18, 2006. The results of the visioning process are discussed above in the Vision Statement and Guiding Principles section of this chapter.

The Vision and Guiding Principles were used to draft several conceptual land use and circulation alternatives, which represent different paths to achieving the community's vision. Alternatives are broad, conceptual representations of future growth that focus mainly on land use and circulation (transportation).

A multi-media outreach program continued to inform and update the Riverbank community about input opportunities and milestones that were occurring throughout this process. Many public workshops were held in the alternatives phase of the General Plan update. These workshops provided a forum for citizens and stakeholders to have their questions answered, and also to continue providing input to staff and decision makers. Several joint study sessions were held with the Planning Commission and City Council. Maps and planning documents were created to inform the General Plan process on issues ranging from biological resources to current land use. Also at this stage in the process, the City's web site contained frequent updates on the process and notice of scheduled events related to the General Plan update. An email distribution list was also used to disseminate documents, updates, and other information supporting the process.

---

### **General Plan Alternatives**

---

On February 15, 2006, staff presented the Planning Commission and City Council with three conceptual land use and circulation alternatives for consideration, deliberation, and direction (Alternatives 1, 2, and 3). Staff and consultants reworked the alternatives based on decision maker and public input. The Planning Commission and City Council elected to lengthen the schedule by roughly eight months to facilitate additional public workshops and encourage substantial additional public input regarding a preferred alternative. Alternative 4 was presented at a March 30, 2006 public workshop. Land use and circulation concepts were discussed further at a May 18, 2006 public workshop. At a June 20, 2006 public workshop, a Staff Recommended Preferred Alternative was presented to the joint body for consideration, public input, and direction to staff. The Planning Commission and City Council expressed support for the concepts presented in the Staff Recommended Preferred Alternative.

The Planning Commission further considered Land Use and Circulation conceptual alternatives during a July 18th, 2006 public hearing. As a part of that hearing, the Planning Commission recommended to the City Council for adoption the Staff Recommended Preferred Alternative (also known as Alternative 5). The City Council adopted a Preferred Alternative at an August 14, 2006 hearing.

There are several key ideas that were included in all alternatives, based on unanimity of public opinion and decision maker direction. A description of these concepts follows.



### **PARKS**

Based on input from the public and decision makers, new parks will involve the integration of a variety of types and sizes of parks throughout new growth areas, including “tot lots,” picnic areas, public greens, public plazas, neighborhood parks, town squares, linear parks, and community parks. The different parks will provide a variety of improved facilities. While community parks would have sports fields and other facilities, tot lots would have play equipment and picnic tables. The smaller parks would be integrated closely into residential and mixed-use parts of the community so that most residents are within walking distance of a variety of parkland.

Parkspace will be integrated into residential areas, commercial and civic areas, and mixed-use areas. Neighborhood centers will accommodate parkspace in the form of public plazas, neighborhood greens, or other types of parks that have passive recreational opportunities. Joint-use arrangements with school districts will be pursued, where possible, to help provide additional public gathering places.

Modesto Irrigation District rights-of-way and other linear corridors will become pedestrian and bicycle greenways. A greenway along the Stanislaus River could connect new growth areas west of the current City limits with existing developed areas and downtown. The General Plan will specify potential pedestrian/bicycle crossing points over the Stanislaus River to Jacob Myers Park. A western pedestrian bridge could connect future growth areas with this Park. A central bridge near downtown could connect downtown and existing residential areas with Jacob Myers Park.

### **HIGHWAY 108 DESIGNATION**

Each alternative assumes that State Route 108 could be re-designated. In planning this new route in the southern portion of the Planning Area, the City will recognize Caltrans’ need to limit access, Caltrans’ need for acceptable level of service (a measure of traffic congestion), and Caltrans roadway standards in designating land uses, establishing access standards, and designing traffic impact fee programs and improvement plans. The City will continue to coordinate with other jurisdictions in the County to establish a regional funding mechanism to supplement State funding for roadway improvements to create this new regional expressway facility.

The City, with designation of a different Highway 108 corridor, would regain control of Patterson Road (current State Highway 108) as a local street. With this discretion, the City will encourage more efficient use and reuse of properties along Patterson Road, between downtown and Oakdale Road. The remaking of the Patterson Road corridor would incorporate pedestrian friendliness. Patterson Road would be remade into a safer and more walkable, mixed-use district, with a more attractive streetscape that includes additional landscaping. A pedestrian theme would continue along Patterson Road through the center of the City and into the new growth area in the eastern portion of the Planning Area. Housing would be added along Patterson Road and the existing large expanses of parking could be reduced and/or rearranged to improve the aesthetics, vibrancy, and function of this area. These same ideas would be pursued along Patterson Road as it bends northward and then eastward to become Callander Avenue and then Atchison Street, with streetscape



improvements, pedestrian and bicycle facilities, and incentives for commercial and residential revitalization.

### **BRIDGES OVER THE STANISLAUS RIVER**

All alternatives could create the need for a new or expanded bridge over the Stanislaus River. Depending on where new Riverbank residents work, the capacity of the existing bridges over the Stanislaus River may be taxed during peak-demand periods. The bridge at McHenry Avenue is planned to be expanded to accommodate existing traffic, as well as future anticipated regional growth. The City anticipates the need for pedestrian and bicycle facilities over the river, and potentially, wastewater conveyance facilities.

### **OFFICE/MIXED-USE OPPORTUNITY ALONG CALIFORNIA AVENUE**

The eastern portion of the Riverbank General Plan area is currently underserved by commercial development. To allow opportunity for live-work units (dwellings with spaces for offices) and other small-scale commercial uses, the General Plan would establish a mixed-use land use designation for properties along California Avenue, which may develop concurrently with other projects and plans for east Riverbank.

### **INDUSTRIAL / BUSINESS PARK**

Each alternative identifies an area for future industrial and business park uses. This area is on the southeastern outskirts of the City near the railroad line and existing industrial uses, including the decommissioned Riverbank Ammunition Plant. The City will promote re-use of industrial land downtown for retail, housing, offices, public spaces, and other land uses that are more compatible with the overall environment downtown. The City will assist industries that wish to move out of downtown, providing opportunities in the southeastern part of the Planning Area. Portions of the industrial / business park area near existing or future residences or other sensitive uses will have design requirements that would address any land use compatibility issues. Industries to locate in this part of the City could be “wet” or “dry,” subject to water supply and infrastructure studies and planning.

### **CENTRAL PUBLIC PLAZA**

Any alternative could accommodate a central public plaza area near downtown. The plaza idea would be developed in concert with traditional Latino/European ideas relative to design and function. The plaza could be a public or public/private venture and would provide residents with a new central public gathering place.

### **AFFORDABLE HOUSING**

California State Housing law requires each community to plan for its fair share of housing that is affordable to the full range of income groups. Cities and counties prepare a Housing Element, as a part of the General Plan, to describe housing needs, constraints, and local resources, as well as the City’s approach to meeting affordable housing needs.



Riverbank could, during the General Plan Planning Period, experience four Housing Element cycles, each with a regional housing needs allocation reflective of population levels. Regional allocations are impossible to predict. However, it is important for the City to plan ahead to make compliance with State housing law possible during this General Plan Planning Period.

### **STREETS AND INTERSECTIONS**

All the alternatives have a need for a well-designed circulation system that accommodates pedestrian and bicycle travel, in addition to vehicular travel. Any new streets and parking areas developed during the General Plan time horizon will be thoughtfully designed, inviting public spaces that complement and do not dominate the urban environment. Narrow, tree-lined streets with planter strips and adequate pedestrian and bicycle facilities will be required in new development areas, consistent with Riverbank's General Plan Vision and Guiding Principles document. (Please refer to Guiding Principles dealing with small-town character; choice and diversity; and safe, healthy, and secure environment).

Development projects in the City will be served with a street network that promotes connectivity and free movement of automobiles, bicyclists, and pedestrians (refer to Guiding Principles addressing choice and diversity; improved quality of life; and safe, healthy, and secure environment).

In summary, streets will:

- **Provide connectivity.** New development projects will not simply feed into the nearest arterial roadway, but will instead provide frequent through connections to adjacent development areas and street stubs to accommodate future through connections. Connectivity can be accomplished using a variety of street layouts (see inset figure), which have various pros and cons. Cul-de-sacs are permitted only where exterior lot line configurations offer no alternatives for connection or through traffic.
- **Be Pleasant Public Spaces.** Be designed with the recognition that they are the most prevalent public space in the community and scaled to the pedestrian, providing sidewalks on each side. Private streets and gated communities are not permitted.
- **Be Respectful in Terms of Scale.** New roads will be designed to be only as wide as necessary, while providing adequate access.
- **Provide a Street Canopy.** Streets will be designed with trees planted in a manner appropriate to the street's function. Commercial and mixed-use areas will have street trees that complement building façades and shade the sidewalk. Residential streets will provide for an appropriate canopy, which shades both the street and sidewalk, and serves as a visual buffer between the street and the home.
- **Be context sensitive in design,** avoiding excessive cuts and fills and removal of significant trees and vegetation.



- **Be safe and efficient for all users.** The use of traffic calming devices such as raised intersections, lateral shifts, and traffic circles are encouraged as alternatives to conventional traffic control measures.
- **Be the focus of buildings** – all buildings will front or side onto public streets – all new buildings will appropriately “address” the public right of way.

Segments of straight streets will be interrupted frequently by intersections designed to:

- Disperse traffic flow and reduce speeds, eliminating the creation of de-facto collector streets with high-speed, high-volume traffic
- Terminate vistas with a significant natural feature, a building, a park or other public space, or some other unique feature

### STORM DRAINAGE

Streets, driveways, and parking lots are a significant source of stormwater runoff and potential water pollution. Some areas of Riverbank discharge directly into the river and some areas drain into basins. As noted in the biological resources technical background report for the General Plan update, the majority of Riverbank’s important biological resources and habitats are associated with the Stanislaus River. Water resources were identified as the most important environmental asset by resident participants in General Plan public workshops.

The traditional method of runoff disposal by pumping into irrigation canals can create problems when pollutants become concentrated in drainage facilities and cause groundwater pollution or when canals empty into the Stanislaus River. Downstream impacts to the San Joaquin/Sacramento river delta area are an important consideration in planning and resource management for jurisdictions up and down the valley.

As an alternative to a closed and piped system, stormwater management can also employ a more open and natural approach that uses vegetated swales, stormwater cascades, and small wetland ponds to mimic the functions of nature that have been lost to urbanization. This approach is widely known as Natural Drainage System (NDS). Any of the alternatives could be developed using a more open system for stormwater management that emphasizes infiltration and decentralized treatment (rather than traditional piped approaches that quickly convey stormwater to large centralized treatment facilities). These systems can be less expensive to construct, as well as providing water quality benefits. The objective of the NDS is to reduce pollutants reaching receiving water bodies through infiltration, filtering and bioremediation using soils and vegetation, with a focus on suspended solids, temperature, and other pollutants generated roads and other urban elements.

### GENERAL PLAN

The City chose a final list of elements for the General Plan after considering multiple potential optional elements. The required and optional elements included in the General Plan are listed above in the Organization and Content section of this chapter.



---

# SETTING

---





**SETTING-1**  
Welcome Sign



**SETTING-2**  
Farmland Outside of Riverbank



**SETTING-3**  
Pastureland in Riverbank Planning Area

Riverbank is located in the northern portion of the San Joaquin Valley in central California. The San Joaquin Valley is the southern section of the Central Valley. The San Joaquin Valley centers geographically around the San Joaquin River. The San Joaquin River flows from south to north and into the Sacramento River east of San Pablo Bay. East of Riverbank and the rest of the valley are the Sierra Nevada foothills and mountains. Between the valley and the Pacific Ocean are the Coast Ranges. Throughout its history, the valley has been a primarily agricultural area, as it still is. However, the valley has been one of the most rapidly growing portions of the state in the recent past. Urban growth has drastically changed the metropolitan centers of the valley and other formerly small cities within commuting distance of these metropolitan centers and of the San Francisco Bay Area to the west. The metropolitan centers of the San Joaquin Valley include Stockton, Modesto, Fresno, Bakersfield, Merced, and Visalia. Another growing metropolitan area in the vicinity is Sacramento, located in the southern Sacramento Valley (the northern section of the Central Valley).

Riverbank is located just north of Modesto along the southern bank of the Stanislaus River in Stanislaus County. The Stanislaus River, which is adjacent to Riverbank and gives the City its name, forms the boundary between Stanislaus County and San Joaquin County to the north. Near the east end of Riverbank, Stanislaus County extends north beyond the Stanislaus River. The Stanislaus River is one of multiple rivers in the valley that flow west from the Sierra Nevada mountains into the San Joaquin River.

Downtown Riverbank lies approximately seven miles north-northeast of downtown Modesto, the seat of Stanislaus County government. The southern extent of Riverbank's city limits now lies only approximately one mile north of the developed area of Modesto. The two cities are directly adjacent to one another in areas along Claribel Road. The next closest major city to Riverbank is Stockton, which is approximately 25 miles northwest of Riverbank. Other incorporated cities near Riverbank include Escalon, Oakdale, Ripon, Waterford. Unincorporated towns near Riverbank include Salida and Empire.



**SETTING-4**  
**Del Rio Theater Sign**



**SETTING-5**  
**Stanislaus River in Riverbank Planning Area**



**SETTING-6**  
**Farm Outside Riverbank**

The two major vehicular transportation corridors in the San Joaquin Valley are Interstate 5 (I-5) and State

Route 99 (SR 99), both of which run north and south through the length of the valley. I-5 traverses the western end of the valley. It is located approximately 20 miles west of Riverbank. I-5 links San Diego and Los Angeles to the valley. It continues north through Stockton and Sacramento to exit the state to the north and continue on past Seattle. SR 99 is located approximately nine miles west of Riverbank. This highway connects many of the cities of the San Joaquin Valley. It begins at I-5 in the southern end of the valley and travels through Bakersfield, Fresno, Madera, Merced, Turlock, Modesto, Manteca, Stockton, and Lodi. It passes through Sacramento and rejoins I-5 in the northern section of the state. The main highway linking this section of the San Joaquin Valley to the Bay Area is Interstate 580 (I-580). I-580 starts at I-5, just south of the city of Tracy, and crosses the Altamont Pass into the Bay Area. There are many smaller east-west highways in the San Joaquin Valley, including SR 108 and SR 120, both of which pass through the Riverbank area. SR 108 begins in Modesto and travels north and east through Riverbank and Oakdale, then east into the Sierra Nevada mountains. SR 120 links travelers heading west from Yosemite National Park, aligning with SR 108 through the foothills and into Oakdale. SR 120 then turns west from Oakdale and continues through Escalon, Manteca, and Lathrop to I-5.

The Riverbank Planning Area consists of the city of Riverbank, unincorporated areas just west and just east of the city, and Jacob Myers Park. Jacob Myers Park is located across the Stanislaus River in San Joaquin County (the park is not in the City limits as it is in another county, but it is owned and operated by the City). The Planning Area, like the City limits, does not stretch south of Claribel Road, but it stretches east past Eleanor Avenue and as far west as McHenry Avenue.

# SETTING



**SETTING-7**  
**BNSF Engine on Railroad in Riverbank**



**SETTING-8**  
**Downtown Riverbank**



**SETTING-9**  
**Bridge to River Cove**

The Burlington Northern Santa Fe Railroad (BNSFRR) runs north and south through the city, and SR 108 runs east and west through the city. Just east of the BNSFRR and south of the river is downtown Riverbank.

Predominately pre-World War II residential neighborhoods with gridded street patterns lie east, south, and west of downtown, and in the small area between downtown and the river. Predominately post-World War II residential neighborhoods lie west and south of these areas, and northwest of downtown in the River Cove area. Much of the newest residential development in the city is in the southwest section of the city, in the area known as Crossroads. Industrial development is concentrated along the railroad corridor.

Commercial development is concentrated downtown and along SR 108, but there are large new commercial development projects that have been developed in the Crossroads area in the southwest corner of the city. Parks, schools, and other public and institutional uses are distributed throughout the City. The Planning Area outside of the city mainly consists of agricultural and rural residential uses with scattered commercial, industrial, and other uses, similar to much of rural Stanislaus County. Within the Planning Area but outside of the City limits is the City's current Sphere of Influence, which consists of two separate areas. One centers on the BNSFRR and Claus Road, to the south and east of the current City limits. The other area is east of the City limits and is bounded by the City limits, Mesa Drive, Eleanor Avenue, and Kentucky Avenue.

Much of the woodland and riparian habitat in the Riverbank area is located in the Stanislaus River corridor. Agricultural fields, orchards, and grassland habitats comprise much of the rest of the non-urban environment in the Riverbank vicinity.



**SETTING-10**  
**Crossroads Entry Monument**



**SETTING-11**  
**Home in Crossroads Area of Riverbank**



**SETTING-12**  
**Commercial Development Along Patterson Road, Western Portion of Riverbank**

Major east-west streets in Riverbank include Atchison Street (which is SR 108 downtown and on the east side), Patterson Road (which is SR 108 on the west side), Kentucky Avenue, Morrill Road, Crawford Road, and Claribel Road. Major north-south streets include Oakdale Road, Roselle Avenue, Terminal Avenue, First Street, Claus Road, and Callander Avenue (a short section of SR 108).

Riverbank had a population of 8,547 in 1990, 15,826 in 2000, and 21,757 in 2008. Stanislaus County had a population of 370,522 in 1990, 446,997 in 2000, and 525,903 in 2008. In 2000, Riverbank's population was approximately 48 percent white; 46 percent Hispanic; one percent black; one percent Native American; one percent Asian or Pacific Islander; less than one percent other races, and; two percent two or more races (Hispanics in this count are excluded from all other listed groups).

Manufacturing is an important part of economic activity in Riverbank and the city is still mainly surrounded by agricultural operations. However, since 1990, Riverbank's labor force has shifted toward service/retail industries and away from manufacturing and agriculture. In 2000, 48 percent of Riverbank's employed residents 16 years old or older worked in retail and trade, 18 percent in manufacturing, six percent in agriculture, forestry, fishing, and hunting, and five percent in wholesale trade. All other industries employed less than five percent of Riverbank's residents.

Riverbank had 2,980 jobs as of 2002, a 76-percent increase since 1994. Over 2,000 of these jobs are in retail trade/food service, manufacturing, and administrative support (headquarters).



---

**SETTING-13**  
Countryside and Habitat in  
Riverbank Area



---

**SETTING-14**  
Monshein Industries



---

**SETTING-15**  
Garcia's Market



---

**SETTING-16**  
Newer Commercial Development



There are multiple important public facilities in Riverbank serving the local community. These include the Riverbank Unified School District schools: Rio Altura Elementary, California Avenue Elementary, Cardozo Middle, and Riverbank High.

Riverbank City Hall, Riverbank Library, the Stanislaus Consolidated Fire Protection District station, and Riverbank Police Services are all important public facilities located downtown.

---

**SETTING-17**  
City Water Tank



---

**SETTING-18**  
Downtown Riverbank



---

**SETTING-19**  
Riverbank Community Center

# SETTING

---



Multiple parks are located throughout the City, the largest of which is Jacob Myers Park. Water, sewer, storm drain, electric, natural gas, and communication lines all crisscross the City and connect local residents with these services.



---

**SETTING-20**  
Jacob Myers Park



---

**SETTING-21**  
Riverbank Welcome Sign on SR 108



---

# LAND USE

---





---

# INTRODUCTION

---

The Land Use Element guides land use change in the City's Planning Area. As new residences, stores, industries, government buildings, schools, parks, and other land uses are proposed, the City will refer to the Land Use Element to make sure that these projects are developed consistent with the policies contained herein. Consistent with Government Code Section 65302(a), this Land Use Element designates the proposed distribution and general location and extent of land for housing, business, open space, recreation, education, public buildings and grounds, and other categories of public and private uses of land. This Land Use Element also establishes the allowable density and intensity of development within the Planning Area.

This Land Use Element has been prepared specifically to support, and be supported by goals and policies throughout the rest of the General Plan. The Land Use Element provides standards for density and intensity of development that are used in planning the design capacity and location of roads and other transportation facilities, as described in the Circulation Element. The land use array also dictates, to a great degree, the type, amount, and location of public services and facilities that will be required, according to the standards in the Public Services and Facilities Element. Areas reserved for open space and conservation of natural resources are reflected in the Land Use Element. The City's goals for accommodating alternatives to vehicle travel – goals that are included in the Circulation and Air Quality elements – can only be achieved if specifically supported by the City's land use policies. The land use diagram must be designed to incorporate and support the various narrative goals and policies throughout the General Plan. In many ways, the Land Use Element establishes the context for goals and policies that are contained throughout the General Plan.

Although in State law (California Government Code, sections 65300 – 65303.4) each element of a general plan has equal weight and force of law, the land use element is, in some ways, the most fundamental chapter of most local general plans. Through the establishment of standards for land use and urban development intensity, the land use element of the typical general plan has substantial "ripple" effects throughout the plan.

This Land Use Element summarizes some of the key land use issues facing Riverbank, provides buildout assumptions for land use change during this General Plan time horizon, describes and illustrates the location of future land uses, and outlines the goals and policies the City will use in implementing the Land Use Element.

For issues related to flooding, please refer to the Safety Element. For issues related to public facilities and services, please refer also to the Public Services and Facilities Element.



---

## Key Issues

---

During the extensive public outreach conducted to support this General Plan update, several key land use issues emerged. As City staff asked the community to envision what Riverbank should look like in 20 years, many of the comments were related to observations of recent growth trends in the region. There is a palpable concern among the public about the impacts of rapid population growth. Among other issues, key concerns relate to traffic congestion, housing affordability, loss of open space and rural character, and development of the fringe at the expense of redevelopment and revitalization downtown. Participants in General Plan workshops and other public events indicated that, in the future, growth in the City should be managed in way that benefits the entire community. Also among the primary concerns of the public and decision makers was the exclusive emphasis in recent years on single-family housing construction, without a balance of stores, employment, civic institutions, apartments and more compact housing choices, and other land uses that make up a complete community. Issues, such as pedestrian and bicycle accessibility, the need for a variety of housing types, unique design and community identity, and public safety were frequently mentioned as priority issues for this General Plan.

“Balance” became a useful organizing principle for land use planning in Riverbank during the General Plan update process. This term has broad application for land use policy development. Balance can refer to a locally appropriate match between housing and jobs; a balance among housing types to fit the needs of the local population; an appropriate balance between economic, environmental, and social goals in managing land use change; increased balance and diversity among economic sectors; a balance in transportation mode choices; and balance, geographically, of new development in the Riverbank Planning Area (western Riverbank, eastern Riverbank, and infill opportunities in and around downtown).

The goals, policies, and implementation measures that follow focus on the community’s priority land use issues.

---

## General Plan Buildout Assumptions

---

Based on the assumptions developed during the General Plan update, the Planning Area<sup>1</sup> at buildout (2025) would accommodate a population of approximately 52,500, which is an increase of approximately 140 percent over the estimated 2008 population of 21,757 (Table LAND-1).<sup>2</sup>

Approximately 10,700 new dwelling units could be accommodated during the General Plan time horizon, as well as schools, parks, retail and commercial services, industrial and office development, and other land uses. Approximately 3,300,000 square feet of commercial

---

<sup>1</sup> The “Planning Area” is the geographic area with City of Riverbank General Plan Land Use Designations. This area is distinct from the City limits and Sphere of Influence.

<sup>2</sup> California Department of Finance. Table 2: E-5 City/County Population and Housing Estimates, 1/1/2006.



building space could be accommodated during the General Plan time horizon (including retail, service, office, industrial, and other commercial uses).

**Table LAND-1  
Land Use Change under 2005-2025 Riverbank General Plan**

<b>LAND USE CATEGORY</b>	<b>Acres</b>	<b>Dwelling Units</b>	<b>Population</b>	<b>Building SQFT</b>
Agricultural / Resource Conservation Area (AG)	1,220	0	0	0
Buffer/Greenway/Open Space (B/G/OS)	350	0	0	0
Clustered Rural Residential (RR)	1,230	250	770	0
Community Commercial (CC)	90	0	0	678,980
Higher-Density Residential (HDR)	80	940	2,030	0
Industrial / Business Park (I/BP)	270	0	0	1,999,540
Infill Opportunity Area (IOA)	400	490	1,050	226,850
Lower-Density Residential (LDR)	1,260	4,410	13,680	0
Medium-Density Residential (MDR)	640	4,470	13,420	0
Multi-Use Recreation / Resource Management (MUR/R)	140	0	0	0
Mixed Use (MU)	70	170	370	410,630
Parks (P)	140	0	0	0
Civic (C)	170	0	0	0
<b>Total</b>	<b>6,010</b>	<b>10,700</b>	<b>31,300</b>	<b>3,315,990</b>

The best available assumptions were used in developing these estimates. However, demographic changes and the land economic environment will dictate, to some extent, the actual buildout figures.<sup>3</sup> Certain areas designated for urban use may or may not be developed during this Planning Horizon. Some areas might be developed at the upper end of the density ranges, while other areas might develop at the lower end. Although the City has used reasonable buildout assumptions in drafting this General Plan, assumptions change. These changes, in part, create the need for future General Plan updates. The City will monitor progress toward community planning goals, as well as development trends, under this General Plan. Future updates will address variances from the goals and buildout assumptions contained herein.

<sup>3</sup> There is generally a trade-off between transportation costs (including congestion) and housing costs. There is also generally a relationship between land costs and housing density. When traffic congestion increases within a commuting area, highly accessible land with low transportation costs (i.e., land near the center city) can become more expensive compared to outlying lands, where transportation costs are higher. When land costs increase, density and intensity of use increases (all else held constant). Although the buildout assumptions used in this General Plan are the best available, economic changes can alter the way land is developed and used in the future. Those interested in learning more about the aforementioned basic principles should study the works of William Alonso (*Location and Land Use*, Harvard University Press, Cambridge, MA, 1964), R.F. Muth (*Cities and Housing*, University of Chicago Press, 1969), David Ricardo (1772–1823), Johann Heinrich von Thünen (1783-1850), Harold Hotelling (1895-1973), and others.



General Plan Land Use Designations are flexible, using broad density ranges. However, to come up with overall buildout assumptions, it is necessary to use average densities and intensities (**Table LAND-2**). The average dwelling unit densities, population densities, and building intensities are not City policy, but merely estimates used for planning purposes. Policies related to dwelling unit density and building intensity are presented in the Land Use Classifications section of this Land Use Element.

---

## Land Use Classifications

---

This section of the Land Use Element describes the Land Use Designations illustrated on the General Plan Land Use Diagram (**FIGURE LAND-4**). The Land Use Diagram is a diagrammatic representation of policies contained in the General Plan, corresponding with the Land Use Designations described below. The Land Use Diagram is to be used and interpreted in conjunction with the text and other figures contained in the General Plan, and in conjunction with the City's Circulation Diagram (please refer to the Circulation Element of this General Plan).

Density and building intensity standards are presented for certain Land Use Designations, as appropriate.<sup>4</sup> Density refers to the number of dwelling units per acre, while intensity is measured for non-residential and mixed land uses (residential-commercial) according to Floor Area Ratio (FAR).<sup>5</sup> FAR is a simple metric that, in this case, is used to ensure public facilities and services, including roadways, at the Citywide level are planned according to some general idea of buildout intensity within the Planning Area. Certain uses may have large footprints but low traffic, infrastructure, and service demands. If the City can show that a particular project will have low service and infrastructure demands, the maximum FAR listed below could be increased.

---

### **Agricultural Resource Conservation Area (AG)**

---

This designation provides for ongoing agricultural operations and land uses compatible with ongoing agricultural operations. Generally, this designation occurs in areas with large properties, where agricultural practices are more feasible. This designation also tends to occur in areas with high-quality soils (for cultivation purposes). Examples of land uses compatible with ongoing agricultural operations include equestrian uses, groundwater recharge areas, public infrastructure, farmer's market stands and other on-site sales of local produce, and farmworker housing.

---

<sup>4</sup> It is not appropriate, for example, to discuss building intensity standards for many land use classifications included in this General Plan, such as Agricultural Resource Conservation Area, an area where substantial building construction is not anticipated.

<sup>5</sup> Floor Area Ratio, or FAR, is a measurement of building space relative to the size of the property upon which the building is located. FAR of 1.0 would be the equivalent of a one-story building covering an entire piece of property or a two-story building covering half the site. FAR of 0.5 would be the equivalent of a one-story building covering half the site or a two-story building covering 25 percent of the site.



<b>Table LAND-2 Riverbank General Plan Buildout Assumptions</b>				
<b>Land Use Classification</b>	<b>% Developed</b>	<b>Average Density</b>	<b>Population Density</b>	<b>Average Building Intensity</b>
Agricultural / Resource Conservation Area (AG)	N/A	N/A	N/A	N/A
Buffer/Greenway/Open Space (B/G/OS)	N/A	N/A	N/A	N/A
Multi-Use Recreation / Resource Management (MUR/R)	N/A	N/A	N/A	N/A
Civic (C)	N/A	N/A	N/A	N/A
Parks (P)	N/A	N/A	N/A	N/A
Mixed Use (MU)	30% for major, minor streets and ROW; 80% Commercial 20% Residential	18 units per net acre	~ 5.5 residents per acre	0.25 FAR
Community Commercial (CC)	30% for major, minor streets and ROW	N/A	N/A	0.25 FAR
Industrial / Business Park (I/BP)	30% for major, minor streets and ROW	N/A	N/A	0.25 FAR
Clustered Rural Residential (RR)	N/A	0.2 units per acre (5-acre lots)	~ 1 resident per acre	N/A
Lower-Density Residential (LDR)	30% for major, minor streets and ROW	5 units per net acre	~ 11 residents per acre	N/A
Medium-Density Residential (MDR)	30% for major, minor streets and ROW	10 units per net acre	~ 21 residents per acre	N/A
Higher-Density Residential (HDR)	30% for major, minor streets and ROW	18 units per net acre	~ 27 residents per acre	N/A
Reserve (R)	N/A	N/A	N/A	N/A
Infill Opportunity Area (IOA)	N/A	1 – 1.6 new dwelling units per acre (this is an existing developed area)	~ 2 – 3.5 new residents per acre (this is an existing developed area)	~ 220 – 1,000 new square feet of non-residential development per acre (this is an existing developed area)



The primary purpose of the Agricultural Resource Conservation Area is for agricultural production, related processing, services in support of agriculture, and preservation of other natural resources. Residential uses, such as the farmer's home, in these categories are secondary uses and are permitted on a limited basis to assist and support agriculture.

### **Buffer/Greenway/Open Space (B/G/OS)**

This designation provides the opportunity to preserve important open spaces containing natural resources, such as sensitive biological habitat. This category also includes areas where buffering is necessary between different land uses. Bicycle and pedestrian pathways are also accommodated by this Land Use Designation.

Although the Land Use Diagram provides an illustration of where Buffer/Greenway/Open Space areas are located, there is some flexibility in exactly where these areas are located and exactly how large these areas are. For example, B/G/OS areas are shown along many canals in the Riverbank Planning Area. This shows that the City will coordinate with local irrigation districts and other relevant agencies to establish a connected system of bicycle/pedestrian pathways along existing rights-of-way and easements. The precise width of these pathways will be determined through coordination between the City, property owners, and other relevant public agencies. Similarly, buffer widths and locations will be determined by the City according to the goals and policies of this General Plan.

### **Multi-Use Recreation/Resource Management (MUR/R)**

This designation would provide opportunities for stormwater management, renewable energy production, and community recreation amenities. This area would accommodate stormwater detention facilities, groundwater recharge areas, wind generators, solar collectors, wind breaks, as well as trails, benches, and other passive recreational areas. Areas designated MUR/R could also act as a buffer between ongoing agriculture and new residential areas and provide an identifiable and permanent boundary to outward expansion of the City. Areas designated MUR/R between new growth areas and ongoing agricultural operations will be identified and appropriate widths established through Specific Plans. The width of MUR/R areas will vary depending on the intended uses taking place within a particular area. The width of the MUR/R for agricultural buffering purposes will be designed to minimize noise, dust, and any adverse impacts related to application of agricultural chemicals as experienced by encroaching residential uses.

### **Civic (C)**

This category includes civic and cultural land uses of various types. Examples include schools, places of worship, public facilities and infrastructure, community halls, and similar cultural and civic land uses. Where such land uses occur within an existing or planned neighborhood, they shall be designed to be compatible with the surrounding neighborhood. They shall be designed to be pedestrian friendly, include publicly accessible areas (where appropriate), and shall unify rather than divide neighborhoods. Certain land uses included in this category, such as day care centers, public facilities and services, places



of religious worship, and other appropriate land uses will be allowed in other land use designations, as well, according to standards established in Riverbank's zoning ordinance. The FAR for civic uses is highly variable, depending on the use. One of the school districts serving the Planning Area (Sylvan), for example, has a standardized approach to school construction that involves an FAR of less than 0.1. Churches, community centers, and other civic land uses would have a higher FAR. The General Plan does not, therefore, specify a maximum FAR for land uses developed in areas with this Land Use Designation. Civic land uses developed in areas with other Land Use Designations should, however, respect the relevant maximum FAR standard. This land use category would not include solid or liquid waste facilities, as those facilities are provided elsewhere for development within the City and establishment of such uses within the Planning Area is not anticipated during this General Plan time horizon. Refer to the Public Services and Facilities Background Report and Element for more detail.

### **Parks (P)**

This category includes active and passive parkland of all types. New and existing neighborhoods in Riverbank shall have close and convenient access to community parks, neighborhood parks, and smaller "pocket parks." This category can include public plazas, town squares, tot lots, parkways, linear parks, and other parkspace configurations.

### **Mixed Use (MU)**

This designation would accommodate neighborhood-scale retail uses, offices, personal and commercial services, and similar land uses. This is the primary category for Riverbank to accommodate neighborhood-serving retail, services, offices, and similar needs during the buildout of this General Plan. As such, this land use classification is anticipated to be mainly non-residential. However, the Mixed Use designation also explicitly allows for higher-density residential development in a vertical or horizontal mixed-use setting. This could include residential development above (on upper stories of a building) or adjacent to commercial operations on the same property.

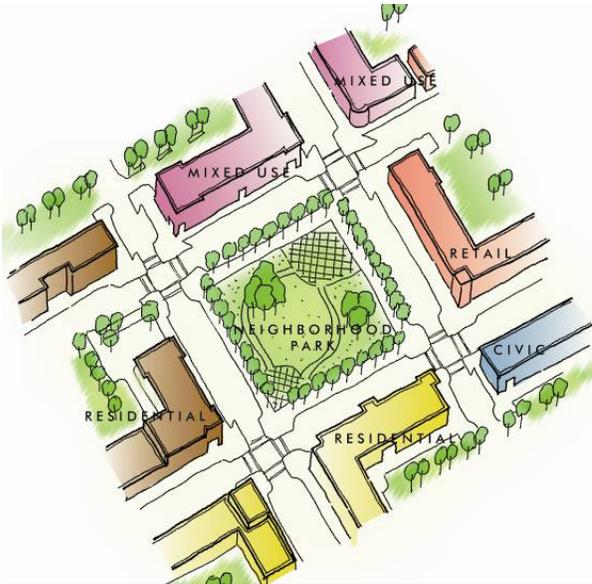
Areas designated Mixed Use are located both within existing and planned neighborhoods. Specific Plans and the policies therein will be implementing tool of the Mixed Use designation for new growth areas, as specified under this General Plan update. Within new growth areas, the Mixed Use designation would provide for small-scale retail and service opportunities, small professional offices, and higher-density residential development. Mixed Use designated areas will be designed to be accessible, safe, and convenient for bicyclists, pedestrians, transit users, and drivers. These areas shall not include large areas of surface parking or other transportation related features that can divide communities.

In new growth areas, the Mixed Use designation occurs within identifiable neighborhood centers. Neighborhood centers are located internal to each neighborhood and provide opportunities for civic, park, higher-density residential, and other higher-activity land uses, in addition to commercial/ residential mixed-use development. Refer to the Community Character and Design Element for more information. There is no maximum FAR for these



areas. Rather, the design of such areas shall conform to policies included throughout the General Plan, which serve as performance standards.

Areas with the Mixed Use designation in the existing developed City would accommodate a similar mix of land uses as described above. However, this General Plan does not envision that existing neighborhoods would be removed to accommodate new development. Land use change would primarily occur incrementally, and primarily



**Figure LAND-1. Neighborhood Centers.** Smaller-scale commercial uses are encouraged in “neighborhood centers.” The neighborhood center concept is described throughout this General Plan. Above is a conceptual illustration of a neighborhood center with a small park surrounded by retail, mixed-use, civic, and residential development.



**Figure LAND-2. Mixed Use Development.** Housing above commercial, or “vertical mixed-use,” is encouraged within the Mixed Use (MU) Land Use Designation.

on vacant and underutilized properties. In order to be consistent with the balance of General Plan policy, certain residential neighborhoods with the Mixed Use designation in the existing developed City would not experience land use change during this General Plan update. As described in policies throughout the General Plan, the City is committed to preserving the quality of life in existing developed parts of the City, while also striving to add vibrancy to areas with concentrations of underutilized property.

## Community Commercial

Areas with this designation are anticipated to be developed for retail, employment, and/or commercial services. These areas are located along major roadways on the periphery of existing and planned neighborhoods. The maximum FAR is 0.3.



### **Industrial/Business Park**

This designation includes manufacturing uses, as well as a mixture of light manufacturing and office spaces.<sup>6</sup> These uses may be located in campus-like settings sometimes referred to as “business parks” or “research parks.” This category is meant to accommodate a variety of employment-generating, basic (as opposed to community serving) enterprises.<sup>7</sup> Office parks could accommodate businesses of various types, research and development, logistics services, and other uses. Areas with this designation near existing or future planned residential and other sensitive land uses are subject to performance standards to ensure against noise, traffic, safety, light spillage and glare, and other impacts typically generalized as “compatibility.”

### **Clustered Rural Residential**

This category provides an opportunity to preserve usable open space, including ongoing agricultural operations, or to protect natural resource areas. Residential development in this area must be clustered to preserve large and unbroken pieces of property for agriculture or open space, including both cultivation and grazing activities.

Open space may be owned and maintained privately by a homeowner’s association or similar mechanism, or by a public entity with ongoing funding for maintenance provided by the project applicant.

The density range of residential development in this area is 0.2 to 1 dwelling unit per acre (one to five acres per dwelling unit). One unit per acre is the maximum development yield on any given parcel proposed for subdivision. Any residential development in the Clustered Rural Residential land use designation requires clustering of proposed development areas such that at least 80 percent of the parent parcel in unimproved open space use, and is not to be included in any property with a residence or any other urban use.

Within areas designated Clustered Rural Residential, this General Plan provides for a total of 250 dwelling units to be developed. The City may allow density to be transferred between parcels designated for Clustered Rural Residential where the City’s open space preservation objectives are furthered. The City will implement the Clustered Rural Residential land use designation through an ordinance to be drafted following this General Plan update (see Implementation Measures at end of this Element).

The City recognizes the value of not only open space preservation, but also open space-oriented improvements such as habitat restoration, groundwater recharge areas, and open-space oriented recreational facilities. The City also recognizes that the habitat, agricultural,

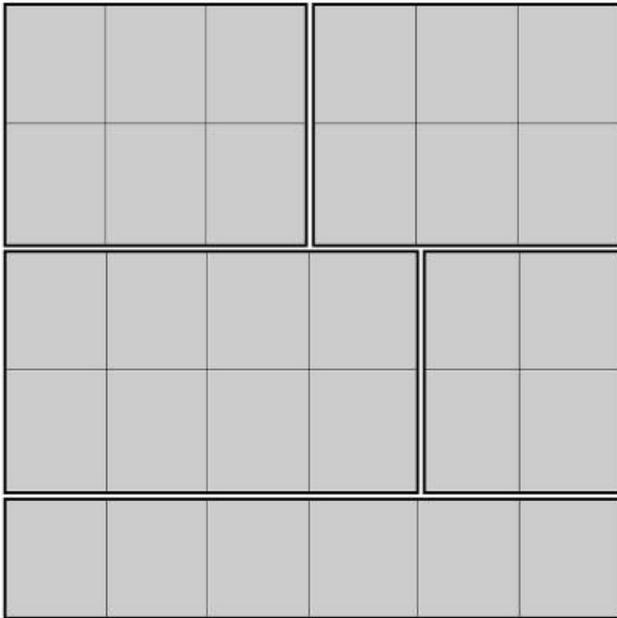
---

<sup>6</sup> Depending on water demand studies that would be conducted with project specific details, this land use designation could potentially accommodate both “wet” and “dry” industries. “Wet” industries, as the name suggests, are those that require large amounts of water. Examples of wet industries are soft drink bottling, paper manufacturing, and food processing.

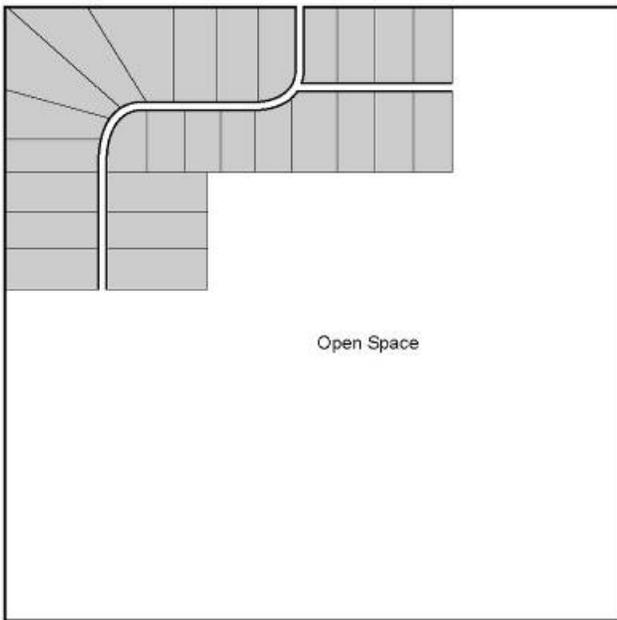
<sup>7</sup> Economic sectors can be divided into two categories—basic and non-basic. Non-basic industries serve the local population and economy, while basic industries export their products. Basic sectors are the traditional primary driver for the economic growth of a region. Agriculture is the best example of the San Joaquin Valley’s basic industry.



