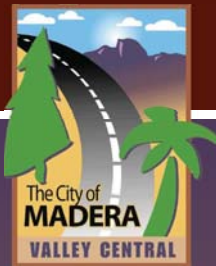


# *City of Madera*

CALIFORNIA



## GENERAL PLAN

OCTOBER 7, 2009

PREPARED BY THE CITY OF MADERA AND PMC





# **CITY OF MADERA**

## **GENERAL PLAN**

Adopted October 7, 2009  
by the Madera City Council  
Resolution 09-243

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# INTRODUCTION

CHAPTER 1





## CHAPTER 1.0: INTRODUCTION AND VISION

This General Plan represents the product of years of efforts on the part of residents and businesses in the community working to maintain and improve Madera's quality of life and implement the community's shared vision for the future.

This Introduction provides a brief overview of the Plan itself, the key ideas which are addressed in the City's policies, and notes about how this Plan will be implemented over time (and how it can be amended to reflect changing realities).

### VISION 2025

Recognizing the need to create a roadmap to the City's future, the Madera community embarked on a process in 2005 that began with the preparation of **Vision Madera 2025**. This community-based effort was undertaken to create an improved sense of unity in Madera, generate more effective decision-making, and provide the City with guidance for long-range planning. The **Vision Madera 2025** report (available as a separate volume) listed hundreds of ideas and actions developed by the community—this General Plan builds on and implements these community values. Key

statements of principles and ideas from **Vision 2025** are excerpted below, and are described in more detail in Chapter 2.0 – Vision 2025.

The statement of principle titled **A Well-Planned City** is concerned with the physical aspects of Madera's growth. Affordable housing, balancing residential, commercial and agricultural needs and providing efficient services are significant concerns for a rapidly growing community. Open communications between the community and City/County government and within those governments are vital to a healthy city.

The statement of principle titled **Good Jobs and Economic Opportunities** recognizes the need for good jobs, a well-trained, well-paid workforce and a broad spectrum of business opportunities. The vision underscores the need to attract commercial and retail businesses and to encourage residents to buy locally.

The statement of principle titled **A Strong Community and Great Schools** highlights development of leadership, expansion of educational opportunities, support for the arts and recognition of the Madera's unique culture. Support for Madera's youth in education, after-school programs and sports activities reflects the community's desire to create a caring environment in which to raise a family.

The statement of principle titled **A Safe, Healthy Environment** emphasizes the community's desire to protect Madera's natural resources, enjoy a secure community and provide healthy educational and recreational activities. The Vision recognizes the need for Madera's parks and open spaces to be convenient and well-maintained. This statement also emphasizes excellent health care and related services for all community members.



## GUIDING PRINCIPLES

The City of Madera recognizes and acknowledges the ability of planning to affect the quality of lives of residents, the success of the local economy, the appearance of the community, the ability of Madera to respond to changing economic circumstances, and the extent to which the city can help in state-wide and national efforts to reduce energy consumption and reduce greenhouse gas emissions. In light of these potential affects, and taking queues from the four pillars of Vision Madera 2025, the Madera General Plan embodies several guiding principles throughout its ten elements.

- **Be proactive**, addressing important issues as early as possible, when the City's actions can have the most effect;
- **Think ahead**, working to identify important issues and to continually seek out the best practices of other cities and communities and implement them in a way that is meaningful to Madera;
- **Recognize Madera's Heritage** by conserving the agricultural uses that have been a part of the City's fabric since its beginnings;
- **Support Madera's transition** from a small town to a contemporary small city, while retaining its sense of community;
- **Embrace diversity** in all aspects of the city—its people, its housing, its economy—in recognition of the strength and flexibility it provides; and
- **Ensure the long-term viability of Madera** both from an economic standpoint and from the perspective of the physical systems—land, water, air, and so forth—that are critical to a healthy city.

**COMMUNITY INVOLVEMENT IN THE GENERAL PLAN**

Citizen participation played an important role in preparing this General Plan. Because the General Plan needs to reflect community goals and aspirations, citizens were involved, from the onset, with issues identification and goal formulation. One of the most important parts of this process was the General Plan Public Advisory Committee, whose members met monthly throughout the preparation of the Draft General Plan to bring their own expertise to the process and to encourage participation and comments from all segments of the community.



A wide variety of civic and professional organizations were consulted during the Plan preparation stage whenever possible. Numerous public meetings were held in various locations throughout the community to discuss the Plan.

Citizen groups and individuals participated in preparation of the General Plan through attendance at General Plan Public Advisory Committee meetings, at General Plan public workshops, in focus group meetings, and at public hearings with the Planning Commission and City Council.

**ROLE OF THE GENERAL PLAN**

The General Plan is a broad framework for planning the future of the City of Madera. The General Plan is the official policy statement of the City Council to guide private and public development of the City, as well as the City's own operations and decisions.

State law requires that the City's ordinances regulating land use be consistent with the General Plan. The Zoning Code, individual project proposals, and other related plans and ordinances must be consistent with the goals and policies in this General Plan. In addition, all capital improvements and public works projects must also be consistent with the General Plan.

Periodic review and possible amendment of the General Plan to adjust to changing conditions and priorities is required. This General Plan, while prepared with a time horizon of at least 20 years in mind, is not unchangeable. As circumstances or the City's desires change, this General Plan may be amended by the City Council following review by the Planning Commission.

### THE TEN ELEMENTS OF THIS GENERAL PLAN

State law requires that General Plans address seven topics: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. This General Plan covers all of these topics plus several additional issues, which are organized in the following chapters, commonly referred to as elements:

- Community Design (Optional Topic);
- Circulation (Required Topic, per state law);
- Conservation (Required Topics of "Conservation" and "Open Space," per state law);
- Health and Safety (Required Topic of "Safety," per state law, plus additional topic of "Health");
- Housing (Required Topic, per state law);
- Land Use (Required Topic, per state law);
- Noise (Required Topic, per state law);
- Historic and Cultural Resources (Optional topic);
- Parks and Recreation (Optional Topic);
- Sustainability (Optional Topic).

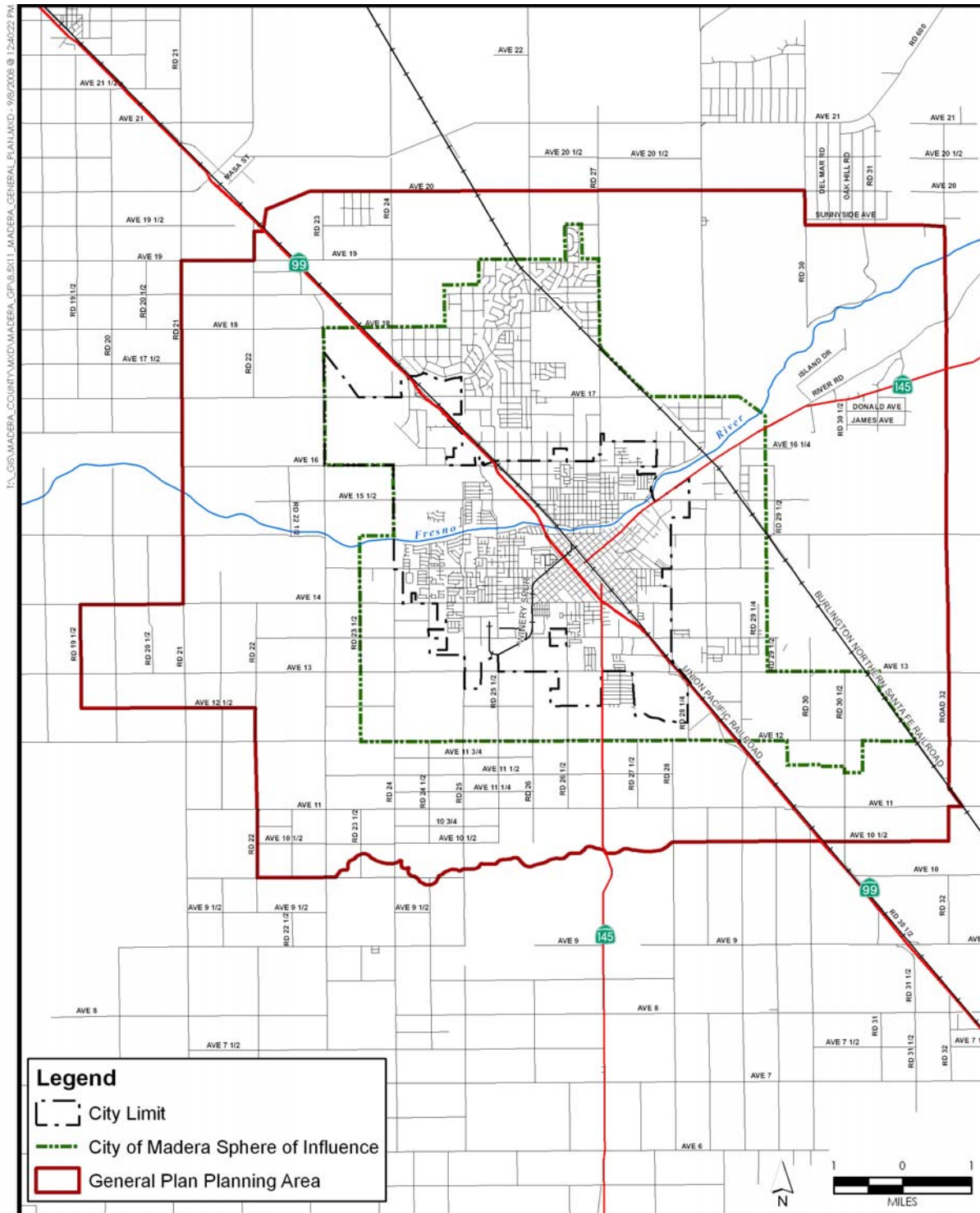
Together, these Elements provide the City's policies on a broad range of issues related to the future of Madera, its livability, and its desire to become a model for other Central Valley communities.

## THE PLANNING AREA

This General Plan addresses a "Planning Area" that extends outside the current city limits (see **Figure I-1**, on the following page). This Planning Area was defined during the initial stages of the 2008/2009 General Plan Update, and represents the area which the City envisions may ultimately be included either in a Sphere of Influence or in the incorporated city limits.