Not Clustered



Clustered



**Figure LAND-3. Clustered Subdivisions.** The maps above show two approaches to property subdivision of the same property and the same number of developed lots. The bottom map shows a clustering approach that preserves a large amount of open space.

buffering, topographic, aesthetic/viewshed, and other open space considerations of different properties may require different strategies for clustered development. With this recognition, the City, at its sole discretion, may allow some flexibility in the density and open space standards in extraordinary situations where high-quality, publicly accessible, open space-oriented uses can be provided consistent with General Plan policy.

Residential lots in a clustered development shall:

- Minimize impacts to agriculture by avoiding development of Prime Farmland (as shown on Department of Conservation maps) or permanently protect other Prime Farmland via an approved irrevocable easement;
- Provide buffers, as necessary, between residential uses and adjacent ongoing agricultural uses;
- Avoid trees, wetlands, and other biological resources;
- There shall be zero net urban storm run-off leaving the site compared to previous conditions;
- Orient all dwelling units for maximum passive and active solar energy efficiency;
- Locate developed portion of the site as close as possible to existing and planned roadways; and,
- Locate developed portion of the site to optimize the efficiency of, and minimize extension of any necessary infrastructure.



### **Lower-Density Residential**

This designation includes single-family homes, one to each lot, developed at a net density of up to eight dwelling units per acre. Lots would be at least 5,000 square feet in size. This category would primarily include detached units, but attached single-family units may be permitted, provided each unit has ground-floor living area and private outdoor open space.

### **Medium-Density Residential**

This category includes small-lot, single-family detached homes, attached single-family homes, and other residences developed at a net density of between eight and 16 dwelling units per acre. Lots would be at least 2,500 square feet in size.

### **Higher-Density Residential**

This category allows for all types of attached single-family and multi-family housing, including condominiums, apartment buildings, townhouses, and other similar residential structures developed at a net density of 16 or more dwelling units per acre.

### **Reserve**

The Reserve category is intended for land that the City has not yet planned for a specific urban, agricultural, or resource land use. This designation does not necessarily imply urban development, but rather could be areas to preserve in natural open space or for agricultural use, for example. This area offers an opportunity to plan for future land uses by setting specific performance criteria before development takes place in sensitive areas.

The Reserve designation does not denote any specific land use, but rather is an overlay designation that specifies additional requirements related to timing of development, analysis required by the City, infrastructure and service standards, and related topics. Before making Reserve areas eligible for consideration for urban development, the City will hold a public hearing and make required findings, including the following:

- Development of the Reserve area is adjacent to developed areas of the City and infrastructure and services can efficiently be extended to serve the Reserve area;
- The City has had prepared infrastructure planning and financing to serve the needs of the proposed development area, including financing of any necessary citywide facilities to accommodate the planned level of growth;
- Either the rest of the Riverbank Planning Area is sufficiently built out such that the Reserve area is now needed to meet the demand for urban development, or the proposal includes a desired land use unique to the Planning Area that cannot be accommodated on lands within the City limits or portions of the Planning Area without the Reserve overlay designation;



- Completion of an environmental analysis in compliance with the California Environmental Quality Act (CEQA), including a mitigation monitoring program, pursuant to the California Environmental Quality Act, has been prepared by the City;
- A fiscal impact assessment has been prepared by the City demonstrating that, in the short- and long-term, the project would not negatively affect the City from a fiscal perspective; and,
- A Specific Plan, pursuant to Government Code Section 65450, has been prepared to show the specific land uses, development standards, compliance with the General Plan, infrastructure and public service planning and financing, and phasing, in addition to any other requirements of State law and the Community Development Director.

### **Infill Opportunity Area**

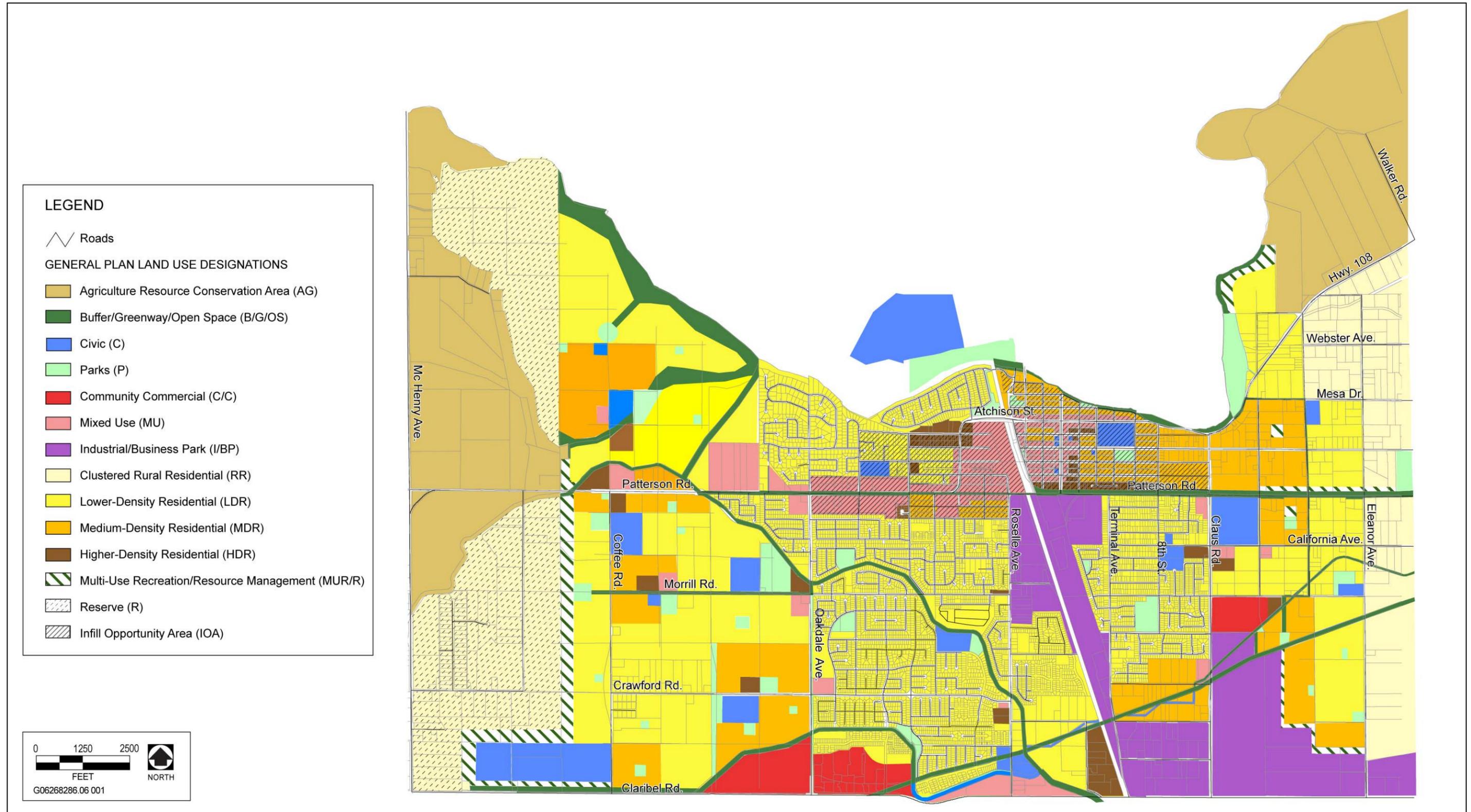
The Infill Opportunity Area is an already developed portion of the Riverbank Planning Area. However, many properties within this area are vacant or otherwise underutilized. This General Plan designates an Infill Opportunity Area where the City will focus reinvestment, redevelopment, and revitalization efforts during this General Plan time horizon. In focusing development activity in the Infill Opportunity Area, the City will employ a vast array of strategies, many of which were in motion prior to the update of this General Plan. Such strategies could include public-private partnerships, strategic public investment, infill incentives, and other strategies.

As of the writing of this document, the Infill Opportunity Area has a variety of land uses served by a grid street pattern. The same variety of land uses and the same overall street layout is anticipated to continue during this General Plan time horizon (through 2025).

Housing added in the Infill Opportunity Area would mostly consist of apartment buildings, condominiums, townhomes, small-lot single-family structures, and other more compact residential designs. It is anticipated that industrial operations would have less of a presence in and near downtown in the future, compared to today, and that reuse of former industrial sites for more compatible uses will be encouraged.

It is anticipated that the dominance of roadways and surface parking in the western portion of the Infill Opportunity Area would be reduced with the application of more pedestrian- and bicycle-friendly concepts. These concepts for the current Highway 108 corridor are referenced throughout this General Plan. The ability of the City to provide a more pedestrian- and bicycle-friendly environment would be further enabled by the redesignation of the current State Highway 108 alignment from Patterson Road/Callander Avenue/Atchison Street to the Claribel Road corridor along the southern portion of the Planning Area.

This Infill Opportunity Area land use designation is an overlay designation that does not specify allowable land uses. On the Land Use Diagram, the Infill Opportunity Area is shown as a transparency so that the reader may also view the underlying land use designation. The underlying land use designation specifies allowable land use in the Infill Opportunity Area.



Source: EDAW 2009

Figure LAND-4. Land Use Diagram





## Goals and Policies

Goals, policies, and implementation strategies in this section address various aspects of the arrangement, orientation, and planning of land use change during buildout of the Riverbank General Plan.

Goal LAND-1	Managed Urban Growth that Benefits the Entire Community
Policy LAND-1.1	The City will only allow annexation of land that is: 1) adjacent to existing, developed portions of the City, or, 2) adjacent to lands with available urban services and located within an area designated in the General Plan for urban development.
Policy LAND-1.2	The City supports LAFCO policy to develop vacant and underutilized land within the City prior to entertaining any annexation if such land can meet the same need as the land proposed for annexation.
Policy LAND-1.3:	Annexation will be preceded by a City evaluation to determine the level of urban services necessary and financing of infrastructure and services by annexation proponents.
Policy LAND-1.4	Existing infrastructure in areas seeking annexation will be evaluated to determine the costs necessary to bring such infrastructure up to City standards.
Policy LAND-1.5	The City will pre-zone land within the Sphere of Influence consistent with the General Plan prior to annexation.
Goal LAND-2	Balanced and Diverse Uses of Land
Policy LAND-2.1	Approved specific plans shall include a variety of land uses, including a variety of housing types, mixed in geographic proximity, in proportions and locations illustrated by the General Plan Land Use Diagram.
Policy LAND-2.2	Approved specific plans containing a sufficient number of dwelling units to support neighborhood-serving commercial and other non-civic, non-residential uses shall include such uses, which should be located in neighborhood centers when feasible.
Policy LAND 2-3	Approved specific plans that include proposed parks, schools, and other civic uses should locate those uses in neighborhood centers when feasible.




---

Policy LAND-2.4	The City will encourage re-use of vacant or underutilized land in the Infill Opportunity Area through policies that seek to encourage more intense infill development.
-----------------	--

---

<b>Goal LAND-3</b>	<b>Development Patterns that Encourage Alternatives to Vehicular Travel</b>
--------------------	---

Policy LAND-3.1	Higher-activity land uses, such as places of worship, parks, civic buildings, apartments, schools, and shops should be located in “neighborhood centers” whenever possible rather than focused along major roadways. Such neighborhood centers should be small in scale, but sized according to the surrounding neighborhood. Neighborhood centers will provide 360-degree access from the surrounding neighborhood (as opposed to the 180-degree access provided by arterial-focused activity areas). Neighborhood centers should be pedestrian-friendly, including the use of shared and/or on-street parking instead of individual surface parking lots to accommodate parking demand, wherever possible.
-----------------	--

---

Policy LAND-3.2	The City will coordinate with relevant school districts to ensure that schools are located and designed as to provide safe and convenient pedestrian and bicycle options for students from areas within the surrounding neighborhood.
-----------------	---

---

Policy LAND-3.3:	The City will encourage “compact development,” which places origination and destination points closer together (residence, stores, schools, places of work, etc.), allowing for alternatives to vehicular travel.
------------------	---

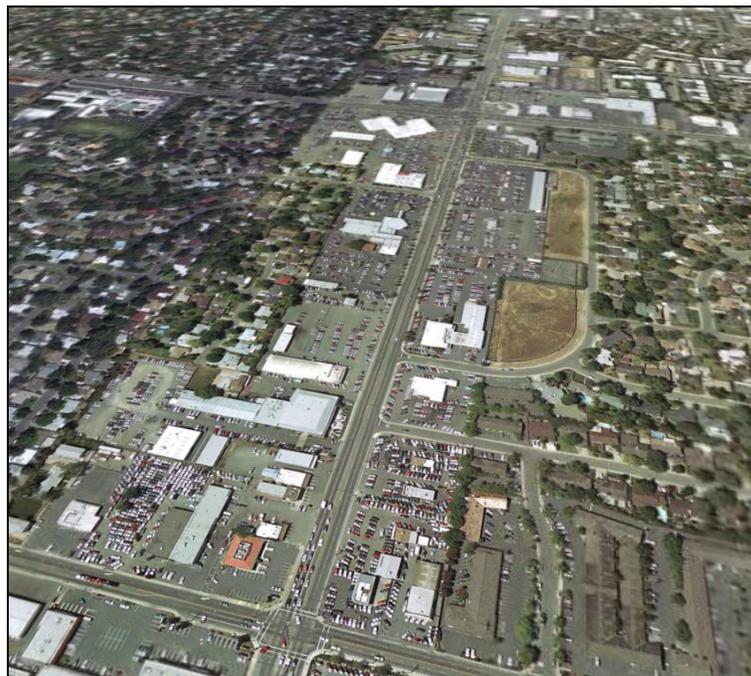
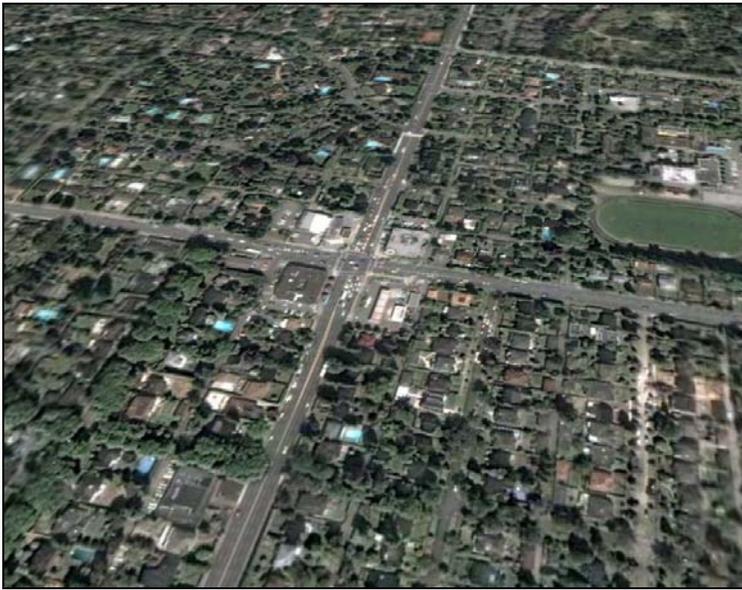
---

Policy LAND-3.4:	Gated projects are permissible only if connectivity with surrounding areas will not be significantly impaired. The City maintains the sole authority to approve a project that includes gates exclusively in cases where a property is located where through connections would not be possible to other existing developed or planned future developed areas. The City will not allow gates in unless fire access can be guaranteed according to Stanislaus Consolidated Fire Protection District. This exception to the general preference for connectivity and access can be made where a project consists solely of unique and locally desired land uses, such senior housing. See also policies DESIGN 3-3 and DESIGN-3.6.
------------------	--

---

Policy LAND-3.5	The City will encourage development and redevelopment of downtown as a mixed-use area, high-activity area. Development and retention of retail and visitor-oriented uses, business and personal services, government and professional offices, communications facilities, civic uses, and high-density residential uses will be encouraged.
-----------------	---

---



---

Figure LAND-5. 360-Degree versus 180-Degree Access. The top photograph shows a small commercial area with “360-degree” access from the surrounding neighborhood. The bottom photograph shows a commercial area with linear, “180-degree” access along the arterial roadway that bisects the area.



<b>Goal LAND-4</b>	<b>Commercial and Industrial Development Contributes to the Health, Welfare, and Vitality of the Community</b>
Policy LAND-4.1	The City and Redevelopment Agency will encourage, through incentives, streamlining, flexible standards, and other means, development of employment-generating uses.
Policy LAND-4.2	The City will encourage the revitalization of existing commercial areas through flexible development standards, public investment, property assemblage, incentives, streamlined entitlement processes, catalyst projects, public-private partnerships, and other means.
Policy LAND-4.3	The City will encourage and assist small, locally-owned businesses that wish to locate, expand, or simply continue to do business in Riverbank through flexible development standards, public investment, property assemblage, incentives, streamlined entitlement processes, public-private partnerships, and other means.
Policy LAND-4.4	Industrial uses that create noise, air emissions, traffic, or other substantial incompatibilities with residential uses shall be buffered or otherwise designed to avoid such impacts to new and existing residential areas.
Policy LAND-4.5	The City will review industrial development applications and apply appropriate conditions to ensure compatibility with nearby existing and planned land uses.
<b>Goal LAND-5</b>	<b>Full Range of Public Services and Facilities for All Areas of the Community</b>
Policy LAND-5.1	The City will maintain public services and facilities in the existing developed City and make improvements as necessary to maintain a consistent Citywide level of service.
Policy LAND-5.2	Infill development will be given priority to remaining capacity for water supply and delivery, wastewater treatment and conveyance, stormwater collection and conveyance, and other services and infrastructure currently in place. Development impact fees shall reflect the existing capacity to serve infill development areas. Any urban development of new growth areas shall plan and finance necessary infrastructure and service expansion to serve those areas.
Policy LAND-5.3	Approved projects, plans, and subdivisions in new growth areas will set aside, in areas convenient and safe for all travel modes, adequate land for parks and schools; or, in-lieu of parkland and school property dedication, approved projects, plans, and subdivisions in



	new growth areas will participate in joint funding and siting of such facilities.
Policy LAND-5.4	New growth areas will provide usable places that are conveniently accessible by walking or bicycling, where people can gather for a variety of activities. Gathering places can include parks, plazas, and other publicly accessible land uses.
Policy LAND-5.5	Approved projects, plans, and subdivisions in new growth areas will set aside adequate land for, and shall otherwise accommodate public infrastructure and service needs consistent with General Plan policy.
Policy LAND-5.6	Large-scale community facilities are appropriate in neighborhood centers and downtown. Places for religious assembly are allowed in neighborhood centers and downtown, subject to appropriate development standards and review to ensure neighborhood compatibility. Certain civic uses are allowed in areas with other Land Use Designations, as described in the Land Use Classifications section of the Land Use Element.
<b>Goal LAND-6</b>	<b>Up-To-Date Land Use Element that Can Achieve the Community's Vision for the Future</b>
Policy LAND-6.1	The City will review the Land Use Element at least every five years to ensure that it remains responsive to the community's vision with respect to changing conditions.
Policy LAND-6.2	Development applications shall be reviewed and approved only if consistent with the Riverbank General Plan.



## Implementation Strategies

<p><b>Implementation Strategy LAND-1</b></p>	<p>The City will conduct a comprehensive review of the land use element, including analysis and actions to ensure there is adequate land in appropriate locations for employment-generating land uses, no later than 2013.</p>
<p><b>Implementation Strategy LAND-2</b></p>	<p>The Community Development Department will maintain an inventory of vacant and underutilized land to (a) evaluate proposed annexations and (b) ensure an adequate supply of vacant land to meet the community's needs.</p>
<p><b>Implementation Strategy LAND-3</b></p>	<p>The City and Redevelopment Agency will pursue grant monies, as well as other funding sources for road and public infrastructure improvements to revitalize areas in need.</p>
<p><b>Implementation Strategy LAND-4</b></p>	<p>The City will develop a comprehensive infill development streamlining and incentive program to encourage the redevelopment and revitalization of the Infill Opportunity Area. The Infill Opportunity Streamlining and Incentive Program will include a survey of existing conditions, economic and market feasibility analysis, development standards and incentives required to encourage retention and new development; and streetscape improvements.</p>
<p><b>Implementation Strategy LAND-5</b></p>	<p>The City will update the Zoning Code and other Municipal Code sections regulating land development to ensure consistency with the General Plan.</p>
<p><b>Implementation Strategy LAND-6</b></p>	<p>The City will coordinate with StanCOG and member jurisdictions and Caltrans to remove the State Highway 108 designation as it occurs through Riverbank and plan and condition land uses along a future alignment to enable Caltrans to redesignate Highway 108 near the Riverbank Planning Area.</p>
<p><b>Implementation Strategy LAND-7</b></p>	<p>The City will draft an implementing ordinance for the Clustered Rural Residential land use designation consistent with the policies presented in the General Plan. This land use designation shall be used to preserve usable open space, while clustering residential development on appropriate areas of project sites. The City may allow density to be transferred between parcels designated for Clustered Rural Residential where the City's open space preservation objectives are furthered. The ordinance will encourage open space preservation and open space-oriented improvements such as habitat restoration, groundwater recharge areas, and open-space oriented recreational facilities.</p>



**Implementation  
Measure LAND-8**

The City will update the General Plan using data to be made available by the Department of Water Resources and the Central Valley Flood Protection Board. The City will update the Land Use Element, Conservation and Open Space Element, Safety Element, and other elements, as appropriate, to ensure adequate flood protection. Flood-related revisions to the General Plan will integrate data from the State Plan of Flood Control. Following flood-related updates to the General Plan, the City will revise applicable development standards, including the Zoning Code, for consistency on flood protection policies. Subdivision approvals, development agreements, permits, and other City entitlements will incorporate these revised City policies and regulations.



---

# CIRCULATION

---





---

# INTRODUCTION

---

The movement of people, goods, and services is essential to the physical, social, and economic well-being of any community. People move about for a number of reasons (work, school, personal errands, recreation, to visit others, etc.) and in a variety of ways (car, bus, bicycle, on foot, train, airplane, boat, etc.) Circulation also involves the movement of goods and services by various means. The movement of people, goods, and services occurs both internally (within a community) and externally (between different communities).<sup>1</sup>

There are three primary aspects to the system of circulation or movement: 1) the persons or thing to be moved, 2) the means of transport (such as a car or truck), and 3) the infrastructure that supports the means of transport (such as a street and the system of signal lights and other traffic management devices that keep vehicles moving safely and efficiently on that street).

Streets and other circulation improvements represent the City's largest and most visible public investment in community mobility. These investments, along with individual choices in how to move about, will determine the transportation options available to future generations. The available modes of transportation have long-term ramifications for Riverbank's environmental, social, and economic goals.

The system of streets, sidewalks, trails, bus routes, and other transportation improvements are among the key defining features of neighborhood layout and character. Unfortunately, transportation planning too often focuses solely on moving the largest number of cars with the least delay during peak travel periods. This focus is understandable since today most trips occur by motor vehicle. However, too much focus on moving cars reduces options for moving about by other means and reinforces the need to plan for even more streets to accommodate the ever-growing volume of vehicular traffic. This exclusive focus on vehicular travel also has drastic implications for neighborhood character. The focus on moving cars quickly during peak demand periods can have substantial long-term cost implications. Many communities have found that it is not cost effective to attempt to construct and maintain a

---

<sup>1</sup> While the State General Plan Guidelines indicate that a circulation element can address energy, water, sewage, storm drainage, and communications, this Element focuses on the circulation of people and goods. Please refer to the Public Services and Facilities Element for information on water, wastewater, storm drainage, communications, and various other topics. Please refer also to the Conservation and Open Space Element for information on energy and additional information on water.



transportation system designed to meet demand occurring just one or two hours out of the day.

Planning for circulation needs in Riverbank is closely linked to the types and patterns of land uses planned for the City (as described in the Land Use Element). The amount and pattern of traffic is directly tied to how people live and whether they can meet their daily needs by means other than by private vehicle. For example, where land uses are segregated, development densities are low, and the distance between homes and daily destinations (work, shopping, recreation, school, etc.) is great, people are forced to drive and tend to walk, bike, or use public transit less frequently. Throughout this General Plan are policies intended to provide more freedom in travel mode choice for Riverbankers through compact development, mixing of land uses, and other means. It is important to combine this land use approach with supportive transportation planning. For example, trips are shorter and walking and transit is more prevalent with an inter-connected grid pattern street network, compared to a transportation system with branching street networks where access is concentrated in few points.<sup>2</sup>

This Element of the General Plan provides a balanced approach for a circulation system that will serve the entire community well in the long term and support policies in other elements of the General Plan. Despite prevalent trends in suburban development since World War II, the City has elected for more a compact development pattern that mixed uses, reducing the environmental impact of cars and the pollution they generate, and improving pedestrian and bicycle safety.<sup>3</sup>

Not all of our residents are able to, or choose to drive. However, we can design a circulation system to serve the needs of those that do drive, as well as those that cannot or choose other modes. In doing so, Riverbank can more easily achieve all of our environmental, economic, and social goals for the future.

---

## Key Issues

---

During the extensive public outreach that accompanied this General Plan update, transportation issues were among the most frequently cited. Congestion and safety issues were discussed in many hearing and workshops, as was the need to accommodate alternatives to vehicular travel.

---

<sup>2</sup> A good synthesis of studies on travel behavior with different land use patterns and transportation system designs can be found in Reid Ewing and Robert Cervero, "Travel and the Built Environment" Transportation Research Record, 1780, Paper No. 01-3515.

<sup>3</sup> "Balance," is a useful organizing principle for the Riverbank General Plan. This term has been used throughout the General Plan public outreach process to make explicit the trade offs between different elements important to comprehensive land use planning. Balance can refer to balance among housing and jobs; balance among housing types; balance between economic, environmental, and social goals; balance and diversity among economic sectors; and, balance in transportation mode choices.



Several congested roadway intersections were identified by the public and during an initial analysis of traffic conditions. Citizens expressed concern about the future of local traffic congestion in the face of rapid residential growth. Safety concerns were frequently cited. While the public described a preference to provide safe and convenient pedestrian and bicycle access citywide, east-to-west connections across the community are of particular concern. The community has expressed the desire for a transportation system that accommodates, on equal footing, all locally available modes of transportation.<sup>4</sup>

Some fundamental concepts have arisen from the public's desire for a more balanced approach to circulation. These concepts and others are woven throughout the goals and policies presented later in this document, and include:

- **Connectivity and Continuity:** Riverbank's transportation network will be designed to provide many alternative routes to any given destination. The transportation system should provide direct routes that do not require people to travel out of their way unnecessarily. Any new growth areas of the City will be fully connected, via the transportation network, to the existing City. Street stubs will be provided with development adjacent to open land planned for urban development to provide for frequent future through connections. Cul-de-sacs are prohibited except where topographic or exterior lot line configurations make any other approach impossible.
- **Accessibility:** The circulation system should be easily accessible to all users, whatever their level of income, age, or physical ability.
- **Safety:** The circulation system should allow people to feel safe, whether they are driving, walking, or riding a bicycle.
- **Livability:** Public rights-of-way should provide pleasant settings. Streets will be scaled to the pedestrian, with sidewalks on both sides. Buildings will front directly onto public streets to create attractive "outdoor rooms." Streets in new areas will avoid existing native trees and other substantial vegetation. Landscaping (including a complete street tree canopy), street furniture, dispersed traffic flow, separated sidewalks, and an overall high quality of streetscape design are required to meet the community's needs.

---

### Highways and Expressways

A key planning issue for Riverbank involves the State highway designation of one of the City's primary local roadways. Patterson Road, which becomes Atchison Street in the eastern portion of the City, is designated as State Highway 108. This road handles a large amount of through traffic as it passes through the heart of Riverbank. Many in the community believe this through traffic would be better handled by an alternative route on the periphery. The City will continue to coordinate with Stanislaus County, the Stanislaus Council of Governments (StanCOG), the City of Modesto, and the City of Oakdale on regional transportation planning efforts, including those related to a regional expressway.

---

<sup>4</sup> Please refer to the Riverbank General Plan Update Vision and Guiding Principles document for more information.



As of the writing of this document, a Joint Powers Authority (JPA), including the City of Riverbank, is analyzing an expressway that would be located along the southern edge of the Riverbank Planning Area. Whether one day this future roadway would receive the Highway 108 designation is an open question at this point. However, the City will cooperate with such a planning effort, with the hopes of relieving some internal traffic problems caused by through traffic.

## Circulation Design, Classification System, and Diagram

A major focus of the Riverbank General Plan is to ensure that our citizens who cannot drive or choose not to drive can still get around town. Our cars are sometimes the fastest and most convenient method of travel. However, it is neither safe nor sustainable to build communities where *other* forms of transportation are inconvenient or impractical or both. A holistic approach to land use and transportation planning can easily accommodate vehicular travel, as well as alternative modes of travel.

Development patterns and transportation planning since World War II throughout California and throughout the country have emphasized vehicular travel at the expense of other travel modes. Part of the problem is planning roadways and intersections strictly on the basis of their Level of Service (LOS). LOS is a way of describing perceived traffic conditions. The most common way of expressing LOS is by assigning a letter from A to F. LOS "A" represents free flow conditions, while LOS "F" represents the most congested traffic conditions. LOS uses quantifiable traffic measures such as average speed, intersection delay, and volume-to-capacity to determine driver satisfaction. Historically, traffic analysis in Riverbank has used a LOS C standard (see Table CIRC-1).

**Table CIRC-1  
Level of Service Definitions**

Level of Service	Signalized Intersection	Unsignalized Intersection	Roadway (Daily)
"A"	Uncongested operations, all queues clear in a single-signal cycle. Delay $\leq$ 10.0 sec	Little or no delay. Delay $\leq$ 10 sec/veh	Completely free flow.
"B"	Uncongested operations, all queues clear in a single cycle. Delay $>$ 10.0 sec and $\leq$ 20.0 sec	Short traffic delays. Delay $>$ 10 sec/veh and $\leq$ 15 sec/veh	Free flow, presence of other vehicles noticeable.
"C"	Light congestion, occasional backups on critical approaches. Delay $>$ 20.0 sec and $\leq$ 35.0 sec	Average traffic delays. Delay $>$ 15 sec/veh and $\leq$ 25 sec/veh	Ability to maneuver and select operating speed affected.



Level of Service	Signalized Intersection	Unsignalized Intersection	Roadway (Daily)
"D"	Significant congestions of critical approaches but intersection functional. Cars required to wait through more than one cycle during short peaks. No long queues formed. Delay > 35.0 sec and ≤ 55.0 sec	Long traffic delays. Delay > 25 sec/veh and ≤ 35 sec/veh	Unstable flow, speeds and ability to maneuver restricted.
"E"	Severe congestion with some long standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es). Delay > 55.0 sec and ≤ 80.0 sec	Very long traffic delays, failure, extreme congestion. Delay > 35 sec/veh and ≤ 50 sec/veh	At or near capacity, flow quite unstable.
"F"	Total breakdown, stop-and-go operation. Delay > 80.0 sec	Intersection blocked by external causes. Delay > 50 sec/veh	Forced flow, breakdown.

Source: 2000 Highway Capacity Manual.

When peak-hour vehicular LOS is used as a primary basis for transportation investment, this can create and perpetuate a system that focuses on expanding road capacity for automobiles. Although adding road capacity is sometimes the simplest reaction to vehicular traffic congestion, larger roadways can create other problems. Large roadways bring noise and air pollution, divide communities, and make travel by other modes more difficult. To accommodate LOS C with buildout of the General Plan, many roadways will need to be widened, which will create longer crossing distances for pedestrians and wider roadways for bicyclists to cross. Developing a roadway system to accommodate LOS C during the two most congested hours of the day is also very expensive – not only to develop, but also to maintain. For these and related reasons, the City has elected to revise the LOS standard to D. In addition, policies in this Circulation Element indicate that the City will consider a range of more cost-effective measures to improve mobility (other than road building).

The Riverbank General Plan presents standards and policies that are intended to accommodate convenient travel by all locally available modes, as presented in the material that follows.

## Street Classification System and Typology

A hierarchical street classification system describes street standards according to roadway function, volume, and speed. This Circulation Element also describes street standards according to the predominant land use context served by the circulation system. Street design must consider the characteristics of both street function and street type when enhancements are made to the multi-modal street system. It is expected that the degree of



access generally increases from arterial to collector to access streets, but different environments call for different approaches to access.

In Riverbank, there are three major classifications for City streets:

- Arterial:
- Collector; and,
- Access.

The City may require another set of standards for special circumstances, such as State Highways or expressways that are located within or near the Riverbank Planning Area. Local access road standards may be adjusted somewhat if alley access is provided for public services, utilities, and garage/parking access.

In Riverbank, there are four primary street types:

- Residential;
- Commercial;
- Mixed-use; and,
- Industrial.

The context for different street types is described below. Commercial and industrial street corridors are addressed together, as their context is somewhat similar (although street standards are different).

## **RESIDENTIAL**

Residential street corridors can include public alleys, transit routes, streets, bicycle routes, sidewalks, and footpaths. While land uses along residential corridors are predominately residential, these corridors may also contain other residential-serving land uses, such as neighborhood markets, offices, child care facilities, churches, and public services facilities (fire stations, schools, etc.). Residential street corridors shall be designed and maintained in a manner that preserves and enhances neighborhood aesthetics.

These corridors may be designed to accommodate lower automobile traffic speeds and provide comfortable paths of travel for children, pedestrians, bicyclists, and others. Consideration for the safety of children shall be particularly emphasized. Traffic speeds and volumes will be controlled by use of narrow street widths, intersection controls, traffic-calming devices, traffic enforcement, and other means. Traffic speeds and volumes will not be addressed by the lack of connectivity, dead-end streets, cul-de-sacs, or other means that decrease access (including emergency access) and community connectivity.

The following design features, as appropriate, may be incorporated into residential street corridors:

- Lighting / landscaping
- Sidewalks / seating
- Widened sidewalks / raised intersection



- Street trees / transit stops
- Bicycle racks / lockers / bicycle lanes
- Parkway / newspaper racks
- Stop lights / one way streets
- Curb bulbs / directional signage
- Chokers / signal pre-emption
- Speed humps / fire hydrants
- Reduced speed limits / permit parking
- Utility poles and equipment
- Neighborhood traffic circles
- Other traffic calming measures
- Safe sight distances for vehicles, bicyclists, and pedestrians

### **COMMERCIAL / INDUSTRIAL**

Commercial corridors can include streets, public alleys, transit routes, bicycle routes, footpaths, and sidewalks that principally serve commercial and industrial areas of the City. These corridors shall be designed and maintained to support and serve commercial and industrial activities emphasizing multi-modal access to preserve and sustain the economic vitality of local businesses. These corridors shall be designed and maintained in a manner that preserves and enhances aesthetic quality. The following design features, as appropriate may be incorporated into commercial corridors:

- Adequate delivery loading / unloading areas
- Safe sight distances for vehicles, bicycles, and pedestrians
- Wide sidewalks
- Landscaping which does not distract from nor conceal storefronts
- Transit stops
- Pedestrian-scaled amenities
- Signal preemption
- Paving materials
- Traffic-calming devices

### **MIXED-USE**

Mixed-use street corridors can include, public alleys, transit routes, streets, bicycle routes, footpaths, and sidewalks that serve multiple areas and functions (residential, commercial, scenic, through traffic between neighborhoods, etc.). Each mixed-use area in the City is different, as determined by location, principal transportation modes, and purpose of users. Therefore, each corridor requires individual design.

The design features for both Residential and the Commercial Corridors, as appropriate, may also be used in the multiple/mixed purpose corridors.

In these corridors, the design features of public rights-of-way will balance and accommodate, on equal footing, the needs of residents, businesses, and other users for each locally available mode of travel.



## Street Standards

The City will require street designs that meet the standards and policies presented in **Table CIRC-2**. In new growth areas, it is the responsibility of proponents of plans, projects, and subdivisions to conform to the street standards presented in this Circulation Element, including both construction and dedication of streets, as well as funding of street improvements required to serve proposed development, based on City standards and direction.

The City will allow greater flexibility for redevelopment and infill projects, where the existing development pattern would preclude the typical cross sections envisioned in this Element. The City will share the responsibility for achieving street standards in existing developed portions of the City, as feasible. The City will improve street cross sections in existing developed areas to meet the general parameters outlined below, but also in accordance with the goals and policies presented throughout this Circulation Element.

The exact street cross sections, within the flexibility provided in this Circulation Element, will be according to specific goals, policies, and implementation strategies of the General Plan.

The City will also require the following standards related to street improvements:

- Traffic control devices (e.g. roundabouts, traffic circles, traffic signals, and stop signs) shall be utilized to control the flow of traffic, as directed by the City, and provide for emergency responder preemption.
- Developers will pay the cost of new roads and streets necessary to serve the development and pay costs to mitigate impacts to the existing roads and streets caused by the development.
- Developers will be required to provide a traffic study of impacts and possible mitigation measures for projects with the potential of causing significant impacts. Traffic studies conducted for City of Riverbank projects shall be sensitive to the trip-reducing characteristics of higher-density housing development, affordable housing, mixed-use development, reduced parking provision, level of service and convenience for pedestrian and bicycle travel, and other land use and design elements. Certain projects, such as infill projects, projects consistent with approved plans and accompanying traffic studies, affordable housing projects, small projects, and projects with enhanced transit features or extraordinary travel demand management measures may not be required to perform project-specific traffic studies.
- Future residential lots shall not have direct access to arterials unless the area is already predominantly developed with lots having access. Proposed housing development along a movement corridor shall not have direct vehicle access to an arterial road.
- The roadway width, together with the intersection width and crossover dimensions, allows for unobstructed and efficient access to individual lots and sites, even when a car is parked on the opposite side of the street. Motorists are able to enter or reverse from a lot or site in a single movement.



**Table CIRC-2  
Typical Street Design by Classification and Type**

Classification	Type	ROW (min   max)		Median / Turning Lane	Travel Lanes	Lane Width	Sidewalk/ Bike Path			Planter Strip	Bike Lane (5-7')	Max Speed (in MPH) **	On-Street Parking (8')	Drainage Swale
Arterial	Residential	110	130	12-26'	4+	12'	Sidewalk/bike path	8-10'	Both sides	10'	No	35	No	Yes
	Mixed Use	102	120	12-26'	4+	12'	Sidewalk/bike path	8-10'	Both sides	10'	No	35	No	Yes
	Commercial	140	144	12-26'	4+	12'	Sidewalk/bike path	8-10'	Both sides	10'	No	35	No	Yes
Collector	Residential	82	87	12-16'	2	10'	Sidewalk	5-10'	Both sides	10'	Yes	30	No	Yes
	Mixed Use	82	85	No median. Turning lane/s at intersections.	2	10'	Sidewalk/bike path	8-10'	Both sides	No***	Yes	25	Yes (both)	No****
	Commercial	82	88	No median. Turning lane/s at intersections.	2	10'	Sidewalk/bike path	8-10'	Both sides	No***	Yes	30	Yes (both)	Yes
	Industrial/ Business Park	82	95	No median. Turning lane/s at intersections.	2	10'	Sidewalk	5-6'	Both sides	6-8'	Yes	30	No	Yes
Access	Residential*	74	80	No	2	10'	Sidewalk	5-6'	Both sides	6-8'	No	20	Yes (both)	No****
	Mixed Use	74	80	No	2	10'	Sidewalk	5-8'	Both sides	No***	Yes	20	Yes (both)	No****

Notes:

\* Residential access street standards may be decreased somewhat at the City's direction if alley access is provided for public services, utilities, and parking/garage access.

\*\* This is the intended maximum speed at which most drivers will travel given the built environmental speed controls created by the street width and design. It is not a design speed for sight distance cornering or other geometric properties of the roadway.

\*\*\* Streets sections in higher-activity, mixed-use areas may have a wide sidewalk (at least 10 feet in width) with street trees planted in sidewalk cutouts instead of a planter strip subject to review and approval by the City.

\*\*\*\* Most street sections will require the use of the use of natural drainage swales designed to meter and filter stormwater runoff. Streets sections in higher-activity, mixed-use areas can collect and convey runoff to nearby areas for natural metering, filtering, and infiltration.



- Curb radii at intersections shall be minimized, subject to satisfying required turning templates (including those for service and emergency vehicles), to keep pedestrian crossing distances to a minimum and to control the speeds of turning vehicles.
- Future commercial and industrial development along arterials shall be limited to no more than one driveway (access) every 200 feet.
- Newly created parcels shall have frontage on a City-maintained street.

### Circulation Diagram

The City will require as a part of new development, and pursue within the existing City limits, a circulation system consistent with that illustrated conceptually in **Figure CIRC-1**. The Circulation Diagram focuses on the larger roadway facilities, such as arterial and collector level streets. Detailed layout, including the placement of access streets, shall be included, consistent with Circulation Element policies, as a part of plans, projects, and subdivision requests, and subject to City review and approval according to the policies in this Element and the City's standards and specifications (separately adopted).