Outside the city limits, this General Plan is purely advisory, although it does provide a statement of the uses the City desires in these areas. While the City has no jurisdiction over these areas, it can advise the County of Madera on land use policy, and can provide input to the County on projects taking place in the Planning Area.

FIGURE I-1: PLANNING AREA



### Goals, Policies, and Actions

This General Plan uses the following basic conventions for goals, policies, and actions:

**Goals** are a statement of a target, an ambition, or an end state toward which the City is working. Example: *“Quality infrastructure that meets the needs of the community at the time it is needed.”* Goals do not say *how* their target will be achieved—that is the purpose of Policies and Actions.

**Policies** provide guidance on City’s approach to an issue, and help define how the City will respond to various issues. Policies may be used to express the City’s preference on an issue (e.g., *“The City discourages ...”* or *“The City encourages ...”*). Policies can also include standards, such as those included in this General Plan for roadway congestion, parkland, noise, and other issues. In some cases, Policies may be hard-and-fast rules (e.g., *“The City shall ...”*); in others, they may provide more general guidance.

**Action Items** are specific things that the City will do to implement this goals and policies in this General Plan. In some cases, Actions refer to a one-time plan or project (such as the adoption of a change to the Zoning Code); in others, the action is ongoing and will occur over a period of years (or longer).

## USING AND INTERPRETING THIS GENERAL PLAN

The General Plan is intended to be used by a broad range of persons, including:

- The City Council and Planning Commission in decision-making activities;
- City staff in developing programs and projects;
- The development community in preparing development proposals;
- Residents and citizens interested in the future of Madera; and
- The County of Madera in considering development in close proximity to the City.

When using this General Plan, the following basic rules should be kept in mind:

- Only those statements specifically listed as “Goal” are to be interpreted as stating the City’s goals.
- Only those statements specifically listed as “Policy” are to be interpreted as statements of City policy. Narrative descriptions and discussions not preceded by a Policy designation are provided for information and background only and may assist decision makers with the interpretation of Policies.

- Unless otherwise defined by Policy, the standard definitions of words and terms shall be used. The Glossary to this General Plan provides definitions of many commonly used planning terms; these may be used as a starting point in resolving disputes about the meanings of words in Goals or Policies.
- Some information in this General Plan (e.g. population figures) is expected to become outdated in the normal course of events. Where this information is critical to the use of this Plan's Goals or Policies, the most up-to-date information should be used, even if it comes from sources other than this General Plan.

The following specific conventions are used in this General Plan:

- Where the word "City" is capitalized, the reference is generally to the City of Madera as a governmental agency, as in "*The City's offices are located in the Downtown District.*"
- Where the word "city" is lowercase, the reference is generally to the geographic place, as in "*There are many parks in the city.*"
- References to current facts and figures should generally be considered to refer to the years 2008-2009, unless specifically stated otherwise.

## AMENDMENTS TO THIS GENERAL PLAN

Recognizing the need for the General Plan to remain up-to-date and reflective of local issues and policies, State law allows the City to amend the General Plan to ensure that it is consistent with the conditions, values, expectations, and needs of the community. The State's General Plan Guidelines note:

*“The General Plan is a dynamic document because it is based on community values and an understanding of existing and projected conditions and needs, all of which continually change. Local governments should plan for change by establishing formal procedures for regularly monitoring, reviewing, and amending the General Plan.”*

Periodic revision of the Housing Element is required by state law, but there is no required regular update for any other portion of the General Plan.

## **IMPLEMENTING THIS GENERAL PLAN**

While this General Plan seeks to guide Madera’s growth and decision-making, it is not intended to answer every question which will be faced by the City over the lifetime of the Plan. This General Plan is not a step-by-step guidebook for its own implementation; instead, it will rely on the diligence, ingenuity, and hard work of Madera’s elected officials, residents, and staff to find ways to apply its policies to situations which will be unpredictable and new.

## **THE ZONING ORDINANCE**

The City of Madera Zoning Ordinance is a key implementation tool for the General Plan. Many of the Goals, Policies, and Action Items in this General Plan are achieved through zoning, which regulates public and private development. The City is responsible for ensuring that the Zoning Ordinance and this General Plan are in conformity. In most instances, this will mean that land is designated in the General Plan and zoned for similar uses with similar development standards (i.e. similar densities and minimum parcel sizes). Where zoning and General Plan land use designations are not identical, policies of this General Plan should be consulted carefully for guidance in amending the Zoning Ordinances to be consistent with the General Plan.



# VISION 2025

## CHAPTER 2





## CHAPTER 2.0: VISION 2025

Vision 2025, the community-based visioning process, formed the basis for the creation of this 2009 update of the Madera General Plan. Presented in this chapter are the four key vision statements, together with a matrix showing how this General Plan implements Vision 2025.

Vision 2025 is organized around four key Visions:

- **A Well-Planned City**
- **Good Jobs and Economic Opportunity**
- **A Strong Community and Great Schools**
- **A Safe, Healthy Environment**

Vision 2025 will also be implemented by other City plans and programs, including:

- The Parks and Recreation Master Plan;
- Design Guidelines;
- Annual Budgeting Decisions; and
- Other agencies, such as the County of Madera and the Madera Unified School District, will also play an important part in helping Madera achieve its vision.

### VISION 2025: A WELL-PLANNED CITY

*“In the year 2025, Madera is a well-planned city. Sound planning helps Madera celebrate its past, balance its present with available resources and infrastructure, and anticipate its future with coordinated planning and interagency cooperation guided by a shared vision. New housing, commercial and industrial development, and agricultural uses are carefully planned and accommodated in a fair and systematic manner.*

#### Supporting Ideas for A Well-Planned City:

- Managed Growth
- Effective Government
- Diverse Accessible Transportation
- Well-Planned Neighborhoods and Housing
- Abundant Natural Resources
- A Vibrant Downtown

*Madera's comprehensive transportation system connects local neighborhoods and districts with efficient, affordable mass transit. Madera is a friendly community for pedestrians and bicyclists. There is a well-developed system of walking and bicycle trails throughout the city. Safe, clean and attractive streets accommodate traffic, providing easy access to all parts of the city.*

*Madera promotes affordable, quality housing that is accessible to all its residents. Downtown Madera is the lively heart and soul of the community with diverse businesses, dining, entertainment and cultural opportunities.*

*Madera in 2025 is widely recognized as a model for how a small city works. Government services are coordinated, sufficiently funded and accessible to all residents. Maderans are actively involved in all aspects of local governance and planning.”*

### VISION 2025: GOOD JOBS AND ECONOMIC OPPORTUNITY



*“In the year 2025, Madera has a strong and diverse economy, supporting the local tax base and essential community services that provides living wage opportunities for all its community members. It has overcome persistent unemployment and underemployment.*

*Madera's secondary school, community college, adult and continuing education programs provide comprehensive training for its residents leading to gainful careers in local businesses and industry. Madera's well-trained workforce helps attract new businesses that pay living wage jobs to the area.*

*Madera's economy is increasingly attuned to a global marketplace. Agriculture continues to be recognized as a key driver in the local economy and is preserved through sustainable agricultural practices, efficient land use and sound water policies.*

#### Supporting Ideas for Good Jobs and Economic Opportunity:

- Abundant Commercial Opportunities
- Strong Workforce
- Conservation of Resources

*Maderans support their community by shopping locally. An increasingly vibrant city, Madera serves residents and attracts visitors with a wide variety of restaurants, entertainment, cultural venues and shops. Downtown Madera supports diverse commercial and business opportunities, and affordable commercial spaces are available throughout the community. A permanent outdoor market provides a multicultural, community gathering place with business opportunities for local vendors. Madera's vigorous economy provides jobs and economic opportunity for all.”*



**Supporting Ideas for  
A Strong Community and  
Great Schools:**

- An Involved Public
- A Rich Cultural Life
- Education for All Ages
- Supported Youth
- Valued Seniors

### **VISION 2025: A STRONG COMMUNITY AND GREAT SCHOOLS**

*"In the year 2025, Madera is a place that cares - about its many residents, cultures, and community members. Madera is an inclusive community with a small town feel and shared values. Maderans communicate and strive to understand one another. Madera has a unique and proud identity which is celebrated and supported. All areas of the city are served by officials elected through district representation.*

*Education in Madera is valued and accessible to all. Every neighborhood in Madera is served by a local school. Families are supported through safe, affordable childcare. Youth are supported by sports, community activities, performing arts, after school programs and employment opportunities. Madera's young people remain in the community because of the quality education and good jobs. There is a comprehensive adult school located on its own campus. Adults find ongoing opportunities for personal and career development through continuing education.*

*Madera's many clubs and community groups support its residents and respond to changing community needs. The community is recognized for its support of the arts with its community arts center and programs. Madera's diverse cultures are celebrated in festivals and gatherings in community centers and parks.*

*Madera's technologically up-to-date library serves the community with computer services, staff who speak multiple languages, and hours that meet user needs. Services and leadership opportunities are available for all members of the community - from the youngest to the oldest. Older adults have access to volunteer and paid positions. Multi-generational programs are available throughout the city, in parks and recreation centers. Maderans enjoy rich cultural and educational lives. Residents are proud to be Maderans, enriched by living in the community and working toward its betterment."*



### Supporting Ideas for A Safe, Healthy Environment:

- Healthy Community
- Quality Parks and Recreation
- A Safe Public
- A Quality Environment

### VISION 2025: A SAFE, HEALTHY ENVIRONMENT

*“In the year 2025, Madera has a safe and healthy environment for all its residents. Madera’s state-of-the-art medical facilities and clinics serve all ages and cultures, promoting community and personal wellness. Madera’s seniors and individuals with disabilities lead independent lives with the support of excellent local services. Madera is recognized for its highly effective prevention programs for teen pregnancy, gangs, drugs and domestic violence.*

*Community-based law enforcement programs help prevent crime. Law enforcement is accessible to the entire community through neighborhood meetings and regular communication with members of the public. Coordinated, emergency services and justice systems meet the needs of an expanding community.*

*Maderans are healthy and fit. Safe, well-maintained parks and recreational centers are conveniently located throughout the community, and are and accessible. The Vern McCullough Fresno River Trail is a recognized feature of the city, providing valued recreation, access and mobility opportunities for pedestrians, runners and bicyclists. Increasing parkland keeps pace with a growing population.*