Crawford Road is not shown as a through street midway between Oakdale Road and Coffee Road. In this area, as of the writing of this document, there are several larger-lot residences, the owners of which may not wish to subdivide in the immediate future. The City anticipates that someday this area would become developed at a similar density to urban development anticipated for the rest of the southwest Riverbank area. It is anticipated that a temporary traffic diverter would be installed along Crawford Road as the southwestern portion of the Riverbank Planning Area develops. This would be intended to allow access for residents and property owners of the area, but prevent significant through traffic. In the future, when the large-lot residential area subdivides and develops, the City will remove this temporary traffic diverter to provide greater access (including emergency access) and connectivity for this area.

With input from Caltrans, Riverbank, StanCOG, Stanislaus County, the City of Modesto, and the City of Oakdale are analyzing and planning for a regional expressway. This regional expressway would provide service to the Riverbank Planning Area and would be located near the Claribel Road corridor. Under current plans, this route would be a regional facility linking northern Stanislaus County, Tuolumne County, and SR 99. The exact nature of access to the new route and the level of improvement to major intersections is undetermined as of the writing of this document, and will need to be coordinated between StanCOG, Stanislaus County, and the affected cities along the route. The City will require proposed development projects near or affecting the Claribel Road corridor to plan, analyze, and mitigate transportation-related impacts related to the Claribel Road corridor, including access, according to the latest known regional expressway plans.

It is anticipated that one or more specific plans will be prepared to implement the City's General Plan. New growth areas anticipated to be a part of future specific plans include areas in the southern portion of the Planning Area that would be affected by expressway planning efforts. While it is not possible as of the writing of this document to describe



**LEGEND**

- Parcels
- Planning Area
- Arterial Roads
- Collector Roads

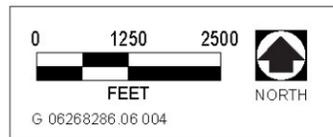
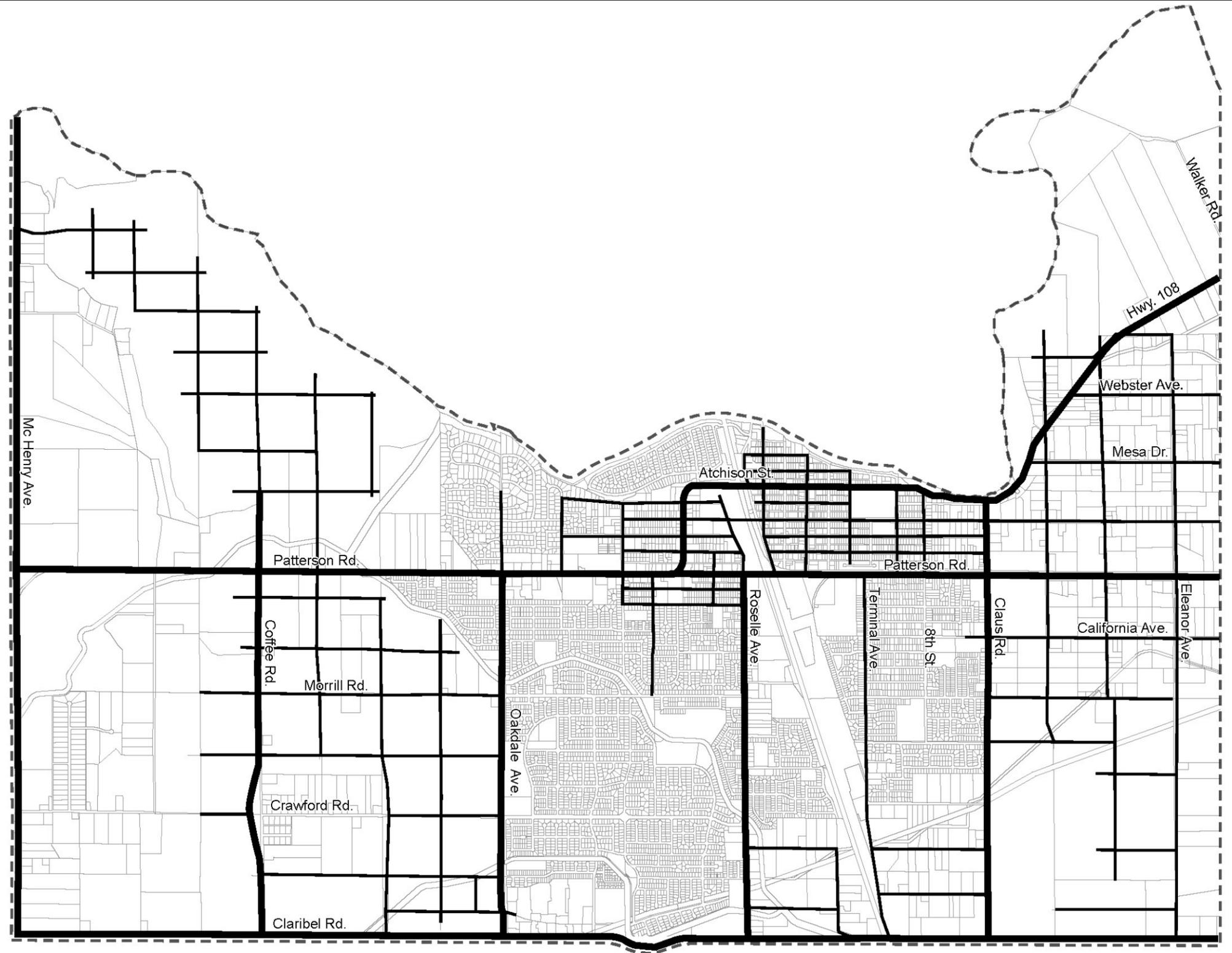


Figure CIRC-1  
Riverbank General Plan Circulation Diagram





whether or not a future expressway would be located along the southern extent of the Riverbank Planning Area, the City anticipates that the timing of future specific plan/s may be such that future expressway and access scenarios can be incorporated.

## Goals and Policies

Goals and policies in this Element address various aspects of the circulation of people and goods to support buildout of the Riverbank General Plan.

Goal CIRC-1	Riverbank’s Circulation Network Provides Convenience and Choice among All Modes of Transportation
Policy CIRC-1.1	Approved plans, projects, and subdivision requests in new growth areas shall include the construction or pro-rata funding of transportation infrastructure that includes a connected and integrated system of bicycle facilities and pedestrian facilities, designed to comply with the Americans with Disabilities Act.
Policy CIRC-1.2	Approved plans, projects, and subdivision requests in new growth areas shall provide a fully connected network of smaller roadways that provide many alternative routes between each point of origin and destination.
Policy CIRC-1.3	Approved projects, plans, and subdivision requests in new growth areas shall arrange streets in an interconnected block pattern, so that pedestrians, bicyclists, and drivers are not forced onto arterial streets for inter- or intra-neighborhood travel. This approach will also ensure safe and efficient movement of emergency responders.
Policy CIRC-1.4	Approved projects, plans, and subdivision requests with an internal street network shall provide an internal connectivity index of 1.4 or higher. The connectivity index is calculated by dividing the total number of road segments the number of nodes. Nodes are intersections plus cul-de-sacs. Roadway segments are between intersections. Cul-de-sacs are prohibited except where physical constraints make any other roadway solution impossible. The City may require higher levels of connectivity, beyond this standard, and will review plans and projects to take advantage of opportunities to provide more connectivity.
Policy CIRC-1.5	Approved projects, plans, and subdivision requests shall connect with adjacent roadways and stubbed roads and shall provide frequent stubbed roadways in coordination with future planned development areas. Plans and projects shall connect to adjacent planned development areas and adjacent roadways at a minimum



---

	of 600-foot intervals. This minimum interval does not apply to development areas that are adjacent to existing or planned future limited-access highways, freeways, or expressways.
Policy CIRC-1.6	Approved projects, plans, and subdivision requests shall provide a roadway network such that driving distance from any dwelling to the nearest collector street is a maximum of 2,000 feet and no more than three turning movements at intersections are required in order to travel from any home to a collector street
Policy CIRC-1.7	The City will ensure frequent street and trail connections between new residential developments and established neighborhoods, between downtown and surrounding neighborhoods, across the railroad, across the river, and between other important origin and destination points.
Policy CIRC-1.8	City street improvement standards and the street classification system will reflect the need to accommodate the full range of locally available travel modes.
Policy CIRC-1.9	In new and existing developed areas, the City will invest in a convenient, well-maintained, and safe system of pedestrian and bicycle paths that connect residences with shopping centers, public buildings, parks, places of employment, and schools.
Policy CIRC-1.10	The City will incorporate pedestrian and bicycle improvement projects into the City's Capital Improvements Program.
Policy CIRC-1.11	The City's level of service standards will balance the need to provide convenient vehicular travelways during peak hours of demand with other community goals, such as the desire to accommodate pedestrian and bicycle access.
Policy CIRC-1.12	The City will use Level of Service D as the goal for roadway segments, as measured on a daily basis. The City's goal for peak-hour intersection level of service is LOS D. The City may elect to exceed of these standards in favor of other community planning and environmental goals and policies.
Policy CIRC-1.13	City environmental documents and associated mitigation programs will explicitly consider compact development, mixing of land uses, affordable housing, and other pedestrian, bicycle, and transit oriented design elements that generate fewer vehicle trips. Such approved plans, projects, and subdivision requests will have a correspondingly lower contribution toward any roadway or intersection improvement mitigation measures required in City environmental documents.

---



Policy CIRC-1.14	The City will ensure provision of signage and secure storage facilities in appropriate locations for bicycles.
Policy CIRC-1.15	The City will ensure that the pedestrian network is safe, accessible, attractive and efficient, running largely along public spaces (including streets and open spaces) fronted by houses, and avoids uses that generate major breaks in surveillance on routes to and from public transport and other routes used at night.
<b>Goal CIRC-2</b>	<b>The City's Urban Development Pattern Supports All Locally Available Modes of Transportation</b>
Policy CIRC-1.1	Approved plans, projects, and subdivision requests in new growth areas shall include the construction or pro-rata funding of transportation infrastructure that includes a connected and integrated system of bicycle facilities and pedestrian facilities, designed to comply with the Americans with Disabilities Act.
Policy CIRC-2.1	Approved plans, projects, and subdivision requests in new growth areas will provide an appropriate balance of higher-activity land uses, such as schools, parks, retail and commercial services, small offices, civic uses, apartments, in accessible neighborhood centers. Higher-activity land uses shall not be focused in a linear pattern along large roadways.
Policy CIRC-2.2	The City will not allow large, unbroken surface parking lots, which unnecessarily inhibit travel on foot and by bicycle. Please refer also to Community Character and Design Element policies that address the location and nature of surface parking.
Policy CIRC-2.3	Approved projects, plans, and subdivisions shall provide shade trees in parking areas at a ratio of at least one tree for every four parking spaces. These trees shall be dispersed throughout the parking area.
Policy CIRC-2.4	The City will ensure that redevelopment and revitalization efforts in the existing City are designed to accommodate and encourage pedestrian and bicycle travel, as well as public transit options, as such options become more widely available.
Policy CIRC-2.5	The City will be flexible in parking requirements or eliminate off-street parking requirements for redevelopment, infill, and multi-family projects by allowing cooperative shared use of parking between properties with different parking demand peaking periods, utilization of on-street parking spaces to meet parking requirements, allowing parking reductions for projects located in



	walkable areas with improvements that accommodate alternative forms of travel, and allowing parking reductions for multi-family development to reflect the trip generation characteristics of this type of development.
Policy CIRC-2.6	The City will pursue in the existing developed area, and require in new growth areas pedestrian amenities, such as street furniture, shade trees, pedestrian lighting, water fountains, and pedestrian-oriented signage.
Policy CIRC-2.7	The City will encourage and support appropriate home-based businesses in residential areas and telecommuting centers in appropriate areas.
<b>Goal CIRC-3</b>	<b>Increase the Availability and Use of Transit</b>
Policy CIRC-3.1	The City will coordinate planning efforts and project entitlements with the Riverbank Oakdale Transit Agency, the Stanislaus Area Regional Transit District (START), and any future providers serving Riverbank to enhance and expand transit services throughout the City and surrounding region.
Policy CIRC-3.2	The City will promote the development, improvement, expansion, and increased ridership of transit within the City, including the development of new transit agencies and new forms of transit, as they become available.
Policy CIRC-3.3	Approved plans, projects, and subdivision requests will accommodate transit facilities consistent with transit agency planning.
Policy CIRC-3.4	When transit stops are required in existing developed portions of Riverbank or new growth areas, the City will ensure that stops are safe, convenient, comfortable, well maintained, and complementary to the urban design in the surrounding vicinity.
Policy CIRC-3.5	The City will coordinate with local and regional transit providers in developing transit plans that link important origin and destination points affecting Riverbank residents and businesses.
Policy CIRC-3.6	The City will support and provide incentives to encourage local businesses and transit providers to develop transit incentive programs.
Policy CIRC-3.7	The City will coordinate with all agencies involved in planning for a future east-west expressway through northern Stanislaus County to ensure that transit service is provided along the route, including potentially the use of HOV/transit only lanes during peak hours.



Goal CIRC-4	Move Freight and Passengers Efficiently
Policy CIRC-4.1	The City will work with relevant public agencies and the railroad to appropriately regulate the movement of truck traffic and hazardous materials throughout the City.
Policy CIRC-4.2	The City will enforce weight limits as a means to safely regulate truck traffic in noise sensitive areas, such as residential neighborhoods and near schools and hospitals.
Policy CIRC-4.3	The City will ensure that signage indicating weight limits is clearly posted throughout the City.
Policy CIRC-4.4	The City will support the development and implementation of a quick-response emergency services program for railroad corridors and continue to support the County's Hazardous Materials Team.
Policy CIRC-4.5	The City will coordinate with rail transportation operators, such as BN&SF and Amtrak, to ensure safe and reliable rail transportation in and through the Planning Area.
Policy CIRC-4.6	The City will limit, with a maximum weight limits, truck traffic to appropriate routes. Truck routes include Highway 108 through the City (Patterson Road, Callander Avenue, and Atchison Street), Roselle Avenue, First Street in the downtown area, Claus Road, Claribel Road, Snedigar Avenue, and Coffee Road. Areas of the aforementioned listed streets not within the City limits will be formally designated by the City upon any annexation that may occur in the future. Although Claribel Road may not be fully within City limits, it is likely that this would be a major roadway serving the County at some point in the future and appropriate for truck traffic. The City will designate, post signage, and otherwise restrict truck traffic from using other streets, with an emphasis on streets that are primarily residential. Trucks may go by direct route to and from restricted streets, where required for the purpose of making pickups and deliveries of goods, but are otherwise restricted to truck routes.



## Implementation Strategies

<p><b>Implementation Measure CIRC-1</b></p>	<p>The City will develop and implement a Bicycle Master Plan. In coordination with the public at large and other relevant public agencies, the City will outline a comprehensive bikeway system that serves the goals of the General Plan. Elements of the Bicycle Master Plan will be included in Citywide capital improvements planning. The Bicycle Master Plan will be coordinated, as appropriate, with City of Modesto Bikeway Planning and Countywide and regional efforts, as they arise. The City will specifically work with the City of Modesto to coordinate bikeways along the Hetch-Hetchy right-of-way and along the railroad line, as appropriate.<sup>5</sup></p>
<p><b>Implementation Measure CIRC-2</b></p>	<p>As a part of implementation of the City’s bicycle master plan, the City will work with local irrigation districts, the County, local railroad concerns, other property owners, and other agencies and interested parties to acquire and/or use existing easements and rights-of-way for development of off-street pedestrian and bicycle pathways.</p>
<p><b>Implementation Measure CIRC-3</b></p>	<p>The City will work with outside agencies, employees, and employers to optimize the use of alternative travel modes and reduce the use of the automobile, especially during peak periods of congestion. To support this effort, the City will develop a Travel Demand Management ordinance that requires large employers to provide incentives for employees to commute via transit, bicycle, on foot, or by carpool, rather than the single-occupant vehicular commute.</p>
<p><b>Implementation Measure CIRC-4</b></p>	<p>The City will revise street improvement standards to be consistent with this Circulation Element, including consideration on equal footing of all locally available forms of travel. Standards will ensure, among other things: a complete and comprehensive pedestrian and bicycle system to allow such travel for daily needs; sidewalks are wide and shaded by trees; trees are placed to provide separation between pedestrians and auto traffic; avoid sidewalk damage by tree roots; the width and number of curb cuts (driveways) on City streets protects the safety of pedestrians; lower speed limits on roads cyclists will share with motorists; automatic traffic signal actuators where cyclists may reach them without leaving the roadway; and, adequate paved shoulders on arterial and</p>

<sup>5</sup> Refer to Modesto’s Modesto Non-Motorized Transportation Master Plan, <http://www.modestogov.com/prnd/nmmp/PDFs/5.%20Bicycle%20Projects.pdf>.



	<p>collector roadways for bicycles. The City will also include in street improvement standards strategies for using pervious pavement for access streets and rubberized asphalt made from recycled tires for newly constructed collector and arterial roadways. Access will be designed to allow for future City control (and therefore increased access) along Patterson Road and the possible use of the Claribel Road alignment (and therefore limited access) as a future regional expressway and/or State Highway.</p>
<p><b>Implementation Measure CIRC-5</b></p>	<p>The City shall coordinate with relevant transit providers and include, as appropriate, transit improvements in the Capital Improvements Plan (CIP).</p>
<p><b>Implementation Measure CIRC-6</b></p>	<p>The City will actively pursue State and federal grant programs for developing, improving, and enhancing bicycle and pedestrian routes in the existing developed City, including Safe Routes to School associated funds.</p>
<p><b>Implementation Measure CIRC-7</b></p>	<p>The City will develop and implement a Parking Master Plan to coordinate and manage parking in the City. The Master Plan will include strategies and implementation measures for addressing the City’s parking supply and parking requirements and design standards. The plan will include strategies to optimize the parking supply, especially in the downtown area, through shared parking; development of shared parking facilities; use of on-street parking to meet demand of nearby properties; ensuring parking standards reflect actual parking demand; ensuring parking standards are reduced for properties in walkable and bicycle friendly areas of the City; use innovative design standards, such as tandem parking, stacked parking, and valet parking; and other strategies. The City will develop and include maximum, as well as, minimum parking requirements for new growth areas.</p>
<p><b>Implementation Measure CIRC-8</b></p>	<p>The City will work with surrounding jurisdictions, the County, and StanCOG to develop regional solutions to regional vehicular transportation issues. The City will evaluate and make use of City approved regional traffic modeling tools, and use such tools for impact assessment and traffic mitigation for development projects.</p>



---

# **COMMUNITY CHARACTER AND DESIGN**

---





---

# INTRODUCTION

---

Riverbank is a distinctive Central Valley community. The City originally developed on a series of gridded streets, framed by the Stanislaus River on the north, and agricultural lands on the south, east, and west. It is a town whose civic tradition was established by the railroad and the agriculture community that supported it. Over the past century, Riverbank has become a livable, amenable place, with walkable, tree-lined streets, neighborhood parks, accessible natural areas, and a historic downtown. Somewhat removed from major urban growth centers, Riverbank has the qualities of a friendly small town.

The Community Character and Design element builds on the positive existing qualities of Riverbank. The Element also reflects Riverbank's cultural history, which has been shaped by agriculture, industry, and the railroad. It introduces policies aimed at protecting the natural resources of the City and enhancing its livability in the future. Within the city, the element advances a model (carried through the entire General Plan) of neighborliness, and the design of environments that discourage auto dependence.

Riverbank looks and feels is a direct statement of the community's values and desires. Residents care about how their City looks and feels. They want to live somewhere that they can take pride in calling home. The City also wants to make a positive impression with visitors, creating interesting places that people remember and visit again.

---

### **Public Outreach Addressing Community Character and Design**

---

Riverbank residents have diverse cultural backgrounds, which is a great strength. There are a variety of households with different socioeconomic characteristics, different preferences, and different needs. Since this is the City's first Community Character and Design Element, staff and decision makers have conducted outreach and facilitated community input with a special focus on community character and design issues.

To ensure that the built environment meets the needs of our community, the City staff conducted a public outreach effort that invited citizens to civic events to discuss design preferences during the General Plan update. The City staff also conducted outreach in the community, at citizens' civic and religious gathering places. Staff and consultants presented preference surveys and organized these surveys such that the community's input could be easily used to draft policies in accordance with specific urban design preferences. The survey responses were summarized and evaluated by City staff and consultants to provide the basis



for this Element. The City also conducted a public workshop with the Planning Commission and City Council to specifically discuss their opinions on community character and design.

### Relationship with other General Plan Elements

The goals and policies in this Community Design Element have also been drafted to incorporate goals and policies from the Land Use and Circulation Element, in particular. These Elements include City goals for air quality, transportation, and land efficiency, calling for more compact urban development patterns, mixing of land uses, a high-quality multi-modal transportation system, and other planning components. These goals in other Elements are particularly demanding of design. The City recognizes that high-quality private and public design in the overall urban environment is necessary for gaining broad public acceptance for more compact communities. Convenience of non-vehicular modes of travel similarly will depend on high quality in urban design.

While the Land Use Element describes the location and distribution of uses within the City, the Community Character and Design Element emphasizes how development should relate to the user, visual characteristics, and how buildings and other improvements should function in the greater context of the community. This Element is the basis for the aesthetic regulation of public and private land and structures.

### Communitywide Policies and Focus Areas

The Community Character and Design Element provides policies and design concepts regarding the form and character of new private development (and public improvements) at a Citywide basis. The Element describes different design requirements for different land uses and different districts in the City. The Element also provides focused plans for areas of the City in need of special design attention, such as Downtown Riverbank, the Patterson Road corridor, and Neighborhood Centers in the new and planned parts of the City. Unless specified otherwise, the goals and policies that follow apply Citywide.

## Goals and Policies

### STREETS GOALS & POLICIES

Streets comprise the majority of the accessible public spaces of cities and can be among the liveliest and most memorable areas of a community. In past years, however, street design focused on accommodating motor vehicles with minimal consideration for other activities and modes of transportation. Goals, policies, and design guidelines provided in this element are aimed at balancing the need for motor vehicle movement and parking with the community's desire to create a sense of place.



**Goal DESIGN-1 Street and circulation patterns that encourage walking, bicycling, transit use, and reduce traffic congestion**



**Figure DESIGN-1. Preferred – provide multiple points of access**

Policy DESIGN-1.1 Approved projects, plans, and subdivision requests in new growth areas shall arrange streets in an interconnected block pattern, so that local pedestrian, bicycle, and automobile traffic do not have to use arterial streets to circulate within the neighborhood.

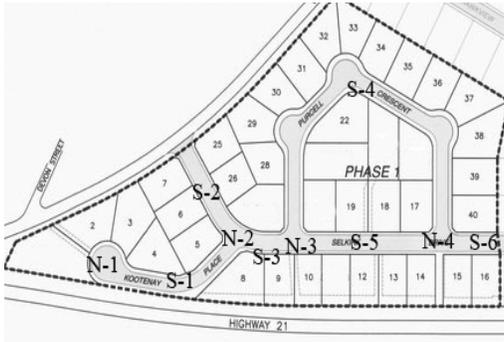
Policy DESIGN-1.2 Neighborhood centers, parks, landmarks, and schools shall be located and designed so that people may conveniently reach these destinations by foot, bicycle, car, or bus.

Policy DESIGN-1.3 The City will ensure frequent street and trail connections between new residential developments and established neighborhoods.



**Figure DESIGN-2. To Be Avoided – do not limit access**

Policy DESIGN-1.4 The City will encourage the construction of alleys in new neighborhoods to serve residential garages and waste collection services, except where site configuration or other features impede their use. Alley design should promote safety and security, as well as accessibility to adjacent properties.



**Figure DESIGN-3. Connectivity Index.** There are six segments and four nodes in the example above yielding an overall connectivity index of 1.5

**Policy DESIGN-1.5** Approved projects, plans, and subdivision requests with an internal street network shall provide an internal connectivity index of 1.4 or higher. The connectivity index is calculated by taking the total number of road segments divided by nodes. Nodes are intersections plus cul-de-sacs. Roadway segments are between intersections. Cul-de-sacs are prohibited except where physical constraints make any other roadway solution impossible. The City may require higher levels of connectivity, beyond this standard, and will review plans and projects to take advantage of opportunities to provide more connectivity. See also Policy CIRC-1.4.

**Policy DESIGN-1.6** Approved projects, plans, and subdivision requests shall connect with adjacent roadways and stubbed roads and shall provide frequent stubbed roadways in coordination with future planned development areas. Plans and projects shall connect to adjacent planned development areas and adjacent roadways at a minimum of 600-foot intervals. This minimum interval does not apply to development areas that are adjacent to existing or planned future limited-access highways, freeways, or expressways.

See also Policy CIRC-1.5



<p><b>Goal DESIGN-2</b></p>	<p><b>Amenities and Features along Neighborhood Residential and Commercial Streets that Accommodate All Travel Modes</b></p>
<p>Policy DESIGN: 2.1</p>	<p>The City will require distinctive crosswalks at major street intersections in locations expected to generate significant pedestrian traffic. Approved projects, plans, and subdivision requests will incorporate such features, as appropriate.</p>
<p>Policy DESIGN-2.2</p>	<p>The City will require separate travel areas for motorized vehicles, bicycles, and pedestrian traffic along busy streets.</p>
<p>Policy DESIGN-2.3</p>	<p>The City will require appropriate signage and traffic control devices to safely accommodate pedestrian, bicyclists, and vehicular traffic.</p>
<p>Policy DESIGN-2.4</p>	<p>The City will require construction of intersections with the minimum dimensions and turning radii necessary to maintain established levels of service.</p>
<p>Policy DESIGN-2.5</p>	<p>The City will require visually attractive streetscapes with street trees and sidewalks on both sides of streets, planting strips, attractive transit shelters, benches, and pedestrian-scale streetlights in appropriate locations.</p>
<p>Policy DESIGN-2.6</p>	<p>Where appropriate, the City will require streetscapes that make use of traffic calming techniques to provide a safer and more comfortable environment for pedestrians and bicyclists. The City will not pursue closed streets or half-closed streets, or other measures that limit connectivity as a traffic-calming solution.</p>



**Figure DESIGN-4. Preferred – separated sidewalk or trail**



**Figure DESIGN-5. To Be Avoided – narrow sidewalk without separation**



**Figure DESIGN-6. Preferred – median, landscape strip, street trees, separated sidewalk**



**Figure DESIGN-7. To Be Avoided – wide open street with little character**



Policy DESIGN-2.7 In general, the City will require the construction of sidewalks on both sides of all new streets. In industrial areas, sidewalks may not be appropriate.

Policy DESIGN-2.8 The City will coordinate with transit providers and, as appropriate, require land and amenities to accommodate transit.

### Residential Development Goals & Policies

Riverbank's residential areas include older, more traditional residential neighborhoods in the central area and newer, more auto-oriented development to the west. The central area's older neighborhoods have tree-lined streets with sidewalks and detached garages served by alley access, resulting in a pedestrian oriented design. This contrasts with the newer single-family neighborhoods, which feature a wide, discontinuous cul-de-sac street pattern and homes with garage doors that face the street.

Newer multi-family complexes and parking areas are usually large and isolated from the surrounding community. The bulk and lot coverage of these complexes are dominating.

The following policies are aimed at creating neighborhoods that are

- oriented toward pedestrians,
- foster social interaction, and
- create a sense of community.

### CRIME PREVENTION THROUGH COMMUNITY DESIGN

There are two basic approaches to crime prevention through environmental design.

**Defensible Space Theory.** One theory emphasizes good neighborly relationships that focus attention on public spaces. For the purposes of this discussion, this approach is called the Defensible Space Theory. Thoughtful site planning and design can provide residents with surveillance, territorial control, and community policing. The more people and “eyes on the street,” the more that crime can be prevented through community design.



Figure DESIGN-8. Preferred – allow for multiple points of access



Figure DESIGN-9. To Be Avoided – long blocks with walls that prevent access



**Opportunity Theory.** A different approach emphasizes limited and controlled access points in and out of neighborhoods. For the purposes of this discussion, this is called the Opportunity Theory. Under this theory, public streets and spaces should be difficult to enter and escape.

The two theories are not mutually exclusive, but where there is a conflict, the City reserves, at its sole option, to choose between: (1) Defensible Space Theory – a more open and integrated lay-out that generates attention to public spaces; or, (2) Opportunity Theory – a more closed layout that discourages entry and exit for outsiders.

It is expected that a vast majority of neighborhoods will be consistent with the Defensible Space Theory. Given the City’s General Plan Vision Statement, General Plan Guiding Principles, and goals and policies presented throughout this General Plan, the policy preference in most instances will be for the Defensible Space approach.

The City will review each project that proposes limited or controlled public access based on its individual merits and its ability to serve the public interest. In its review, the City will consider information provided by all reviewing departments (fire, police, public works, and others, as relevant).

Given the range of strategies for controlling access, different types of projects, different contexts for development projects, and the ability to regulate without dictating design, only general criteria for access and security are provided. General Plan policy is to be used in conjunction with concurrent application for discretionary action, such as a Specific Plan, tentative map, street abandonment, or other approval process, as determined by the City.

Decisions must conform to legal and procedural requirements set forth in the California Streets and Highways Code, the Vehicle Code and the Government Code, and must also be consistent with City ordinances, policies, and design manuals with respect to public and private street right-of-way standards.

<b>Goal DESIGN-3</b>	<b>Neighborhoods Are Oriented to the Pedestrian and Foster a Sense of Community</b>
Policy DESIGN-3.1	The City will limit block lengths and encourage continuity of streets among neighborhoods to facilitate access, increase connectivity, and support safe pedestrian, bicyclist, and vehicular movement in residential neighborhoods. Individual blocks in approved plans, projects, and subdivision requests shall be no more than 300 to 400 linear feet per block face or 1,000 to 1,300 linear feet total per block perimeter.

---



Policy DESIGN-3.2 Approved plans, projects, and subdivision requests shall provide residential site and building design that contributes to an attractive, pedestrian-friendly environment along neighborhood streets. Approved plans, projects, and subdivision requests will minimize the visual prominence of garages and instead incorporating porches, stoops, active rooms, and functionally opening windows that face the street.

---

Policy DESIGN-3.3 The City will not allow the use of sound walls within neighborhoods. Traffic dispersal on a finely connected network of smaller roadways and other planning and site design solutions shall be used instead of sound walls to address any noise issues. Since gated residential areas discourage connectivity, the City only allows such developments if connectivity with surrounding areas will not be significantly impaired and other specified conditions are met. The City maintains the sole authority to approve a project that includes gates exclusively in cases where a property is located where through connections would not be possible to other existing developed or planned future developed areas. The City will not allow gates in unless fire access can be guaranteed, according standards of, and review by the Stanislaus Consolidated Fire Protection District. This exception to the general preference for connectivity and access may be made where a project consists solely of unique and locally desired land uses, such senior housing. See also Policy DESIGN-3.6.

---



**Figure DESIGN-10. Preferred – Porch and inviting street frontage**



**Figure DESIGN-11. To Be Avoided – garage dominated and no usable porch**



---

Policy DESIGN-3.4 The City will discourage residential development that backs up to parks or other open space. The City will not allow residential development that backs up to open space without public access at regular intervals into and out of the park or open space area.

---

Policy DESIGN-3.5 The City will ensure that smaller residential lots, including those with widths of less than approximately 50 feet, shall minimize driveway widths, set garages back from the home structure, and minimize garage widths. The City will encourage the use of alleyway access, in particular for smaller residential lots, in coordination with Fire District requirements.

---



**Figure DESIGN-12. Preferred – Homes on busy streets should front on the street and have larger set backs**



**Figure DESIGN-13. To Be Avoided – sound walls**

---

Policy DESIGN-3.6 The City will evaluate proposed projects, plans, and subdivision requests involving limited or controlled access according to the following criteria and consistency with other relevant General Plan policy. Access controls may be approved by the City if the following conditions are met:

- The controlled access project provides a community and/or internal project benefit or satisfies a specific community need, such as, but not limited to: enhancing community safety and security; improving existing or projected traffic impacts; promoting community cooperation or identity; or, significantly enhancing the quality of life.
-



## COMMUNITY AND CHARACTER DESIGN

---

- The limited access project includes alternative means of reducing traffic impacts as described in the Street Design Manual, and measures such as gateways, bollards, median-chokers, curb pop-outs, channelization of intersections, left/right turn only directional signs, one-way streets, and parking restrictions.
  - The limited or controlled access project does not significantly displace existing or projected future traffic or parking impacts to adjacent areas.
  - Public access is not denied to open spaces, river, parks, trails, commercial areas, transit stops, major streets, schools, or public facilities.
  - The street system, gated entry, and premises identification meet all criteria established in State regulations and City ordinances, policies, and design manuals.
  - Street access to gated projects has been provided for police, fire, and other emergency vehicles by means that are acceptable to the providers of those services.
  - Access will be provided for postal service, trash pick-up, and school buses. Pursuant to the Municipal Code, the City will not collect trash on private property.
  - The City shall be granted general utility and utility access easements on private streets.
  - The location of gates shall provide adequate stacking areas to accommodate traffic to the project. Stacking shall not adversely impact circulation on any public street.
  - Walls or other enclosures attached to gates shall use a combination of setbacks, landscaping, civic enhancements and human-scale articulation and/or other design features. The enclosures will be governed by relevant sections of the municipal code relating to sight distances.
-



Goal DESIGN-4	High Quality Residential Site Design and Architecture
Policy DESIGN-4.1	The City will establish design standards for cottage, cluster, and attached single-family housing to ensure that the development of such housing is in scale with the neighborhood context.
Policy DESIGN-4.2	Approved projects, plans, and subdivisions shall provide diversity among dwelling units in the use of color, building materials, floor plan layouts, square footages, and roof-lines. Approved projects, plans, and subdivision requests shall maintain continuity of a few overall urban design features to provide context between individual units and the neighborhood.
Policy DESIGN-4.3	The City will encourage individually owned garages to be clustered or placed beneath units with common driveway access to maximize efficient use of the overall site area.
Policy DESIGN-4.4	The City will allow for small front-yard setbacks in single-family residential districts to permit greater design flexibility and ensure an inviting human scale.
Policy DESIGN-4.5	The City will allow flexible backyard set-backs to allow placement of garages oriented to alleys.
Policy DESIGN-4.6	The City will allow common ownership of parking, courtyard gardens, recreational facilities, and/or open spaces for cluster, cottage, and attached single-family residential housing
Policy DESIGN-4.7	The City design and parking for accessory dwelling shall maintain the neighborhood character.
Policy DESIGN-4.8	The architectural style, exterior materials, roof form, and other design features of accessory dwelling units shall be compatible with the primary structure.



**Figure DESIGN-14. Preferred Examples – use of color, building materials, floor plan layouts, square footages, and roof-lines**



## COMMUNITY AND CHARACTER DESIGN

### Goal DESIGN-5 Surveillance and Visibility of Public and Semi-Public Places to Improve Safety and Encourage a Sense of Community Ownership

Policy DESIGN-5.1 The City will require the placement of windows and active rooms in new structures so that they view onto yards, corridors, entrances, streets, and other public and semi-public places.

Policy DESIGN-5.2 The City will encourage the use of porches, stoops, and other elements that provide a place to comfortably linger and thereby provide "eyes on the street," helping to maintain a sense of security within neighborhoods.

Policy DESIGN-5.3 Bicycle and pedestrian paths shall be well lit and located where there is casual surveillance.

### Goal DESIGN-6 Multi-Family Architecture and Site Design Reflects Positive Features Consistent with Single-Family Homes

Policy DESIGN-6.1 The City will prohibit monolithic expanses of uniform multi-family structures surrounded by parking that breaks up the neighborhood.

Policy DESIGN-6.2 The City will encourage multi-family housing to incorporate building forms and architectural features common to adjoining adjacent single-family houses.

Policy DESIGN-6.3 The City will require convenient vehicular access and parking in a manner that neither limits pedestrian access nor endangers pedestrian safety and integrates parking areas with residential structures.



Figure DESIGN-15. Preferred – finer grained scale



Figure DESIGN-16. To Be Avoided – monolithic building surrounded by “sea of parking” that dominates environment.



Policy DESIGN-6.4 Approved plans, projects, and subdivision requests will incorporate new multi-family development with the surrounding neighborhood through site design, pedestrian connectivity, and landscaping.

Policy DESIGN-6.5 Multi-family housing projects shall provide open spaces that accommodate a wide variety of activities, both semi-public and private. Multi-family housing can also be placed directly adjacent to parkland to meet the open space requirement in master plan or specific planning efforts. On larger properties, include plazas, courtyards, small parks, and other open spaces in which residents can interact with one another or the community at large.



Figure DESIGN-17. Preferred Examples – internal open spaces in multifamily projects

## DOWNTOWN GOALS & POLICIES

A city with a thriving downtown has the potential for bolstering community spirit and contributing to a healthy local economy. Through innovative urban design programs, as well as various land use and economic strategies, Downtown Riverbank will be an attractive place for businesses to locate and residents to live. The City will plan for increased development downtown, promote urban design that enhances the public realm, improve streets and sidewalks, and encourage better building and site design in the downtown built environment.

### Goal DESIGN-7

### Downtown is a Vital, People-Oriented Place

#### Policy DESIGN-7.1

The City will encourage new buildings to reflect a scale, treatment, and character in harmony with the traditional urban buildings that give the Downtown its character.



## COMMUNITY AND CHARACTER DESIGN

---

- Policy DESIGN-7.2 The City will maintain and enhance a strong pedestrian orientation Downtown through the design of buildings, streets, and sidewalks. Establish continuous building facades with attractive window treatments and minimal or no setback distance from sidewalks.
- 
- Policy DESIGN-7.3 The City will not allow drive-thru features in new development, redevelopment, or remodels Downtown.
- 
- Policy DESIGN-7.4 The City will encourage buildings that are more vertical than horizontal in relationship to the width of adjacent streets. The City will use a guideline of a minimum building height of 30 feet to provide a better scale relationship to the street and a greater potential for a vital urban environment.
- 
- Policy DESIGN-7.5 The City will require ground floor building façade treatments and activities that generate pedestrian interest and comfort. Large windows, canopies, arcades, plazas and outdoor seating are examples of such amenities.
- 
- Policy DESIGN-7.6 The City will support efforts to reduce the perceived scale of Downtown streets in relationship to building height and bulk, while allowing for automobile movements. The City will encourage wider sidewalks, additional landscaping, and accommodating a large portion of future parking demand with street, rather than surface parking.
- 



Figure DESIGN-18. Preferred – vertical



Figure DESIGN-19. To Be Avoided – horizontal



Policy DESIGN-7.7 The City will design streets and other public spaces within Downtown that can otherwise be utilized for seasonal celebrations and special events.

Policy DESIGN-7.8 The City will support connectivity between public spaces and semi-public spaces on private land in downtown Riverbank.

Policy DESIGN-7.9 The City will support efforts to reduce the visual impact of surface parking lots.



**Figure DESIGN-20. Preferred Examples – public and semi-public spaces**

**Goal DESIGN-8 Urban Design in the Downtown Defines and Enhances the Character of the City**

Policy DESIGN-8.1 The City will support urban design programs that incorporate public improvements to enhance the identity of the Downtown.

Policy DESIGN-8.2 The City will support urban design programs that incorporate public and semi-public improvements to enhance the connections among special activity areas. Improvements may include, but should not be limited to, public spaces, parks and plazas, pedestrian walkways, and crosswalk definition.

Policy DESIGN-8.3 The City will require the use of durable, high quality building materials to lower maintenance and replacement needs and ensure the aesthetic appeal of new development and rehabilitation in the Downtown.

**Goal DESIGN-9 Historic Features Continue to Add to the Character of Downtown Riverbank**

Policy DESIGN-9.1 The City will retain as many historic features as possible in the restoration or renovation of historical buildings. Wherever possible, maintain or restore original proportions, dimensions, and elements. Where applicable, follow historic preservation techniques appropriate to maintain historic registry status of subject buildings.



- 
- |                   |   |
|-------------------|---|
| Policy DESIGN-9.2 | New buildings in the Downtown shall be compatible with the scale, proportions, massing, general architectural elements, and materials of neighboring buildings of historical quality or significance. |
|-------------------|---|
- 
- |                   |  |
|-------------------|--|
| Policy DESIGN-9.3 | The City will encourage preservation and upgrades of the physical appearance and usability of buildings and sites with special historic and/or architectural interest, insofar as these actions do not jeopardize the historical registry status of subject buildings and sites. |
|-------------------|--|
- 
- |                   |  |
|-------------------|--|
| Policy DESIGN-9.4 | The City will celebrate the history and cultural diversity of Riverbank by encouraging buildings, uses, and events which reflect that history and cultural diversity |
|-------------------|--|
- 

### **Neighborhood Centers and Commercial Development Goals & Policies**

In new growth areas of the City, higher-activity land uses, such as schools, parks, retail and commercial services, small offices, civic uses, apartments, and others will be located close together in neighborhood centers. Neighborhood centers will represent “nodes” of urban development where intensity and density is increased relative to the surrounding area. For example, while the neighborhood center may contain apartments buildings, surrounding areas would contain medium-density housing types, such as townhomes or small-lot, single-family housing. These areas would in turn be surrounded by lower-density housing. Neighborhood centers will be small in scale, but sized according to the needs and size of the surrounding neighborhood. Neighborhood centers will be pedestrian and bicycle friendly areas, and will provide the opportunity for transit access, once it is available. Such neighborhood centers will have 360-degree access to and from the surrounding neighborhood (as opposed to the 180-degree access afforded to linear, arterial-oriented development).

Some of our existing commercial areas are designed to be vehicle-oriented with few pedestrian amenities. To become more inviting for pedestrian and transit users, both commercial areas and neighborhood centers need wider sidewalks and pedestrian ways furnished with benches and street trees. These areas require well-marked crosswalks and transit stops, buildings that are oriented to the streets rather than to parking lots, and compact development patterns which decrease walking distances between retail outlets.



**Goal DESIGN-10 New and Existing Commercial Areas, Mixed-Use Areas, and Neighborhood Centers Accommodate Pedestrians, Bicyclists, Transit Users, and Motor Vehicles**

**Policy DESIGN-10.1** The City will require site and building access for pedestrians and bicyclists by providing the most direct pedestrian access from sidewalks and parking areas to building entrances while minimizing conflicts with motor vehicle traffic.

**Policy DESIGN-10.2** The City will require and establish connecting streets with short blocks in pedestrian-oriented commercial areas in order to create a pedestrian-scale street environment. The City will work to retrofit existing development into a pattern of small streets and short blocks (i.e., around two hundred feet) at the time of redevelopment.

**Policy DESIGN-10.3** The City will require developers of large-scale retail projects to provide small-scale retail shops with separate entrances along the perimeter of the site to provide visual interest, easy access, and more diverse shopping opportunities.

**Policy DESIGN-10.3** The City will require developers of large-scale retail projects to provide small-scale retail shops with separate entrances along the perimeter of the site to provide visual interest, easy access, and more diverse shopping opportunities.

**Policy DESIGN-10.4** The City will require new development to incorporate innovative site design, trees and landscaping, pedestrian paths, and treatment of surface parking areas to avoid a “sea of asphalt.”



**Figure DESIGN-21. Create environments that generate pedestrian interest and comfort**



- Policy DESIGN-10.5 Approved plans, projects, and subdivision requests shall locate motor vehicle parking at the rear or side of buildings, or otherwise away from areas where pedestrians would access the site. The City will require measures to block the view of the parking from pedestrian accessible areas and to enable more convenient access to the front of the buildings. Where it is not possible to provide parking behind a building, parking may be located along the interior side. Signage for parking should be a recognized standard to be distinguishable for motorists, unless otherwise specified in district design guidelines.
- 



Figure DESIGN-22. Front Entrance



Figure DESIGN-23. Side Parking

- Policy DESIGN-10.6 The City will require the appropriate use of balconies, bay windows, pitched roofs, arcades, upper story setbacks, and other architectural features to reduce the perceived building scale.
- 
- Policy DESIGN-10.7 The City will require a strong pedestrian orientation through the design of buildings, streets, and sidewalks in commercial and mixed-use projects. The City will encourage construction of continuous building facades with attractive window treatments and minimal, or no, setback distance from sidewalks.
- 
- Policy DESIGN-10.8 The City will require ground floor building façade treatments and activities that generate pedestrian interest and comfort. Large windows, canopies, arcades, plazas and outdoor seating are examples of such amenities.
-



**Figure DESIGN-24. Preferred – public and semi-public spaces**

Policy DESIGN-10.9 The City will require the development of seating areas, such as plazas within new commercial projects. Approved commercial projects and development in neighborhood centers shall provide sheltered seating areas at plazas and other appropriate locations along pedestrian walkways.

Policy DESIGN-10.10 Approved commercial projects and development in neighborhood centers shall provide awnings and other forms of pedestrian shelter along building faces that front on sidewalks.

Policy DESIGN-10.11 The City will require incorporation of architectural and landscape features that allow for secure locking of bicycles in locations easily observed from indoors. These features must be located to minimize interference with pedestrian areas, evacuation routes, cargo loading areas, and utilities accesses.

Policy DESIGN-10.12 The City will limit drive-thru features to new development along arterial roads at the periphery of existing and planned neighborhoods.

Policy DESIGN-10.13 The City will require connectivity between public spaces and semi-public spaces on private land.



**Figure DESIGN-25. Preferred Examples**



## COMMUNITY AND CHARACTER DESIGN

Policy DESIGN-10.14 The City will coordinate with ROTA and other transit agencies to locate and provide attractive and distinctive shelters and seating for transit stops serving mixed-use areas.

Policy DESIGN-10.15 The City will encourage activity around transit stops by surrounding them with retail, office, and residential uses. Parking areas will be located within short walking distance of transit stops and other uses.

### **Goal DESIGN-11 Urban Design of Commercial Projects and Neighborhood Centers Enhance the Character of the City**

Policy DESIGN-11.1 The City will support urban design programs that incorporate public and semi-public improvements to enhance the connections among special activity districts. Improvements may include, but should not be limited to, public spaces, parks and plazas, pedestrian walkways, and crosswalk definition.

Policy DESIGN-11.2 The City will require the use of durable, high quality building materials to lower maintenance and replacement needs and ensure the aesthetic appeal of new development.

Policy DESIGN-11.3 Approved projects, plans, and subdivision requests will screen utilities, air conditioning units (HVAC), and waste collection service areas from street frontage using appropriate design and building materials consistent with the development being served.

Policy DESIGN-11.4 Signage shall be designed to provide visibility for pedestrians, bicyclists, and motorists, while remaining consistent with the design theme and scale of the community and any design guidelines of the City.

Policy DESIGN-11.5 The City will encourage the development of public facilities such as museums, theaters, libraries, and recreational facilities within mixed-use areas in order to establish these places as community destinations.

### **Goal DESIGN-12 The Patterson Road Corridor and Existing Commercial Areas are Vital and Attractive Focal Points of Community Activity**

Policy DESIGN-12.1 The City will work with the business community and residents to make aesthetic and functional improvements to create a "Patterson Village."



**Figure DESIGN-26. Preferred Examples – retail uses facing and opening up onto sidewalks and plazas**

Policy DESIGN-12.2 The City will provide flexible setback requirements to promote sidewalk activity and site retail uses facing and opening up onto sidewalks and plazas. When this is not possible, the City will require building walls along sidewalks to contain windows or decorative wall treatments in order to maintain the pedestrian's interest.

Policy DESIGN-12.3 The City will encourage, through incentives, streamlining, flexibility in development standards, and other means, infill buildings along vacant or underutilized sections of the street edge to improve the environment for pedestrians.



**Figure DESIGN-27. Require shaded parking lots that accommodate the pedestrian**



**INDUSTRIAL DEVELOPMENT GOALS & POLICIES**

The following policies encourage the development or redevelopment of industrial projects that relate positively to the surroundings and are of a scale and character that are attractive and accessible to pedestrians, bicyclists, and motor vehicles.



**Figure DESIGN-28. Mitigate the size of larger industrial building through design and landscaping**

<p><b>Goal DESIGN-13:</b></p>	<p><b>New Industrial and Bulk Retail Developments Consider Human Scale</b></p>
<p>Policy DESIGN-13.1</p>	<p>Approved plans, projects, and subdivision requests shall reduce the overall perceived size and scale of large projects through such means as sensitive massing, articulation, and organization of buildings; the use of color and materials; and the use of landscaped screening.</p>
<p>Policy DESIGN-13.2</p>	<p>The City will encourage the use of public art, in particular murals and integrated designs in wall architecture, to add visual interest and to break up the monotony of unarticulated walls of large industrial buildings.</p>
<p>Policy DESIGN-13.3</p>	<p>The City will encourage small-scale, pedestrian-oriented commercial uses that serve the industrial district's employee population with sensitivity to potential conflicts with truck and automobile transportation modes.</p>
<p>Policy DESIGN-13.4</p>	<p>New industrial projects shall incorporate innovative site design and treatment of surface parking areas in order to avoid the appearance of a sea of asphalt and reduce storm water runoff and increase percolation.</p>



Figure DESIGN-29. Preferred – shaded lot To Be Avoided – a sea of asphalt

Goal DESIGN-14	Site and Building Design of Industrial and Bulk Retail Projects, Consider the Context and Potential Linkages to Surrounding Area
Policy DESIGN-14.1	The City will arrange streets in industrial districts as an interconnecting network that facilitates access.
Policy DESIGN-14.2	Where appropriate, the City will require alternative arrangement or design of buildings to respect the scale of neighboring non-industrial buildings.
Policy DESIGN-14.3	When new development, re-development, or maintenance of industrial and bulk retail complexes occurs, the City will require aesthetic and landscaping improvements of facades and entry features oriented to the street that will strengthen the identity of Riverbank.
Policy DESIGN-14.4	When new development, re-development, or maintenance of industrial and bulk retail complexes occurs adjacent to environmentally-sensitive areas, the City will require landscaping improvements that will maintain or strengthen existing aesthetic qualities and environmental functions.

**OPEN SPACE AND NATURAL ENVIRONMENT GOALS & POLICIES**

The preservation and enhancement of the natural environment is of vital importance as Riverbank grows. Citizens place a high priority on preserving the rural character and believe it is a major component of Riverbank's identity. The City will continue to protect sensitive environments and habitats, as well as provide open spaces for passive and active recreation.



The following goals and policies will strengthen and reaffirm Riverbank's commitment to a healthy and accessible system of natural and urban open spaces.

<b>Goal DESIGN-15</b>	<b>Adequate, Safe, Well-Located Public Open Spaces, Parks Facilities, and Access to Features of the Natural Environment</b>
Policy DESIGN-15.1	The City will identify land to create an open space system that links, parks, greenbelts, wildlife habitats, the Stanislaus River corridor, channels, and other critical areas. Impacts on the environmental functions of critical areas shall be considered in the development of open space system links.
Policy DESIGN-15.2	The City will require integration in the design of an open space system natural features that also provide flood protection, wildlife habitat, and other environmental enhancements.
Policy DESIGN-15.3	The City will require the full range of recreational spaces, which could include town squares, public plazas, and small parks. Smaller parks will be located in high activity areas, such as commercial, residential, and civic buildings, to allow pedestrians to rest and interact.
Policy DESIGN-15.4	The City will require and pursue the preservation and enhancement of public access to riverfront recreation / natural areas while protecting sensitive habitats.



**Figure DESIGN-30. Expand upon Jacob Myers Park by connecting to the Community by a riverfront trail system**

<b>Goal-DESIGN-16</b>	<b>Riverbank Protects Its Natural Features</b>
Policy DESIGN-16.1	Approved plans, projects, and subdivision requests shall retain and enhance scenic views of Stanislaus River.
Policy DESIGN-16.2	The City will encourage the preservation of healthy, attractive native vegetation during land development. Where this is not possible, the City will require site landscaping that uses appropriate native plant materials.



Figure DESIGN-31. Maintain views of the Stanislaus River

## ENVIRONMENTALLY SENSITIVE DESIGN GOALS & POLICIES

Development will continue to consume natural resources and generate waste and pollution. The use of environmentally harmful construction materials and practices can diminish life-sustaining and enriching functions of the natural environment. Many developers and construction industry professionals use approaches to design and materials selection that reduce long-term impacts of development. Built it Green, Leadership in Energy and Environmental Design, and Low Impact Development are but a few examples of programs that describe these more sustainable site and building design approaches.

The goals and policies that follow address the desired relationship between the natural environment, development practices, and the impacts of construction and occupation of built forms.

<b>Goal DESIGN-17</b>	<b>Environmental Sensitivity and Low-Impact Development Principles in the Design and Construction of All Projects</b>
-----------------------	---

Policy DESIGN-17.1	The City will support development standards that minimize environmental impacts of development through an appropriate balance of regulations and incentives. Incentives could be tied to compliance with criteria applied throughout the development process.
--------------------	---

Policy DESIGN-17.2	Lighting in development projects shall include low, pedestrian scaled, ornamental street lights, and shall otherwise design lighting as to prevent glare and spillover onto adjacent properties and to prevent any glare that could affect motorists or bicyclists.
--------------------	---



## COMMUNITY AND CHARACTER DESIGN

### Goal DESIGN-18

### Renewable Resource Use and Energy-Efficiency In Site and Architectural Design

Policy DESIGN-18-1 The City will promote safe and sustainable energy collection and distribution systems that draw from renewable energy sources.

Policy DESIGN-18.2 The City will encourage passive and natural lighting systems in architectural design to conserve electricity.

Policy DESIGN-18.3 The City will encourage building-site orientation, articulated windows, roof overhangs, appropriate insulation materials and techniques, and other architectural features that allow for improved passive interior climate control.

Policy DESIGN-18.4 The City will ensure that municipal buildings are LEED™ certified and promote LEED™ certification of multi-family, commercial, and industrial properties.



Figure DESIGN-32. Sustainable energy collection



Figure DESIGN-33. New buildings should be LEED™ certified

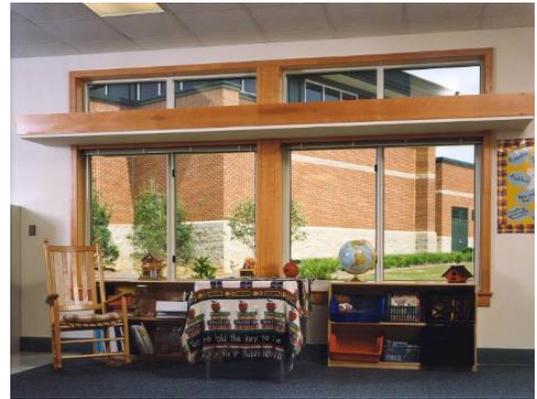


Figure DESIGN-34. Encourage the use of skylights and light shelves

Goal DESIGN-19

Water Quality is Protected Throughout the Development Process and Occupation of the Site

Policy DESIGN-19.1

The City will establish site design criteria for allowing natural hydrological systems to function with minimum or no modification.

Policy DESIGN-19.2

The City will promote the use of rain gardens, open ditches or swales, and pervious driveways and parking areas in site design to maximize infiltration of storm water and minimize runoff into environmentally critical areas.

Policy DESIGN-19.3

The City will promote inclusion of passive rainwater collection systems in site and architectural design for non-potable water (gray-water) storage and use, thereby saving potable (drinking) water for ingestion.



Figure DESIGN-35. Drainage swale (left) and pervious paving blocks and bioswales containing native vegetation to store and filter water run-off (right)

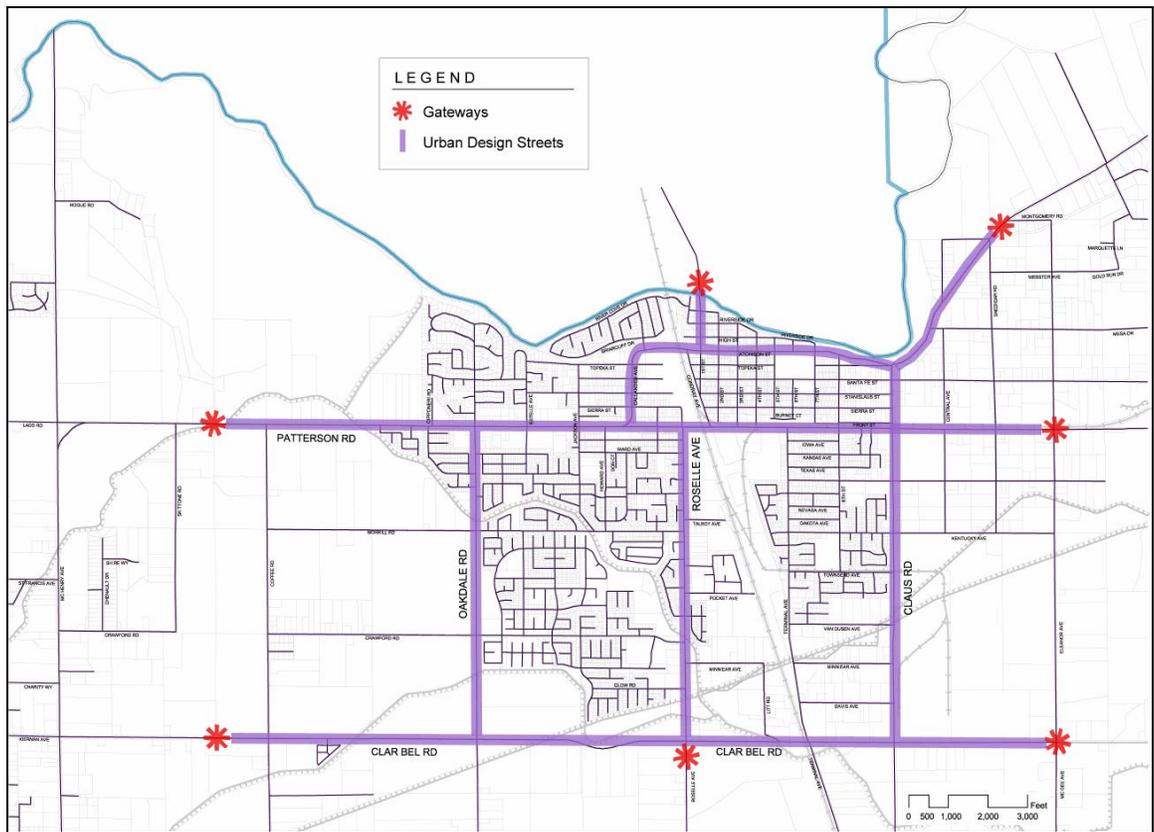


## Implementation Strategies

<p><b>Implementation Strategy DESIGN-1</b></p>	<p>The City will establish distinctive crosswalks at major street intersections and other locations expected to generate significant pedestrian traffic in the existing City, as funding allows.</p>
<p><b>Implementation Strategy DESIGN-2</b></p>	<p>Where appropriate opportunities and sufficient right-of-way exists, the City will modify wide streets into boulevards with landscaped medians or landscaped strips between the roadway and sidewalks to visually and functionally enhance streets for pedestrian use.</p>
<p><b>Implementation Strategy DESIGN-3</b></p>	<p>The City will establish design standards and parking requirements for accessory dwelling units.</p>
<p><b>Implementation Strategy DESIGN-4</b></p>	<p>The City will pursue improvements downtown that reduce effective Downtown street widths in relationship to building height and bulk, while allowing for automobile movements. The City will pursue improvements including wider sidewalks, additional landscaping, and accommodating a large portion of future parking demand with street, rather than surface parking. Parking requirements for future development would be reduced in recognition of the availability of on-street parking.</p>
<p><b>Implementation Strategy DESIGN-5</b></p>	<p>The City will prepare comprehensive streetscape plans for Patterson Road, Atchison Street/Highway 108, 1<sup>st</sup> Street, Claribel Road, Oakdale Road, Roselle Avenue, and Claus Road. Plans will include elements such as street trees, distinctive crosswalks and sidewalks, traffic calming elements, street lighting, benches, shelters, fountains, bike racks, trash receptacles, and public art.</p>
<p><b>Implementation Strategy DESIGN-6</b></p>	<p>The City will define the edges, focal points, and landmarks of the Downtown. The City will establish gateways to Riverbank. Examples of locations for community gateways include Patterson Road at the edges of the community, Claribel Road at the edges of the community, Highway 108 and the eastern edge of the community, Roselle Avenue and Claribel Road, and 1<sup>st</sup> Street at Jacob Meyers Park.</p>
<p><b>Implementation Strategy DESIGN-7</b></p>	<p>The City will adopt development standards that minimize environmental impacts of development through an appropriate balance of regulations and incentives. Incentives could be tied to compliance with criteria applied throughout the development process.</p>
<p><b>Implementation Strategy DESIGN-8</b></p>	<p>Projects shall provide artwork by a qualified artisan(s) within their developments as approved by the Director of Community</p>



Development. The intent is to provide central neighborhood focus amenities at public gathering spots. The of type amenities required to provide appropriate level of focus for a neighborhood and complementary site amenities at locations throughout a development will be determined by the City and specified in governing Specific Plans. Generally, the artwork will be three-dimensional with a strong vertical element that provides a context and sense of place to a particular neighborhood. Specific Plans will provide for the appropriate spacing of neighborhood focus areas, funding mechanisms, and the type of artisan work envisioned for each neighborhood.



**Figure DESIGN-36. Gateway and Urban Design Streets**



---

# ECONOMIC DEVELOPMENT

---





---

# INTRODUCTION

---

Economic development is a priority for Riverbank citizens and decision makers alike. The City wishes to encourage business development that will not only serve the growing demand for local services created by new households, but also link with burgeoning economic activity within Stanislaus County and the region. At its core, economic development is about planning for a community where businesses can thrive and attract wealth, provide jobs and income growth for local residents, generate revenue for local government, and revitalize older neighborhoods. It is within this general context that economic development policy is treated in this Element.

The ability of the City to meet its economic development objectives depend on regional market forces that are outside of the City's direct control. However, the City does have control over how to position itself as a place to do business. This includes targeting the types of businesses that the community wants to attract and retain, ensuring that resources are available for the labor force to improve its occupational skills, and creating a business climate that make the community attractive for the right type of businesses to locate and expand. By targeting business attraction, improving the labor force, and optimizing the business climate, a community positions itself to attract and retain businesses that serve markets beyond its own borders and bring higher paying jobs into the community.

Economic development is also about serving local needs. In general, population growth increases the level of disposable household income and stimulates demand for new local-serving businesses such as commercial retail and services. The City needs to plan commercial areas that can meet the needs of businesses that will serve the local population.

In addition to accommodating growth and attracting new businesses, successful economic development also requires a consensus about the needs of growing businesses, community values, and the type of community in which people want to live. The City, by making the community attractive as a place to live for creative and skilled residents, will, in turn, create opportunities for economic growth.

The implementation of this General Plan will ensure that Riverbank is in a position to benefit from the economic opportunities that will become available to the community as it grows. While many economic forces are outside the realm of local control, the City's strategic approach to economic development will allow City staff and decision makers to



focus on the types of businesses that can thrive in Riverbank and contribute to the community's character and collective vision.

---

## Key Issues

---

During the 1990s and early 2000s, the residential population of Riverbank increased substantially, and was not matched by job growth and business development. In many ways, Riverbank reflects much of the Central Valley economy, which is still evolving and diversifying from its historical ties to the agricultural industries. In recent years, two major employers in Riverbank have closed – the California Fruit & Tomato Kitchen cannery and the Riverbank Army Munitions plant. While these closures represent a large loss of jobs, they also present new opportunities as the City considers reuse options for both sites. These projects exemplify the challenges that face Riverbank as its economy evolves away from its traditional base industries.

### **Diversifying the Economic Base and Adapting to Economic Transition**

Riverbank has an existing base of food processing and durable manufacturing industries, but future growth opportunities will need to include other types of industries that are most likely to create new employment opportunities in the near future. The California Employment Development Department employment projections for Stanislaus County estimate that the highest growth rates will occur in the following industries:

- Transportation, warehousing, and utilities
- Construction, natural resources, and mining
- Retail trade
- Information
- Financial activities
- Educational services
- Health services
- Arts, entertainment, and recreation

These industries are each projected to exceed the 1.5 percent annual growth rate projected for Stanislaus County as a whole, and represent the most promising near-term regional growth opportunities for the City. These businesses also create potential growth opportunities for business support services and other industries that create supplier relationships with these industries.

Other industry sectors that are projected to grow at a lower rate than the countywide rate include the following:

- Manufacturing
- Food services
- State and local government



It should be noted that food processing is projected to lose jobs through 2012, and while durable manufacturing will gain employment, its projected growth rate is slightly below the overall employment growth rate.

Health services in particular have seen some major facility expansions in Stanislaus and San Joaquin counties. Historically, these areas have served growing and aging local populations, as well as residents from the nearby foothill counties. Health services also create growth opportunities for a variety of support industries, including medical laboratories and pharmaceutical suppliers, uniform suppliers, building maintenance personnel, and other types.

Much of the Stanislaus County economy will continue to reflect the historic importance of agricultural production. Riverbank can continue to diversify its economy while also accommodating agricultural support service expansion. Agricultural support services can include industries projected for above-average growth in Stanislaus County, such as transportation and warehousing activities.

Previous retail studies of Riverbank identified market gaps in regional retail categories such as general merchandise, drug stores. Recently developed retail centers with discount store and drug store anchor tenants have addressed these previous market shortfalls and begun to reposition Riverbank into a regional retail provider that attracts shoppers from neighboring communities, such as Oakdale and north Modesto. Many of the city's newer retail stores are oriented to Latino/Hispanic shoppers, which represent a sizable and growing market in Riverbank and surrounding communities.

Riverbank has an emerging base of arts and cultural activities. Local organizations include the Valley Arts Association, Rio Arts and the Riverbank Community Theater. The community also hosts an increasing number of ongoing events, and has dedicated \$1 million in public funds towards the development of the Del Rio Theater performing arts center. This activity ties in with regional market support for other opportunities with entertainment and recreational uses.

### **Relatively High Unemployment Rate and Stagnant Income Growth**

Compared to neighboring communities and Stanislaus County as a whole, Riverbank has a higher unemployment rate. In addition, the primary job types in Riverbank have not shown income growth in recent times.

By contrast, the household incomes have continued to grow at a higher rate than neighboring communities. Some of this is due to the growing commute rate in which an increasing number of Riverbank residents work in higher paying jobs located outside of Stanislaus County. This indicates that Riverbank is attracting an increasing affluent residential population, even as the jobs created in the community have not shown income growth and continue to leave a significant portion of the labor force behind. There may be opportunities created by these new residents, who may wish to start up businesses in Riverbank.



### **Increasing the Employment and Income Base**

In order to increase the employment and income base, the City needs to continue its ongoing proactive efforts with business attraction, business retention and expansion, and labor force development. These activities need to continue and focus on a targeted approach to business attraction, and further develop the skills base for the local labor force.

### **Strengthening the Existing Business Base and Retaining Jobs**

Riverbank has strengthened its business base with new regional retail stores, but has had some recent job losses with major facility closures. The City needs to strengthen its prominent and growing industries since business expansion and retention are generally the best sources for job and income growth.

### **Consider Fiscal Impacts of Development Plans**

As Riverbank grows, much of its recent development activity has been with new housing, which typically places greater demand on public services compared to commercial and industrial development. The City needs to consider the fiscal trade offs associated with different types of development, and consider these factors during the development approval process.

### **Continuity with Ongoing Economic Development Activities**

The City of Riverbank has dedicated staff resources to economic development and has a recent history of actively engaging in economic development activities. These activities have included the following:

- Formation of a redevelopment agency and project area
- Dedicating City staff resources to business attraction and retention activities
- Implementation of a downtown revitalization plan
- Enterprise Zone designation
- Participation in regional economic development activities with agencies such as the Stanislaus Alliance
- Implemented a small business loan program for local businesses
- Pursuing grant and other funds through programs such as the CDBG program
- Specific plans
- Ensuring availability of entitled land



- Industrial park and commercial center planning
- Planning Army Ammunition plant conversion
- Updating, streamlining, and enhancing the approval process
- Business assistance
- Participation with local business organizations

## Goals and Policies

<b>Overarching Economic Development Goal</b>	Planning for a community where businesses can thrive and attract wealth, create jobs and income growth for local residents, generate revenue for local government, serve local market needs, and help revitalize older neighborhoods
<b>Goal ED-1</b>	<b>Continue to make economic development a priority in Riverbank</b>
Policy ED-1.1	The City of Riverbank will continue to designate City staff resources for economic development activities.
Policy ED-1.2	The City will continue to actively participate in regional economic development programs, and be an active member in regional economic development organizations such as the Stanislaus Alliance.
Policy ED-1.3	The City will continue to actively pursue grants and other outside funding sources to finance economic development activities and create financing opportunities for Riverbank businesses.
Policy ED-1.4	The City will continue to explore options for using its redevelopment agency to achieve economic development objectives and benefit the community as a whole.
<b>Goal ED-2</b>	<b>Strengthen Riverbank’s economic base</b>
<b>LABOR FORCE DEVELOPMENT</b>	
Policy ED-1.1	The City of Riverbank will continue to designate City staff resources for economic development activities.



---

Policy ED-2.1      The City will support efforts to increase the capacity and skill sets of the local labor force, and help develop occupational skills that meet the needs of local and prospective businesses. This will be accomplished by working with local businesses, educational institutions, and regional agencies to identify and develop the job skills and training programs needed to serve future business needs. The City already works with the Modesto Junior College *Pathways* workforce program, and is assisting the Community Services Agency with locating a workforce development site in Riverbank.

---

Policy ED-2.2      The City will examine potential business development opportunities resulting from new residents that commute into the Bay Area for work. These commuters add to the labor force capacity for Riverbank and should be considered potential resources for new business formation in Riverbank.

---

Policy ED-2.3      The need for new job training and continuing education resources shall be frequently assessed as Riverbank's population grows, and its business base grows and diversifies. The City will support efforts to locate these resources in closer proximity to Riverbank residents.

---

Policy ED-2.4      The City will coordinate with regional agencies, such as the Stanislaus Alliance, to maximize job retraining and other assistance resources for local workers affected by major facility closures.

---

### **BUSINESS ATTRACTION**

---

Policy ED-2.5      The City of Riverbank will take a targeted approach to business attraction that focuses on industry sectors that help the City address the following priorities:

- Attract businesses that tie into regional growth opportunities
- Attract businesses that address local-serving and regional retail market opportunities
- Attract uses that contribute towards a vibrant and revitalized downtown district.

---

Policy ED-2.6      The City will continue to encourage business attraction opportunities resulting from foreign trade.

---

Policy ED-2.7      The City will identify appropriate sites for new businesses and expansion of existing businesses in the following areas:

- Identifying new development sites appropriate to particular land uses, such as commercial and industrial

---



- Tracking vacant spaces with existing buildings
- Identifying infill and reuse sites for new development, including potential opportunity sites for mixed use development

<b>Goal ED-3</b>	<b>Strengthen existing industry concentrations in Riverbank and retain jobs in viable economic sectors</b>
------------------	--

Policy ED-3.1	The City will continue to place a priority on local business retention, with a focus on retaining those businesses that are significant sources for jobs and/or tax revenue for the City.
---------------	---

Policy ED-3.2	<p>Business retention activities will include exploring opportunities for local business expansion. These opportunities include the following:</p> <ul style="list-style-type: none"> <li>▪ Businesses looking to expand within their existing space</li> <li>▪ Businesses seeking to relocate to a different location</li> <li>▪ Businesses that want to add an additional location</li> </ul>
---------------	---

Policy ED-3.3	Existing industries in Riverbank and Stanislaus County will be strengthened by exploring business attraction opportunities for comparable businesses that can create supplier relationships and clustered industry activity where businesses benefit from operating in close proximity to their clients.
---------------	--

<b>Goal ED-4</b>	<b>Increase opportunities for income growth among Riverbank residents</b>
------------------	---

Policy ED-4.1	The City will focus business attraction and retention strategies towards economic sectors that create advancement opportunities (i.e., "career ladders") for the labor force
---------------	--

Policy ED-4.2	The City will identify the higher paying occupations and economic sectors outside of Riverbank that attract their labor force from Riverbank residents. The City will explore opportunities for bringing that type of economic activity to Riverbank.
---------------	---

Policy ED-4.3	The City will continue to support an education and training system that continually increases the productivity of area workers to offset wage increases.
---------------	--



<b>Goal ED-5 Proactively create and maintain a positive business climate</b>	
Policy ED-5.1	The City will work with the business community to continually identify areas for improvement and/or streamlining in the building and development permit approval process, City operations, public input, and other processes.
Policy ED-5.2	The City will proactively maintain responsiveness to addressing any business climate shortcomings identified through outreach and communication with local businesses.
Policy ED-5.3	The City will encourage the formation of business district committees that address specific business climate issues for Riverbank as a whole, and within specific areas within the community. Where appropriate, use these committee processes to assess the potential for Business Improvement District formation.
Policy ED-5.4	The City will identify programs and projects that can be funded through redevelopment actions that help improve business conditions in the redevelopment project areas.
<b>Goal ED-6 Diversify Riverbank’s core industries by promoting the development of an industrial base that ties into regional opportunities</b>	
<b>AGRICULTURE AND SUPPORT INDUSTRIES</b>	
Policy ED-6.1	Acknowledging the significant agricultural economy in Stanislaus County, the City will continue to accommodate industries that serve the agricultural trade and have supplier relationships with primary farming activity in Stanislaus and San Joaquin counties.
<b>VISITOR-SERVING</b>	
Policy ED-6.2	The City will continue to explore potential opportunities for lodging establishments in Riverbank. The new lodging would serve tourists passing through Riverbank en route to Yosemite, and accommodate other needs, such as business travel and local visitors.
Policy ED-6.3	The City will continue to participate in regional efforts to enhance and expand upon Stanislaus County’s tourism trade. Riverbank currently has representation on the County’s Regional Travel & Tourism Roundtable organization and assists with several of their initiatives.



---

## **DURABLE MANUFACTURING**

---

Policy ED-6.4            The City will explore business development opportunities with durable manufacturing industries. Even though this sector is projected to continue growing within Stanislaus County, the City should continue to be open to other sources of business growth such as global trade.

---

## **INFORMATION TECHNOLOGY AND HOME-BASED BUSINESSES**

---

Policy ED-6.5            The City will encourage Riverbank residents to establish home-based businesses and/or new business locations within Riverbank.

Policy ED-6.6            The City will identify locations in which professional offices can be established.

Policy ED-6.7            The City will identify and address any shortcomings in the City's broadband communications capacity and seek to attract broadband providers to address those gaps.

---

## **TRANSPORTATION AND DISTRIBUTION**

---

Policy ED-6.8            The City will maximize business development opportunities resulting from Riverbank's proximity to active railroad spurs and short-line railroad operations, and opportunities from other activities tied to container shipping and regional port activities.

Policy ED-6.9            Business attraction activities by the City will continue to explore opportunities for developing transloading facilities and comparable activities along the existing railroad spurs, and identify any needs to relocate these spurs.

Policy ED-6.10           As part of its ongoing economic development programs, the City will actively pursue business development opportunities related to transportation and distribution activities as these activities continue to growth throughout Stanislaus and San Joaquin counties.

---

## **MEDICAL OFFICES AND MEDICAL SUPPORT INDUSTRIES**

---

Policy ED-6.11           The City will explore opportunities for new medical offices to locate in Riverbank to serve the growing and aging population.

Policy ED-6.12           The City will explore opportunities for support services created by the rapidly increasing demand for medical services throughout Stanislaus County.

---




---

### OTHER OFFICE USES

---

Policy ED-6.13      The City will identify appropriate locations to accommodate future opportunities with professional offices and similar service establishments. Potential sites for these types of businesses would include existing pedestrian-oriented areas such as downtown Riverbank, and areas being considered for reconfiguration into a more pedestrian-friendly alignment, such as Patterson Road.

---

<b>Goal ED-7</b>	<b>Continue to increase Riverbank's base of regional commercial uses, while addressing market opportunities with locally-oriented commercial uses</b>
------------------	---

Policy ED-7.1	The City will continue to pursue regional retail development opportunities that would serve the growing population in Riverbank and surrounding communities
---------------	---

Policy ED-7.2	The City will explore the potential for regional entertainment and recreational uses that would serve Riverbank residents, and attract patrons from surrounding communities and other visitors. These uses would potentially include performing arts and indoor recreational facilities.
---------------	--

Policy ED-7.3	The City will pursue locally-oriented commercial uses that are currently underserved in Riverbank, and expand upon the existing base of local-serving retail and service establishments as population increases create additional market demand.
---------------	--

<b>Goal ED-8</b>	<b>Support and expand upon downtown revitalization initiatives</b>
------------------	--

Policy ED-8.1	The City will continue to promote downtown Riverbank as a vibrant and pedestrian-oriented center for local-serving business activity, and future office activity.
---------------	---

Policy ED-8.2	The City will continue to pursue funding sources for purposes of implementing the streetscape improvement plans, as established in the City's Downtown Revitalization Plan and Downtown Preliminary Engineering and Design Phasing Plan.
---------------	--

Policy ED-8.3	The redevelopment agency will continue to take an active role in financing and implementing downtown revitalization objectives.
---------------	---

---



Policy ED-8.4	The downtown revitalization process will continue to value input from Riverbank residents, business owners, and property owners.
Policy ED-8.5	Downtown revitalization will include exploring new options for entertainment and visitor-serving uses.
Policy ED-8.6	Downtown Riverbank will serve as a venue for arts and cultural activities. Continued development of the Del Rio Performing Arts Center will help to create a focal point for the downtown district as an arts and culture destination.
Policy ED-8.7	The City will continue to support visitor attracting activities, such as the annual Cheese and Wine Exposition, and seek out similar activities that raise the visibility of downtown Riverbank.
Policy ED-8.8	The City will continue efforts to ensure that opportunities from Latino/Hispanic businesses and consumers are addressed in efforts to revitalize downtown Riverbank.
<b>Goal ED-9</b>	<b>Ensure that development patterns can be feasibly sustained when accounting for the fiscal benefits and costs associated with different land uses</b>
Policy ED-9.1	The City will continue to take the fiscal benefits and costs for new development into account during the approval process.
Policy ED-9.2	The City will encourage the attraction of nonretail businesses that generate sales tax revenue.
<b>Goal ED-10</b>	<b>Plan for a diversity of housing that will make the community attractive to a variety of workers</b>
Policy ED-10.1	The City will ensure that the quality and type of housing in the community will be attractive to a wide range of residents.
Policy ED-10.2	Housing options will include configurations amenable to living in downtown Riverbank, such as mixed-use developments.



## Implementation Strategies

<p><b>Implementation Strategy ED-1</b></p>	<p>Continue to dedicate staff resources to economic development activities, and identify ways to improve upon existing initiatives. The role of City staff should continue to include business assistance, business recruitment, participating in regional economic development initiatives, coordinating with regional labor force development agencies, promoting Riverbank as a business location, coordinating funding resources including redevelopment programs, business outreach, and participation with local business associations.</p>
<p><b>Implementation Strategy ED-2</b></p>	<p>Continue to identify funding resources, and apply for those resources for which the City of Riverbank qualifies. The City is already active in the State CDBG program, and other outside funding source that City can consider include the following:</p> <ul style="list-style-type: none"> <li>▪ TEA 3 Funding Programs (TEA-21 Reauthorization Proposal)</li> <li>▪ CA Business, Transportation, &amp; Housing Agency and CA Environmental Protection Agency</li> <li>▪ California Infrastructure and Economic Development Bank: Infrastructure State Revolving Fund</li> <li>▪ Economic Development Administration: Public Works Grants</li> <li>▪ US Department of Agriculture Rural Development: Community Facilities Grants and Loans</li> <li>▪ US Environmental Protection Agency: Brownfields Assessment, Revolving Loan Fund, and Clean-up Grants</li> <li>▪ California Statewide Communities Development Authority</li> <li>▪ State Transportation Improvement Program (STIP)</li> </ul>
<p><b>Implementation Strategy ED-3</b></p>	<p>Continue to leverage redevelopment funds to develop programs and initiatives that improve the physical environment and business climate within the project area. Since the redevelopment project area was established in 2005, redevelopment funds have been allocated towards property acquisition and downtown streetscape improvements. Other potential activities can include programs for façade improvements; grants to property or business owners; and new projects in the Riverbank Industrial Complex, along the Patterson corridor, or at the former California Fruit &amp; Tomato Kitchen cannery site.</p>



<p><b>Implementation Strategy ED-4</b></p>	<p>Work with Modesto Junior College, Stanislaus Alliance Worknet, other public agencies, and private job training providers to develop and refine job training programs that meet the needs of private industry and prospective businesses seeking to locate in Riverbank. Continue to assess these programs and make necessary adjustments in terms of how well they respond to the needs of local businesses and the degree to which they improve the employment prospects and skill sets for participating workers.</p>
<p><b>Implementation Strategy ED-5</b></p>	<p>Identify opportunities to locate job training sites in Riverbank. Most of the existing job training and business assistance resources are based in Modesto. If a major facility development or expansion can be attracted to Riverbank, opportunities should be explored to base any resultant job training activities within Riverbank.</p>
<p><b>Implementation Strategy ED-6</b></p>	<p>Implement a business outreach program that identifies home-based businesses operating in Riverbank. With the home-based businesses identified, keep them informed on business assistance resources available to Riverbank business owners and available spaces for future expansion. Use the information collected from this outreach process to identify businesses engaged in high-value added activities that could serve as future job creation. Also use the outreach process to ensure that businesses that generate sales tax revenue are designating Riverbank as the point-of-sale location.</p>
<p><b>Implementation Strategy ED-7</b></p>	<p>Implement a business outreach program that prioritizes businesses and/or industry sectors that constitute the most prominent sources for jobs and fiscal revenue in Riverbank. The outreach entails making initial contact with the local facility manager, and where applicable, making higher level corporate contacts. The outreach process would identify business climate issues, and future plans for the business, allowing time for the City to respond. Also use the outreach process to ensure that businesses that generate sales tax revenue are designating Riverbank as the point-of-sale location.</p>
<p><b>Implementation Strategy ED-8</b></p>	<p>Assign City staff and personnel from appropriate agencies to a “rapid response” team that will respond to changes in the job training and workforce development needs for large employers in Riverbank. A rapid response approach entails having a designated team of city officials, and representatives from regional workforce development, business retention, and other agencies available to respond quickly in case of a major event that affects the local labor force, such as a large employer coming to or leaving Riverbank, a significant facility expansion, or a change in facility operations that necessitates retraining the existing workforce.</p>



<p><b>Implementation Strategy ED-9</b></p>	<p>As part of a targeted business attraction program, the City will develop specific marketing messages for different industry sectors, based on Riverbank’s strengths, market position, and future growth opportunities. Local-serving sectors would focus on the housing growth and rising household incomes in Riverbank. Export-oriented industry prospects would focus on available sites, the attributes of the local workforce, and growth prospects from Riverbank’s proximity to regional economic centers.</p>
<p><b>Implementation Strategy ED-10</b></p>	<p>Refine business attraction targets to include business-to-business suppliers. Business suppliers would potentially include material distributors, service providers, and component manufacturing.</p>
<p><b>Implementation Strategy ED-11</b></p>	<p>Systematically track available land, and available building vacancies. Continually update the information and identify the most efficient and cost-effective methods for distributing the information, including web-based solutions. This information should be matched up with any individual business needs identified through business outreach.</p>
<p><b>Implementation Strategy ED-12</b></p>	<p>As an important source of information for assessing fiscal benefits from economic development activities, the City should contract with a sales tax accounting firm to provide customized and quarterly updated audits of the City’s sales tax receipts. The most important function of this data is to track taxable sales growth by industry category. It can be used to track retail store sales, as well as identify nonretail businesses that generate sales tax from point-of-sale transactions. This information would also be used to prioritize the business outreach program, and provide comparison data for fiscal analyses.</p>
<p><b>Implementation Strategy ED-13</b></p>	<p>Dedicate staff resources to tracking employment and payroll trends, in order to monitor progress toward community goals for economic development. The U.S. Census ZIP Code Business Patterns can be used for tracking aggregate employment trends. In order to systematically track employment by detailed industry category, the City should request a custom data run from the California Employment Development Department, and continue to update this data on an annual basis. This EDD data will also include wage and salary data, which can be used to track income growth by industry.</p>
<p><b>Implementation Strategy ED-14</b></p>	<p>Implement a residential survey that includes information on where Riverbank residents work and their occupations. This survey could also include information about retail shopping preferences, and identify opportunities for new retail store attraction in Riverbank.</p>



<b>Implementation Strategy ED-15</b>	Facilitate the formation of business district committees, and assist those districts that wish to further explore the benefits and implementation steps for the creation of a Business Improvement District.
<b>Implementation Strategy ED-16</b>	Proactively use the business outreach process to identify priorities for business climate improvement, including issues such as the approval process and permitting, the quality of public services, infrastructure issues, public spaces, quality of life issues, labor force preparedness, business costs, and the quality and cost of business space. Once priorities are identified, the City can apply resources to addressing any identified weaknesses.
<b>Implementation Strategy ED-17</b>	Include the redevelopment agency in any efforts to improve the local business climate within the redevelopment district. Potential programs funded through redevelopment would potentially include a façade improvement program, business grants and loans; streetscape, infrastructure and public facility improvements; and land assembly, and gap financing for development projects.
<b>Implementation Strategy ED-18</b>	Initiate a hotel/lodging feasibility study to identify the types, numbers, and appropriate locations of lodging facilities that Riverbank could attract.
<b>Implementation Strategy ED-19</b>	Prioritize business attraction initiatives in the categories identified in Goal ED-6. These business attraction categories include the following: <ul style="list-style-type: none"> <li>▪ Agricultural support industries</li> <li>▪ Visitor-serving sectors</li> <li>▪ Information technology and home-based businesses</li> <li>▪ Durable manufacturing</li> <li>▪ Transportation and distribution</li> <li>▪ Medical offices and medical support services</li> <li>▪ Other office uses</li> </ul>
<b>Implementation Strategy ED-20</b>	Identify options and preferred alternatives for rail spur locations and potential relocations, particularly as they pertain to the reuse of the Riverbank Army Munitons site.