*Madera encourages and enforces high environmental standards including air and water quality. The community is a recognized leader in waste reduction, reuse and recycling, and the conservation of natural resources.”*

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed								
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation
<b>VISION 2025: A WELL-PLANNED CITY</b>									
In the year 2025, Madera is a well-planned city. Sound planning helps Madera celebrate its past, balance its present with available resources and infrastructure, and anticipate its future with coordinated planning and inter-agency cooperation guided by a shared vision. New housing, commercial and industrial development, and agricultural uses are carefully planned and accommodated in a fair and systematic manner.	•		•		•	•	•		•
Madera's comprehensive transportation system connects local neighborhoods and districts with efficient, affordable mass transit. Madera is a friendly community for pedestrians and bicyclists. There is a well-developed system of walking and bicycle trails throughout the city. Safe, clean and attractive streets accommodate traffic, providing easy access to all parts of the city.		•		•		•			•
Madera promotes affordable, quality housing that is accessible to all its residents. Downtown Madera is the lively heart and soul of the community with diverse businesses, dining, entertainment and cultural opportunities.	•				•	•			
Madera in 2025 is widely recognized as a model for how a small city works. Government services are coordinated, sufficiently funded and accessible to all residents. Maderans are actively involved in all aspects of local governance and planning.						•			•



Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation	Sustainability
<b>Supporting Ideas for A Well-Planned City</b>										
Managed Growth						•				
Effective Government										•
Diverse Accessible Transportation		•								
Well-Planned Neighborhoods and Housing	•				•	•	•		•	
Abundant Natural Resources			•							•
A Vibrant Downtown	•					•		•		
<b>VISION 2025: GOOD JOBS AND ECONOMIC OPPORTUNITY</b>										
In the year 2025, Madera has a strong and diverse economy, supporting the local tax base and essential community services that provides living wage opportunities for all its community members. It has overcome persistent unemployment and underemployment.						•				•
Madera's secondary school, community college, adult and continuing education programs provide comprehensive training for its residents leading to gainful careers in local businesses and industry. Madera's well-trained workforce helps attract new businesses that pay living wage jobs to the area.										•

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
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<p>Madera's economy is increasingly attuned to a global marketplace. Agriculture continues to be recognized as a key driver in the local economy and is preserved through sustainable agricultural practices, efficient land use and sound water policies.</p> <p>Maderans support their community by shopping locally. An increasingly vibrant city, Madera serves residents and attracts visitors with a wide variety of restaurants, entertainment, cultural venues and shops. Downtown Madera supports diverse commercial and business opportunities, and affordable commercial spaces are available throughout the community. A permanent outdoor market provides a multicultural, community gathering place with business opportunities for local vendors. Madera's vigorous economy provides jobs and economic opportunity for all."</p>			•			•				
	•					•				•
<b>Supporting Ideas for Good Jobs and Economic Opportunity</b>										
Abundant Commercial Opportunities	•					•				•
Strong Workforce										•
Conservation of Resources			•							•

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation	Sustainability
VISION 2025: A STRONG COMMUNITY AND GREAT SCHOOLS										
In the year 2025, Madera is a place that cares about its many residents, cultures, and community members. Madera is an inclusive community with a small town feel and shared values. Maderans communicate and strive to understand one another. Madera has a unique and proud identity which is celebrated and supported. All areas of the city are served by officials elected through district representation.	•									•
Education in Madera is valued and accessible to all. Every neighborhood in Madera is served by a local school. Families are supported through safe, affordable childcare. Youth are supported by sports, community activities, performing arts, after school programs and employment opportunities. Madera's young people remain in the community because of the quality education and good jobs. There is a comprehensive adult school located on its own campus. Adults find ongoing opportunities for personal and career development through continuing education.									•	•
Madera's many clubs and community groups support its residents and respond to changing community needs. The community is recognized for its support of the arts with its community arts center and programs. Madera's diverse cultures are celebrated in festivals and gatherings in community centers and parks.									•	•

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation	Sustainability
Madera's technologically up-to-date library serves the community with computer services, staff who speak multiple languages, and hours that meet user needs. Services and leadership opportunities are available for all members of the community - from the youngest to the oldest. Older adults have access to volunteer and paid positions. Multi-generational programs are available throughout the city, in parks and recreation centers. Maderans enjoy rich cultural and educational lives. Residents are proud to be Maderans, enriched by living in the community and working toward its betterment									•	•
<b>Supporting Ideas for A Strong Community and Great Schools</b>										
An Involved Public										•
A Rich Cultural Life									•	•
Education for All Ages										•
Supported Youth										•
Valued Seniors										•

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation	Sustainability
VISION 2025: A SAFE, HEALTHY ENVIRONMENT										
In the year 2025, Madera has a safe and healthy environment for all its residents. Madera's state-of-the-art medical facilities and clinics serve all ages and cultures, promoting community and personal wellness. Madera's seniors and individuals with disabilities lead independent lives with the support of excellent local services. Madera is recognized for its highly effective prevention programs for teen pregnancy, gangs, drugs and domestic violence.				•						•
Community-based law enforcement programs help prevent crime. Law enforcement is accessible to the entire community through neighborhood meetings and regular communication with members of the public. Coordinated, emergency services and justice systems meet the needs of an expanding community.				•						•
Maderans are healthy and fit. Safe, well-maintained parks and recreational centers are conveniently located throughout the community, and are and accessible. The Vern McCullough Fresno River Trail is a recognized feature of the city, providing valued recreation, access and mobility opportunities for pedestrians, runners and bicyclists. Increasing parkland keeps pace with a growing population.				•		•			•	

Vision 2025 Statement	General Plan Element in Which Vision 2025 Statement is Addressed									
	Community Design	Circulation	Conservation	Health and Safety	Housing	Land Use	Noise	Historic and Cultural Resources	Parks and Recreation	Sustainability
Madera encourages and enforces high environmental standards including air and water quality. The community is a recognized leader in waste reduction, reuse and recycling, and the conservation of natural resources.			•							•
<b>Supporting Ideas for A Safe, Healthy Environment</b>										
Healthy Community				•						•
Quality Parks and Recreation									•	
A Safe Public				•						•
A Quality Environment	•		•	•		•	•	•	•	•

# COMMUNITY DESIGN ELEMENT

## CHAPTER 3







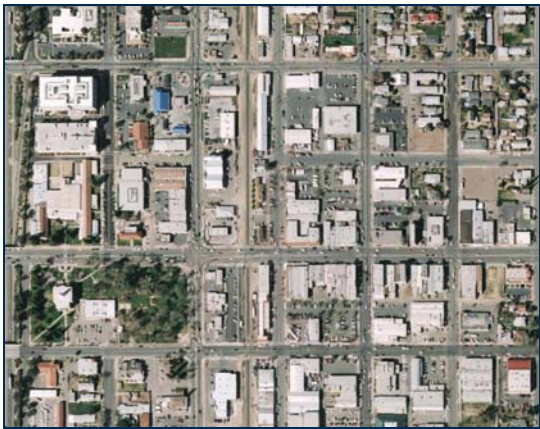
## CHAPTER 3: COMMUNITY DESIGN ELEMENT

This Element of the General Plan addresses the key issue of community design. A key outcome of Vision 2025 was a desire on the part of the City and its residents to improve the quality of design for public and private development projects. That commitment to “raise the bar” and continually strive to improve the quality of Madera’s built environment is reflected in the goals and policies in this Element.

### MADERA’S URBAN FORM

Several key features make up Madera’s current urban form:

- Madera’s Downtown has a compact, grid street system and serves as the governmental center for the County of Madera.
- State Highway 99 is a key economic and transportation corridor of the San Joaquin Valley, as well as a significant historic and cultural feature. However, the highway does create a disconnection between the east and west sides of Madera.



*Madera's downtown is built on a classic "grid" pattern.*



*Railroads are important to Madera's industrial areas.*

- State Highway 145 bisects the city's downtown. Hwy 145 follows sections of the arterial street system between the south City limits (along Madera Avenue), via Gateway Drive and Yosemite Avenue to the east City limits.
- Madera Municipal Airport is a general aviation airport that serves personal and business aircraft. Nearby land uses have been predominantly agricultural. New industrial uses have been added to the Airport Industrial Park to east, while residential land uses have been developed to the south.
- Two railroad lines run through the Planning Area. A major freight line (which originally served the industrial areas that formed the center of early Madera) passes through the city just east of Hwy 99. A second line, accommodating freight as well as the Amtrak passenger rail system, passes east of Madera.<sup>1</sup>
- Traditional residential neighborhoods built around the time of World War II surround the commercial and industrial heart of downtown. These neighborhoods are generally built on a grid pattern with narrow, tree lined streets. The homes are a variety of styles that include bungalows and ranch-style homes.

<sup>1</sup> Please see the Circulation Element for additional information on rail travel in Madera.



*This facility near the downtown epitomizes the utilitarian character of many of Madera's industrial areas.*



*Many types of wine grapes are grown in the Madera area, including Zinfandel (shown). Madera is best known for its dessert wines and ports.*

- Contemporary residential subdivisions have been designed and priced for moderate income-level households throughout the City. These have typically incorporated the use of cul-de-sac streets, decreasing the connectivity between uses.
- Retail and commercial areas outside of Downtown have been primarily developing in the northwest portion of the city along Cleveland Avenue and Howard Road. Commercial development such as regional shopping centers and “big box” retail are typically automobile-oriented, and are physically separated from nearby residential areas.
- Industrial uses have been established in several areas, most importantly a large area of “heavy” industry in the southwestern portion of Madera. In recent years, light industrial uses have also been built near the Madera Municipal Airport. Some industrial uses also remain in the downtown area along the railway, continuing a land use pattern that dates to the city's early days.
- Agricultural and other undeveloped lands surround the city and provide a source of identity for the City's residents. Among the crops grown in the farmlands around the city are wine grapes, which serve a growing local wine industry.

## VISION 2025

In the summer of 2005 the City conducted a community-wide visioning project called “Vision 2025”.<sup>2</sup> The visioning process was undertaken to create an improved sense of unity within the community, generate more effective decision-making and provide the City of Madera with guidance for long-range planning. Vision statements were developed to describe the desires of the community:

- A well-planned city;
- Good jobs and economic opportunities;
- A strong community and great schools; and
- A safe, healthy environment.