<b>Implementation Strategy ED-21</b>	<p>Initiate a retail leakage study in order to identify retail and other local-serving attraction opportunities that remain, and project the future growth in household retail demand and supportable establishments. This study would be conducted after completion of a full audit of the sales tax data.</p>
<b>Implementation Strategy ED-22</b>	<p>Initiate a feasibility study that identifies market opportunities for entertainment and recreational uses in Riverbank, particularly as they apply to creating an arts district in downtown Riverbank.</p>
<b>Implementation Strategy ED-23</b>	<p>Continue to identify and procure the necessary funding to fully implement the streetscape improvement plans identified in the Downtown Revitalization Plan, and continue to work with state agencies to implement the pedestrian-oriented streetscape for Patterson Road as identified in the State Route 108 Pedestrian/Bicycle Enhancement Plan.</p>
<b>Implementation Strategy ED-24</b>	<p>Continue to facilitate special events in downtown Riverbank.</p>
<b>Implementation Strategy ED-25</b>	<p>Initiate a fiscal impact analysis that identifies fiscal costs and benefits associated with specific types of development.</p>
<b>Implementation Strategy ED-26</b>	<p>Identify options such as Zoning Code changes, corridor planning for older commercial areas, and specific plans for new growth areas that would implement and promote mixed use development. This type of development would be appropriate to taking advantage of future opportunities with office uses.</p>
<b>Implementation Strategy ED-27</b>	<p>Prepare an urban design plan for downtown Riverbank to complement business attraction, redevelopment strategies, and streetscape improvements.</p>
<b>Implementation Strategy ED-28</b>	<p>Continue to network with regional agencies as part of the City's economic development program, and include Latino/Hispanic business organizations as part of this strategy.</p>



---

# **CONSERVATION AND OPEN SPACE**

---





---

# INTRODUCTION

---

This Element addresses topics related to two mandatory General Plan Elements. A General Plan Conservation Element broadly addresses the conservation, development, and use of natural resources. The types of resources involved include water, forests, soils, fisheries, wildlife, minerals, and others. Government Code Section 65563 requires a city or county to have an adopted Open Space Element for the "comprehensive and long-range preservation and conservation of open-space land within its jurisdiction." Open space is a broad term, which means different things to different people. However, in a General Plan, open-space lands are defined in Government Code Section 65560(b) as lands for:

- The preservation of natural resources;
- The managed production of resources;
- Outdoor recreation;
- Public health and safety;
- Support of the mission of military installations; or,
- Protection of cultural resources.

The required topics for open space and conservation, as outlined in the Government Code, are addressed in this one Element, to the extent they apply to the Riverbank Planning Area. Please refer to the Background Reports prepared to support the General Plan, which include reports and maps addressing Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Hydrology and Water Quality, Land Use (which includes agricultural resources), Mineral Resources, and others. The General Plan Background Reports are a part of the Riverbank General Plan, but are provided under separate cover for ease of reference. Open space for the purpose of recreation is addressed in the Land Use Element and the Public Services and Facilities Element, as is water supply. Policies concerning open space for public health and safety are also included in the Safety Element. Issues related to air quality are addressed in the Air Quality Element.

The Land Use Element includes a Land Use Diagram that identifies various types of open spaces designated to be free of urban development (Agricultural Resource Conservation Area and Buffer/Greenway/Open Space) or to be provided for recreation and enjoyment (in the case of parkland and parkways) or management of flood waters (Multi-Use Recreation and Resource Management). Open space is addressed in other ways in the Land Use Element, including policies that promote conservation of resources. Please refer to the Land Use Element of the General Plan for more information. In addition to the Land Use Diagram, information throughout this General Plan Policy Document and the supporting Background Reports identify areas with natural features or other characteristics making such



lands appropriate for inclusion in Riverbank's overall inventory of open space lands. Taken together, the General Plan Background Reports, various elements of the General Plan, and the policy diagrams address all state law-required topics for open space and conservation relevant for Riverbank.

---

## Key Issues

---

Preservation of open land is one way to achieve open space and natural resource conservation goals. In fact, for many open space and conservation goals, protecting natural features and resources through planning and site design is by far the most effective approach. Urban development patterns play an extremely important role in this preservation. With more efficient use of land in cities, there is more open space available outside of cities for permanent land preservation. For many reasons, however, recent urban growth has been land inefficient.<sup>1</sup> Most quickly growing areas in the country convert open land to urban use at a much greater rate than population growth. In fact, for the nation as a whole, land consumption occurred at more than twice the rate of population growth between 1982 and 1997.<sup>23</sup>

Compared to typical low-density development patterns, compact growth preserves more open land and natural resource areas. Roads are narrower, excessive surface parking is reduced, some back yards are smaller, and land is generally used more efficiently. There are fewer miles of roadways, water lines, sewer lines, and consequently more efficient public service and infrastructure delivery with compact growth. This reduces use of resources of all types and reduces the long-term expense to taxpayers. Shorter trips and trips on foot, by bicycle, and via transit are possible with compact growth patterns, thus reducing the use of fossil fuel resources and conserving air quality. Compact growth is a fundamental strategy employed throughout this General Plan to achieve open space, conservation, and other environmental, social, and economic goals. But, this Element also includes other strategies to achieve the community's goals, including those related to methods, materials, and timing for both development and conservation efforts.

Through extensive public outreach, decision maker and staff direction, and comprehensive data collection and analysis, the City has identified a few key issues that relate specifically to the Open Space and Conservation Element.

Riverbank's population has grown rapidly in the last 20 years. Homebuilding has converted orchard lands and other valuable open spaces and natural resources urban use. There are a variety of concerns among the public regarding the rate and amount of recent growth.

---

<sup>1</sup> Aspects of land inefficient development include, but are not limited to: high land consumption; fragmented open space lacking biological, agricultural, and other use value; low residential population densities; dependence on automobile travel; higher service and infrastructure costs; lack of housing choices for many households; and, overparked commercial buildings and unnecessarily large amounts of impervious surfaces, including roads.

<sup>2</sup> <http://www.epa.gov/watertrain/smartgrowth/growthwater.pdf>



Citizens have suggested managing future growth to avoid unnecessary use of resources and conversion of open space lands.

Other key issues deal with rare plants and animals with the potential to occur within the Planning Area. Wetlands and riparian areas are often supportive of such species. There are isolated wetlands in the Riverbank Planning Area, as well as wetlands and riparian habitat associated with the Stanislaus River. The Stanislaus River corridor is an excellent example of the overlap of issues typically addressed in an open space element and conservation element. This area is the most important area for sensitive habitat and wildlife in the Riverbank Planning Area. But it is also an area with fertile agricultural land, important surface water quality considerations, scenic views, recreation potential, areas prone to flooding, areas associated with groundwater recharge, and even mineral deposits. In general, areas along the Stanislaus River are the most important natural open spaces in the Riverbank Planning Area.

Other key issues for Riverbank include groundwater depressions and groundwater pollution; loss of agricultural land and the need for a regional approach to preservation; and, cultural and historic resources associated with the river, the railroad, and oriented around historic downtown Riverbank.

---

## Goals, Policies, and Implementation Strategies

---

Goals, policies, and implementation strategies in this section address various aspects of open space preservation and provision, and conservation of resources during buildout of the Riverbank General Plan.

Goal CONS-1	Maintain Riverbank's Historic Resources
Policy CONS-1.1	Historically significant buildings shall not be demolished or changed in way that affects their historic value, except to protect public health and safety, or where saving the structure is infeasible.
Policy CONS-1.2	Buildings and other cultural resources that are not historically significant but have historical or architectural value should be preserved or relocated, wherever feasible. Where this is not feasible, the resource shall be documented and the information retained in a secure, but publicly accessible location. An acknowledgment of the resource should be incorporated in historic signage and the reuse or display of historic materials and artifacts.

---



## CONSERVATION AND OPEN SPACE

---

Policy CONS-1.3      The City will promote and encourage adaptive reuse of historic buildings. Consistent with health, safety, and other basic considerations, the City will be flexible in applying building and zoning standards to encourage continued use and adaptive reuse of historic buildings.

---

Policy CONS-1.4      The City shall coordinate with local, State, and federal agencies to ensure that historic preservation regulations are implemented.

---

<b>Goal CONS-2</b>	<b>Minimize Negative Impacts to Archaeological Resources</b>
--------------------	--

Policy CONS-2.1      Approved projects, plans, and subdivision requests shall incorporate all available measures, with a preference for avoidance, to reduce or eliminate impacts to known and unknown archaeological and paleontological resources.

---

Policy CONS-2.2      All Native American cultural and archaeological sites shall be protected permanently from urban development, wherever possible.

---

Policy CONS-2.3      The City shall restrict the circulation of cultural resource locational information to prevent potential site vandalism.

---

Policy CONS-2.4      The City shall not knowingly approve any public or private project that may adversely affect an archaeological site without first consulting with the Central California Information Center of the California Historical Resources Information System (CHRIS) and, if necessary, consulting with a qualified professional archaeologist regarding the significance of the site. Implementation of this policy shall be guided by Section 15064.5 of the State CEQA guidelines.

---

Policy CONS-2.5      As guided by State law, in the event of the inadvertent discovery of previously unknown archaeological sites during excavation or construction, all construction affecting the site shall cease and the contractor shall contact the appropriate City agency. If Native American human remains are discovered, the City shall work with local Native American representatives to ensure that the remains and associated artifacts are treated in a respectful and dignified manner.

---



---

<b>Goal CONS-3</b>	<b>Support the Practice of Agriculture and the Resources Associated with Farming in the Riverbank Planning Area and Beyond</b>
--------------------	--

---

Policy CONS-3.1	The City will prepare a comprehensive Sustainable Agricultural Strategy intended to conserve agricultural production in the Stanislaus River Watershed, herein defined as the area within Stanislaus County and San Joaquin County between the Tuolumne and Calaveras Rivers, attributable to implementation of the 2025 General Plan. This strategy should provide flexibility so that it can be tied to land-use and regional agricultural preservation policies, and is intended to be funded on a fair-share basis by those projects that have a significant impact on the conversion of Important Farmlands, a non-renewable resource, to urban use. In determining a level of significance, it is the intent of the City to use quantifiable, measurable inputs and if a project has a significant impact on Farmland resources, then the project will mitigate for this impact.
-----------------	--

---

Policy CONS-3.2	Ongoing agricultural practices on fertile lands in the western portion of the Riverbank Planning Area shall be protected from encroachment of urban use through the use of buffers. The buffers should also protect residential development from the effects of existing agricultural operations. The buffer shall be designed to protect the feasibility of ongoing agricultural activities on nearby lands and reduce the effects of noise, dust and the application of agricultural chemicals on residential development. The width of the buffer shall be 300 feet, except that the width of the buffer may be reduced where a project applicant demonstrates that a narrower buffer would protect the feasibility of ongoing agricultural activities on nearby lands and reduce the effects of noise, dust and the application of agricultural chemicals on residential development. Buffer areas may remain as open space or may be used for stormwater management; renewable energy production; community recreation amenities; or any other allowed use consistent with this policy.
-----------------	--

---

<b>Goal CONS-4</b>	<b>Preserve Habitat Associated with the Stanislaus River While Increasing Public Access</b>
--------------------	---

---

Policy CONS-4.1	Approved projects, plans, and subdivisions shall avoid conversion of habitat within the existing Stanislaus River riparian corridor, including Great Valley Mixed Riparian Forest, Great Valley Willow Scrub, and Riparian Scrub areas, and shall preserve an open space buffer along the Stanislaus River and associated riparian areas. The open space buffer shall be designed to avoid impacts to habitat and special status species in the riparian corridor, as specified in Policy CONS
-----------------	--

---



## CONSERVATION AND OPEN SPACE

	<p>5.1, Policy CONS 5.2, Policy CONS 5.3, and Policy CONS 5.6, based on project specific biological resource assessment. The precise size of buffer from the river and associated riparian corridor is to be determined by site specific analysis. The riparian corridor preservation and open space buffer shall be provided through a permanent covenant, such as a conservation easement and shall also include an ongoing maintenance agreement with a land trust or other qualified nonprofit organization. The preservation of the riparian corridor and ongoing maintenance agreement is required prior to City approval of any subdivision of property or development project located in areas outside City limits as of January 1, 2007 (see <b>Figure CONS-1</b>). Low-impact recreation could be allowed in this buffer area to the extent that impacts to these sensitive habitats are avoided or fully mitigated by demonstrating no net loss of habitat functions or value. Urban development shall not be allowed in this buffer area.</p>
Policy CONS-4.2	<p>Approved projects, plans, and subdivisions shall provide for collection, conveyance, treatment, detention, and other stormwater management measures in a way that does not decrease water quality or alter hydrology in the Stanislaus River or associated groundwater recharge areas.</p>
Policy CONS-4.3	<p>The City will require compliance with the San Joaquin County Multi-Species Habitat Conservation and Open Space Plan for projects to expand Jacob Myers Park, or other projects within San Joaquin County, as applicable.</p>
<b>Goal CONS-5</b>	<b>Preserve the Natural Diversity in the Riverbank Planning Area</b>
Policy CONS-5.1	<p>Approved projects, plans, and subdivisions shall avoid urban development of the existing Stanislaus River riparian corridor and other habitat that is rare, declining, unique, or supportive of special-status species.</p>
Policy CONS-5.2	<p>Development applications involving areas with important habitat shall submit site plans that specifically show how development will avoid impacts to habitat that is rare, declining, unique, or supportive of special-status species.</p>
Policy CONS-5.3	<p>The City will require the use of clustering to avoid important habitat areas.</p>
Policy CONS-5.4	<p>When the loss of important habitat is unavoidable, mitigation measures will be designed to reduce impacts to the maximum extent feasible. This mitigation may include, but is not limited to off-site mitigation banking with restoration and enhancement components.</p>



---

For projects that would affect the function and value of river, stream, lake, pond, or wetland features, each of these features shall be delineated. For wetlands, the delineation shall be conducted in accordance with the U.S. Army Corps of Engineers (USACE) Wetland Delineation Manual and verified by USACE. The project applicant shall determine the exact acreage of important habitat (including those protected by federal, state, regional, and/or local regulations) that would be impacted by project implementation. A mitigation plan to replace or rehabilitate affected habitats in a manner that ensures no net loss of habitat functions and values shall be prepared and implemented in accordance with applicable regulations. The plan shall be reviewed and approved by the appropriate regulatory agencies and all relevant permits and authorizations shall be obtained. Mitigation monitoring shall be conducted to ensure performance criteria are met.

---

Policy CONS-5.5

Approved projects, plans, and subdivisions shall comply with applicable federal and state laws and regulations (e.g., federal and state endangered species acts and California Fish and Game Code) that require the protection of special-status species.

---

Policy CONS-5.6

For all development projects involving discretionary review that have the potential to affect special status species, the project applicant shall be required to perform a reconnaissance level assessment of the project site for special-status species and their habitat. For projects with the potential to have a substantial adverse effect on special-status species, their habitats, or movement corridors, or result in the fragmentation of their habitats, a Biological Inventory Report shall be prepared by a qualified biologist, to determine if, and to what extent special-status species and their habitat may be affected by a proposed project. Projects shall be designed to avoid disturbance or fragmentation of important habitats and wildlife movement corridors. For projects where avoidance is not possible, the project applicant shall be required to fully mitigate the effects the development on special-status species, and the loss and/or fragmentation of their habitat.

---

Policy CONS-5.7

A mitigation plan shall be prepared and reviewed and approved by the appropriate regulatory agencies for projects where avoidance of adverse effects to special-status species is not feasible, and authorization for take of listed species shall be obtained, if necessary. The mitigation plan shall include measures to minimize potential for effects during project construction (e.g., pre-construction surveys and timing of construction) and measures to compensate for loss of special-status species habitat. Loss of Swainson's hawk foraging habitat shall be compensated for by preservation and management of foraging habitat of at least a similar quality at an appropriate

---



## CONSERVATION AND OPEN SPACE

location. Mitigation plans shall identify an appropriate mitigation site, compensation acreage, performance criteria, and monitoring and management requirements to ensure the site provides suitable habitat for the applicable species. Long-term protection of mitigation lands shall be ensured through fee title acquisition, conservation easement, or other suitable mechanisms. Long-term management of mitigation lands shall be ensured by establishing a management endowment or other suitable funding source. Alternatively, it may be appropriate to contribute funds to existing mitigation programs. Use of such a program shall be approved by the appropriate regulatory agencies.

Goal CONS-6	Maintain or Increase Surface and Groundwater Quality and Supply
Policy CONS-6.1	The City will require that waterways, floodplains, watersheds, and groundwater recharge areas are maintained in their natural condition, wherever feasible.
Policy CONS-6.2	The City will coordinate with appropriate regional, state, and federal agencies to address local sources of groundwater and soil contamination, including underground storage tanks, septic tanks, agriculture, and industrial uses.
Policy CONS-6.3	Approved projects, plans, and subdivisions in new growth areas shall incorporate natural drainage system design that emphasizes infiltration and decentralized treatment (rather than traditional piped approaches that quickly convey stormwater to large centralized treatment facilities). <sup>4</sup>
Policy CONS-6.4	The City will encourage the use of permeable surfaces for hardscape. Impervious surfaces such as driveways, streets, and parking lots will be minimized so that land is available for a natural drainage system to absorb stormwater, reduce polluted urban runoff, recharge groundwater, and reduce flooding.
Policy CONS-6.5	City street standards and parking requirements will balance the needs of transportation with the full range of community planning issues, including water quality, storm drainage, air quality, and other considerations.

<sup>4</sup> New growth areas are those included in the Riverbank Planning Area and outside of the City's Sphere of Influence as of January 1, 2007.



Policy CONS-6.6	The City will encourage the use of recycled water for appropriate use, including but not limited to outdoor irrigation, toilet flushing, fire hydrants, and commercial and industrial processes.
Policy CONS-6.7	The City will require mitigation measures, in coordination with the Regional Water Quality Control Board, as a part of approved projects, plans, and subdivisions to address the quality and quantity of urban runoff, including that attributable to soil erosion.
<b>Goal CONS-7</b>	<b>Maintain and Increase Public Access to Riverbank’s Scenic Resources</b>
Policy CONS-7.1	The City will improve public access to areas along the Stanislaus River where scenic views are available.
Policy CONS-7.2	The City will integrate riverside greenways with the City's overall open space system.
Policy CONS-7.3	Approved projects, plans, and subdivision requests along the Stanislaus River shall provide public access to Stanislaus River views, wherever feasible.
Policy CONS-7.4	Any development in the Clustered Rural Residential area, as described in the Land Use Element and Land Use Diagram, shall make use of clustering to preserve expansive views and other rural aesthetic qualities.
Policy CONS-7.5	The City will coordinate with the City of Oakdale to implement policies to preserve open space for scenic and other benefits in the Scenic Highway 108 corridor (see <b>Figure CONS-2</b> ).
Policy CONS-7.6	Lighting shall be designed to avoid glare, prevent light spillage onto adjacent properties, avoid adverse impacts to nocturnal wildlife, and avoid light pollution that would contribute light to the nighttime sky.
<b>Goal CONS-8</b>	<b>Minimize the Use of Energy through Sustainable Development Patterns, Construction Practices, and Construction Materials</b>
Policy CONS-8.1	The City will encourage the use of cost effective, renewable energy sources as a part of new construction projects, as well as existing buildings and facilities.
Policy CONS-8.2	The City will encourage material and energy-efficient building design,



## CONSERVATION AND OPEN SPACE

	including strategies certified by the U.S. Green Building Council's LEED (Leadership in Energy and Environmental Design) Program.
Policy CONS-8.3	The City will encourage the incorporation of energy conservation features in the design of all new construction and the installation of conservation devices in existing development.
Policy CONS-8.4	The City will encourage the use of passive design concepts that make use of the natural climate to increase energy efficiency. New development shall be designed to allow access to natural light by adjoining properties for solar energy systems. Approved plans, projects, and subdivisions shall orient the majority of proposed single-family detached housing structures in a north/south orientation (along east-west streets) in order to increase energy efficiency. The City's goal in this respect will be 80 percent of proposed single-family detached housing structures.
Policy CONS-8.5	New development areas shall be located and designed to encourage travel by pedestrians and bicyclists.
Policy CONS-8.6	The City will encourage compact development to achieve more efficient use of resources and provision of public facilities and services.
Policy CONS-8.7	The City will incorporate conservation practices and sustainable energy sources and in existing and new City facilities.
Policy CONS-8.8	The City will locate any new government offices in pedestrian-friendly, mixed-use areas where the urban design promotes pedestrian and bicycle travel.
Policy CONS-8.9	Approved projects, plans, and subdivision requests shall include native, drought-tolerant, landscaping.
<b>Goal CONS-9</b>	<b>Protect Mineral Resources in the Riverbank Planning Area Consistent with other Environmental, Social, and Economic Goals</b>
Policy CONS-9.1	The City will coordinate with the California Geologic Survey to incorporate, as necessary, on policies for conservation and possible future extraction of mineral resources of regional or statewide significance.



## Implementation Strategies

### Implementation Strategy CONS-1

Development projects and subdivisions will be consistent with, and implement land use planning and greenhouse gas emission reduction measures developed pursuant to the regional Sustainable Community Strategy (per SB 375 of 2008), and consistent with Countywide and regional agricultural preservation planning, to the maximum extent feasible. In determining feasibility, there is a recognized need to balance the importance of agricultural resource conservation with other needs of Riverbank, such as State defined affordable housing, air quality, noise, water usage, and other public resources and services.

It is the City's intent to gather and consider the best practically available scientific information regarding resource areas and farmland in the region and develop conservation measures that will ensure the viability of agriculture within the Stanislaus River Watershed. Riverbank's planning effort will include provisions for the conservation of Important Farmland (as defined by the State Department of Conservation). It is a goal of the City to promote advances in crop yields, marketability of locally produced agricultural products, and advances in labor productivity through education.

The information gathered will be used as inputs within Land Evaluation and Site Assessment (LESA) system. LESA is a point-based approach that is generally used for rating the relative value of agricultural land resources. In basic terms, a given LESA model is created by defining and measuring two separate sets of factors. The first set, Land Evaluation, includes factors that measure the inherent soil based qualities of land as they relate to agricultural suitability.

The second set, Site Assessment, includes factors that are intended to measure social, economic, and geographic attributes that also contribute to the overall value of agricultural land. While this dual rating approach is common to all LESA models, the individual land evaluation and site assessment factors that are ultimately utilized and measured can vary considerably, and can be selected to meet the needs and conditions of the Stanislaus River Watershed. In short, the LESA methodology lends itself well to adaptation and customization by the City in determining the level of significance of a project within the Stanislaus River Watershed.

It is the City's intent to use and potentially modify the Land Evaluation and Site Assessment (LESA), as amended, developed by the State Department of Conservation, when considering if a project will have a significant impact upon farmland resources.

The LESA Model is used to assess the relative quality of agricultural



land based upon specific measurable features. The formulation of the LESA Model is the result of Senate Bill 850 (Chapter 812/1993), which charges the Resources Agency, in consultation with the Governor's Office of Planning and Research, with developing an amendment to Appendix G of the California Environmental Quality Act (CEQA) Guidelines concerning agricultural lands. Such an amendment is intended "to provide lead agencies with an optional methodology to ensure that significant effects on the environment of agricultural land conversions are quantitatively and consistently considered in the environmental review process" (Public Resources Code Section 21095).

The California Agricultural LESA Model is composed of six different factors. Two Land Evaluation factors are based upon measures of soil resource quality. Four Site Assessment factors provide measures of a given project's size, water resource availability, surrounding agricultural lands, and surrounding protected resource lands.

For a given project, each of these factors is separately rated on a 100 point scale. The factors are then weighted relative to one another and combined, resulting in a single numeric score for a given project, with a maximum attainable score of 100 points. It is this project score that becomes the basis for making a determination of a project's potential significance, based upon a range of established scoring thresholds. If a project is deemed to have significant impact, then a project shall be responsible for mitigating this impact via applicable components of the Sustainable Agricultural Strategy.

Projects that will lead to the conversion of agricultural land to urban uses, to the extent that it is considered a significant impact, will fund either a single component or a combination of the following described components on a reasonable fair-share basis. The program will seek to minimize the net loss of agricultural production within the Stanislaus River Watershed in the most feasible manner.

The City shall develop a Sustainable Agricultural Strategy to minimize the agricultural production lost to urban development through annexation to Riverbank so that, on a regional level, there is no significant net loss of agricultural production within the Stanislaus River Watershed, to the maximum extent feasible. In determining feasibility, the strategy is not intended to be a sole reason why a project that is otherwise desired by the community is not achieved, but rather a reasonable strategy that balances economic, social, and environmental benefits of a project with the need to conserve the agricultural production of the Stanislaus Watershed.

The preparation and update of the Sustainable Agricultural Strategy shall be overseen by a City Council selected committee. The City's Sustainable Agriculture Committee will cooperate with nearby cities, the County, and UC Extension, the Farm Bureau, and other experts



	<p>and stakeholders. The Riverbank Sustainable Agricultural Strategy should be adaptable with the region’s Sustainable Community Strategy, pursuant to SB 375, to the maximum extent feasible, and ensure that there is no significant net loss of agricultural production within the Stanislaus River Watershed, which shall be defined as the annual dollar value of the agricultural commodity taken out of production.</p> <p>The City’s Sustainable Agriculture Committee shall be charged with developing the following components of the Sustainable Agricultural Strategy:</p> <ol style="list-style-type: none"> <li>1) Priority Agricultural Land Inventory Component.</li> <li>2) Agricultural Land Conversion Component.</li> <li>3) Agricultural Resource Conservation Component.</li> <li>4) Agricultural Loss Mitigation Component.</li> <li>5) Agricultural Easement Implementation Component.</li> <li>6) Agricultural Marketing Component.</li> <li>7) Educational Outreach Component.</li> </ol> <p>The Committees’ final report shall be finished by April 1, 2010. The City Council will consider the strategy and shall take action on the strategy after completion of the report. If the City chooses to initiate a Specific Plan pursuant to Section 65450 of the State Government Code, prior to completion of all components of the Sustainable Agricultural Strategy, then the City Council should give direction upon initiation of the Specific Plan policy direction on how to include and address the intent of each of the above Components as part of such a Specific Plan.</p>
<p><b>Implementation Strategy CONS-2</b></p>	<p>The City will adopt a "right-to-farm" ordinance (or adopt the County’s right-to-farm ordinance, as appropriate) that informs residents of ongoing agricultural practices at the edges of Riverbank and protects farmers and other agriculture interests from dumping, nuisance complaints, and other problems typically associated with new residents on the City fringe. The City will coordinate with Stanislaus County regarding the design of the County’s Right-to-Farm Ordinance to develop consistency, where appropriate.</p>
<p><b>Implementation Strategy CONS-3</b></p>	<p>The City will seek available sources of funding to assist private property owners in the preservation of buildings and sites of historic importance</p>
<p><b>Implementation Strategy CONS-4</b></p>	<p>The City will seek available sources of funding for implementing energy efficiency improvement and utilities infrastructure renewal projects.</p>



## CONSERVATION AND OPEN SPACE

---

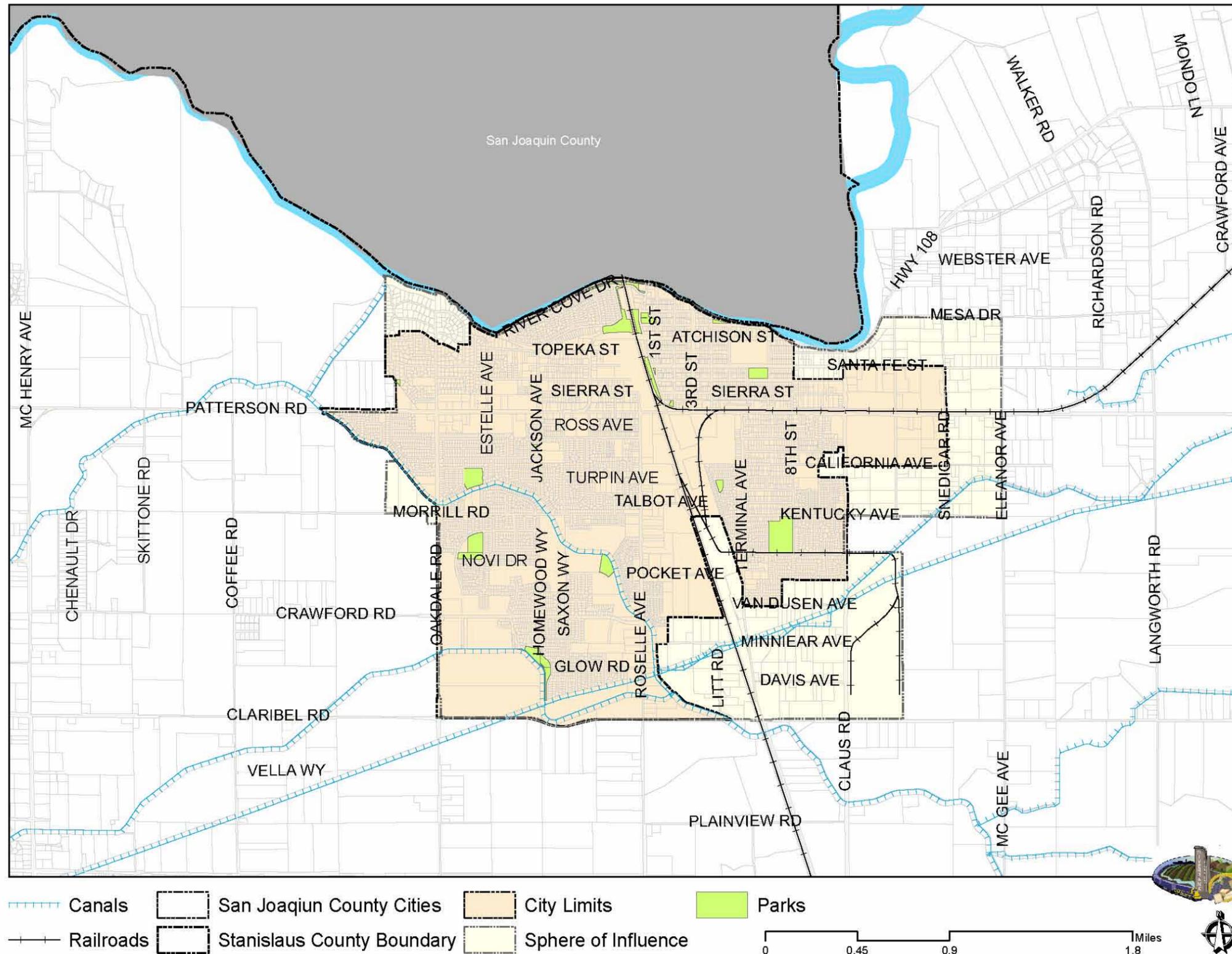


Figure CONS-1  
City Limits and Sphere of Influence, 2007

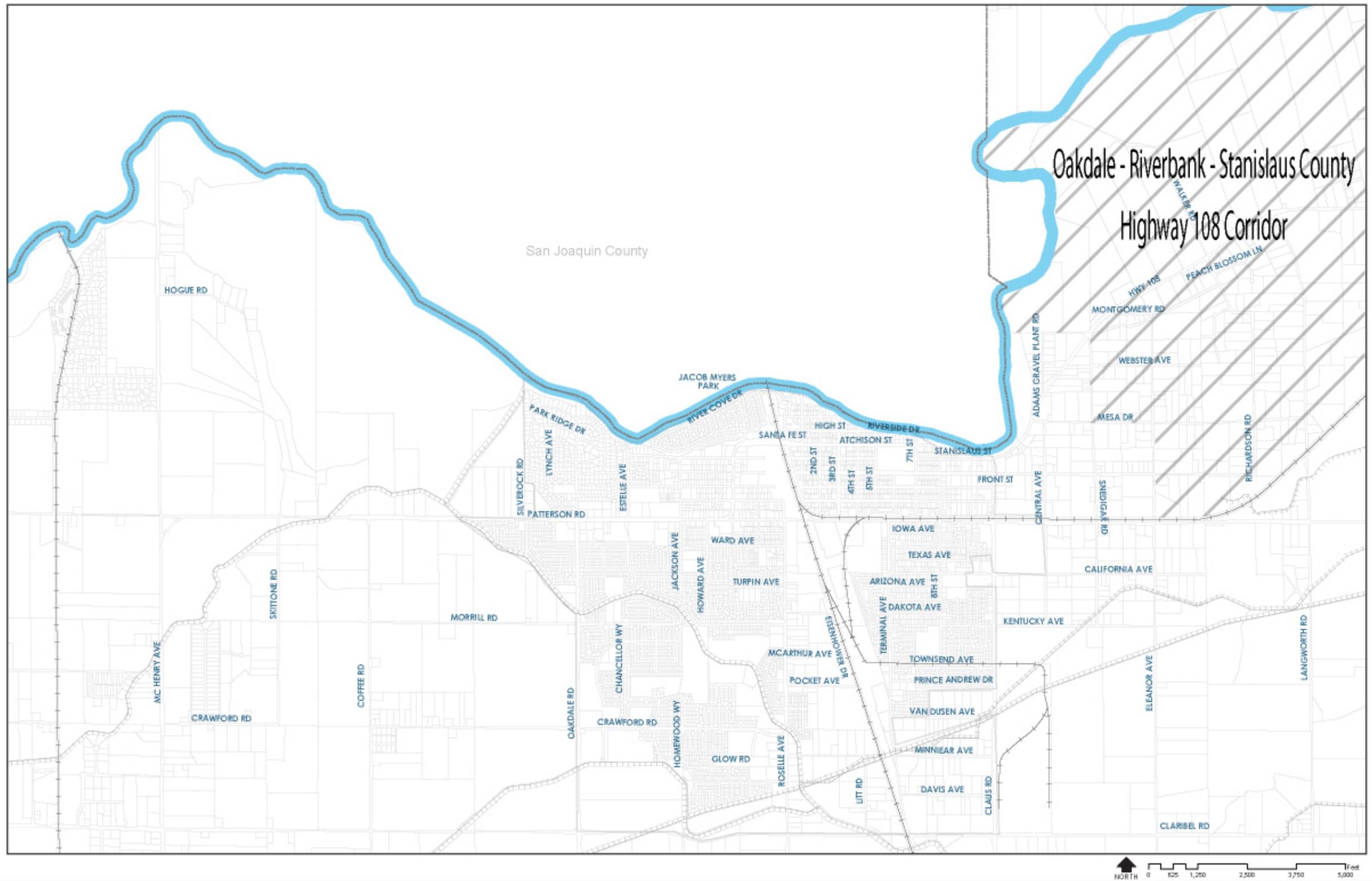


Figure CONS-2  
Area Subject to Scenic Highway 108 Agreement



---

# SAFETY ELEMENT

---





---

# **INTRODUCTION**

---

California law requires a safety element as one of the seven mandated elements of the General Plan. A safety element contains policies that contribute to the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence, liquefaction and other seismic hazards, flooding; and wild land and urban fires. ”

General plans are required to include mapping of known seismic and other geologic hazards. General Plan must also address “evacuation routes, military installations, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards” (Government Code 65302 (g)). Please refer to the Safety General Plan Background Report for more information. Please refer to the Public Services and Facilities General Plan Background Report and the Hydrology and Water Quality General Plan Background Report for information on water quality and supply.

The seismic safety element was one of the first mandatory general plan elements. However, California law has changed over time, including combining those issues previously addressed in seismic safety elements to be incorporated into the safety element. Seismic safety is not a major issue for Riverbank, compared to other parts of California. Please refer to the Safety General Plan Background Report for more information.

The following section describes goals and policies that address the pertinent safety topics for the City of Riverbank.

---

## **Goals and Policies**

---

Goals and policies presented in the following section of this Safety Element address various aspects of public health and safety related to buildout of the Riverbank General Plan.



Goal SAFE-1	Minimize the Loss of Life and Damage to Property Natural and Human-Caused Hazards
Policy SAFE-1.1	The City will ensure that approved development projects and public investments are consistent with the information provided in the Stanislaus County Multi-Jurisdictional Hazard Mitigation Plan.
Policy SAFE-1.2	The City will continue to enforce State of California Building Standards Commission uniform codes, such as the California Building Code and California Fire Code with adopted Fire District amendments.
Policy SAFE-1.3	The City will encourage the retrofitting of older buildings to current safety standards, and require compliance to recommendations of the fire and law enforcement service providers and the State Building Standards Commission uniform codes in coordination with major remodeling or additions.
Policy SAFE-1.4	The City will require set backs, ignition resistant building materials, or other measures to reduce exposure to potential wildfires in areas designated for natural open space preservation, in coordination with California Department of Forestry and Fire Protection recommendations and Maintenance of Defensible Space Measures, as appropriate.
Policy SAFE-1.5	Approved plans, projects, and subdivision requests will ensure adequate fire flow per City and Fire District standards. The installation of automatic fire sprinklers may, at the discretion of the City and the Fire Chief, allow for a reduction in the required fire flow, while still complying with the California Fire Code requirements.
Policy SAFE-1.6	<p>The City will not allow the development of housing in the 100-year floodplain, as determined by the Federal Emergency Management Agency. The City may permit placement of non-residential improvements within the 100-year floodplain under a very limited set of circumstances. Any development project that includes structures or disturbances of natural features within the 100-year floodplain shall prove that the proposal does not:</p> <ul style="list-style-type: none"> <li>▪ Create danger to life and property due to increased flood heights or velocities caused by excavation, fill, roads, or intended use.</li> <li>▪ Create difficult emergency vehicle access in times of flood.</li> <li>▪ Create a safety hazard due to the unexpected heights, velocity, duration, rate of rise and sediment transport of the flood waters expected at the site.</li> </ul>



- Create excessive costs in providing governmental services during and after flood conditions, including maintenance and repair of public facilities.
- Interfere with the existing waterflow capacity of the floodway.
- Substantially increase erosion and/or sedimentation.
- Contribute to the deterioration of any watercourse or the quality of water in any body of water.

---

Policy SAFE-1.7      The City will require any public facilities in the 100-year flood zones to be flood-proofed to a point at or above the base flood level elevation from the Stanislaus River.

---

Policy SAFE-1.8      The City will require that hazardous materials are used, stored, transported, and disposed in a safe manner and in compliance with local, State, and federal safety standards.

---

Policy SAFE-1.9      Developments located on farmland or former farmland shall prepare reports that analyze residual agricultural chemicals that may be present on-site. Developments on such sites shall include measures to remove any risk due to hazardous materials for on-site proposed land uses, as well as existing and proposed land uses and users in the vicinity.

---

Policy SAFE-1.10     The City will review development requests and require that any airborne, waterborne, windborne, and other hazardous materials issues are fully disclosed, analyzed, and mitigated to ensure against any risk relative to any nearby planned or existing land uses and their users.

---

Policy SAFE-1.11     Proposed developments located within river bluff areas and other areas prone to geologic and soil limitations require a detailed geotechnical study prepared by an independent qualified geologist approved by the City. Approved plans, projects, and subdivision requests shall incorporate measures to reduce risks identified in the geotechnical study, to the City's satisfaction.

---

Policy SAFE-1.12     The City will not allow the location of water wells in areas where subsidence could occur as a result or where existing potential for subsidence could be increase as a result of operation of a domestic water well.

---



Goal SAFE-2	Provide Adequate Access for Emergency Response
Policy SAFE-2.1	The City will require development and maintenance of a road system that provides adequate access for emergency equipment.
Policy SAFE-2.2	The City will consult with fire protection service providers in reviewing development proposals. Development proposals will include City conditions that respond to concerns of fire protection service providers.
Policy SAFE-2.3	The City will improve fire flow in existing developed areas of the City, as feasible, to meet standards presented in the Public Facilities and Services Element of the General Plan and relevant City Master Plans.
Policy SAFE-2.4	The City will coordinate with the County Office of Emergency Services to identify evacuation routes and operational plans to be used in case of dam failure, flood disaster, and wildfire for any new growth areas in addition to any updates required to serve the existing developed City.

## Implementation Measures

Implementation Measure SAFE-1	The City will work with the Department of the Army to ensure successful clean-up and reuse of the decommissioned Riverbank Army Ammunition Plant.
Implementation Measure SAFE-2	The City will, in coordination with the County Office of Emergency Services, implement and periodically update disaster plans, including the City's Emergency Operations Plan, to meet federal, State, and local emergency requirements. Included in this work will be the identification and planning for evacuation routes for dam failure, flooding, and wildfire that may affect existing developed areas of the City, as well as new growth areas.
Implementation Measure SAFE-3	The City will coordinate with public safety service providers serving the City to ensure proper training and disaster preparedness, and period testing of equipment and facilities, in coordination with the County Office of Emergency Services.
Implementation Measure SAFE-4	The City will work with emergency responders serving the City to support the purchase and maintenance of proper emergency communication systems and equipment, and other necessary tools dealing with emergencies.



<b>Implementation Measure SAFE-5</b>	The City will coordinate with emergency service responders serving the City to prepare design guidelines for development projects that ensure appropriate emergency access and other requirements for appropriately serving proposed development. The City will require adherence to such design guidelines as a routine part of project and environmental review.
<b>Implementation Measure SAFE-6</b>	The City will update the General Plan using data to be made available by the Department of Water Resources and the Central Valley Flood Protection Board. The City will update the Land Use Element, Conservation and Open Space Element, Safety Element, and other elements, as appropriate, to ensure adequate flood protection. Flood-related revisions to the General Plan will integrate data from the State Plan of Flood Control. For flood-related revisions to the Safety Element, the City will consult with the Central Valley Flood Protection Board and local flood protection agencies serving the Planning Area, consistent with State law. Following flood-related updates to the General Plan, the City will revise applicable development standards, including the Zoning Code, for consistency on flood protection policies. Subdivision approvals, development agreements, permits, and other City entitlements will incorporate these revised City policies and regulations. The City will coordinate on Stanislaus County’s development of a flood emergency plan following the adoption of the Central Valley Flood Protection Plan.



---

# NOISE

---





---

## INTRODUCTION

---

The Noise Element provides a basis for comprehensive local policies to control and abate environmental noise and to protect the citizens of Riverbank from excessive noise exposure.

Noise is commonly defined simply as unwanted sound. Noise in the community has often been cited as being a health problem. The health effects of noise arise from the interference with human activities such as sleep, conversation, and tasks demanding concentration or coordination.

To measure sound directly as air pressure changes would require a very large and awkward range of numbers. To avoid this complexity, the decibel (dB) scale was devised. The decibel scale uses the hearing threshold as a point of reference, defined as zero decibels. It is common to describe community noise in terms of the "ambient" noise level, which is defined as the all-encompassing noise level associated with a given noise environment. A common statistical tool to measure the ambient noise level is the equivalent energy noise level (Leq), which is the sound level corresponding to a steady-state A-weighted sound level containing the same total energy as a time-varying signal over a given time period (usually one hour). The Leq is the foundation of other noise descriptors, and it shows a very good correlation with community response to noise. The two most common noise descriptors in use are the day-night average level (Ldn) and the Community Noise Equivalent Level (CNEL). Ldn is based upon the average hourly Leq over a 24-hour day, with a 10-decibel penalty applied to the nighttime Leq (10:00 pm to 7:00 am). The nighttime penalty is based upon the assumption that people react to nighttime noise exposures as though they were twice as loud as daytime exposures. CNEL is the same as the Ldn, except that an additional penalty of approximately 4.5 decibels (dB) is applied to the evening Leq (7:00 pm to 10:00 pm).

Please refer to the Noise Background Report, under separate cover, for more information.

The Noise Element is intended to:

- Provide sufficient information so that noise may be effectively considered in the land use planning process;
- Develop strategies for abating excessive noise exposure through cost-effective mitigation measures in combination with appropriate zoning to avoid incompatible land uses;



- Protect areas where noise levels are acceptable and noise sensitive areas from excessive noise;
- Protect existing noise-producing agricultural, commercial, and industrial uses from encroachment by noise-sensitive land uses; and,
- Balance goals regarding the community's noise environment with other environmental goals, economic and social goals, and goals for fiscal sustainability and balanced urban development, including redevelopment and revitalization.

The contents of a Noise Element and the methods used in its preparation are specified in California Government Code Section 65302(f) and in "Guidelines for the Preparation and Content of Noise Elements of the General Plan," adopted and published by the California Office of Noise Control in 1976. As adopted, the Office of Noise Control Guidelines require that certain major noise sources and areas containing noise-sensitive land uses be identified and quantified by preparing generalized noise exposure contours for current and projected levels of activity within the community. According to Government Code Section 65302(f) and the Office of Noise Control Guidelines, the following major noise sources should be considered in the preparation of a Noise Element:

- Highways and freeways;
- Primary arterials and major local streets;
- Railroad operations;
- Aircraft and airport operations;
- Local industrial facilities; and,
- Other stationary sources.

According to State law, noise-sensitive areas to be considered in the Noise Element should include areas containing the following noise-sensitive land uses:

- Schools;
- Hospitals;
- Rest homes;
- Long-term medical or mental care facilities; and,
- Other uses deemed noise-sensitive by the local jurisdiction (such as residences).

For detailed background on noise in Riverbank, please refer to the Noise Background Report, prepared under a separate cover.




---

## Key Issues

---

As addressed in the Noise Background Report, the primary sources of noise in the Riverbank Planning Area include roadways, industrial operations, agricultural activities, and railroad operations. Noise sensitive land uses include: parks, schools, residences, and medical and other health care facilities.

Certain industrial operations may relocate out of the Downtown Riverbank area during this General Plan update, which could result in lower ambient noise levels in certain existing developed areas compared to the situation today. As the City considers reuse of this land and other efforts to revitalize and redevelop the community, noise impacts will be considered and balanced with other environmental, social, and economic considerations.

In this General Plan, the City has identified important sources of noise in the existing community, which include industrial and transportation facilities. The City has developed a strategy to avoid planning mistakes of the past, including funneling all inter- and intra-neighborhood vehicular traffic onto large-volume arterial roadways that divide neighborhoods, citing noisy industrial uses in proximity to noise-sensitive uses. In communities throughout California and elsewhere, outward urban growth creates problems for ongoing agricultural operations related to periodic noise. The City supports ongoing agricultural operations at the edges of urban growth and elsewhere and will prevent, through land use planning and through other means, any additional pressure to convert agricultural lands due to the urban/rural interface. Overall, the City wishes to plan intelligently as to reduce substantial noise problems and avoid the need for soundwalls and other reactive fixes that themselves create unnecessary barriers to community connectivity and cohesiveness.

---

## Goals and Policies

---

Following is a description of Riverbank’s goals, policies, and implementation strategies to address existing and future noise issues.

<b>Overarching Goal for the Environment</b>	<b>Ensure that Noise does not Substantially Reduce the Quality of Urban Life</b>
<b>Goal NOISE-1</b>	<b>Create Land Use Patterns and Transportation Networks that Minimize Noise Problems</b>
Policy NOISE-1.1	Large-scale commercial land uses requiring frequent large truck deliveries shall not be developed within new or existing neighborhoods.

---



Policy NOISE-1.2 New growth areas shall avoid the use of large-volume, high-speed roadways within neighborhoods and instead disperse vehicular traffic onto a network of fully connected smaller roadways.

Policy NOISE-1.3 Industrial and other noise-generating land uses shall be located away from noise-sensitive land uses or shall enclose any substantial noise sources completely within buildings or structures.<sup>1</sup>

Policy NOISE-1.4 Development of noise-sensitive land uses in areas exposed to existing or projected levels of noise from transportation, stationary sources, or agricultural operations exceeding, or estimated to exceed, levels specified in Table N-1 shall require transportation planning, traffic calming, site planning, buffering, sound insulation, or other methods to reduce noise exposure in outdoor activity areas and interior spaces to the levels specified in Table N-1.

Policy NOISE-1.5 Soundwalls are prohibited as a method for reducing noise exposure that could be addressed through other means.

**Goal NOISE-2 Minimize Noise Impacts Associated with Development Projects and other Land Use Change**

- Policy NOISE-2.1
- Development projects and roadway improvement projects that increase traffic noise levels shall be mitigated to achieve acceptable levels specified in Table N-1 as measured at outdoor activity areas and interior spaces of existing and planned noise-sensitive land uses. If existing noise levels exceed allowable levels in Table N-1 at noise sensitive land uses, then:
    - Where existing exterior noise levels are between 60 and 65 dB Ldn at outdoor activity areas of noise-sensitive uses, an increase of 3 dB Ldn or greater is considered significant and requires mitigation to achieve allowable levels.
    - Where existing exterior noise levels are greater than 65 dB Ldn at outdoor activity areas of noise-sensitive uses, an increase of 1.5 dB Ldn or greater is considered significant and requires mitigation to achieve allowable levels.

<sup>1</sup> For the purposes of this Noise Element, noise-sensitive land uses include schools, hospitals, rest homes, long-term care, mental care facilities, and residences. Outdoor activity areas are considered to be the portion of a noise-sensitive property where outdoor activities would normally be expected (i.e., patios of residences and outdoor instructional areas of schools). Outdoor activity areas for the purposes of this element do not include gathering spaces alongside transportation corridors or associated public rights-of-way.



- Where it is not possible to reduce noise in outdoor activity areas to 60 dB Ldn or less using practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB Ldn may be allowed, provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with Table N-1.

**Table NOISE-1  
Maximum Allowable Noise Exposure from Transportation Noise Sources  
at Noise-Sensitive Land Uses**

Land Use	Outdoor Activity Areas (dB L <sub>dn</sub> )	Interior Spaces	
		dB L <sub>dn</sub>	dB L <sub>eq</sub>
Residential	60	45	--
Transient Lodging	60	45	--
Hospitals, Nursing Homes	60	45	--
Theaters, Auditoriums, Music Halls	--	--	35
Churches, Meeting Halls	60	--	40
Office Buildings	--	--	45
Schools, Libraries, Museums	60	--	45
Playgrounds, Neighborhood Parks	70	--	--

**Notes:**

Noise-sensitive land uses include schools, hospitals, rest homes, long-term care, mental care facilities, residences, and other similar land uses. Outdoor activity areas are considered to be the portion of a noise-sensitive property where outdoor activities would normally be expected (i.e., patios of residences and outdoor instructional areas of schools). Outdoor activity areas for the purposes of this element do not include gathering spaces alongside transportation corridors or associated public rights-of-way. Where development projects or roadway improvement projects could potentially create noise impacts, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design. Such analysis shall be the financial responsibility of the applicant and be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics. Mitigation strategies shall include site planning and design over other types of mitigation.

**Policy NOISE-2.2**

Development projects that produce, or are affected by, non-transportation related noise shall be mitigated to achieve acceptable levels specified in Table N-2, as measured at outdoor activity areas of existing and planned noise-sensitive land uses. If existing noise levels exceed acceptable levels in Table N-2 as measured at outdoor activity areas of noise sensitive land uses:

- Where existing exterior noise levels are between 60 and 65 dB at outdoor activity areas of noise-sensitive uses, an increase of 3 dB or greater is considered significant and requires mitigation to achieve acceptable levels.



- Where existing exterior noise levels are greater than 65 dB at outdoor activity areas of noise-sensitive uses, an increase of 1.5 dB or greater is considered significant and requires mitigation to achieve acceptable levels.
- Where it is not possible to reduce noise in outdoor activity areas to 60 dB or less using practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB may be allowed, provided that available exterior noise level reduction measures have been implemented.

<b>Table NOISE-2 Noise Level Performance Standards for New Projects Affected By, or Including, Non-Transportation Noise Sources</b>		
<b>Noise Level Descriptor</b>	<b>Daytime (7 am – 10 pm)</b>	<b>Nighttime (10 pm – 7 am)</b>
Hourly $L_{eq}$	60 dB	45 dB
$L_{max}$	75 dB	65 dB
Notes: Each of the noise levels specified shall be lowered by five dB for simple tone noises, noises consisting primarily of speech, or music, or for recurring impulsive noises. These noise level standards do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwellings).		

**Policy NOISE-2.3**

The City shall require all feasible noise mitigation to reduce construction and other short-term noise and vibration impacts as a condition of approval for development projects by applying the performance standards outlined in Table N-3. The total noise level resulting from new sources and ambient noise shall not exceed the standards in Table N-3, as measured at outdoor activity areas of any affected noise sensitive land use except:

- If the ambient noise level exceeds the standard in Table N-3, the standard becomes the ambient level plus 5 dB(A).
- Reduce the applicable standards in Table N-3 by 5 decibels if they exceed the ambient level by 10 or more decibels.



**Table NOISE-3  
Noise Level Performance Standards for Non-Transportation Noise Sources**

Cumulative Duration of a Noise Event <sup>1</sup> (Minutes)	Maximum Exterior Noise Level Standards <sup>2</sup>	
	Daytime <sup>3,5</sup>	Nighttime <sup>4,5</sup>
30-60	50	45
15-30	55	50
5-15	60	55
1-5	65	60
0-1	70	65

- 1 Cumulative duration refers to time within any one-hour period.
- 2 Noise level standards measured in dB.
- 3 Daytime = Hours between 7:00 a.m. and 10:00 p.m.
- 4 Nighttime = Hours between 10:00p.m.and 7:00 a.m.
- 5 Each of the noise level standards specified may be reduced by 5 dBA for tonal noise (i.e., a signal which has a particular and unusual pitch) or for noises consisting primarily of speech or for recurring impulsive noises (i.e., sounds of short duration, usually less than one second, with an abrupt onset and rapid decay such as the discharge of firearms).

## Implementation Strategies

<b>Implementation Strategy NOISE-1</b>	The City will update implementing ordinances related to noise consistent with the policies of this element and City redevelopment and revitalization planning.
<b>Implementation Strategy NOISE-2</b>	The City will ensure that personnel charged with enforcing such ordinances are properly trained and equipped for on-site measurement techniques and other necessary tasks.
<b>Implementation Strategy NOISE-3</b>	The City will coordinate with StanCOG and Caltrans to ensure transportation planning and improvement programs are consistent with this element.
<b>Implementation Strategy NOISE-4</b>	The City will coordinate with Burlington Northern Santa Fe Railroad to have installed directional warning devices at Riverbank railroad crossings that, compared to whistles mounted on trains, would reduce noise in noise sensitive areas of the community. The City will coordinate with the Railroad company to reduce or eliminate the use of horns in noise sensitive areas of the community with the installation of alternative sounding devices. These improvements will be reflected in Capital Improvements Programming.



---

# **PUBLIC SERVICES AND FACILITIES**

---





---

# INTRODUCTION

---

One key element of Riverbank’s overall quality of life over the next 20 years will be the level of public services available to meet the needs of residents, visitors, and businesses. These services include public and private utilities (water, sewer, storm drainage, solid waste, communications, electricity, gas, etc.), parks and recreation, health care, schools, fire protection and law enforcement, social services, and general government. The delivery of services requires both construction and operation of facilities and infrastructure (buildings, pipelines, pump stations, equipment, treatment plants, etc.).

Urban development anticipated under the General Plan is guided by the ability of services and the resources associated with those services (such as water, energy, natural areas) to sustain it. The City will ensure that new development provides public facilities and services required to serve new neighborhoods without diminishing the quality of services to current residents and businesses. The City will also seek to maintain and enhance the level of service within the existing City, including areas that experience redevelopment.

The City is not directly responsible for providing all of the services and facilities addressed in this Element. However, the City will use its land use entitlement and other discretionary authority to ensure the needs of citizens and businesses are met during buildout of the General Plan.

This Element establishes:

- Goals for service provision;
- Policies and standards used for service expansions, improvements, extensions, and other investments;
- General guidance on infrastructure and service planning, phasing, and financing to accommodate new development.

Please refer to the Circulation Element for information on streets and related infrastructure. Please refer to the Public Services and Facilities Background Report, under a separate cover, for additional information.



---

## Goals and Policies

---

Goals, policies, and implementation strategies in this section address various aspects of public service and facilities during buildout of the Riverbank General Plan.

<b>Goal PUBLIC-1</b>	<b>Public Service and Infrastructure Provision to Meet or Exceed Level of Service Standards Consistent with other Community Goals</b>
Policy PUBLIC-1.1	The City will coordinate the planning and construction of capital improvements with the timing of urban development within the Planning Area.
Policy PUBLIC-1.2	New development must pay for the public facilities, services, and infrastructure required to serve the needs of such development based on service standards applied by the City. The mechanisms for such funding will be part of the development approval, or as set forth in any applicable development agreement or specific plan, which, with the approval of the City Council, may provide for alternative financing mechanisms in-lieu of City development fee programs and ordinances. The use of in-lieu fees or in-lieu financing will be reserved for communitywide facilities that serve areas beyond the proposed project or plan. Construction and dedication of facilities will be the method for providing facilities that serve the proposed project or plan area. The City may make exceptions on the basis of financial hardship or small projects or plans, allowing payment of an in-lieu fee.
Policy PUBLIC-1.3	The City will require that new developments, depending on their size, either: 1) designate lands in appropriate locations, sizes, and free of constraints to accommodate public facilities and infrastructure needed to serve such development, or 2) pay a fee proportional to the development's cost of acquiring such land at the time acquisition will be required.
Policy PUBLIC-1.4	The City shall give priority to serving areas within the existing City limits as of the adoption of this General Plan based on current infrastructure and service capacity. New growth proposed outside existing City limits is responsible for providing, or paying a proportionate share of the cost of, public facilities and infrastructure adequate to serve the needs of such development according to the General Plan, a specific plan (if prepared for such development), and/or any infrastructure Master Plan that covers such development through the use of a City-approved development agreement. The use of in-lieu fees or in-lieu financing will be reserved for communitywide facilities that serve areas beyond the proposed project or plan.



	Construction and dedication of facilities will be the method for providing facilities that serve the proposed project or plan area. The City may make exceptions on the basis of financial hardship or small projects or plans, allowing payment of an in-lieu fee.
Policy PUBLIC-1.5	The City will upgrade facilities and services that experience deterioration or obsolescence in existing developed areas of the City, as funding permits, to maintain levels of public service established by the City.
Policy PUBLIC-1.6	The City will require that the methods, materials, and design of infrastructure and utilities achieve the City's environmental, public health and safety, and community character goals and policies, in addition to the City's level of service standards for public services, facilities, and infrastructure.
Policy PUBLIC-1.7	New development projects shall provide compatible utility services in common trenching to minimize the land required and ongoing costs for underground services.
<b>Goal PUBLIC-2</b>	<b>Adequate Supply of Quality Water to Serve Existing and Future Projected Development Needs</b>
Policy PUBLIC-2.1	The City will require that water supply, treatment, and delivery meet or exceed local, State, and federal standards.
Policy PUBLIC-2.2	The City will manage and enhance the City's water supply and facilities to accommodate existing and planned development, as identified in the City's Water Master Plan, Urban Water Management Plan, and Groundwater Source Efficiency Report.
Policy PUBLIC-2.3	New developments shall incorporate water conservation techniques to reduce water demand in new growth areas, including the use of reclaimed water for landscaping and irrigation.
Policy PUBLIC-2.4	The City will condition approval of new developments on demonstrating the availability of adequate water supply and infrastructure, including multiple dry years, as addressed in the City's Water Master Plan, Urban Water Management Plan, and Groundwater Source Efficiency Report.
Policy PUBLIC-2.5	The City will not induce urban development by providing provide water services in areas outside the Planning Area or areas not planned for urban development, such as areas designated for agriculture or open space.



## PUBLIC SERVICES AND FACILITIES

### Goal PUBLIC-3

#### Adequate Wastewater Service to Meet Existing and Future Projected Development Determined in the General Plan

##### Policy PUBLIC-3.1

The City will require that wastewater collection, conveyance, and treatment facilities meet or exceed local, State, and federal standards, as addressed in the City's Sewer Collection System Master Plan.

##### Policy PUBLIC-3.2

The City will identify and utilize, as feasible, best environmental practices and technologies for wastewater collection, conveyance, and treatment.

##### Policy PUBLIC-3.3

The City will not induce urban growth by providing wastewater facilities to areas outside the Planning Area or areas not planned for urban development, such as areas designated for agriculture or open space.

### Goal PUBLIC-4

#### Storm Drainage Systems that Protect Public Safety, Preserve Natural Resources, and Prevent Erosion and Flood Potential

##### Policy PUBLIC-4.1

The City will maintain and improve, as necessary, existing public storm basins and flood control facilities, as identified in the Stormwater Master Plan.

##### Policy PUBLIC-4.2

The City will coordinate with County and Regional agencies, as well as the railroad, in the maintenance and improvement of storm drainage facilities to protect the City's residents, property, and structures from flood hazards.

##### Policy PUBLIC-4.3

The City will consider a variety of means for floodplain management, depending on the context, which may include development, improvement, and maintenance of structural flood control facilities; land use policy and zoning to prohibit incompatible urban development within the floodplain; erosion control techniques; set backs from flood-prone areas; and other measures, as circumstances dictate.

##### Policy PUBLIC-4.4

The City will identify areas, such as wetlands, low-lying natural runoff areas, and pervious surfaces and percolation ponds, for natural storm water collection and filtration, in concert with the City's existing and future drainage infrastructure, to help reduce the amount of runoff and encourage groundwater recharge.



---

Policy PUBLIC-4.5	New development shall be designed to control surface runoff discharges to comply with the National Pollutant Discharge Elimination System Permit and the receiving water limitations assigned by the Regional Water Quality Control Board.
Policy PUBLIC-4.6	The City will establish and new development shall implement non-point source pollution control measures and programs designed to reduce and control the discharge of pollutants into the City's storm drains and river.
Policy PUBLIC-4.7	The City will require minimization of the amount of new impervious surfaces and directly connected impervious surfaces in areas of new development and redevelopment and, where feasible, maximize on-site infiltration of stormwater runoff.
Policy PUBLIC-4.8	The City will encourage pollution prevention methods, supplemented by pollutant source controls and treatment. Use small collection strategies located at, or as close to possible to the source (i.e., the point where water initially meets the ground) to minimize the transport or urban runoff and pollutants off-site.
Policy PUBLIC-4.9	The City will require the preservation and, where possible, will encourage that creation or restoration of areas that provide important water quality benefits, such as riparian corridors, wetlands, and buffer zones.
Policy PUBLIC-4.10	The City will limit disturbances of natural water bodies and natural drainage systems cause by development, including roads, highways, and bridges.
Policy PUBLIC-4.11	The City will require that new development avoid development in areas that are particularly susceptible to erosion and sediment loss; or, will require that these areas are identified and protected from erosion and sediment loss.
Policy PUBLIC-4.12	The City will encourage and/or require the use of open, vegetated swales, stormwater cascades, and small wetland ponds instead of pipes and vaults, as a part of urban development proposed outside current City limits to mitigate stormwater impacts.
Policy PUBLIC-4.13	The City will enforce a no-net-runoff policy for areas proposed for development outside the current City limits.

---



<b>Goal PUBLIC-5</b>	<b>Adequate Capacity for Solid Waste Disposal</b>
----------------------	---

- |                   |   |
|-------------------|---|
| Policy PUBLIC-5.1 | The City will approve new development projects only if adequate capacity exists to accommodate solid waste demand, including processing, recycling, transportation, and disposal. |
| Policy PUBLIC-5.2 | The City will encourage provision of recycling and conservation service and public education to reduce the amount of solid waste at the landfill.                                 |

<b>Goal PUBLIC-6</b>	<b>Adequate Public Utilities, Including Gas, Electric, Telecommunications and Other Utility Services</b>
----------------------	--

- |                   |  |
|-------------------|--|
| Policy PUBLIC-6.1 | The City will require that new development reserve adequate space in public or private rights-of-way or provide easements to accommodate public and private utilities (gas, electric, telecommunications, and other utility services) in a convenient and timely manner. |
| Policy PUBLIC-6.2 | The City will work with local gas, communications, and electric providers to maintain and improve current levels of service and meet future demands, including the development of three phase power for industrial areas, as appropriate                                 |
| Policy PUBLIC-6.3 | The City will require the demonstration of adequate energy supply through a will-serve letter from the appropriate energy service provider prior to approval of new or expanded structures that have the potential for significant energy use.                           |
| Policy PUBLIC-6.4 | The City will require that gas, electrical, and communications lines be installed underground as a part of new development, wherever possible.   |
| Policy PUBLIC-6.5 | New development projects shall include landscaping methods, materials, and design to conserve energy and water.  |
| Policy PUBLIC-6.6 | New development projects shall be designed to take advantage of passive or natural summer cooling and winter solar access.   |



Goal PUBLIC-7	Fire Protection Services, Staffing, and Deployment Adequate to Serve the Needs of Existing and Planned Development
Policy PUBLIC-7.1	The City will ensure that adequate fire flow pressure is available in relation to structure size, design, requirements for construction, and/or built-in fire protection systems. Maintenance of adequate fire flows includes factors such as adequate storage, system gridding, hydrant spacing, and spacing and sizing of water mains, as specified in the City's Water Master Plan.
Policy PUBLIC-7.2	For new development, the City will require a minimum fire flow pressure of 1,500 GPM (sustainable for at least two hours) for residential use. For new development, the City will require a minimum fire flow pressure of approximately 3,600 GPM (sustainable for longer periods) for larger residences and for other building types, depending on the particular use and structure characteristics, and in coordination with the fire service provider.
Policy PUBLIC-7.3	The City will require that fire stations be located to ensure the appropriate level of service (including adequate response time per Policy Public 7.5), community compatibility, and efficiency, including the location of such facilities relative existing and planned public parks, libraries, and other activity centers.
Policy PUBLIC-7.4	The City will coordinate with fire protection providers, including through reciprocity arrangements, to ensure equipment, staffing, and facilities for emergency medical services, urban search and rescue, hazardous materials emergency response, and other relevant needs, as appropriate. The City will ensure consistency with National Fire Protection Association and Stanislaus Consolidated Fire Protection District response requirements.
Policy PUBLIC-7.5:	The City will coordinate with fire protection providers to an emergency response system capable of achieving the following standards in 95% of all cases: first fire emergency response unit within six minutes of dispatch; full alarm assignment within 10 minutes of dispatch; second alarm assignment within 15 minutes of dispatch; and an Insurance Service Office (ISO) rating of Class 2 for areas within the City.
Policy PUBLIC-7.6	The City will work with property owners in existing developed portions of the City to achieve a minimum fire flow pressure of 1,500 GPM (sustainable for at least two hours) for residential use and approximately 3,600 GPM (sustainable for longer periods) for larger residences and for other building types, depending on the particular use and structure characteristics, and in coordination with the fire service provider.



## PUBLIC SERVICES AND FACILITIES

<b>Goal PUBLIC-8</b>	<b>Police Enforcement Services, Staffing and Deployment Adequate to Serve the Needs of Existing and Planned Development</b>
Policy PUBLIC-8.1	New developments shall fund and/or construct adequate law enforcement facilities to serve new growth areas, as required, in coordination with law enforcement service providers.
Policy PUBLIC-8.2	The City's goal is to provide 1.25 sworn officers per 1,000 residents. The City will plan and budget and coordinate with service providers with this service standard as a goal
Policy PUBLIC-8.3	The City will coordinate with law enforcement service providers to ensure a four-minute average response time for emergency calls within the City.
Policy PUBLIC-8.4	The City will require design of structures, streetscapes, pathways, project sites, and other elements of the urban environment to allow for surveillance of publicly accessible areas.
Policy PUBLIC-8.5	The City will coordinate with applicable law enforcement service providers to ensure adequate funding, staffing, training, and direction to provide City residents with responsive and effective law enforcement services of all types, including investigative, patrol, and other non-emergency services.
<b>Goal PUBLIC-9</b>	<b>School Facilities that Serve Existing and Future Needs and Complement Our Neighborhoods</b>
Policy PUBLIC-9.1	New development projects shall provide impact fees, land dedication, school construction, special taxes, and/or other means to the satisfaction of affected school districts to ensure levels of service, in accordance with State law.
Policy PUBLIC-9.2	The City will circulate development application materials to the appropriate school district representatives in association with CEQA and project review and incorporate school district comments into City actions on such development projects.
Policy PUBLIC-9.3	The City will work with local school districts in long-range land use planning to allow planning for school facilities for servicing new growth.
Policy PUBLIC-9.4	The City will work with local school districts to take advantage of joint-use opportunities that could benefit the City, especially for park and recreation facilities that could be used by schoolchildren during



the school day and the community in the evening, on weekends, and during school breaks.

**Policy PUBLIC-9.5** The City will ensure that areas around school sites are designed to allow easy pedestrian and bicycle access from surrounding neighborhoods. New development project applicants shall demonstrate to the satisfaction of the City that there are safe routes to and from school sites from surrounding planned neighborhoods prior to approval.

**Goal PUBLIC-10 Public Library Facilities Adequate to Accommodate Existing and Future Needs**

**Policy PUBLIC-10.1** The City will develop additional library facilities, whether through expansion of existing facilities or new facilities, as feasible, and assist the library administration to secure State and federal funds for facilities and services.

**Policy PUBLIC-10.2** The City will coordinate with applicable library service providers to accommodate the development of new library facilities in conjunction with new development areas.

**Policy PUBLIC-10.3** The City’s goal is to have 0.5 square feet of public library facilities per capita within the City. The City will plan and budget and coordinate with service providers with this service standard as a goal.

**Goal PUBLIC-11 Develop a Diversified Park System in a Variety of Scales and Environments to Meet Existing and Future Needs**

**Policy PUBLIC-11.1** New developments shall set aside land and dedicate improved parkland according to City standards at a minimum rate of five acres per 1,000 residents. Landscaped areas along streets or other rights-of-way without trails, or other park and recreational facilities do not count toward this standard. Other open spaces without park facilities do not count toward the five-acre parkland minimum, although this land may be required to meet open space or landscaping requirements of the City’s applicable development codes. For small projects, in cases of financial hardship, or where the required facility would serve areas outside the proposed project or plan, the City may



## PUBLIC SERVICES AND FACILITIES

---

allow participation in an in-lieu fee program to provide improved parkland. The distribution of parkland shall be as follows:<sup>1</sup>

- Community Parks: Minimum of 1.5 acres per 1,000 residents. Minimum of 15 acres in size. Specific design and facilities are as directed by the City based on population density, demographic structure, community preferences, use levels, and other criteria.
- Neighborhood Parks: Minimum of 1.5 acres per thousand residents. Minimum of 5 acres in size. Maximum of ½ mile from all proposed residences. Specific design and facilities are as directed by the City based on population density, demographic structure, community preferences, use levels, and other criteria.
- Playgrounds, plazas, tot lots, linear parks, recreation trails, and other similar parklands may count for up to 1.5 acre per thousand of the 5-acre standard. Maximum of ¼ mile from all proposed residences. There is no minimum size. Specific design and facilities are as directed by the City based on population density, demographic structure, community preferences, use levels, and other criteria.

---

Policy PUBLIC-11.2	The City of Riverbank will maintain park in-lieu fees at a level adequate to provide parks in a ratio of acres to population, as established by this element.
Policy PUBLIC-11.3	The City will maintain and improve existing parks and develop new parks to serve existing developed portions of the City, as feasible.
Policy PUBLIC-11.4	The City will encourage the use of greenways and natural open space areas for certain compatible recreational opportunities, such as pedestrian pathways, while preserving important ecological habitats.

---

---

<sup>1</sup> A neighborhood park is generally anywhere from 2 to 10 acres in size, serves a population within a one-half mile, and should be centrally located and pedestrian/bicycle accessible from within the neighborhood it serves. Neighborhood parks are very versatile. They provide passive and active recreational opportunities for broad components of Riverbank's population. Obstructions such as higher-volume roadways and natural barriers should be taken into consideration when identifying potential park location. Community parks are generally at least 25 or 30 acres in size and tend to be used by the entire community. Community parks accommodate organized (league) recreational programming opportunities along with passive recreation. Linear parks are basically trails and trail systems and the buffer space around them. Linear parks include educational signage, rest stops, or play areas that occur along the trails. Linear parks are often designed along natural features such as a stream, river, or along human defined corridors such as railroad right of ways, canals or power line easements. Recreational travel, as well as travel between destinations can be accommodated through planning of linear parks that are connected with the rest of the bicycle/pedestrian network. Mini parks, also called tot lots, pocket parks, neighborhood greens, etc., are very small park spaces with an assortment of grass play areas, benches, playground equipment, and other minor improvements.



<b>Goal PUBLIC-12</b>	<b>Promote and Develop Adequate Social and Health Care Facilities</b>
Policy PUBLIC-12.1	The City will coordinate with any interested social service providers to accommodate the placement of services into the City.
Policy PUBLIC-12.2	The City will ensure that local policies and regulations allow for establishment of the full range of locally needed social service facilities.
Policy PUBLIC-12.3	The City will support efforts to improve and expand health and social services for all segments of the community.
Policy PUBLIC-12.4	The City will encourage development of adequate, affordable, and high-quality child care.
Policy PUBLIC-12.5	The City will support through appropriate development incentives and other means, a variety of child care options available in the community, including schools, child-care centers, family day-care homes, employment sites, and child-care centers near activity centers.
<b>Goal PUBLIC-13</b>	<b>Ensure High Quality Formal and Informal Learning Opportunities for Youth and Adults</b>
Policy PUBLIC-13.1	The City will develop and participate in collaborative consortiums that will bring educational and recreational program providers together.
Policy PUBLIC-13.2	The City will provide a supportive environment for diverse forms and styles of learning.
<b>Goal PUBLIC-14</b>	<b>Address Social and Recreational Needs of Youth, with an Emphasis on Youth Experiencing At-Risk Situations, in Energetic, Innovative, and Caring Ways</b>
Policy PUBLIC-14.1	The City will provide a comprehensive range of services to serve youth with an emphasis on youth experiencing at-risk situations.
Policy PUBLIC-14.2	The City will involve youth and family members together in recreational and social programs offered by the City.



---

<b>Goal PUBLIC-15</b>	<b>Encourage Participation by Youth in a Variety of Community Service and Public Policy Activities</b>
-----------------------	--

---

- |                    |   |
|--------------------|---|
| Policy PUBLIC-15.1 | <p>The City will bring youth into the process of making and implementing public policy and program decisions.</p> <ol style="list-style-type: none"><li>Create a Youth Commission comprised primarily of youth to provide City Council guidance on the issues that affect youths.</li><li>Include youth on City commissions and committees, as appropriate.</li><li>Conduct periodic City Council "youth sessions." The sessions should be oriented at both parents and youth to address issues related to youth and spotlight on-going City programs available to youth.</li><li>Develop a program to allow teachers in area schools to bring students into city hall and have council members and City staff visit the classroom.</li><li>Establish mini-internships on the City Council staff and key City departments for junior high and high school students.</li><li>In cooperation with the respective School Districts, develop a community service curriculum for youths which identifies city-wide service projects to meet community needs, adds a community service requirement for high school graduation and/or forms a community service course that gives high school graduation credit.</li></ol> |
|--------------------|---|
- 

Policy PUBLIC-15.2	The City will draw upon youth as a source of innovation and pride.
--------------------	--

---

<b>Goal PUBLIC-16</b>	<b>Recognize and celebrate youth and their accomplishments</b>
-----------------------	--

---

- |                    |   |
|--------------------|---|
| Policy PUBLIC-16.1 | The City will recognize and celebrate the accomplishments of youth developed in a wide array of educational settings. |
|--------------------|---|
-



<b>Goal PUBLIC-17</b>	<b>Promote, Encourage and Support Environmental Education with a Special Focus on Youth Involvement</b>
-----------------------	---

Policy PUBLIC-17.1	The City will support educational programs that address the role of people in shaping the natural environment and their relationship to the environment.
--------------------	--

<b>Goal PUBLIC-18</b>	<b>Provide a Broad Range of Vocational and Career Opportunities to Meet the Needs of All Riverbank Residents and to Ensure a Diverse and Appropriately Trained Work Force</b>
-----------------------	---

Policy PUBLIC-18.1	The City will establish a program of vocational and career education.
--------------------	---

<b>Goal PUBLIC-19</b>	<b>Work with the Riverbank Unified and Sylvan School Districts and Private School Operators to Provide for Public Schools and Educational Facilities that Serve as Neighborhood Focal Points and Maintain a Quality Learning and Recreational Environment</b>
-----------------------	---

Policy PUBLIC-19.1	It shall be the policy of the City to integrate public schools physically and functionally as focal points of their surrounding neighborhoods.
--------------------	--

## STANDARDS

- a. Annexation proposals, General Plan Amendments, Specific Plans and Master Plans shall identify all existing and planned school sites and reflect General Plan policies regarding school site location and designs.

<b>Goal PUBLIC-20</b>	<b>Plan for the Costs of New School Facilities when Planning for Specific New Residential Development</b>
-----------------------	---

Policy PUBLIC-20.1	It shall be the policy of the City to require to the extent legally permissible the full mitigation of school impacts resulting from new residential development within the boundaries of the city.
--------------------	---

*Note: Senate Bill 50 enacted in 1998 affects a local agency's ability to mitigate school facility impacts above statutory "base" fees and to deny a project based on inadequate school facilities. This law will be subject to interpretation. In any event, an environmental impact report with an alternatives discussion is required where there are significant and unavoidable impacts. In addition, a voluntary mitigation agreement with a developer is a possible solution to a mitigation problem.*



### STANDARDS

- a. Control the timing and location of new residential development in a way that allows the respective School Districts to plan and finance facilities in an orderly fashion.
- b. Land dedications or reservations for schools shall meet respective School District guidelines for school site size. Where more than one owner or development project is involved, the City shall, to the extent feasible, impose appropriate conditions and/or require written agreements in order to assure that the requisite school site acreage can and will be assembled to meet facility site requirements.
- c. General Plan amendments, Specific Plans, pre-zoning or re-zoning shall only be made after the City, following consultation with the respective School District, determines that provisions for dedication or reservation of school sites are adequate to meet the needs of that School District.
- d. Any project set forth in any proposed General Plan amendment, specific plan, pre-zoning or re-zoning shall show the location of future school sites to serve such project based upon adopted School District plans and criteria and General Plan criteria. Such a project shall include provisions for adequate funding for site acquisition and facility construction including compliance with any City imposed mitigation measures (subject to further policy level discussion regarding applicability) to the extent legally permissible.
- e. Future elementary and junior high schools should be:
  - Centrally located within or adjacent to residential neighborhoods and within the projected attendance area to minimize walking distances.
  - Located to minimize the number of students who would have to cross a major street to reach the school.
  - Located with direct access to an existing or planned collector or minor arterial street, as well as to a second road.
  - Conveniently and safely accessible to pedestrians and bicyclists.
  - Planned adjacent to neighborhood and community parks and designed to promote joint use of appropriate facilities.
- f. Future high school facilities should be sited through close cooperation of the city and the respective School District.
- g. The City shall require the following minimum usable areas for school sites:
  - Elementary acres: 10-11 net acres.
  - Junior high schools: 22-25 net acres.
  - High schools: 40-50 net acres.
  - Alternative school facilities: 8 net acres.



The larger site sizes are needed when a class size reduction program is implemented. A different acreage may be required if planned student enrollment is smaller or larger than normal. The size of alternative school facilities depends on the program.

- h. Schools sites should be level and rectangular in shape, with average dimensions of 3 to 5 width to length ratio and a minimum depth of 150 feet.
- i. Development projects shall provide school sites with access to all basic utilities and services in a timely manner.
- j. To the extent feasible, construction of new residential projects should be phased to match the timing of school construction based on school district standards for new schools. Development should be allowed in only one area of town at a time to facilitate timely provision of school facilities.

<b>Goal PUBLIC-21</b>	<b>Construct New Public Schools to Meet the Needs of Residential Growth</b>
Policy PUBLIC-21.1	It shall be the policy of the City to take all legally permissible steps to ensure the full mitigation of impacts of new development on school facilities.