The community’s vision for 2025 identifies Downtown Madera as the lively heart and soul of the community with diverse businesses, dining, entertainment and cultural opportunities by the year 2025.

As described in Vision 2025, the community envisions safe, well-maintained parks and recreational centers are conveniently located throughout the community, and are accessible. Vision 2025 describes the Vern McCullough Fresno River Trail as a recognized feature of the city, providing valued recreation, access and mobility opportunities for pedestrians, runners and bicyclists. In the vision for the future, increasing parkland keeps pace with a growing population.

Taken together, these urban form elements contribute to the sense of community in Madera that is sometimes described as a “small-town” feel. This is a general term used to define the quiet residential neighborhoods where

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<sup>2</sup> Please see Section 2, “Vision 2025 Scorecard,” for more information on key goals of Vision 2025.



children can play in the streets and people know their neighbors, a transportation system that provides easy access to goods, jobs and services in Madera and other local cities, a downtown that is rich in history and tradition, and an abundance of parks and schools that serve as focal points of community life.

In an effort to preserve and enhance Madera's character and implement the goals of Vision 2025, this Community Design Element has been included in the General Plan.

In addition to Vision 2025's goals, this Community Design Element also implements the "Building Blocks" concept from the Land Use Element by specifying how new development should look, feel, and function. "Building Blocks" are the Neighborhoods and Villages along with Special Districts that will form the Madera of the future. The Building Blocks concept supports the overall goals of creating walkable, livable, and sustainable development in both existing and new areas of the community.

### URBAN DESIGN PRINCIPLES

Urban design addresses the image or character of the City's built environment. It considers the relationship between the location of uses, and the visual appearance and character of the built environment with the ultimate goal of attaining a strong sense of place.

Urban design principles that should be followed to attain a sense of place include human-scale design, community focal points, edges, landmarks, siting buildings to "hold corners," and pedestrian-orientation. To the extent possible, these principles should be applied at all scales of the city from individual buildings to larger development projects and should apply to new development, as well as the redevelopment of existing areas. However, it is frequently not possible to incorporate all principles into every development. Basic urban design principles are discussed in detail below.



### HUMAN-SCALE DESIGN

People feel most comfortable and secure in environments that are designed at the scale of the individual. At a neighborhood level, this translates into shorter block lengths that are walkable and provide more connections throughout a neighborhood. At a site or building design level, human-scale design involves the massing of buildings, articulation of building façades, organization of buildings on a site, landscaping of public and private areas, and use of color and materials. Generally, this means avoiding or minimizing the use of soundwalls and cul-de-sacs in future residential development and ensuring that future retail, office and commercial development presents an attractive “face” to the street.

### GATHERING PLACES

Gathering places are locations that serve as meeting places where people gather. Examples of focal points include shopping areas, restaurants, plazas, parks or community centers.

Courthouse Park and the Frank A. Bergon Senior Citizen Center are gathering points in public places; private facilities, such as restaurants or coffee houses, can also serve this function.

Gathering places are important components of a community because they provide a common location for people to meet, talk, shop and play. They are locations to sit and relax, read or converse.

### EDGES

Two types of “edges” are important in the creation of a community’s character.



The first type helps to define space. This type of edge can be created by buildings, freeways, rivers, railroad rights of way, or a row of trees. They are usually, but not quite always, the boundary between two kinds of areas.

These edges can have differing degrees of permeability. For example, an edge created by a wall would be considered “impermeable.” A building can create a “semi-permeable” edge with a feature such as a columned arcade, which allows people visual and physical access between the sidewalk area and the private property. Ensuring that buildings, trees or other architectural features provide edges or definition to the street enhances the vitality and feeling of safety and security in urbanized areas. Edges are particularly important in areas with high pedestrian traffic, such as the Downtown.



The second “edge” is the edge of the urban portion of a city. Cities are defined by their edges or (in many areas) by the lack of edges where cities blend together. The edge of a city can be “hard,” where there is an abrupt or clearly defined transition between urban and rural or undeveloped uses or “soft,” where the transition between urban and rural is more gradual.

### VISUAL LANDMARKS AND ENTRYWAYS

A visual landmark or entryway is an element by which people orient themselves and can help create a unique identity for an area. Examples of visual landmarks include

water towers, statues, major works of public art, historic buildings, significant landscaping or land forms, and other easily identifiable features (in the photo above), the water tower north of the Fresno River is a highly visible local landmark).

Entryway design treatments can include fountains, attractive signage or natural features such as rows of trees.

Attractive entryways and visual landmarks that signal a sense of arrival to Madera are important components that contribute to the City's character.

### HOLDING CORNERS



“Holding corners” refers to the practice of placing development on sites located at the corner lots of intersections built close to or at the front lot line. This practice results in slightly different solutions in urban and suburban situations, but the intent is the same: to improve the appearance of roadways and their intersections.

Downtown Madera has several examples of how “holding corners” looks in an urban setting. The two-story buildings at Yosemite Avenue and D Street in the downtown are examples how buildings help “hold the corner” at this important intersection

In a suburban setting, buildings can also be used to “hold corners,” but with more landscaping. Buildings used in this way outside of downtown Madera may have landscaped areas at the street, with parking located behind the buildings.

Strategically placing development on corner sites gives better definition to an intersection, which makes pedestrians feel less exposed to the adjacent traffic. Ensuring that buildings in Madera are designed to hold the corners of key intersections will enhance the visual quality and the safety of the pedestrian





environment as compared to development that provides “a sea of asphalt” to passersby.

### PEDESTRIAN ORIENTATION

Designing places that are pedestrian-oriented rather than automobile-oriented contributes to creating a sense of place because it encourages people to use public spaces. Pedestrian orientation involves providing good physical connections between destinations, a mix of uses where possible, as well as a safe walking environment.

In terms of building design, pedestrian orientation can be achieved by orienting buildings to the street and providing pedestrian amenities such as awnings, benches and attractive street lighting.

Increasing pedestrian-orientation not only enhances the attractiveness and safety of an area, it also provides greater opportunities to some segments of the community that benefit from not having to depend on auto travel, such as senior citizens, people with disabilities and children.



One challenge in increasing development that fosters pedestrian activity is to design places that are pedestrian-oriented while recognizing the automobile will continue to play an important part in transportation modes.

**COMMUNITY DESIGN GOALS**

The following are the City of Madera's Design Goals:

<b>GOAL CD-1</b>	<b>High quality urban design throughout Madera.</b>
<b>GOAL CD-2</b>	<b>Retain the sense of community in Madera and enhance Madera's small city character.</b>
<b>GOAL CD-3</b>	<b>Public art and entryway treatments.</b>
<b>GOAL CD-4</b>	<b>Attractive streetscapes in all areas of Madera.</b>
<b>GOAL CD-5</b>	<b>Walkable community.</b>
<b>GOAL CD-6</b>	<b>Design neighborhoods to foster interaction among residents and be responsive to human scale.</b>
<b>GOAL CD-7</b>	<b>Preserve and enhance the character of existing residential neighborhoods.</b>
<b>GOAL CD-8</b>	<b>A downtown that is the center of the city, linking all parts of the community together with a vibrant, rich mix of uses that attracts residents, workers, and visitors.</b>
<b>GOAL CD-9</b>	<b>Preserve the historic character of the downtown.</b>
<b>GOAL CD-10</b>	<b>Revitalize the downtown by strengthening its urban design character.</b>

**GOAL CD-11**

Design commercial development to enhance the pedestrian environment.

**GOAL CD-12**

Aesthetically pleasing commercial development.

**GOAL CD-13**

Well-designed industrial development.

## COMMUNITY DESIGN POLICIES

The goals, policies, and actions provide a framework for growth and redevelopment for the city and are designed to maintain and develop Madera's character and identity.

### POLICIES RELATED TO GOAL 1, "HIGH QUALITY URBAN DESIGN THROUGHOUT MADERA"

#### Policy CD-1►

The City of Madera will require that all new development is well-planned and of the highest possible quality. The City will seek to build an image of Madera as a contemporary small city with vibrant, livable neighborhoods and walkable pedestrian- and bicycle- oriented development.



#### Policy CD-2►

All new development shall adhere to the basic principles of high-quality urban design, architecture and landscape architecture including, but not limited to, human-scaled design, pedestrian orientation, interconnectivity of street layout, siting buildings to hold corners, entryways, gathering points and landmarks.

#### Action Item CD-2.1

Adopt a set of comprehensive Design Guidelines to establish basic design standards and criteria for public and private development projects.

### Policy CD-3►

Madera will strive to continuously improve the architectural quality of public and private projects. Developers proposing to rely on the use of “standard designs” or “corporate architecture” will be required to improve their designs as necessary to meet the City’s overall standards for quality.

### Policy CD-4►

Site layout and building design shall take into consideration Madera’s warm, dry climate, by including trees, landscaping and architectural elements to provide shade.



### Policy CD-5►

New development shall be approved only if it meets the design principles set forth in this Community Character Element and to any local, project-specific, or citywide design guidelines.

### Policy CD-6►

The City of Madera will take a leadership role in promoting design excellence by requiring that all City-sponsored projects reflect the highest standards of design.

### Policy CD-7►

All new development projects requiring site plan approval, shall establish landscape and façade maintenance programs for the first three years, ensuring that streetscapes and landscapes areas are installed and maintained as approved.

### Policy CD-8►

In order to improve and protect the quality of neighborhoods and commercial districts, the City will enforce established building codes and community standards.

#### **Action Item CD-8.1**

Review and update building codes and inspection procedures, incorporating community maintenance standards and assistance programs as needed.

**Policy CD-9►****POLICIES RELATED TO GOAL 2, “RETAIN THE SENSE OF COMMUNITY IN MADERA AND ENHANCE MADERA’S SMALL CITY CHARACTER”**

Maintain Madera’s identity and sense of community by keeping lands surrounding the Growth Boundary in agricultural use.