## **Implementation Strategies**

<b>Implementation Strategy PUBLIC-1</b>	The City will coordinate with area reclamation districts, Stanislaus County, the City of Modesto, and other agencies and jurisdictions for planning and coordinating drainage programs and policies on an areawide and regional basis.
<b>Implementation Strategy PUBLIC-2</b>	The City will develop a park master plan that describes the standards, design, land requirements, locations, planning, and funding to support the City’s existing and future park system.
<b>Implementation Strategy PUBLIC-3</b>	The City will update the water, wastewater, and stormwater drainage master plans at least every five years to ensure the appropriate level of service is maintained as the City grows, and to ensure that appropriate projects are include in capital improvements planning and can be funded. The City will cooperate with local irrigation districts and public agencies to explore feasible surface water supplies or conjunctive use opportunities.



### Implementation Strategy PUBLIC-4

The City will coordinate with the United States Postal Service and other public agencies serving Riverbank, regarding needs for expansion, satellite locations, and other issues related to land use planning.

### Educational Implementation Strategies

- Organize a consortium of educational and recreational program providers and users to provide a forum for assessment of current formal and informal learning opportunities, and planning and possible partnerships for future programs.
- Hold a joint City Council and the respective School District Board annual round-table meeting to allow presentation and general discussion of current statewide and nationwide K-14 and adult, formal and informal, academic and vocational, educational issues and concerns.
- Develop collaborative programming with the respective School District and other educational and recreational program providers that will offer opportunities for quality formal and informal learning for youth and adults, including the interests of those individuals with special needs.
- Cooperate with the respective School District and other educational and recreational program providers in applying for grants and other funding for collaborative programming.
- Support with human and financial resources learning activities in practical and academic areas offered to youth by local libraries, museums, youth groups and learning centers.
- Provide funding assistance as available to local libraries, museums and learning centers for after-school and vacation youth activities.
- Continue to provide information about the formation and maintenance of formally organized clubs for youth.
- Cooperate with the respective School District to develop a mentor system whereby junior high, high school and college students educate younger students.
- Utilize educational technology and methods in City youth programs that support different styles of learning.
- Continue to provide educational information to parents regarding different styles of learning through child care educational programs.



- Continue to provide inclusive recreation to ensure the participation of individuals with disabilities in city programs.
- Maintain and, if possible, increase the City's competitive fund which annually supports arts activities and increase the fund income so that the types of eligible activities can be increased by allowing a wider range of activities including science events or activities to be eligible for funding.
- Develop a city-wide master plan for delivering youth and family services after school and over the summers.
- Encourage businesses, agencies and organizations to develop thoughtful and responsive policies and programs that address the unmet needs of youth.
- Programs could include interest-based clubs, self-care and self reliance courses, drop-in activities, paid employment, and volunteer opportunities such as working with younger children.
- Offer programs at times and places convenient to youth.
- Hire staff for youth programs that is racially and culturally compatible with and recruited from the community served.
- Provide training in parenting skills that includes concepts such as parents and their children signing a contract that spells out mutual responsibilities and provides guidelines of dress and conduct.
- Provide opportunities for summer youth employment and encourage the business community to provide additional employment.
- Identify and advertise opportunities for students to work with planners to set up and build parks (e.g., picking out foliage, planting, constructing play sites, etc).
- Continue to integrate work on community projects into the sentencing and diversion of juvenile offenders.
- Continue to offer free or low cost transit passes for preteens to facilitate participation in community activities.
- Involve parents in an individualized Education Plan for Inclusive Recreation participation.
- Encourage Riverbank businesses to provide window space to advertise school and youth events.
- Involve youth in the planning and set-up of community events.



- Encourage the Farmer's Market to feature an area school club at each market (eg. band, choir, cheerleaders, drama, etc.).
- Sponsor a "Youth Awareness (or Appreciation) Day."
- Institute an annual Mayor's Award for Service to Youth in the area of "informal education."
- Publicize the City's educational programs and acknowledge educational achievements in City information brochures prepared for distribution to the community.
- Establish an annual City-wide environmental awareness day.
- Support private, non-profit environmental education programs.
- Provide information to schools regarding City environmental impact reports for use in school curriculum.
- Work with the School Districts to continue to offer youth career exploration through the "Shadow" program or similar programs.
- Work with businesses and non-profit entities to create a program to allow community members to explore work in various job locations.
- Continue to work with businesses, non-profit entities, and the respective School Districts to create a vocational training program.
- Make available the resource guide of work exploration experiences, job shadows, and job training mentorship resources available in the community that is prepared by the Stanislaus County Employment Program.
- Continue to review proposed school sites for consistency with the General Plan, and require the reservation or dedication of school sites in proposed projects consistent with the General Plan.
- Continue to forward at the earliest possible stage all development proposals including annexations, General Plan amendments, Specific Plans, pre-zoning or re-zoning to the School District for review and response regarding the impacts of such development on School District facilities, school capacity and potential school sites.
- Consult with the School District during the creation or update of any development proposals including annexations, General Plan amendments, Specific Plans, pre-zoning or re-zoning.



- Develop guidelines for the provision of school sites in new development areas. The guidelines shall include site size, configuration, and location in relation to streets and commercial land uses.
- Urge the respective School Districts to consider transportation issues in deciding whether to expand the existing high school or create new sites.
- Develop and maintain joint use recreation facilities with the School District.
- Request that the respective School District report on a regular basis to the City on the status of adequacy of school facilities to be provided for by future annexations, General Plan amendments, Specific Plans, pre-zoning or re-zoning.
- Work jointly with the respective School District to develop procedures to incorporate school site location and acquisition as part of the planning process for all annexations, General Plan amendments, Specific Plans, pre-zoning or re-zoning.
- Provide for the dedication or reservation of school sites meeting the standards provided for herein, at the earliest possible stage, in all subdivision and parcel maps or in the alternative, find that other suitable sites are available.
- Establish supplemental mitigation fees or other mitigation measures as requirements of development projects if the City Council determines that such fees or other measures are legally permissible and necessary to meet the facility funding needs of the respective School District and that other methods of school financing are not adequate. Such determination shall be based on the respective School District supplied data establishing a nexus for such measures.
- Do not record a map or issue a building permit until the applicant has complied with all applicable school mitigation measures including the payment of any mitigation fees and has received certification from the School District that such requirement for fees or other measures has been complied with.
- Coordinate and provide high quality school sites (based on size, location, and environmental factors) to optimize educational goals. In areas of new residential development, ensure that sites are identified and dedicated as a condition of development approval, incorporated as part of Specific Plan process whenever feasible. Site location considerations include adjacency to planned



open space corridors, neighborhood park sites, and bike and pedestrian pathways.

- Require that development projects make provisions for reservation or dedication of school sites meeting the respective School District site standards and construction of new school facilities adequate to meet the facility needs of the respective School District.
- Require that development projects which include school sites provide the site with access to all basic utilities and services in a timely manner.
- To the extent feasible, phase development consistent with capacity needs of existing and new school facilities.
- Prior to approving a new residential project, make a finding as to the project's impact on school facilities and the measures taken to address the impact.
- Cooperate with the respective School District to the extent authorized by law in establishing school funding mechanisms for new subdivisions and in-fill development to ensure that the impacts of such development on school facilities are fully mitigated.
- Facilitate the coordination of City and respective School District efforts to monitor the impact on schools of residential development projects, to project developments' effects on school attendance, to use consistent approaches to school impact analysis, and to effectively convey information between the City and the respective School District.



---

# AIR QUALITY

---





---

# INTRODUCTION

---

The air we breathe is one of our most valuable natural resources. Air pollution can affect our health, harm the natural and built environment, damage crops, and change the earth's climate. Air pollution has localized, regional, and global effects. Our future climate is threatened and uncertain due to excessive emissions of atmospheric greenhouse gases, a situation that could have catastrophic impacts related to flooding, habitat suitability, agriculture, and the global economy. The Air Quality Element of the General Plan addresses the City's goals, policies, and implementation strategies for maintaining and improving air quality during and after the buildout of the General Plan.

Some air quality problems are beyond the direct control of the City or beyond the scope of a General Plan. However, the location of stationary sources of air pollution, such as industrial facilities, relative to houses, schools, and other sensitive land uses, is an important consideration in land use planning. There are also very important indirect air quality consequences of land use planning. Sprawling residential development that is not integrated with schools, parks, employment, shopping, and public transit encourages reliance on the automobile, a major source of pollution. In order to minimize automobile-related pollution associated with new development, more compact residential development must be provided in areas within walking distance of other land uses and where public transit is, or can be, made available.

Compact development strategies are throughout the General Plan since the benefits of this approach are applicable in almost all aspects of the physical planning of the City. In particular, refer to the Circulation Element and the Land Use Element. Refer also to the Air Quality General Plan Background Report for more detail on the issues facing Riverbank.

---

## Key Issues

---

Ozone and particulate matter pollution levels in the San Joaquin Valley are among the worst in the nation. The total number of vehicle miles traveled (VMT) has increased at a higher rate than has population growth in the Valley. Despite cleaner running vehicles, this increased reliance on the automobile has caused in higher criteria air pollutant and greenhouse gas emissions, which are harmful to human and environmental health in both the short and long term.



The predominant approach to land development since World War II in the United States has emphasized vehicular transportation at the expense of other travel modes. While the City cannot control regional commuting patterns, the City can plan for a local jobs-housing balance and alternatives to automobile commuting (including tele-commuting) that could reduce work-related vehicular trips. Since the great majority of trips are not work related, the General Plan can make important strides for air quality by encouraging infill development, mixing land uses, and requiring that new development be compact, well-connected, and walkable. Even if households in the future choose to work elsewhere or employees in Riverbank live in another community, the great majority of daily trips, such as school trips, shopping, running errands, and recreational trips, can be by walking or bicycling.

With simple land use and urban design principles, these alternative modes can be accommodated with the same level of consideration typically afforded to the needs of vehicular transportation. This General Plan represents an integration of land use and transportation planning so that “pedestrians and bicyclists [feel] as confident in their ability to travel safely in Riverbank as [do] our drivers.”<sup>1</sup> Reducing automobile trips is the most important way the City can protect public and environmental health related to air quality in the long term.

This Element also includes policies that focus on adequately separating people from industrial processes that emit toxic and hazardous emissions. The best way to reduce exposure to these emissions is through source reduction, but this is the responsibility of the local air quality management district, and by extension the State and federal Environmental Protection Agency. Riverbank’s primary role is to arrange land uses in a way that minimizes exposure, including the use and location of any arterial roadways. If properly implemented, the policies in this section will help minimize the health risks associated with exposure to toxic air contaminant and hazardous air contaminant pollutant emissions.

---

## Goals and Policies

---

Goals, policies, and implementation strategies in this section have direct and indirect air quality benefits, and they address a very broad range of planning and air quality issues facing Riverbank.

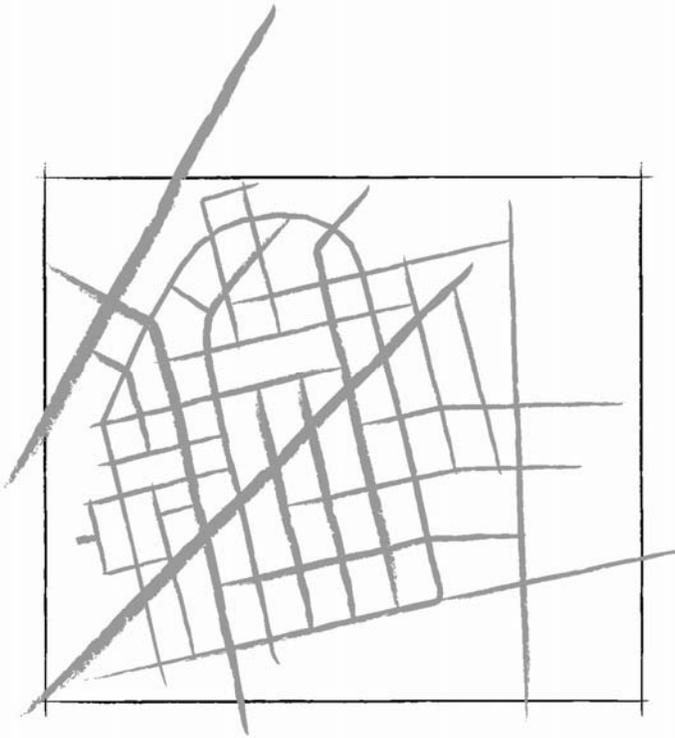
<b>Overarching Air Quality Goal</b>	<b>Minimize Riverbank's contribution to existing and potential future air quality problems, whether experienced locally, regionally, or globally</b>
-------------------------------------	--

---

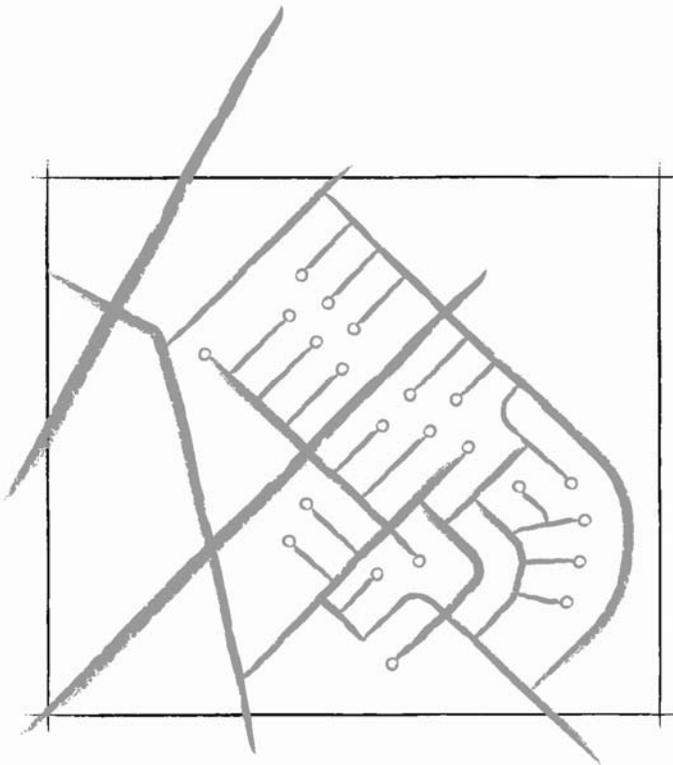
<sup>1</sup> Please refer to the Riverbank General Plan Vision Statement and Guiding Principles for more information.



<p><b>Goal AIR-1</b></p>	<p><b>Create and Enhance Development Patterns that Encourage People to Walk, Bicycle, or Use Public Transit for a Significant Number of Their Daily Trips</b></p>
<p>Policy AIR-1.1</p>	<p>In new development areas of the City, approved projects, City investment, and approved Specific Plans shall create small-scale, pedestrian-friendly neighborhood centers (with schools, parks, shops, community centers, compact housing, etc.), within walking distance (approximately ¼ mile maximum) that allow residents to meet many needs without the use of an automobile. (See also Goal DESIGN-10 and accompanying policies and policies LAND-2.2, LAND-2.3, LAND-3.1, and CIRC-2.1).</p>
<p>Policy AIR-1.2</p>	<p>Approved plans, subdivisions, and projects shall provide highly-connected circulation networks that accommodate safe, direct, and convenient alternatives to vehicular travel, and shorten trip lengths for vehicular travel. (See also Community Character and Design Element Policy DESIGN 1.5).</p>
<p>Policy AIR-1.3</p>	<p>Approved plans, subdivisions, and projects shall provide neighborhood parks in proximity to activity centers such as schools, libraries, community centers, and higher-density housing (more than 16 units per acre, net).</p>
<p>Policy AIR-1.4</p>	<p>Schools shall be located, designed, and the surrounding area planned to ensure that students can safely and conveniently walk or bicycle to school from their homes.</p>



**Required:** The street pattern shown on the left provides many different routes for reaching any given destination. Direct connections are provided. Trip lengths are shortened along such a roadway network. Bicycle and pedestrian travel is facilitated.



**Prohibited:** The street pattern shown on the left does not provide frequent through connections. Trips are forced onto a limited number of connecting roadways. Trip lengths are increased and fewer options for reaching destination points are provided. This approach does not facilitate pedestrian and bicycle travel to meet daily needs.



---

Policy AIR-1.5	The City will not allow arterial-focused, automobile-oriented commercial development within new and existing neighborhoods. Automobile-oriented land uses include volume discount stores, regional shopping centers, automobile dealerships, and similar uses. Such land uses shall be designed and located such that neighborhood pedestrian and bicycle access is not adversely affected.
Policy AIR-1.6	Transit improvements are required at sites deemed appropriate and necessary by the City and relevant transit provider/s and consistent with long-range transit plans.
Policy AIR-1.7	New major activity centers, office, and commercial development shall accommodate alternatives to automobile access, including provision of secure bicycle storage and parking facilities.
Policy AIR-1.8	The City will coordinate with transit providers and County and regional transportation agencies to plan for a multi-modal transportation system that supports and encourages alternatives to automobile travel.
Policy AIR-1.9	The City of Riverbank will preserve and enhance existing neighborhoods and commercial districts having pedestrian-, bicycle-, and transit-oriented designs.
Policy AIR-1.10	Projects or portions of projects that implement a fine-grained mixing <sup>2</sup> of housing types and land uses, and that include other pedestrian, bicycle, and transit oriented design elements, which generate fewer vehicle trips, will have a correspondingly lower contribution toward any roadway or intersection improvement mitigation measures required in City environmental documents and conditions of approval
Policy AIR-1.11	The City acknowledges the following facts: carbon dioxide is the most important anthropogenic greenhouse gas from future development in Riverbank; global increases in atmospheric carbon dioxide concentration are due primarily to fossil fuel combustion and land use changes; anthropogenic increases in greenhouse gas concentrations cause climate change; and, the economic, social, and

---

---

<sup>2</sup> The term "grain" can be used to describe the degree to which land uses are mixed and the size of development blocks. "Fine grain" development involves land uses located in proximity with one another on relatively smaller parcel or development blocks, allowing residents and employees to walk or bicycle among different destinations to meet their daily or occasional needs without use of a private automobile. By contrast, "course grain" development involves land uses that are isolated from one another, with non-residential land uses typically occurring on larger parcels. This presents a situation in which residents and employees have a more difficult time traveling among destinations except by automobile. Public transit service is less feasible because transit routes would be located at a significant distance from potential transit users.



environmental consequences of climate change are catastrophic. The City will monitor and comply with relevant local, regional, statewide, and federal legislation and regulation designed to address climate change.

**Goal AIR-2 Construction Practices and Materials Used in Riverbank Minimize Direct and Indirect Air Pollutant Emissions**

Policy AIR-2.1 The City of Riverbank, in coordination with the San Joaquin Valley Air Pollution Control District<sup>1</sup>, will require approved projects, plans, and subdivisions to reduce particulate emissions from construction, grading, excavation, and demolition to the maximum extent feasible.

Policy AIR-2.2 The City of Riverbank will require all access roads, driveways, and parking areas serving new commercial and industrial development to be constructed with materials that minimize particulate and reactive organic gas emissions and are appropriate to the scale and intensity of use.

Policy AIR-2.3 The City of Riverbank will develop, in coordination with local energy providers and developers, voluntary, incentive-based programs to encourage the use of energy efficient designs and equipment.

Policy AIR-2.4 The City of Riverbank will cooperate with the local building industry, utilities, and the Air District to promote enhanced energy conservation standards for new construction.

Policy AIR-2.5 The City of Riverbank will require new residential, commercial, and industrial development to reduce air quality impacts from area sources and from energy consumption.

**Goal AIR-3 Avoid Land Use Incompatibility that Causes Local Exposure to Harmful and Hazardous Air Pollutants**

Policy AIR-3.1 The City will provide adequate sites for industrial development, while minimizing the health risks to people resulting from industrial toxic or hazardous air pollutant emissions.

Policy AIR-3.2 The City of Riverbank will require residential development projects and projects categorized as sensitive receptors to be located an adequate distance from existing and potential sources toxic



---

	emissions such as freeways, major arterials, industrial sites, and hazardous material locations. <sup>3</sup>
Policy AIR-3.3	The City of Riverbank will ensure that industrial, manufacturing, and processing facilities that may produce toxic or hazardous air pollutants are located at an adequate distance from residential areas and other sensitive receptors.
Policy AIR-3.4	The City will discourage major arterial roadways within new or existing neighborhoods and will require new line sources of air pollution, such as a proposed major freeway or major arterial roadway, to be located an adequate distance from sensitive receptors.
Policy AIR-3.5	The City will coordinate with the Air District to identify sources of toxic air emissions and determine the need for health risk assessments for proposed development. The City will consult with project proponents during a pre-application review process to avoid inappropriate uses at affected sites and during the environmental review process for general plan amendments and general plan updates.

---

---

## Implementation Strategies

---

### Implementation Strategy AIR-1

The City of Riverbank will develop a program to reduce daily emissions of nitrogen oxides. Under this program, the City would require an air quality/transportation design analysis for projects exceeding Air District CEQA significance thresholds. The analysis will be prepared by an air quality specialist familiar with design measures that can reduce vehicle trips. The analysis will provide simple analysis of the daily emissions based only on the project's land use and size. The analysis would then propose measures which would reduce operational emissions of nitrogen oxides (NOx) from the project by one third (33.3%) compared to this basic emissions profile. The City will develop guidance showing the air quality benefits through reduced trip generation of compact, mixed-use development. The measures would focus on reducing vehicular trips. Infill projects, small projects, affordable housing projects, and bike/pedestrian/transit projects are exempt.

---

<sup>3</sup> Prevailing winds in the vicinity are from the northwest, although prevailing winds are from the southeast during December, January, and February. For more information, refer to the Western Regional Climate Center information, online, <http://www.wrcc.dri.edu/>.



<p><b>Implementation Strategy AIR-2</b></p>	<p>The City will also develop a local greenhouse gas reduction program. The City will set a definitive goal for greenhouse gas reduction, on either a per-capita or mass level, with the minimum goal expected to be a 25 percent reduction by the year 2020. This program will begin with an analysis of baseline greenhouse gas emission levels and forecasting the growth in emissions that would occur if the status quo continued. The City will assemble a set of local actions, including regulatory changes, infrastructure investment strategies, incentives and disincentives, and other measures that could apply both to new and existing developed areas. The City will monitor progress toward the overall goal and periodically revise the local action plan, as appropriate. Implementation of Riverbank’s greenhouse gas reduction program will require the cooperation of other agencies, private businesses, and residents, and will be implemented over a period of several years. It is likely that, during the design and monitoring period of this program, State guidance, case law, and other information will become available, making revisions to the reduction program appropriate. The City will monitor changes in the regulatory environment, as well as grant and other funding programs that could be made available to help Riverbank in implementing this program.</p>
<p><b>Implementation Strategy AIR-3</b></p>	<p>The City of Riverbank will vigorously pursue and use State and federal funds earmarked for bicycle and transit improvements, transit-oriented planning and development, and other planning and improvement grant programs intended to encourage alternatives to automobile transportation.</p>
<p><b>Implementation Strategy AIR-4</b></p>	<p>The City of Riverbank will proactively coordinate with local irrigation districts, the County, Caltrans, and other interested parties to develop bikeways and pedestrian paths along canals, abandoned railroad lines, and other easements and rights-of-way.</p>
<p><b>Implementation Strategy AIR-5</b></p>	<p>The City will develop planning strategies and supportive ordinances, as necessary, addressing Downtown Riverbank and West Riverbank (along Patterson Road and Callander Avenue). These areas will be designated for higher-density (more than 16 units per acre, net), mixed-use, pedestrian-friendly development. The City will provide a variety of incentives, including but not limited to streamlined review and density bonuses to entice development and redevelopment within the designated infill opportunity areas.</p>



<p><b>Implementation Strategy AIR-6</b></p>	<p>In planning and budgeting for transportation infrastructure, before considering constructing more roadway capacity, the City of Riverbank will consider measures to increase the capacity of the existing road network including, but not limited to, the following:</p> <ul style="list-style-type: none"> <li>▪ Integrated and synchronized traffic signal network for major thoroughfares to assure smooth-flowing traffic through intersections and to minimize congestion through maintenance of stable traffic flow at intersections;</li> <li>▪ Modify intersections using turn restrictions, channelization, etc. where necessary and feasible;</li> <li>▪ Redirect truck traffic during peak hours (including redirection away from bus routes);</li> <li>▪ Construct bus turnouts to remove buses from traveled lanes during passenger loading and unloading; and,</li> <li>▪ Prohibit on-street parking during peak hours on major thoroughfares and designate that space for buses only.</li> </ul>
<p><b>Implementation Strategy AIR-7</b></p>	<p>The City will coordinate with transit providers on the portion of long-range transit plans serving Riverbank and accommodate necessary facilities such as bus pull-outs, bus shelters, information kiosks, street furniture, lighting, etc).</p>
<p><b>Implementation Strategy AIR-8</b></p>	<p>The City will require project proponents to prepare health risk assessments in accordance with Air District-recommended procedures as part of environmental review when the proposed industrial process has associated air emissions that have been designated by the State as a toxic air contaminant or, similarly, by the federal government as a hazardous air pollutant. Also, the City will require health risk assessments for major arterial roadways or major freeways proposed near sensitive land uses and sensitive land uses proposed near existing or planned major freeways. Major freeways, for these purposes, are those that handle more than 50,000 vehicles per day. In general, the City will apply the California Air Resources Board Air Quality and Land Use Handbook (California Air Resources Board, 2005), and relevant updates, for recommendations on siting distances for sensitive or noxious uses.</p>



---

## Glossary

---

**Air Basin** - an area of the state designated by the ARB pursuant to Subdivision (a) of Section 39606 of the CH&SC.

**Air Pollutants** - substances which are foreign to the atmosphere or are present in the natural atmosphere to the extent that they may result in adverse effects on humans, animals, vegetation, and/or materials.

**Ambient Air** - air occurring at a particular time and place outside of structures. Often used interchangeably with outdoor air.

**Anthropogenic** - of relating to or influenced by the impact of man on nature. **APCD (Air Pollution Control District)** - a county agency with authority to regulate stationary sources of air pollution (such as refineries, manufacturing facilities, and power plants) within a given county, and governed by a District Air Pollution Control Board composed of the elected county supervisors.

**AQAP (Air Quality Attainment Plan)** - a plan prepared by a APCD/AQMD designated as a nonattainment area, to comply with the California Clean Air Act for purpose of meeting the requirements of the California Ambient Air Quality Standards.

**AQMD (Air Quality Management District)** - a group of counties or portions of counties with authority to regulate stationary sources of air pollution within the region and governed by a regional air pollution control board comprised mostly of elected officials from within the region. An AQMD is established by state legislation. (Compare APCD)

**ARB (California Air Resources Board)** - the State's lead air quality agency consisting of a nine-member Governor appointed board fully responsible for motor vehicle pollution control, and having oversight authority over California's air pollution management program.

**Areawide Sources** - also known as "area" sources, these include multiple stationary emission sources such as water heaters, gas furnaces, fireplaces, and woodstoves. The CCAA requires districts to include these area sources in the AQMPs.

**Attainment** - achieving and maintaining the air quality standards (both state and federal) for a given standard.

**Atmosphere** - the gaseous mass or envelope surrounding the earth.

**Attainment Area** - an area which is in compliance with the National and/or California Ambient Air Quality Standards.

**BACT (Best Available Control Technology)** - the most stringent emission limit or control technique that has been achieved in practice (any where in the world). BACT is a requirement of NSR (New Source Review).



Biogenic - produced by living organisms.

CAAQS (California Ambient Air Quality Standards) – specified concentrations and durations of air pollutants, recommended by the California Department of Health Services and adopted into regulation by the Air Resources Board, which relate the intensity and composition of air pollution to undesirable effects. CAAQS are the standard which must be met per the requirements of the California Clean Air Act.

CCAA (California Clean Air Act) - a California law passed in 1988 which provides the basis for air quality planning and regulation independent of Federal regulations, and which establishes new authority for attaining and maintaining California's air quality standards by the earliest practicable date. A major element of the Act is the requirement that local APCDs/AQMDs in violation of the CAAQS must prepare attainment plans which identify air quality problems, causes, trends, and actions to be taken for attainment.

CEQA (California Environmental Quality Act) - a state law intended to protect the environment of California. It is codified in Sections 21000 through 21177 of the Public Resources Code. CEQA establishes mandatory ways by which governmental (public agency) decision makers are informed about the potential significant environmental effects of proposed projects. CEQA also mandates the identification of ways to avoid or significantly reduce damage to the environment. After preliminary review or the completion of an Initial Study, the lead agency may decide to prepare an Environmental Impact Report (EIR) for a project. An EIR is an informational document used to inform public agency decision-makers and the public of the significant effects of a project. The EIR also identifies possible ways to eliminate or minimize the significant effects and describes reasonable alternatives to the project. Both alternatives and mitigation measures must be discussed in the EIR.

CO (Carbon Monoxide) - a colorless, odorless gas resulting from the incomplete combustion of fossil fuels. Over 80% of the CO emitted in urban areas is contributed by motor vehicles. CO interferes with the blood's ability to carry oxygen to the body's tissues and results in numerous adverse health effects. CO is a criteria air pollutant.

CO<sub>2</sub> (Carbon Dioxide) - a colorless, odorless, gas that occurs naturally in the earth's atmosphere. Significant quantities are also emitted into the air by fossil fuel combustion. Emissions of CO<sub>2</sub> have been implicated with increasing the greenhouse effect.

Concentration - the amount of an air pollutant present in a unit sample, usually measured in parts per million (ppm) or micrograms per cubic meter (ug/m<sup>3</sup>).

Criteria Air Pollutant - an air pollutant for which acceptable levels of exposure can be determined and for which a Federal or State Ambient Air Quality Standard has been set. Examples include: Ozone, Carbon Monoxide, Nitrogen Dioxide, Sulfur Dioxide, and PM<sub>10</sub> (see individual pollutant definitions).

EPA (U.S. Environmental Protection Agency) - the Federal agency charged with setting policy and guidelines, and carrying out legal mandates for the protection of national interests in environmental resources.



**Greenhouse Effect** - the warming effect of the earth's atmosphere on the earth. Light energy from the sun which passes through the earth's atmosphere is absorbed by the earth's surface and re-radiated into the atmosphere as energy. The heat is then trapped by the air, creating a situation similar to that which occurs in a greenhouse.

**FCAA (Federal Clean Air Act)** - Federal law passed in 1970 and amended in 1977 and 1990 which sets primary and secondary National Ambient Air Quality Standards for major air pollutants and thus forms the basis for the national air pollution control effort.

**Hydrocarbon (HC)** - any of a large number of compounds containing various combinations of hydrogen and carbon atoms. They may be emitted into the air as a result of fossil fuel combustion and fuel volatilization, and are a major contributor to smog.

**ISR (Indirect Source Review)** - a rule or regulation that governs entities such as stationary facilities, buildings, structures, properties, and/or roads which, through their construction to operation, indirectly contributes to air pollution. This includes projects and facilities that attract or generate mobile sources activity (autos and trucks) such as shopping centers, employment sites, schools, and housing developments, that results in the emissions of any regulated pollutant. In June 2005, the proposed rule changed the name from ISR to DESIGN, which stands for Decreasing Emissions' Significant Impact from Growth and New development.

**Land Use Pattern** - refers to the distribution of land uses in a geographic area. It includes factors such as the density of population, housing, and jobs, and the mix of uses (proximity of housing, commercial, industrial, public facilities to one another). The general plan represents the community's vision of its future land use pattern.

**Mobile Sources** - sources of air pollution such as automobiles, motorcycles, trucks, off-road vehicles, boats, and airplanes. (Contrast with stationary sources)

**Monitoring** - the periodic or continuous sampling and analysis of air pollutants in ambient air or from individual pollutant sources. NAAQS (National Ambient Air Quality Standards) - are standards set by the Federal EPA for the maximum levels of air pollutants which can exist in the ambient air without unacceptable effects on human health or the public welfare.

**Nonattainment Area** - an area identified by the EPA and/or ARB as not meeting either NAAQS or CAAQS standards for a given pollutant.

**Ozone (O<sub>3</sub>)** - a pungent, pale, blue, reactive toxic gas consisting of three oxygen atoms. It is a product of the photochemical process involving the sun's energy. Ozone exists in the ozone layer as well as at the earth's surface. Ozone at the earth's surface causes numerous adverse health effects and is a criteria air pollutant. It is a major component of smog.

**Ozone Precursors** - compounds such as hydrocarbons and oxides of nitrogen, occurring either naturally or as a result of human activities, which contribute to the formation of ozone, the principal component of smog.



Pedestrian Oriented Development (POD) - any of a number of design strategies that emphasize pedestrian access over automobile access. They typically provide pedestrian amenities such as sidewalks, street trees, commercial at street frontage, safe street crossings, etc.

PM-10 (Particulate Matter) - a major air pollutant consisting of solid or liquid matter such as soot, dust, aerosols, fumes and mists less than 10 microns in size (one micron = 1/1,000,000 meter = 0.00003937 inch). PM-10 causes visibility reduction and adverse health effects, and is a criteria air pollutant.

ROG (Reactive Organic Gas) - hydrocarbon compounds which are reactive and may contribute to the formation of smog. Also sometimes referred to as Non-Methane Organic Compounds (NMOCs).

RACT (Reasonably Available Control Technology) - the most effective emission limits in existing regulation that are currently in effect in any nonattainment district.

Sensitive Receptor – people, or facilities that generally house people (schools, hospitals, residences, etc.), that may experience adverse effects from unhealthy concentrations of air pollutants.

SIP (State Implementation Plan) - a document prepared by each state describing existing air quality conditions and measures which will be taken to attain and maintain National Ambient Air Quality Standards. In California, districts prepare nonattainment area plans to be included in the State's SIP.

Site Design – individual subdivisions, multi-family developments, and commercial and industrial site plans. It also includes architectural features of buildings and landscapes.

Smog - a combination of smoke, ozone, hydrocarbons, nitrogen oxides, and other chemically reactive compounds, which, under various conditions of weather and sunlight, may result in a murky brown haze that causes adverse health effects. A primary source of smog is automobiles.

Stationary Sources - non-mobile sources such as refineries, power plants, and manufacturing facilities which emit air pollutants. (Contrast with mobile sources)

Sulfur Dioxide (SO<sub>2</sub>) - a pungent, colorless gas that is formed by the combustion of fossil fuels. Power plants, which may use coal or oil high in sulfur content, have traditionally been major sources of SO<sub>2</sub>. SO<sub>2</sub> is a criteria pollutant.

Sulfur Oxides - acrid, corrosive, poisonous gases produced chiefly when fuel containing sulfur is burned. The principal sources of sulfur oxides are electric generating plants and industrial plants.

Transit Oriented Development (TOD) – moderate to high density, mixed use neighborhoods, up to 160 acres in size, which are developed around a transit stop and core commercial area. The entire TOD must be within an average of 2,000 foot walking distance of a transit



stop. Secondary areas of lower density housing , schools, parks, and commercial and employment uses surround TODs for up to one mile.

Volatile Organic Compounds (VOCs) - any organic compound containing at least one carbon atom except for specific exempt compounds found to be non-photochemically reactive.



---

## Acronyms

---

AB - Assembly Bill

APCD - Air Pollution Control District

AQAP - Air Quality Attainment Plan

AQMD - Air Quality Management District

ARB - Air Resources Board

AVR - Average Vehicle Ridership

BACM - Best Available Control Method

BACT - Best Available Control Technology

BAR - Bureau of Automotive Repair

BARCT - Best Available Retrofit Control Technology

CAAQS - California Ambient Air Quality Standard

CCAA - California Clean Air Act

CEQA - California Environmental Quality Act

CNG - Compressed Natural Gas

CO - Carbon Monoxide

EI - Emission Inventory

EIR - Environmental Impact Report

EPA - Environmental Protection Agency

FCAA - Federal Clean Air Act

FCAAA - Federal Clean Air Act Amendments of 1990

GAMAQI - Guide for Assessing and Mitigating Air Quality Impacts

HC - Hydrocarbons

ISR - Indirect Source Review



NAAQS - National Ambient Air Quality Standard

NAP - Non-Attainment Area Plan

NOX - Oxides of Nitrogen

NSR - New Source Review

O<sub>3</sub> - Ozone

PM - Particulate Matter

PM<sub>10</sub> - PM of 10 microns in aerometric diameter or less

POD - Pedestrian Oriented Development

RACM - Reasonably Available Control Method

RACT - Reasonably Available Control Technology

ROG - Reactive Organic Gases

RTPA - Regional Transportation Planning Agencies

SB - Senate Bill

SIP - State Implementation Plan

SJVAB - San Joaquin Valley Air Basin

SJVUAPCD - San Joaquin Valley Unified Air Pollution Control District

SOX - Oxides of Sulfur

TBD - To be Determined

TOD - Transit Oriented Development

TOG - Total Organic Gases

VMT - Vehicle Miles Traveled

VOC - Volatile Organic Compounds

ZEV - Zero-Emission Vehicles

---

<sup>1</sup> San Joaquin Valley Air Pollution Control District. June 2005. *Air Quality Guidelines for General Plans*. Fresno, CA.



---

# LEGAL AUTHORITY

---





---

# LEGAL BASIS

---

California planning law requires cities and counties to prepare and adopt a "comprehensive, long-range general plan" to guide development of the community. The General Plan could be thought of as the jurisdictions' "constitution." The General Plan requires a complex set of analysis, comprehensive public outreach and input, and meaningful policy direction in vast range of topic areas. Put simply the General Plan has several basic functions:

- **A vision for the future.** The General Plan contains a vision statement, goals, and policies and implementation strategies to achieve the vision and goals for the future.
- **Decision making guide.** As decision makers change over time, the General Plan includes educational material and background information that provide a context for the policy guidance contained in the Plan. The General Plan provides continuity for guiding and influencing the many public and private decisions that together influence the community's future.
- **Legal requirement.** The General Plan has been prepared to fulfill the requirements of state law and guidelines adopted by the California Office of Planning and Research. State law not only requires adoption of the General Plan, but that zoning codes, subdivision regulations, specific plans, capital improvement programs, and other local measures be consistent with the General Plan .

State law also specifies the content of general plans. Current law requires seven mandated elements:

- land use,
- circulation,
- housing,
- conservation,
- open space,
- noise, and
- safety.

A general plan must contain development policies, diagrams, and text that describe objectives, principles, standards, and plan proposals. The following are highlights of the required topics to be covered within each mandatory element. According to the Governor's Office of Planning and Research's (OPR) guidelines regarding general plans, topics from different elements may be combined, but all must be addressed within the general plan. Please refer to the Governor's Office of Planning and Research General Plan Guidelines for



more information. Section references below are from the Government Code, unless otherwise specified.

### Land Use

A land use element must designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

### Circulation

A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.

### Housing

The housing element consists of standards and plans for the improvement of housing and the provision of adequate sites for housing to meet the needs of all economic segments of the community.

### Conservation

A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. The conservation element may also cover:

- The reclamation of land and waters;
- Prevention and control of the pollution of streams and other waters;
- Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan;
- Prevention, control, and correction of the erosion of soils, beaches, and shores;
- Protection of watersheds;
- The location, quantity and quality of the rock, sand and gravel resources; and,
- Flood control.



## Open Space

The open-space element details plans and measures for the preservation of open space for natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety.

## Noise

A noise element shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- Highways and freeways;
- Primary arterials and major local streets;
- Passenger and freight on-line railroad operations and ground rapid transit systems;
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation;
- Local industrial plants, including, but not limited to, railroad classification yards; and,
- Other ground stationary noise sources identified by local agencies as contributing to the community noise environment;

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise. The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards.

## Safety

A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence, liquefaction and other seismic hazards, and other geologic hazards known to the legislative body; flooding; and wild land and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.



## Air Quality

State law has specific guidance for San Joaquin Valley areas regarding air quality policies in the General Plan.

### Section 65302.1

(a) The Legislature finds and declares all of the following:

(1) The San Joaquin Valley has a serious air pollution problem that will take the cooperation of land use and transportation planning agencies, transit operators, the development community, the San Joaquin Valley Air Pollution Control District and the public to solve. The solution to the problem requires changes in the way we have traditionally built our communities and constructed the transportation systems. It involves a fundamental shift in priorities from emphasis on mobility for the occupants of private automobiles to a multimodal system that more efficiently uses scarce resources. It requires a change in attitude from the public to support development patterns and transportation systems different from the status quo.

(2) In 2003 the district published a document entitled, Air Quality Guidelines for General Plans. This report is a comprehensive guidance document and resource for cities and counties to use to include air quality in their general plans. It includes goals, policies, and programs that when adopted in a general plan will reduce vehicle trips and miles traveled and improve air quality.

(3) Air quality guidelines are recommended strategies that do, when it is feasible, all of the following:

(A) Determine and mitigate project level and cumulative air quality impacts under the California Environmental Quality Act (CEQA) (Division 13 (commencing with Section 21000) of the Public Resources Code).

(B) Integrate land use plans, transportation plans, and air quality plans.

(C) Plan land uses in ways that support a multimodal transportation system.

(D) Local action to support programs that reduce congestion and vehicle trips.

(E) Plan land uses to minimize exposure to toxic air pollutant emissions from industrial and other sources.

(F) Reduce particulate matter emissions from sources under local jurisdiction.

(G) Support district and public utility programs to reduce emissions from energy consumption and area sources.

(4) The benefits of including air quality concerns within local general plans include, but are not limited to, all of the following:



- (A) Lower infrastructure costs.
- (B) Lower public service costs.
- (C) More efficient transit service.
- (D) Lower costs for comprehensive planning.
- (E) Streamlining of the permit process.
- (F) Improved mobility for the elderly and children.