*Please see to the Land Use and Conservation elements for more information on policies and actions related to the protection of agricultural lands.*

**Policy CD-10►****POLICIES RELATED TO GOAL 3, “PUBLIC ART AND ENTRYWAY TREATMENTS”**

Madera will seek to transition the density and intensity of uses from an urban to rural character while maintaining a clear City edge and establishing a sense of entry and arrival to the City. To implement this policy, the City will:

- Encourage the County of Madera to preserve undeveloped lands outside of the Sphere of Influence.
- Apply and implement land use designations and open space preservation techniques to create a clearly identifiable edge to the city.

### Policy CD-11►

*Please see the Land Use Element of this General Plan for more information on the City's policies regarding lands at the agriculture/urban edge.*



*This existing entry statement on Gateway Drive is an example of an entry point as described in Policy CD-11.*

The places where major roadways enter the City should provide a clear sense of arrival and set the tone for the overall design quality in Madera. The entry points shall create a sense of arrival to Madera through the use of landscaping, trees, and/or architectural elements.

### Action Item CD-11.1

Create and implement a City Entryway Master Plan to identify the location of entry points, the design of entry statements, their phasing and financing, and other issues. The Entryway Master Plan should focus on major transportation corridors.

### Policy CD-12►

Public art (statues, sculpture, fountains, and monuments) and other design features should be used to enliven the public realm.

**Policy CD-13►**

Public art shall be a required component of all significant public projects, and in private development projects where public funding is applied, including in the Downtown District.<sup>3</sup>



*This 40-foot-tall bear is an example of public art (Denver, Colorado)*

**Action Item CD-13.1**

Amend the Zoning Code to require the provision of public art for significant public and private projects, defining projects which will be required to provide public art and the review and approval process for public art projects.

### **POLICIES RELATED TO GOAL 4, “ATTRACTIVE STREETSCAPES IN ALL AREAS OF MADERA”**

**Policy CD-14►**

New residential development shall be designed with street networks and housing types that are oriented to and take access from local streets, except where physically limited by existing conditions. Avoid designs which face homes onto local/branch collectors, collectors, arterials or larger roadways.

<sup>3</sup> Please see the Land Use Element for a map and description of the Downtown District.



### Policy CD-15►

Except where site conditions make it infeasible, new commercial development shall be designed to front or have a presence along all street frontages. The intent of this policy is to enhance the pedestrian scale of new development, and minimize the presence of parking, circulation, and loading areas as the primary visual features of development.



*In this photo, a berm (left) is used in place of a wall to block roadway noise.*

### Policy CD-16►

Soundwalls or fences along streets other than arterials and expressways and adjacent to rail lines should be used only if no other design solutions exist for reducing the impact of roadway noise on residential areas, consistent with this General Plan's policy regarding noise mitigation preferences.

### Policy CD-17►

Where the use of security fencing, window barriers, or similar features are necessary to secure a building or site, these measures shall be incorporated into the visual/architectural design of the project and shall be complementary to surrounding uses. This policy is not intended to apply to security features which are not visible from public rights of way or adjacent properties.

*Please see the Noise Element of this General Plan for additional policies related to Noise.*

### Policy CD-18►

Where soundwalls are used, they shall be set back from the street, include design features that enhance visual interest, and be landscaped in order to mitigate their impact on urban character and the pedestrian environment.

**Policy CD-19►****POLICIES RELATED TO GOAL 5, “WALKABLE COMMUNITY”**

Create streetscape designs with themes that are oriented toward and inviting to pedestrians and cyclists and that are unique in character to a district, corridor, or area within the City.



*Please see the Circulation Element of this General Plan for additional policies related to roadways, walkability, and bicycling.*

**Policy CD-20►**

The comprehensive planning of Villages shall include the creation of consistent design themes for each Village area that are specific to the Village but consistent with overall City standards.

**Policy CD-21►**

Create safe, inviting, and functional pedestrian and cyclist environments in commercial, office, and mixed-use projects through a variety of techniques, including:

- Planting trees to provide shade on pedestrian paths, sidewalks, and walkways;
- Safe, separated pedestrian walkways;
- Safe, visible bicycle parking;
- Shaded walkways;
- Wide sidewalks.



### Policy CD-22►

*Please see the Circulation Element of this General Plan for additional policies related to “complete streets.”*

Commercial developments should have public open space areas such as plazas, courtyards, expanded walkways, or other areas suitable for small gatherings. The facilities should be sized proportionate to the scale of the development.

#### **Action Item CD-22.1**

Amend the Zoning Code to include standards to implement Policy CD-22.

### Policy CD-23►

Gated residential developments may have the potential to detract from the City’s objectives of enhancing pedestrian walkability and neighborhood connectivity. Where gated developments are proposed, design features should be incorporated into the projects in order to retain walkability and connectivity of the neighborhood. Examples of design features which can achieve these objectives include, but are not limited to, accommodating pedestrians through the gated area of the subdivision in a paseo feature, or limiting the size of individual gated subdivisions to allow easy access around the gated areas on local streets.

#### **Action Item CD-23.1**

Consider an amendment to the Zoning Code to only allow gated communities when findings are made identifying specific circumstances that justify a unique public need for the project to be gated.

*Please see also policies in the “Attractive Streetscapes” section of this Element.*

**Policy CD-24▶**

Wherever possible, the City shall use public rights of way and other features (including the Fresno River, utility easements, and drainage ways) as part of a citywide system of off-street walking and bicycling trails. The City will also encourage other agencies to do the same.

**Policy CD-25▶**

Sidewalks shall be provided on both sides of the street in commercial and residential areas, and where appropriate in industrial areas.

**Policy CD-26▶**

Street trees shall be planted in a parkway strip on all residential streets.

**Policy CD-27▶**

Wherever possible, residential subdivisions shall provide vehicular and pedestrian connections to adjacent subdivisions. New residential subdivisions should not be designed as separated from other neighborhoods by walls or other features.

**Policy CD-28▶**

New development projects should be designed on a traditional or curvilinear grid street system. Cul-de-sacs may only be used within the grid so long as the objective of pedestrian and bicycle connectivity is achieved.

**Action Item CD-28.1**

Develop and adopt updated cul-de-sac standards defining maximum length, minimum width, etc.

### Policy CD-29►

#### POLICIES RELATED TO GOAL 6, “DESIGN NEIGHBORHOODS TO FOSTER INTERACTION AMONG RESIDENTS AND BE RESPONSIVE TO HUMAN SCALE”

All housing units shall be oriented to the street, parks, or a shared common area.

*Please see the Land Use Element for more information on the neighborhood-based “building blocks” concept which will be used in future land use planning in Madera.*



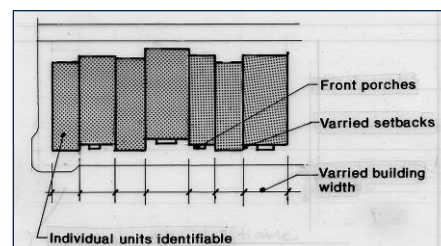
### Policy CD-30►

Lot size and building placement on lots shall be designed to reduce the appearance of large homes close together on small lots. Potential techniques include:

- Attention to detail in architectural design, materials, etc.
- Varying lot widths to accommodate building footprints.
- Variety in residential designs within individual projects.

### Policy CD-31►

Residential building setbacks from the street should be varied when possible in all areas of Madera except the Downtown District, where uniform setbacks may be considered.



**Policy CD-32►**

Garages for new single-family houses, duplexes, and townhouses should be subordinate in visual importance to the house itself, especially the entry. This may be achieved in a number of ways, such as by locating garages toward the back of the properties, constructing alleys, building garages as separate structures from the house, requiring garages to be set back from the front facade of the house and encouraging the orientation of garage doors at 90 degrees to the street.

**Policy CD-33►**

The exterior of residential buildings shall be varied and articulated to provide visual interest to the streetscape.

**Action Item CD-33.1**

Final home designs shall be approved by the City prior to recordation of Final Subdivision Maps, including any façade or building treatment alternatives that are designed to be utilized with each model. When builders propose to utilize façade alternatives to implement Policy CD-33, every home constructed shall incorporate one of the approved facades or exterior treatment alternatives. Builders may not offer the buyers an option for a “base” or “standard” model which fails to provide variation and articulation in the exterior elevation.



### Policy CD-34►

The exterior of residential buildings shall reflect attention to detail as necessary to produce high architectural design and construction quality. Where side and/or rear exterior elevations of residential buildings are visible from any street or public rights-of-way, they shall incorporate architectural treatments in keeping with the front (primary) elevation.

### Policy CD-35►

The City encourages a variety of features such as front porches and verandas in all new residential development.

### Policy CD-36►

Where multi-story housing units are proposed adjacent to existing or planned Low Density areas, building elevations and the location of windows, balconies and air conditioning units above the first story shall be designed to ensure visual compatibility and residential privacy.

### POLICIES RELATED TO GOAL 7, “PRESERVE AND ENHANCE THE CHARACTER OF EXISTING RESIDENTIAL NEIGHBORHOODS”

### Policy CD-37►

The City shall encourage the on-going conservation, maintenance and upgrading of existing neighborhoods through enforcement of property maintenance codes, requirements of high quality infill development, programs for the rehabilitation of housing, and replacement of deteriorated infrastructure.



#### **Action Item CD-37.1**

The City shall develop a vacant buildings ordinance to require continued maintenance and upkeep of vacant commercial structures.



**Policy CD-38►**

New development should not physically divide established neighborhoods.

**Policy CD-39►**

New homes built in existing residential neighborhoods should match their context in terms of design and scale.

**POLICIES RELATED TO GOAL 8, “A DOWNTOWN THAT IS VIBRANT AND THE HEART OF THE CITY”**

**Policy CD-40►**

The City shall encourage a combination of retail, office, civic, entertainment uses, (e.g. movie and performing arts theaters) in the downtown that serve the daily and occasional needs of all of Madera’s residents.

**Policy CD-41►**

A vertical mix of uses with residential and office above retail is encouraged in the downtown.

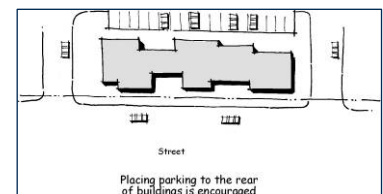
**Policy CD-42►**

The City will focus its facilities Downtown and encourage other publicly oriented uses, such as post offices, governmental offices, meeting halls, community centers, libraries and medical facilities to remain or relocate Downtown.

**Policy CD-43►**

The following policies shall apply to all commercial development, and particularly in the Downtown:

- Include human-scale details in the design of buildings such as windows on the street, awnings, and architectural features that create a visually interesting pedestrian environment.





- Include areas designed to create spaces where people can interact and socialize, such as parks, plazas or open air seating in cafes and restaurants, as well as pedestrian amenities such as awnings, pedestrian-scaled lighting, benches and trash cans.
- Street trees shall be incorporated into all development and street improvement projects.
- Loading facilities shall be screened from public view and located away from residential uses.
- Locate parking lots behind or on the side of buildings where possible to reduce their visual impact.
- Use shared parking where applicable to reduce the total number of parking spaces.

*Please see the Land Use Element for additional information on the Downtown District of Madera.*

*Please see also the Conservation Element for policies related to increased tree planting in Madera*

*Please see also other policies in this Element related to parking lot design and pedestrian orientation.*

*Please refer to the Circulation Element for more information on Highway 145.*

**Policy CD-44►****POLICIES RELATED TO GOAL 9, “PRESERVE THE HISTORIC CHARACTER OF THE DOWNTOWN”**

*Please see the Historic and Cultural Resources Element of this General Plan for policies related to the historic character of the downtown.*

**POLICIES RELATED TO GOAL 10, “REVITALIZE THE DOWNTOWN BY STRENGTHENING ITS URBAN DESIGN CHARACTER”<sup>4</sup>**

Yosemite Avenue in the Downtown District<sup>5</sup> shall be reinforced as the City’s main street through policies and actions.

**Action Item CD-44.1**

Work with the Chamber of Commerce and other organizations to promote various activities such as a farmer's market or craft fairs along Yosemite Avenue.

<sup>4</sup> Please see the Historic and Cultural Element of this General Plan for additional policies related to the character of development in Madera's historic downtown.

<sup>5</sup> Please see the Land Use Element for a description and map of the Downtown District, as well as additional policies specific to the Downtown District.

### Policy CD-45►

New development in the Downtown shall be designed to be similar in character to the existing pattern of development, including:

- Placement of buildings adjacent to the sidewalk;
- Building heights (although multi-story mixed use is encouraged);
- Use of storefront display windows; and
- Other features as determined appropriate by the City based on the location of the new building and the desirable features of adjacent and nearby structures.

### Policy CD-46►

Encourage property owners of buildings which retain historic integrity to remodel building facades to mimic their original designs.

*Please see also the “Public Art” policies in this Element, which apply to all commercial development, including in the Downtown.*

### POLICIES RELATED TO GOAL 11, “DESIGN COMMERCIAL DEVELOPMENT TO ENHANCE THE PEDESTRIAN ENVIRONMENT”

### Policy CD-47►

Commercial projects shall be designed to minimize the intrusion of parked vehicles on the streetscape. Parking areas, driveways, and drive-through lanes should not be located between buildings and the sidewalk.



### Policy CD-48►

Buildings and building entrances shall be oriented to the pedestrian environment.

**Policy CD-49►**

Buildings shall include human-scale details such as windows facing the street, awnings, and architectural features that create a visually interesting pedestrian environment.

**Policy CD-50►**

Parking lots shall be landscaped, including shade trees, to create an attractive pedestrian environment and reduce the impact of heat islands.

**Policy CD-51►**

Safe and well-defined pedestrian connections from buildings to parking areas, from buildings to the adjoining street(s), and among buildings on the same site shall be provided. Pedestrian connections between commercial development and surrounding residential neighborhoods shall also be provided. Enhanced paving materials or other techniques shall be used to identify pedestrian connections.



### **POLICIES RELATED TO GOAL 12, “AESTHETICALLY PLEASING COMMERCIAL DEVELOPMENT”**

**Policy CD-52►**

When more than one structure is on a site, they should be linked visually through architectural style, colors and materials, signage, landscaping, design details such as light fixtures, and the use of arcades, trellises, or other open structures.

**Policy CD-53►**

Unarticulated, boxy structures shall be broken up by creating horizontal emphasis through the use of trim, varying surfaces, awnings, eaves, or other ornamentation, and by using a combination of complementary colors.

### Policy CD-54►

Buildings should feature outdoor use areas such as plazas and open air seating in cafes and restaurants wherever possible.

### Policy CD-55►

Loading facilities for uses requiring delivery from large trucks shall be screened from public view and located away from residential uses.

### Policy CD-56►

Building signs shall be integrated into the design of buildings and should complement the architecture. All signs should be compatible with the building and site design relative to colors, materials, and placement, and should respect established architectural and/or historical character.



#### Action Item CD-56.1

Require all commercial developments to provide a Master Sign Plan defining design, size, and location standards for all signs in the development.

### Policy CD-57►

Where possible, parking lots shall be located behind or on the side of buildings to reduce their visual impact.



### Policy CD-58►

Parking lots shall be screened and separated into smaller units with landscaping or low walls.

### Policy CD-59►

Parking for alternative modes of transportation, such as preferential parking for carpool/vanpool, motorcycles or alternative fuel vehicles and bicycles, should be incorporated into parking plans for all significant commercial development projects. Transit plazas may be required to be incorporated into significant projects.

**Policy CD-60►**

Commercial site boundaries adjacent to residential areas shall be visually screened with ornamental masonry walls and landscaping. Wall height is to be determined and approved as part of the site plan review process.

**Policy CD-61►**

All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.

*Please see additional policies in this Element related to the inclusion of pedestrian-oriented features as part of the overall design of commercial developments.*

### **POLICIES RELATED TO GOAL 13, “WELL-DESIGNED INDUSTRIAL DEVELOPMENT”**

**Policy CD-62►**

Development in industrial areas which are visible from public roadways and/or from adjacent properties shall incorporate high-quality design principles, including:

- Offices and enclosed structures oriented toward street frontages.
- Building facades that provide visual interest.
- Loading facilities and storage areas which are screened from public view along collectors and arterials.
- Visually appealing fences and walls.
- The use of landscaped buffers around parking lots and industrial structures.



### Policy CD-63►

For the purposes of implementing this Policy, a “building” shall include any structure which is designed to be used by humans or whose purpose is to warehouse materials or enclose an industrial process.

*Please see also Policy LU-28 in the Land Use Element of this General Plan for additional guidance on the design of industrial development.*

### Policy CD-64►

The City supports the rehabilitation of appropriate industrial sites and should investigate funding opportunities for rehabilitation/remodeling of businesses.

Where industrial development abuts non-industrial uses, appropriate buffering techniques shall be employed such as, enhanced architecture, increased setbacks, screening landscaping, or some combination of these features.

### Policy CD-65►

Regardless of building materials or construction techniques, such as tilt up concrete or prefabricated metal buildings, all buildings shall meet all of the City’s standards and guidelines for excellence in design.

*Please see the Circulation Element of this General Plan for additional policies related to parking, including preferred parking areas for car- and van-pools.*







# CIRCULATION AND INFRASTRUCTURE ELEMENT

## CHAPTER 4





## CHAPTER 4: CIRCULATION AND INFRASTRUCTURE ELEMENT

This Element addresses a broad range of topics related to “infrastructure,” the physical systems of roads, walkways, water lines, etc., that allow Madera to function. Issues in this Element are:

- **Circulation** – Roadways, bicycling, walking, airports, and railways;
- **Water** – Domestic water service for homes and businesses;
- **Sewer** – Wastewater collection and treatment;
- **Solid Waste** – Disposal of waste (household garbage, etc.).

Three additional infrastructure topics are addressed in other Elements:

- **Storm drainage** is covered in the Health and Safety Element (Chapter 6);

## Transportation Modes



**Transportation** addresses how to move people and goods from one place to another.

- **Parks and Recreation** are addressed in the Parks and Recreation Element (Chapter 11);
- **Schools** are addressed in the Sustainability Element (Chapter 12).

## TRANSPORTATION IN MADERA

Transportation—the movement of people and goods and the facilities needed to accommodate them (roads, railroads, bicycle routes, sidewalks, public transportation, and airports)—is addressed in this Element of the General Plan. This Element is closely related to the Land Use Element, and the reader is invited to refer to both for a complete picture of the City’s goals and policies related to this important issue.

Vision 2025 described the Madera transportation system that the community seeks to create:

*“Madera’s comprehensive transportation system connects local neighborhoods and districts with efficient, affordable mass transit. Madera is a friendly community for pedestrians and bicyclists. There is a well-developed system of walking and bicycle trails throughout the city. Safe, clean and attractive streets accommodate traffic, providing easy access to all parts of the city.”*

Major features of Madera’s circulation system include these:

- Madera’s Downtown District has a compact, grid street system that features short block lengths and provides the choice of many routes for motorists, pedestrians, and cyclists.
- State Highway 99 is a key economic and transportation corridor of the San Joaquin Valley.

- State Highway 145 runs both east-west, into the foothills from downtown, and then turns south of the city's downtown toward Kerman.
- Madera Municipal Airport is a general aviation airport that serves personal and business aircraft.
- Two railroad lines run parallel to State Highway 99 through the city. A major freight line passes through the city just east of Hwy 99. A second line, used by freight trains and the Amtrak passenger rail system, passes east of Madera.

As is the case in region and the nation, most Maderans (more than 90%) travel to work by automobile. Relative few workers in Madera walk or bike to work, but the rate of carpooling (about 23%) is almost twice the national average. Information on how Maderans travel to work is shown in the table below.

**TABLE CI-A: HOW MADERANS TRAVEL TO WORK**

Commuter Mode Choice	City of Madera	Madera County	California	U.S.
Single-Occupant Vehicle	68.2%	73.1%	71.8%	75.7%
Carpool	23.2%	18.1%	14.5%	12.2%
Public Transit	1.5%	0.7%	5.1%	4.7%
Bicycling/Walking	2.6%	2.8%	3.7%	3.3%
Other Means	2.0%	1.0%	1.0%	0.8%
Work at Home	2.5%	4.2%	3.8%	3.3%
Percentage Who Work Outside County	23.6%	31.2%	17.0%	27.0%
Mean Travel Time to Work (minutes)	25.5	26.3	27.7	25.5

Source: US Census, Madera County 2004 Regional Bicycle Transportation Plan



With a freeway offramp, several roadways, and multiple traffic signals, the Cleveland/ Gateway/Country Club intersection is a challenge for motorists.