(b) The legislative body of each city and county within the jurisdictional boundaries of the district shall amend the appropriate elements of its general plan, which may include, but are not limited to, the required elements dealing with land use, circulation, housing, conservation, and open space, to include data and analysis, goals, policies, and objectives, and feasible implementation strategies to improve air quality.

(c) The adoption of air quality amendments to a general plan to comply with the requirements of subdivision (d) shall include all of the following:

(1) A report describing local air quality conditions including air quality monitoring data, emission inventories, lists of significant source categories, attainment status and designations, and applicable state and federal air quality plans and transportation plans.

(2) A summary of local, district, state, and federal policies, programs, and regulations that may improve air quality in the city or county.

(3) A comprehensive set of goals, policies, and objectives that may improve air quality consistent with the strategies listed in paragraph (3) of subdivision (a).

(4) A set of feasible implementation measures designed to carry out those goals, policies, and objectives.

(d) At least 45 days prior to the adoption of air quality amendments to a general plan pursuant to this section, each city and county shall send a copy of its draft document to the district. The district may review the draft amendments to determine whether they may improve air quality consistent with the strategies listed in paragraph (3) of subdivision (a). Within 30 days of receiving the draft amendments, the district shall send any comments and advice to the city or county. The legislative body of the city or county shall consider the district's comments and advice prior to the final adoption of air quality amendments to the general plan. If the district's comments and advice are not available by the time scheduled for the final adoption of air quality amendments to the general plan, the legislative body of the city or county may act without them. The district's comments shall be advisory to the city or county.



(e) The legislative body of each city and county within the jurisdictional boundaries of the district shall comply with this section no later than one year from the date specified in Section 65588 for the next revision of its housing element that occurs after January 1, 2004.

(f) As used in this section, "district" means the San Joaquin Valley Air Pollution Control District.

The Riverbank General Plan is specifically designed with this statutory guidance in mind. Please refer to the Conservation and Open Space Element, the Air Quality Element, the Circulation Element, the Community Character and Design Element, and the Land Use Element for more information.

---

## Changes in Relevant Law

---

The legislature routinely revises sections of State law that are relevant for consideration in updating a General Plan, including but not limited to the following (all sections listed below are in the Government Code, unless otherwise specified):

- Section 65302.2 was added to require general plans to use water management plans from water agencies as source documents for water issues.
- Section 65302.3, which addresses general plan consistency with airport land use plans, was amended in 2002, as follows:
  - §65302.3 Consistency with airport land use plans
  - The general plan, and any applicable specific plan prepared pursuant to Article 8 (commencing with Section 65450), shall be consistent with the plan adopted or amended pursuant to Section 21675 of the Public Utilities Code.
  - The general plan, and any applicable specific plan, shall be amended, as necessary, within 180 days of any amendment to the plan required under Section 21675 of the Public Utilities Code.
  - If the legislative body does not concur with any provision of the plan required under Section 21675 of the Public Utilities Code, it may satisfy the provisions of this section by adopting findings pursuant to Section 21676 of the Public Utilities Code.
- Regarding the Safety element, Section 65302.5 was added to require each county that has State responsibility areas for fire suppression to comply with Public Resources Code Section 4128.5.
- As a part of 1996 amendments, §65352 was amended, which deals with notification of, and commenting by affected public agencies in the case of adoption of substantial amendment to a general plan, including cities, counties, special districts, school district,



LAFCO, regional planning agencies, federal agencies, water suppliers, air pollution control districts.

- Also added was Section 65352.2 on local government coordination with school districts in general planning.
- In 1996, the legislature amended requirements for coordination and consultation among water supply agencies relative to general plan updates (see §65352.5, Water supply coordination).
- Amendments in 1988 deal with public hearings and public noticing relative to general plan amendments (see §65353, Commission notice and hearing). Amended by Stats. 1988, Ch. 859.
- Amendments in 1990 to §65354.5 address appeal procedures for general plan amendments. Amended by Stats. 1990, Ch. 1572.
- Amendments to §65358 address procedural requirements for amending a general plan. Amended by Stats. 1990, Ch. 1572.
- The legislature included amendments in 2000 dealing with implementation of the general plan as a part of §65400. This section is included below:
  - After the legislative body has adopted all or part of a general plan, the planning agency shall do both of the following:
    - Investigate and make recommendations to the legislative body regarding reasonable and practical means for implementing the general plan or element of the general plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open-space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the general plan.
  - 2a. Provide an annual report to the legislative body, the Office of Planning and Research, and the Department of Housing and Community Development on the status of the plan and progress in its implementation, including the progress in meeting its share of regional housing needs determined pursuant to Section 65584 and local efforts to remove governmental constraints to the maintenance, improvement, and development of housing pursuant to paragraph (3) of subdivision (c) of Section 65583.
  - 2b. The housing portion of the annual report required to be provided to the Office of Planning and Research and the Department of Housing and Community Development pursuant to this subdivision shall be prepared through the use of forms and definitions adopted by the Department of Housing and Community Development pursuant to the Administrative Procedure Act (Chapter 3.5 (commencing with Section 11340) of, Chapter 4 (commencing with Section 11370) of, and Chapter 5 (commencing with Section 11500) of, Part 1 of Division 3 of Title 2). This report shall be provided to the legislative body, the Office of Planning and



Research, and the Department of Housing and Community Development on or before October 1 of each year. (Amended by Stats. 2000, Ch. 506)

- o Section 65404 was added to require the Governor to develop conflict resolution processes for use in conflicts among state agencies, plans, and projects.
- Open-Space Lands. The definition of opens space was amended for clarity as a part of changes enacted in 2002 (refer to §65560, Definitions). Amended by Stats. 2002, Ch. 971.

Amendments to the Public Resources Code also affect local jurisdictions' preparation and implementation of general plan policy, as addressed below:

- Amendments to §2762 and 2763 address the establishment and implementation of mineral resource zones and management strategies.
- Section 2764 was added in 1986 to establish the need for general plan amendments or specific plans in response to surface mining requests. The amendments or specific plans must plan for future land uses in the vicinity of and access routes serving the operation in light of the importance to minerals in the whole market region. The lead agency shall make findings as to whether the future land uses and access routes will be compatible with the continuation of the mining.
- In 1998, the legislature amended §4125, which deals with classification of state responsibility areas for preventing and suppressing fires.
- Section 4128.5 regulates the submission of draft safety elements in the interest of ensuring land uses in state responsibility areas are those that protect life, property, and natural resources from unreasonable wild land fire risks. This section was added in 1989.

A package of flood related bills were passed and signed in 2007 dealing with flood protection and land use planning in Central Valley. This legislation raises the standard for flood protection of urban areas, requires the State to provide updated information on the extent of floodplains, and requires local land use entitlement authorities to make more responsible land use decisions in floodplain areas.

The Legislature expressed its intent as follows (California State Water Code Section 9601):

- (a) The Central Valley of California is experiencing unprecedented development, resulting in the conversion of historically agricultural lands and communities to densely populated residential and urban centers.
- (b) The Legislature recognizes that by their nature, levees, which are earthen embankments typically founded on fluvial deposits, cannot offer complete protection from flooding, but can decrease its frequency.
- (c) The Legislature recognizes that the level of flood protection afforded rural and agricultural lands by the original flood control system would not be adequate to



protect those lands if they are developed for urban uses, and that a dichotomous system of flood protection for urban and rural lands has developed through many years of practice.

(d) The Legislature further recognizes that levees built to reclaim and protect agricultural land may be inadequate to protect urban development unless those levees are significantly improved.

(e) Cities and counties rely upon federal flood plain information when approving developments, but the information available is often out of date and the flood risk may be greater than that indicated using available federal information.

(f) The Legislature recognizes that the current federal flood standard is not sufficient in protecting urban and urbanizing areas within flood prone areas throughout the Central Valley.

(g) Linking land use decisions to flood risk and flood protection estimates comprises only one element of improving lives and property in the Central Valley. Federal, state, and local agencies may construct and operate flood protection facilities to reduce flood risks, but flood risks will nevertheless remain for those who choose to reside in Central Valley flood plains. Making those flood risks more apparent will help ensure that Californians make careful choices when deciding whether to build homes or live in Central Valley flood plains, and if so, whether to prepare for flooding or maintain flood insurance.

The 2007 statutes create new responsibilities for state agencies, such as the Department of Water Resources (DWR) the newly reorganized Central Valley Flood Protection Board (CVFPB), The California Department of Fish and Game (DFG), and the Department of Housing and Community Development (HCD).

By July 1, 2008, DWR is required to provide preliminary maps of areas within 100- and 200-year floodplains protected by "project levees" (Water Code 9610). "Project levees" are those levees that are part of the facilities of the State Plan of Flood Control. Generally, these are levees for which the Department or CVFPB are responsible for ensuring that they provide flood protection. Currently, the 100-year floodplain is the most frequently cited standard for flood risk and flood protection. DWR is also required, by December 31, 2008, to prepare maps that show levee protection zones, including those lands where flooding would be more than three feet deep if a levee were to fail (Water Code 9130). DWR will forward suggested requirements for adoption by the Building Standards Commission related to construction in areas protected by project levees where flood waters would exceed three feet in a 200-year flood (Health and Safety Code 50465).

By January 1, 2012, DWR is required to have prepared the Central Valley Flood Protection Plan (Water Code 9612). This plan will identify and evaluate the Sacramento-San Joaquin Rivers flood management system; assess climate changes implications for flood control; outline necessary improvements to facilities in the system to provide 200-year flood protection to urban areas; propose structural and non-structural improvements to riverine



ecosystem functions; and, related items. “Urban areas” are those with more than 10,000 residents protected by project levees.

The State Reclamation Board is now known as the Central Valley Flood Protection Board (CVFPB). This organization maintains its historic responsibility for oversight of project levees. In addition, the CVFPB is responsible for actually adopting the Central Valley Flood Protection Plan (described above), which is drafted by DWR.

With the addition flood related information provided by the State of California, local agencies will be required to update their plans and regulations to ensure consistency. The 2007 flood bills revised the requirements for the Land Use, Conservation, and Safety elements of city and county General Plans, with special attention to jurisdictions within the Central Valley.

Cities and counties in the Central Valley are required to update their General Plans within 24 months of adoption of the Central Valley Flood Control Plan. The updates must reflect the facilities identified in the State Plan of Flood Control; locations of other flood management facilities; maps of property protected by these facilities; and, the locations of flood hazard zones. Jurisdictions must use the data from the State Plan of Flood Control to create goals and policies that reduce the risk of flood damage. In the future, when Central Valley cities and counties look to update the General Plan safety element, consultation is required with the CVFPB, as well as any local agency that provides flood protection. Specific findings are required if the city or county rejects the advice of the CVFPB or local flood protection agencies (Government Code 65302.7).

Once jurisdictions update their General Plans, the zoning ordinances then must be updated for consistency (including charter cities, which are frequently exempted from requirements of California law). Once the General Plan and zoning ordinance have been amended, no subdivisions, development agreements, or permits that would place development within a flood hazard zone can be approved unless the city or county makes explicit findings that either existing flood management facilities provide an adequate level of protection from flooding, the city or county has conditioned the project to provide an adequate level of protection, or the local flood management agency has made adequate progress on the construction of a flood protection system that will provide adequate protection.

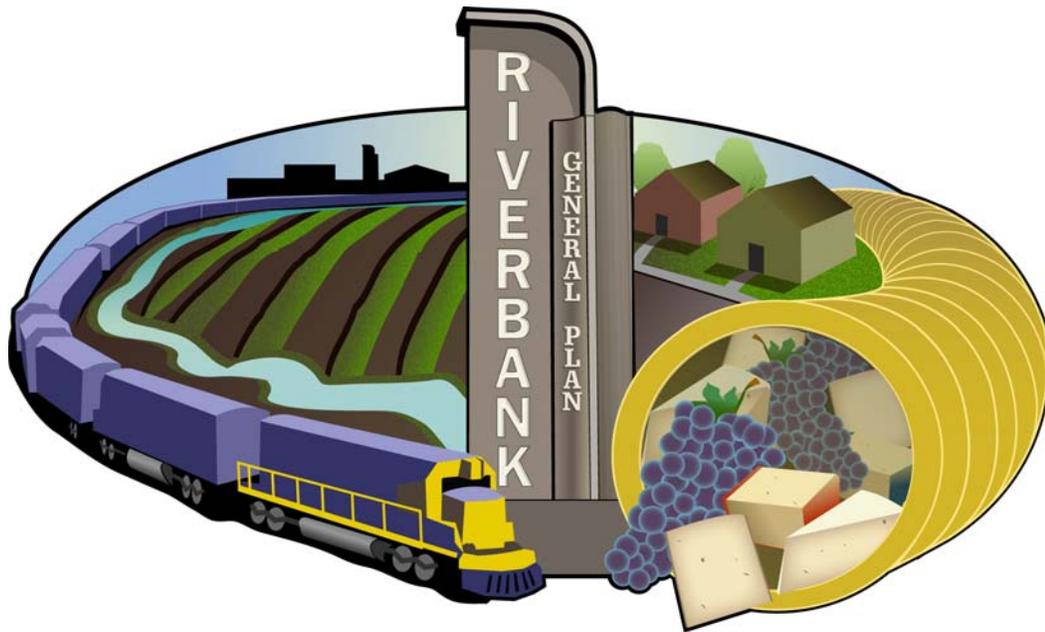
Central Valley counties, in collaboration with their cities, are required to develop “flood emergency plans” within 24 months of the adoption of the Central Valley Flood Protection Plan. Central Valley cities and counties are also required to collaborate with State and local flood management agencies to reduce flood risk to existing economically disadvantaged communities.



---

# GENERAL PLAN IMPLEMENTATION

---





---

## USE OF GENERAL PLAN

---

The real measure of a general plan is how well its policies are carried out once the plan has been adopted.

The General Plan will be implemented through a combination of private and public actions. The City will consider specific plans to implement General Plan policy in new growth areas.<sup>1</sup> The City will consider development proposals and will make investments in existing developed portions of Riverbank. City decision makers will use the policies included throughout this General Plan as a decision making guide for a wide range discretionary actions.

The General Plan also includes implementation strategies, which are proactive measures the City will undertake to assist in achieving the General Plan's vision and goals.

---

### Amendments

---

As the City of Riverbank uses its General Plan, there may be need to amend sections or elements of the plan document. Riverbank is limited in how many times it may amend any one of the mandatory general plan elements. An element may not be amended more than four times in one calendar year, except in the following circumstances:

- The element is optional;
- The amendments are requested and necessary for affordable housing;
- The amendment is necessary to comply with a court decision in a case involving the legal adequacy of the general plan;
- The amendments are made to bring a general plan into compliance with an airport land use plan; or,
- The amendments are needed in connection with the adoption of a comprehensive development plan under the Urban Development Incentive Act.

Amendments may include more than one change to the general plan. In some cases, a government may group together several proposals to be considered in one amendment. Amendments can be adopted by the governing agency, with the mandated process outlined

---

<sup>1</sup> Please refer to Government Code Section 65450 et seq. for more information.



in §65350, et seq., or by initiative or referendum. Any amendment must conform to all the requirements of planning law, including consistency requirements. Amendments are subject to compliance with the California Environmental Quality Act (CEQA).

When the Planning Commission and City Council are considering a proposed General Plan amendment, at a minimum, the answers to the following questions (plus additional considerations as conditions warrant) will determine the City's action: Is the proposed amendment in the public interest? Is the proposed amendment consistent and compatible with the goals and the vast majority of policies of the General Plan? Have the potential effects of the proposed amendment been evaluated and determined not to be detrimental to the public health, safety, or welfare? Has the proposed amendment been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act?

---

## Relationship to Other Policy, Plans, and Regulations

---

### State

---

#### **CALIFORNIA PLANNING LAW**

Statutory authority for a general plan is described in Title 7, Division 1 of the Government Code of the State of California. Article 5, Section 65302 et seq. requires cities to adopt a comprehensive general plan to guide future physical development. The plan may recognize local conditions in a format that is appropriate for the local agency. Although the general plan must address a number of mandatory subjects and elements, the City may choose the degree of specificity and level of detail that is appropriate for the City.

The law requires that cities and counties make a "consistency" finding with the general plan for any subdivision map, zoning action, public facility plans, and other functions of local government. Court decisions have concluded that these "consistency" determinations cannot be made if the local jurisdiction does not have a legally adequate general plan. In effect, local governments cannot issue development permits, or perform many vital public functions without a legally adequate general plan.

The question of "legal adequacy" is addressed according to the standards of State law. Further guidance is provided by the General Plan Guidelines, which are prepared by the Governor's Office of Planning and Research (OPR). More information on the General Plan Guidelines can be found at the OPR's web site: <http://opr.ca.gov/>

Local governments have the sole responsibility for the review, approval, and adoption of the general plan. However, State agencies have review and comment authority over some local government actions. Some of the agencies likely to be involved are described in detail later in



this section. In California, courts are frequently asked to rule on local government compliance with State general plan law.

State law specifies that each general plan address seven issue areas, known as “elements,” which must be consistent with one another. The seven required elements are:

1. Land use;
2. Transportation;
3. Open space;
4. Conservation;
5. Housing;
6. Noise; and,
7. Safety.

The plan must analyze issues of importance to the community, set forth policies for conservation and development, and outline specific programs or actions for implementing these policies. The relationship between the titles and topics presented in Riverbank’s General Plan and those addressed in State law is presented in each Element of this General Plan.

## **CALIFORNIA ENVIRONMENTAL QUALITY ACT**

As previously noted, the general plan is the primary document that guides growth and development in a city or county. The plan is also closely linked to the State’s environmental law. CEQA recognizes the authority of the local general planning process in several areas. In law and in practice, the environmental review process is an integral part of the local planning, development review, and decision making process.

As a “project”, under CEQA, the general plan adoption process is subject to environmental analysis and disclosure. As a policy document, the general plan provides guidance and sets standards for several areas of mandatory environmental review for other “projects” undertaken by local governments and the private sector. In recognition of this close relationship between general plan policy and the environmental review process, the *Riverbank General Plan* has been prepared to respond to changes in the State’s CEQA regulations, CEQA Guidelines, relevant and applicable CEQA case law.

## **Local Government and Regional Agencies**

The planning process in California involves the coordination and cooperation of several levels of government in order to be effective. In the City of Riverbank, several governmental entities have planning resources and authority that support the City’s planning efforts.

### **THE COUNTY OF STANISLAUS**

The County of Stanislaus generally operates under the same rules and standards as the City of Riverbank with respect to land use planning and development review authority. The land use and development standards of lands located outside the City boundaries are subject to the rules and regulations of Stanislaus County. When these lands are located within the



City's Sphere of Influence but outside the City's corporate boundaries, development projects pursued at the County level are referred to the City for review and comment.

The Stanislaus County General Plan governs all unincorporated lands in the County, including lands in the Riverbank planning area outside the Riverbank city limits. The current County designations for these lands include Urban Transition, Agricultural, and Industrial.

### **STANISLAUS COUNTY LOCAL AGENCY FORMATION COMMISSION (LAFCO)**

LAFCOs were created by the State in 1963 in order to oversee the growing complexity of overlapping local governmental jurisdictions. Each county in the state has its own LAFCO. LAFCOs are responsible for:

- coordinating logical and timely changes in local government boundaries (annexations),
- conducting special studies which review ways to reorganize and streamline governmental structure, and
- preparing "Spheres of Influence" or ultimate growth boundaries for each city and special district in each county, among other responsibilities.

The following are some of the policies from the *Stanislaus LAFCO Policies and Procedures* document (adopted 2001, amended 2003) that are most relevant to potential annexations or sphere of influence adjustments in Riverbank.

#### **Policy 4 – Priorities for Annexation and Formation**

The Commission will consider the following priorities or guidelines for annexation and formation with the provision that overriding circumstances must be stated in exceptions

(*Government Code Section 56001*):

- A. Annexation to an existing city or district instead of formation of a new agency.
- B. Annexation to a city rather than a district if both can provide comparable services.
- C. Annexation to a multi-purpose district in preference to annexation to a single purpose district.
- D. Formation of a new political entity as the last and least desirable alternative.

#### **Policy 5 – Rezoning for City Annexation**

Effective January 1, 2001, rezoning is mandated by Government Code Section 56375. All rezoning designations shall remain in effect for at least two years unless the City Council makes specified findings relating to changed conditions and circumstances. No city annexation application will be deemed complete unless the rezoning process has been completed.



Such rezoning shall also require that the city become the lead agency for environmental review for the proposed change and shall prepare and submit to LAFCO the environmental assessment forms in sufficient time for LAFCO's Executive Officer to comment before a determination of environmental effects is made.

## **Policy 6 – Concurrent City-District Annexation**

For any annexation within a community served by a variety of community-based local agencies, the Commission shall require concurrent annexation to all of the local agencies serving the community (concurrent city/district annexations).

## **Policy 19 – Streets and Canals**

The following shall be used in determining the appropriate territory to be included in the boundaries of a proposal:

### A. Annexation to Cities.

1. Areas surrounded or substantially surrounded by a city may include all contiguous public rights of way that can reasonably be included without fragmenting governmental responsibility by alternating city and county jurisdiction over short sections of the same right of way.
2. Contiguous areas located substantially within a sphere of influence may provide for the continuation of established street annexation patterns when appropriate.
3. When a boundary street is coterminous with the sphere of influence boundary of a city, the entire right of way of the boundary street may be included.
4. When a street is a boundary line between two cities the centerline of the street may be used as the boundary or whatever agreement is reached by the affected cities.

### B. Annexations to Special Districts.

1. Areas located within a sphere of influence shall include all contiguous public rights of ways that can reasonably be included.
2. When a street is the boundary line between two similar types of special districts the centerline of the right of way shall be the boundary or whatever agreement is reached by the districts involved.

### C. Canals.

When an annexation proposal is adjacent to an irrigation canal or lateral, the entire right of way of the lateral or canal shall be included in the proposal, unless the annexing agency presents compelling evidence to support its exclusion.



### **Policy 20 – Logical Boundaries**

The following shall be considered as favorable factors in determining logical boundaries for a proposal (*amended April 23, 2003*):

- A. The Commission encourages the creation of logical boundaries and proposals which do not create islands and would eliminate existing islands, corridors, or other distortion of existing boundaries.
- B. Proposals which are orderly and will either improve or maintain the agency's logical boundary are encouraged.

### **Policy 21 – Development of Vacant or Underutilized Land Prior to Annexation of Additional Territory**

The following shall be considered with regards to development of vacant or underutilized land prior to annexation of additional territory:

- A. Development of existing vacant non-open space, and non-prime agricultural land within an agency's boundaries is encouraged prior to further annexation and development.
- B. Annexation proposals to cities or districts providing urban services of undeveloped or agricultural parcels shall show: that urban development is imminent for all or a substantial portion of the proposal area; that urban development will be contiguous with existing or proposed development; and that a planned, orderly, and compact urban development pattern will result. Proposals resulting in leapfrog, non-contiguous urban development patterns shall not be approved.

### **Sphere of Influence Policies**

- 1. LAFCO will designate a Sphere of Influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension of that agency's services within a zero to twenty-year period. LAFCO shall also designate a Primary Area line for a local agency which represents the agency's short-term growth area. Areas within an adopted Primary Area shall be eligible for annexation and extension of urban services within a zero to ten year period.
- 2. Territory between an adopted Primary Area line and Sphere of Influence of an agency shall be considered a transition area, anticipated to need and receive the agency's services within ten to twenty years. To preclude urban sprawl within an adopted sphere of influence, transition areas shall not be considered eligible for annexation and urban services.
- 3. LAFCO may adopt a zero sphere of influence encompassing no territory for an agency. This occurs where LAFCO determines that the public service functions of the agency are either non-existent, no longer needed, or should be reallocated to some other agency of government. The local agency, which has been assigned a zero sphere of influence, should ultimately be dissolved.



4. Territory not in need of urban services, including open space, agriculture, non-protested, or protested and not upheld Williamson Act contracted lands, shall not be assigned to an agency's sphere of influence, unless the area's exclusion would impede the planned, orderly and efficient development of this area.
5. LAFCO may adopt a Primary Area and Sphere of Influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.
6. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to service.
  - A. Inclusion within a city sphere of influence.
  - B. Inclusion within a multi-purpose district sphere of influence.
  - C. Inclusion within a single-purpose district sphere of influence.

In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect the eventual service extension will have on adjacent agencies.

7. Sphere of Influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.
8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
9. LAFCO shall review the Primary Area and Sphere of Influence determinations at least once every five years. If a local agency or the county desires amendment or revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission for the actual and direct costs incurred by the Commission. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.
10. LAFCO shall adopt, amend or revise the Primary Area or Sphere of Influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act.

## **STANISLAUS COUNTY COUNCIL OF GOVERNMENTS (STANCOG)**

The Stanislaus County Council of Governments is comprised of representatives of the County of Stanislaus and the cities within Stanislaus County, with broad-based participation from a



variety of public agencies and organizations throughout the County and the region. The primary responsibility of StanCOG is to administer the regional transportation planning efforts in the County. StanCOG also has responsibility for administering the Regional Housing Allocation process, as required by State law, and serves as an information clearinghouse for local governments in Stanislaus County.

The regional planning efforts that StanCOG has directed include the Regional Bicycle Transportation Master Plan, adopted in 1996, the Regional Bicycle Action Plan adopted in 2001, and Visioning Project 2000. The Regional Bicycle Action Plan is the continuation of the Master Plan and is intended to guide the planning and implementation of bicycle facilities in the region.

Visioning Project 2000 was a county-wide visioning process completed in 2002. The process resulted in the preparation of a seven-page guiding document for cities and the County of Stanislaus. In this process, representatives of the cities and the County worked together to create a vision and guiding principles with the intent that the collaboration and cooperation of municipalities would lead to a regional plan of action. Topics covered by the vision were land use, environment, economy, transportation, education, community, government, and public safety. A copy of this document may be found at [www.stancog.org/vision.pdf](http://www.stancog.org/vision.pdf).

### **SAN JOAQUIN VALLEY AIR POLLUTION CONTROL DISTRICT (SJVAPCD)**

The City of Riverbank is located within the San Joaquin Valley Air Basin. The *SJVAPCD* regulates air quality in the San Joaquin Valley Air Basin. *SJVAPCD* is an independent regional agency that receives funding from the State of California and the participating cities and counties. It operates under State laws and locally adopted rules.

The *SJVAPCD* publishes *Air Quality Guidelines for General Plans*. This document was last revised in June 2005. The purposes of this document, according to the document, are the following:

- To provide local planning agencies with a comprehensive set of goals and policies that will improve air quality if adopted in a general plan.
- To provide a guide to cities and counties for determining which goals and policies are appropriate in their particular community.
- To provide justification and rationale for the goals and policies that will convince decision makers and the public that they are appropriate and necessary.

The document discusses the importance of local government efforts to improve air quality including the inclusion of air quality elements in general plans. The following is a summary of the major components of the document, as listed in the document's executive summary:

- The Existing Air Quality and Regulatory Setting section explains the air quality regulatory framework, the existing air quality in the San Joaquin Valley, and the topographical and meteorological factors affecting air quality. This section could be used in air quality analysis sections of environmental documents.



- The Comprehensive List of General Plan Goals and Policies to Improve Air Quality section covers the full range of air quality issues faced by cities and counties. A main theme of the policies is to link land use, transportation, and air quality planning. A number of the policies, such as policies that promote compact development and efficient infrastructure, have indirect air quality benefits. The main purposes of these policies are to minimize infrastructure costs and to preserve natural or agricultural lands; however, secondary air quality benefits are achieved by reducing vehicle trip lengths and by improving the potential for transit service.
- The Policy Analysis and Air Quality Benefits section is intended to provide justification for cities and counties to adopt the policies. This section provides available emission reduction estimates and provides the logic behind policies that are not quantifiable. This section also gives examples of programs in operation to illustrate where the policies have been successfully implemented. This section is divided into three components: Suggested Goals and Policies for Separate Air Quality Elements, Chapters, or Sections; Suggested Goals and Policies for Land Use Elements; and Suggested Goals and Policies for Circulation Elements.
- The document provides a matrix that identifies the policies that are appropriate for each of seven different community types identified in the San Joaquin Valley. The matrix is intended as a guide only. Each city and county will determine the goals and policies appropriate for their community. Also provided are a glossary of terms and an extensive bibliography.

## **CENTRAL VALLEY REGIONAL WATER QUALITY CONTROL BOARD (CVRWQCB)**

The Central Valley RWQCB is a nine-member state board with the primary duty of protecting the quality of the waters within the Central Valley Region for all beneficial uses. This duty is performed by formulating and adopting water quality control plans for specific ground and surface water basins and by prescribing and enforcing requirements on waste discharges. The CVRWQCB will be responsible for approving storm drain and wastewater discharge permits required by the City to implement its stormwater management and wastewater system master plans.

## **CALTRANS, DISTRICT 10**

California Department of Transportation (Caltrans) plans and oversees the state highway system and works with other governmental agencies and local jurisdictions to plan, develop, manage, and maintain California's transportation system.

The state is divided into 12 Caltrans planning districts. Stanislaus County is in District 10, which also includes the San Joaquin Valley counties of San Joaquin, Merced, five mountain counties (Alpine, Amador, Calaveras, Mariposa, and Tuolumne), and Solano County in the Bay Area. Caltrans has permitting authority for all access to, and from State Route 108, and therefore works closely with the City to ensure that this important roadway continues to function in a safe and efficient manner.



### **Relationship to City of Riverbank Plans and Regulations**

The General Plan provides a governing basis for all other plans and planning documents of the City and all codes, ordinances, and policies of the City related to land use change, transportation, environmental resources, infrastructure, and other related topics.

In California, general plans are cities' and counties' guiding policy documents. Local agencies implement general plans in part through the adoption and enforcement of zoning codes, subdivision ordinances, and other regulations. General plan land use designations and planning policy provide a framework for zoning designations and development standards. Cities and counties' design regulations and guidelines are also governed by general plans. General plans often contain policy that guides any municipal code sections and ordinances that regulate grading, building permits, open space dedications, landscaping requirements, parkland dedication, off-street parking requirements, transportation infrastructure, signage, and any other planning-related codes and ordinances.

Riverbank's zoning code and municipal code will likely undergo a comprehensive or at least considerable update following the adoption of the updated General Plan, to ensure consistency and effective implementation.

#### **RIVERBANK HOUSING ELEMENT**

The Housing Element of Riverbank was adopted in December 2004, but covers the period from January 1, 2003 through June 30, 2009. The Housing Element is an element of the Riverbank General Plan, but is produced and adopted as a separate document due to the relatively short cycle (compared to how often Riverbank and most other jurisdictions update their general plans) required by the State for housing elements. As an element of the General Plan, the Housing Element and the rest of the General Plan must be consistent with one another. The Housing Element designates housing-related programs, evaluates the performance of programs from the previous cycle, addresses constraints to the development of affordable housing, and programs the City will implement to fulfill the City's obligation to accommodate housing development in line with its regional share and affordable to the full range of household income groups.

#### **BRUINVILLE AREA MASTER PUBLIC FACILITIES PLAN**

This Plan was adopted by the City in 2005. Bruinville is the area surrounding Riverbank High School. The Bruinville plan area is partially in the Riverbank city limits and partially in the City's Sphere of Influence. This Plan analyzes the level of (mostly residential) growth expected in this area in relation to the capacity of the public services and facilities (including those provided by the City) that serve this area. The Plan also illustrates how much each public service and facility needs to expand or improve to serve the anticipated Bruinville growth at buildout and how each such expansion and improvement would be financed. The Bruinville Area Master Public Facilities Plan may require amendment following adoption of this General Plan.



## **RIVERBANK DOWNTOWN REVITALIZATION PLAN**

In 2002, the City Council approved the Riverbank Downtown Revitalization Plan, which assessed the existing market conditions in downtown Riverbank and created an urban design concept plan for the district. Streetscape improvements are a major component of the urban design concept.

## **INFRASTRUCTURE MASTER PLANS**

The City updated its infrastructure master plans in coordination with this General Plan update (water, wastewater, stormwater drainage). For each of these respective systems, the plans designate improvement and replacements to be implemented. General plan growth projections and land use designations are used to guide the infrastructure master plans.

## **SPECIFIC PLANS**

In accordance with State law, the City may adopt additional specific plans for properties within the boundaries of the Planning Area.

### **Crossroads Specific Plan**

This Plan was originally adopted by the City in 1995. The Plan was written and adopted in response to developer interest in the Crossroads area, which is the southwest section of the City. The Specific Plan contains goals, policies, implementation items, and land use designations to guide urban development of the area. For more information, please refer to materials related to this plan on file with the City's Community Development Department.

## **Geographic Focus**

For new growth areas (areas outside the existing City limits as of January 1, 2007), the majority of new urban development in the Riverbank Planning Area shall occur under a limited number of specific plans. This General Plan provides guidance for all land use change in the City's Planning Area, including important guidance for the preparation and adoption of specific plans to address new growth areas.

In general, three different geographic areas are to be addressed by future specific plans (see **Figure IMPLEMENT-1**):

1. Southwest Riverbank: south of Patterson Road and west of Oakdale Road
2. Northwest Riverbank: north of Patterson Road and west of the existing developed City
3. East Riverbank: areas east, northeast, and southeast of the City limits as of January 1, 2007

All property owners in a specific plan are encouraged to participate on equal footing in the specific planning process.



### Specific Plan Content

If properly designed and implemented, a specific plan, as set forth in California Government Code, is a helpful tool for providing a transition between the citywide goals and policies contained in the General Plan and subsequent entitlement requests (e.g., tentative maps and conditional use permits).

The specific plan is essentially a complete “blueprint” for the development of a defined area; it includes land use and circulation diagrams, public facilities required to serve proposed land use, the cost and methods of financing needed public facilities and services, and guidance on implementation of the plan, including infrastructure phasing and development standards (i.e., zoning).

Specific plans must be consistent with the City’s General Plan and the City’s infrastructure master plans, as determined by the City, and contain information as required by State law and information including, but not limited to the following:

- Land use diagram and description
- Circulation system diagram and description
- Policies, design guidelines, and development standards for specific plan development
- Economic development
- Parks
- Affordable housing
- Cost analysis/fiscal benefit
- Public facility plan, including the location and sizing of major infrastructure (water, wastewater, storm drainage), and other public facilities (e.g., parks, schools, etc.) consistent with the General Plan, City master plans, and standards
- Phasing and financing of all public facilities, consistent with City requirements and LAFCO requirements for Sphere of Influence adjustment
- A description of the requirements, entitlements, and process for specific plan implementation
- Analysis of consistency with General Plan policies and diagrams

In addition to providing well-coordinated land use and infrastructure planning, specific plans shall provide the information necessary to support a Sphere of Influence expansion at LAFCO, including the information required by LAFCO for a Master Services Element.<sup>2</sup> Specific

---

<sup>2</sup> Refer to Stanislaus LAFCO Policies and Procedures online at <http://www.stanislauslafco.org/info/pdf/policy/policy.pdf>.



plan approval by the City is required before the City will forward an annexation request to LAFCO. The City may elect to forward an annexation request that does not include the entire geographic area included in an approved specific plan. The City may elect not to request from LAFCO a Sphere of Influence update that includes the entire geographic area of a specific plan.

Specific plans are subject to CEQA analysis, with the City as the lead agency, pursuant to the statutory guidance, CEQA guidelines, and case law applicable at the time of processing.

The Riverbank General Plan anticipates large new growth areas northwest, east, and southwest of the City. New growth areas are located outside the City's current Sphere of Influence and jurisdictional limits. There are complex, large-scale infrastructure and public service planning and financing strategies required to implement such ambitious growth during build out of the General Plan. The specific plan process will be used to achieve certainty regarding the extent and character of urban development and conservation, as well as how that future development is provided with public services and utilities.

When considering whether to approve a specific plan, the Planning Commission and City Council will deliberate on such questions as: Does the proposed specific plan help the community to achieve the goals outlined in the Riverbank General Plan? Is the proposed specific plan consistent with policies and standards of the Riverbank General Plan?

## **Regional Expressway and Circulation Improvements**

StanCOG and the member cities and the County have been working on regional expressway plans for the north Stanislaus County area, including an alignment that could potentially traverse the southern Riverbank Planning Area. Whether or not that east-west expressway comes to fruition, there are important transportation improvement and funding issues that must be addressed at the specific plan level. Developers will be required to develop and dedicate or set aside impact fees that will be used to expand east-west roadways to handle additional future traffic.

Given the layout of the City, many specific roadway improvements required to serve new growth are best estimated at the specific plan level, according to the generalized guidance in the General Plan. Frequent through connections across specific plan areas and from specific plan areas to the existing developed City will be required to connect together, forming a cohesive whole transportation system. As the Planning Area builds out over time, certain roads will be constructed, stubbed out for future use, and sized to handle growth of the Plan Area.

Specific plans will address the planning, design, phasing, and financing of the entire roadway system, include pro-rata sharing mechanisms for communitywide facilities, so that connectivity and accessibility are provided at the highest level. Specific plans will also be required to address access and alignment issues associated with the planning of a future regional expressway.



### Utilities

Recent water, wastewater, and stormwater drainage master plan updates reflect development assumptions of General Plan buildout. The concept plans for these utilities in new growth areas will guide (at a general level) more specific utility planning, phasing, and financing that would be included in specific plans. Utility lines must be sized and designed to handle demand generated at the entire General Plan level. Utilities must be sized to serve large areas, and certain lines might have capacity that goes unused for many years as Planning Area builds out. Specific plans will provide utility planning, phasing, and financing consistent with the City's master plans, consistent with General Plan buildout assumptions and General Plan policy, allowing orderly urban development of the Planning Area from the inside out.

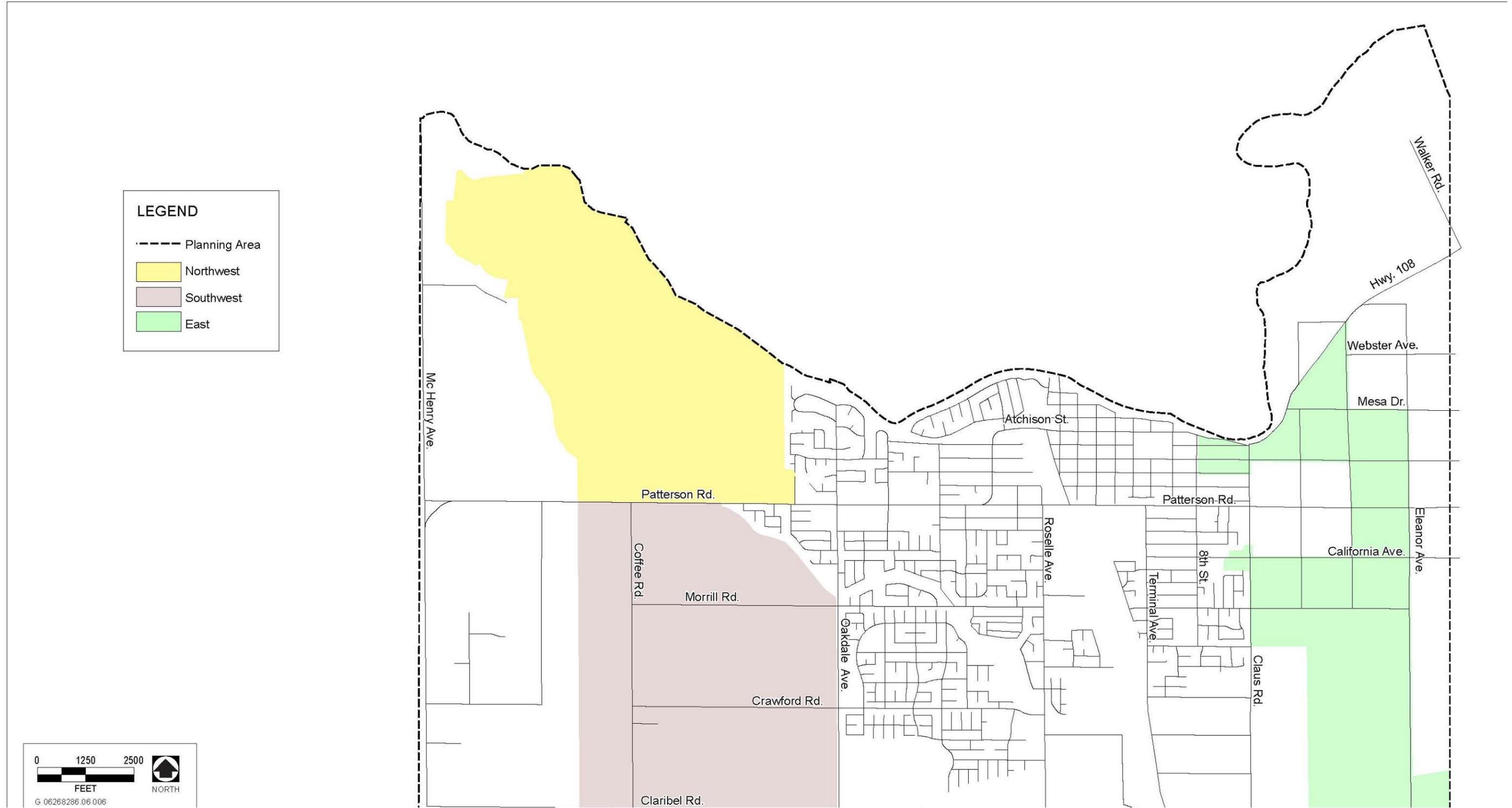


Figure IMPLEMENT-1. Future Specific Plan Areas