Traffic levels on Madera's roadways are generally acceptable, but there are several areas well-known to Madera drivers where congestion often occurs:

- The Cleveland/Gateway/Country Club intersection east of Hwy 99, where several roadways come together in a complicated intersection (see *photo at right*).
- Gateway Drive between 4th Street and 6th Street.
- Howard Avenue at Pine Street.

Policies and actions in this Element and other parts of the General Plan are aimed at reducing congestion by making it more attractive to walk and bike in Madera.

## WALKING

Walking has always been a part of the transportation system in Madera. Automobiles were not widely available when the city was founded, and for many years the city remained compact enough that the average man could easily walk from one edge of the city to the other. Madera's downtown grid of roadways (*photo at left*) reflects these early days—its short blocks are easy to walk, and the many intersecting roads make it easy to select the best route from point A to point B.

With the rise in the popularity of the automobile, walking in Madera (and in most cities in the US) began to fall into disfavor. Today, as noted earlier, more than 90 percent of Madera's workers now travel to their jobs in cars; fewer than 2 percent walk to work.



However, walking as an increasingly important part of life in Madera is one of the major facets of the City's goals to become a healthier and more livable place. The Building Blocks concept described in the Land Use Element of this General Plan is built around walkability, and calls for the creation of neighborhoods sized to the walking ability of the average person. This Circulation Element contains numerous policies intended to make walking easier and more acceptable.

### BICYCLING

Bicycle use in Madera in 2008, as in most California cities, makes up only a small portion of travel. Less than two percent of workers in Madera use bicycles to commute to work.

Bicycle use is likely reduced by a relative lack of bicycle facilities (such as on-street bike lanes and off-street trails), but the city's flat topography and relatively compact size (the urban area is only about five miles across, well within the capability of most cyclists to easily ride) combine to create the opportunity for increased bicycle use. At a public workshop in 2008, audience members overwhelmingly favored more bicycle use, and most said they would ride several miles for daily shopping or other needs if there were safe routes to ride.

Increasing bicycle use is part of the City's overall strategy of providing a more healthful, compact city, and this Circulation Element therefore contains policies intended to encourage more bicycling.



*This entrepreneur uses pedal power to travel around Madera selling snacks and cold drinks.*



**PUBLIC TRANSPORTATION**

The Planning Area is served by three different transit systems:

- Scheduled fixed-route bus service is provided by Madera Area Express (MAX). MAX operates only inside the Madera city limits.
- City-operated dial-a-ride and paratransit service extends throughout most of the Planning Area.
- Madera County operates the Madera County Connection, a fixed-route bus service that connects Madera to Chowchilla, Fairmead, and communities in eastern Madera County.



In addition to these local services, Greyhound bus currently stops in Madera, offering connections to statewide and nationwide destinations.

The City hopes to increase transit use through enhancements to the existing system as well as the potential for establishing a Bus Rapid Transit (BRT) system as the Village Centers develop.

**RAIL**

Madera is fortunate to be served by two railroad lines running roughly parallel to State Highway 99 through the Planning Area. These lines, and the spur line that extends to the industrial area in southwest Madera, help make the City's industrial areas more competitive in the regional market.







“**Bus Rapid Transit**” (BRT) is essentially buses running in dedicated lanes (as shown in the photo above) that provide for faster travel and fewer interruptions from traffic signals and other vehicles on the road. BRT is somewhat akin to light rail trains that run on rails, but offers greater operating flexibility and lower construction costs (because expensive tracks do not need to be built).

The main features of BRT include dedicated running ways, attractive stations, distinctive and easy-to-board vehicles, off-street fare collections, use of ITS technologies, and frequent all-day service (between 5 a.m. and midnight).

BRT operates most effectively in areas with average residential densities of more than 9 units per acre within a ¼-1/2 mile radius and commercial densities at more than 1 FAR. Opportunities to achieve this level of development intensity in Madera will be available in conjunction with the development of new villages in accordance with the “Building Blocks” concepts described in the Land Use Element. The feasibility of implementing BRT will be an option to be explored for providing transit services.

- A major freight line passes through the city just east of Hwy 99.
- A second line, which carries both freight traffic and Amtrak passenger trains, passes east of Madera and provides a station stop.

Although the city once had a traditional train station in the downtown (now remodeled into offices), the relocation of Amtrak service to the eastern freight/passenger tracks with a stop several miles east of the city center makes it less convenient to take the train to Madera.

While the rail lines provide a transportation choice for Maderans and a means for the city’s industrial uses to receive raw materials and move their products to market, they also pose challenges. Noise from the rail lines is a problem in some areas (*see the Noise Element for more information*) and the numerous at-grade crossings and the tracks themselves create an ever-present risk of accidents involving trains, cars, and persons (*see the Health and Safety Element for more information on this issue*). The presence of the rail lines, particularly the tracks which parallel Highway 99 through Madera, create a limitation on east-west access through the City, and are a major contributor to congestion and delay.

The California High Speed Rail Authority is in the planning phase of a high speed rail project which ultimately intends to construct a new, dedicated rail line connecting population centers throughout the State. The two existing rail corridors running through the General Plan Planning Area have been identified as potential alignments for the section of the high speed rail line crossing through Madera County. A third corridor, running generally along the west edge of the Planning Area, is being considered as a third potential alternative.

## AIRPORTS



The Madera Municipal Airport is located in the northwest corner of the city. As a general aviation airport it serves personal and business aircraft and is the only public-use airport in the Planning Area.

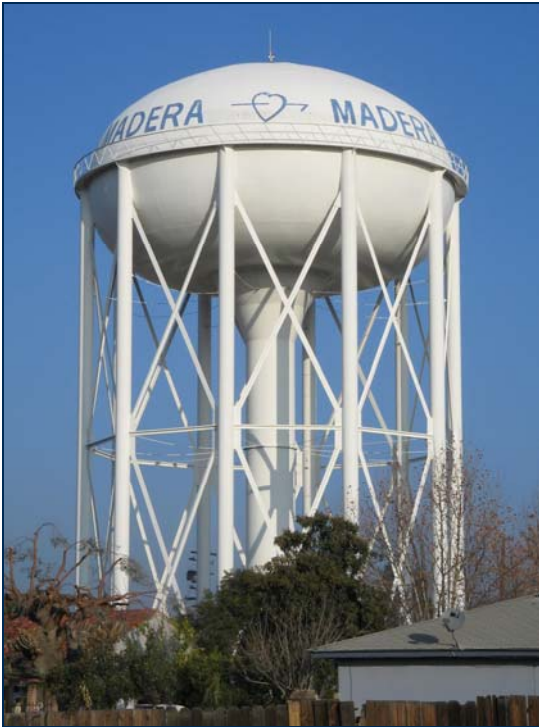
Madera Airport's main, 5,544-foot-long runway is long enough to serve both propeller and most business jet and turbojet aircraft. A 3,700-foot secondary runway serves mostly agricultural uses (crop dusters). Aviation gasoline and jet fuel is available at the airport.

Facilities at the airport include the Terminal/Administration building, hangars for small and large planes, permanent and transient tie-down spaces, three (3) fixed Base Operations (FBO) hangars, and an agricultural aerial application complex.

Madera Airport does not offer regular passenger service. The closest available passenger service is at Fresno Yosemite International Airport, about 30 miles south of Madera. Passengers can fly to statewide, nationwide, and international destinations from the Fresno airport.

## WATER AND SEWER

The Water and Sewer Division of the City of Madera Public Works Department is divided into three areas: Water Maintenance Division, Water Quality Division and Sewer Maintenance Division, which provide for the maintenance and operation of the City's water system and sanitary sewer collection system.



*This tower is one of two in the City's water system.*

The City's Water Division is responsible for 16 groundwater wells (with another new well under construction as of 2008), the Loy E. Cook 1-million gallon water storage tower, and more than 200 miles of water distribution pipe lines.

The Sewer Division maintains approximately 140 miles of sanitary sewer mains in a system that includes five sewer lift pump stations and main pipe lines ranging in size from 6" to 48". The Wastewater Treatment Plant is the regional facility for disposal of waste water. The treatment plant handles waste water and sewage from approximately 10,000 residential, commercial and industrial accounts.

### SOLID WASTE



City of Madera Solid Waste Division provides all residential customers with solid waste and greenwaste services. There are several recycling companies in Madera that accept beverage containers and other recyclables. The City also recently (2008) launched a "blue can" curbside recycling system, making it easier for Maderans to recycle paper, bottles, cans, and other recyclables.

Computer monitors and television sets containing hazardous waste is accepted at the Fairmead Landfill in Chowchilla. The landfill also accepts many recyclables free of charge, and some at reduced rates.

There are several locations in Madera County to recycle used motor oil and filters.

### STORM DRAINAGE

For information and policies related to storm drainage and flooding, please see the Health and Safety Element of this General Plan (Chapter 6).

**SCHOOLS**

Issues related to schools in Madera are addressed in the Sustainability Element of this General Plan (Chapter 12).

### CIRCULATION AND INFRASTRUCTURE GOALS

#### GOAL CI-1

Quality infrastructure that meets the needs of the community at the time it is needed.

#### GOAL CI-2

Sufficient long-term solid waste disposal capacity for the City.

#### GOAL CI-3

A roadway system that accommodates land uses at the City's desired level of service, provides multiple options for travel routes, protects residential areas from excessive traffic, coexists with other travel modes, and contributes to the quality of the City's residential, commercial, office, and industrial areas.

#### GOAL CI-4

An extensive, complete, smooth, interconnected, and continuous pedestrian and bicycle network that is a safe and attractive option for local or regional trips or recreation and that connects to the City's neighborhoods, parks and schools, employment areas, and retail centers.

#### GOAL CI-5

A viable transit system that connects all parts of the City and links with regional destinations.

#### GOAL CI-6

A transportation system that assists in the City's goals for reducing air pollution and the generation of greenhouse gases.

*Note to the Reader: Please see also the Health and Safety Element, the Parks and Recreation Element, and the Sustainability Element for additional goals and policies that affect physical systems and services in Madera.*

**CIRCULATION POLICIES****Policy CI-1 ►****CIRCULATION MASTER PLAN/ROADWAY CLASSIFICATIONS**

**Figure CI-1** shows the Circulation Master Plan of the City of Madera. The City will implement this Master Plan through the policies contained in this and other Elements of the Madera General Plan.

**Action Item CI-1.1**

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Require the dedication of right of way and the installation of roadway improvements as part of the review and approval of development projects including requests for changes of land use designations.

**Action Item CI-1.2**

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Prepare and adopt a comprehensive transit plan to complement the development of Village Centers and provide transit service throughout Madera. The plan should include:

- Feasibility of BRT facilities and guidelines for system development as appropriate;
- Residential, retail and employment thresholds and service targets for BRT and pedestrian village cores;
- Other transit use enhancements such as additional buses, new routes, longer hours, greater headways, real-time boarding information, bus turn out lanes, queue jump lanes, exclusive transit lane improvement alignment, mixed flow/exclusive lane use, and "Express Bus" service for commuters.

### Policy CI-2►

#### **Action Item CI-1.3**

Identify and designate truck routes by resolution of the City Council and install signage to limit truck traffic to these routes to the extent permitted by state law.

The following shall apply to the use and interpretation of the Circulation Map:

- The official Circulation Map shall be the printed, signed copy on file in the office of the City Clerk, including any adopted amendments.
- Electronic files used to create the map are not the official map.
- The official Circulation Map shall be printed for viewing and interpretation at a scale of one inch = 2,500 feet.
- Questions regarding the location of proposed roadways shall be resolved by using the official Circulation Map or a printed copy at the scale specified above.

### Policy CI-3►

The following are general descriptions of the roadway types shown on the Circulation Master Plan:

Freeways: Limited-access facilities designed for high speed regional mobility. Freeways may include up to eight lanes (four lanes in each direction).

Madera Loop: This is a system of arterial streets intended to provide for easy intra-city travel by providing links along the perimeter to the city to the Freeway 99 corridor. The arterials on the Madera Loop will generally be up to four lanes wide (two in each direction). To help speed the flow of traffic and improve safety, direct access to the Madera Loop is more restricted than on other arterial roadways and interruptions such as signals will be reduced compared to other arterial roadways.



Arterial: Streets which provide the principle network for traffic flow in the community, connecting areas of major activity to each other and to state highways and important County roads. Arterials will generally include up to four lanes (two in each direction)<sup>1</sup>, although total widths of six lanes may be appropriate in some locations. To reduce traffic interruptions and improve safety, direct access via driveways is generally not permitted.<sup>2</sup>

Collector: Streets which provide access and movement between residential, commercial, and industrial areas. The primary function of collector streets is to collect and distribute traffic between local streets and the arterial roadway system. Collectors will generally include up to four lanes (two in each direction). To reduce traffic interruptions and improve safety, direct access via driveways is generally not permitted.

Local/Branch Collector: Single lane streets which collect traffic from Local Streets and feed into the Collector and Arterial system. Design speeds are lower than for Collector roadways (potentially through the use of meanders, roundabouts, narrower road sections, etc.). To reduce traffic interruptions and improve safety, direct access via driveways is generally not permitted.

Local Streets: Roadways which provide access to individual homes and businesses. Local streets have one lane in each direction. Local streets are shown on the Circulation Map for informational purposes only; the General Plan does not define the desired alignments of local streets.

### **Action Item CI-3.1**

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The City shall maintain and implement Standards and Specifications defining details for each roadway type (overall right of way width, lane widths, etc.).

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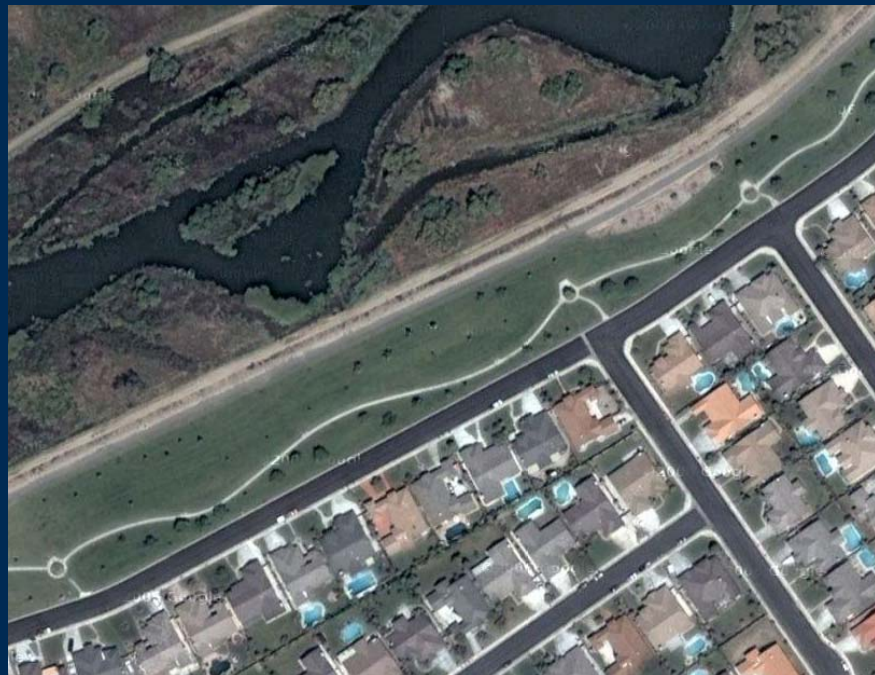
<sup>1</sup> Left- or right-turn lanes or median turn lanes do not count toward the lane totals defined in Policy CI-3.

<sup>2</sup> Note: Hwy 145 in Madera currently (2008) functions as an arterial roadway.



### Policy CI-4►

The City shall seek to locate arterials or other major roadways, including the Madera Loop, inside the edge of the City's desired urban growth area. These roadways shall be designed to serve development on both sides, rather than be constructed as a single-loaded road on the edge of the urban area. *Note to the Reader: Please see the Land Use Element for policies related to the Urban Growth area.*

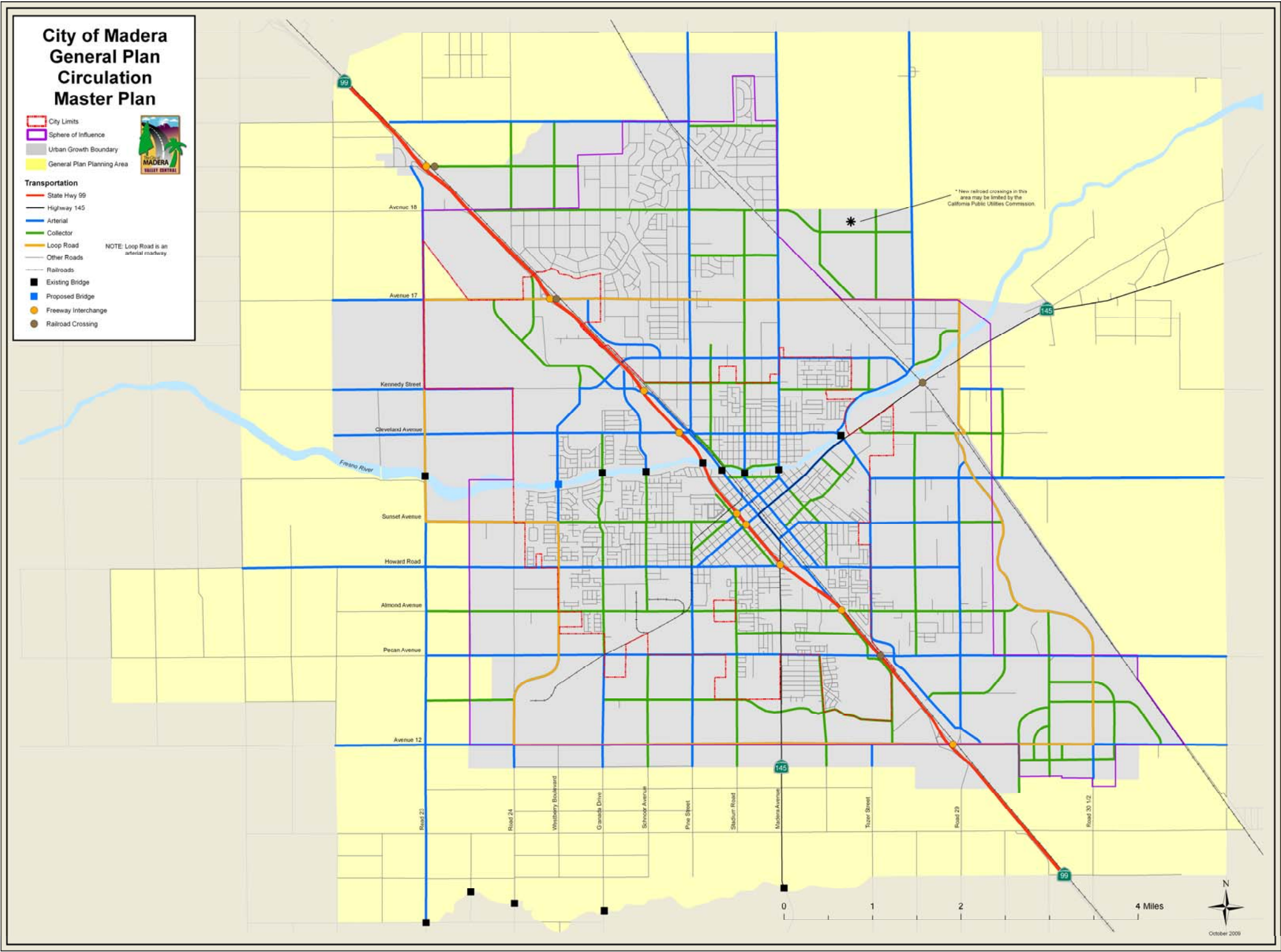


#### Single Loaded Roadway

A “single-loaded” street serves property on one side only. In the example above, a single-loaded roadway allows homes to face a parkway and the adjacent river, increasing visibility of the river and making it (and the adjacent linear park) part of the neighborhood. This type of roadway could be used adjacent to the Fresno River in Villages B, C, D, and E and the Downtown District (see the Land Use Element for more information).

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FIGURE CI-1: CIRCULATION MASTER PLAN



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### ROADWAY IMPLEMENTATION POLICIES

#### Policy CI-5►

The City shall require the dedication or irrevocable offer of dedication of right of way for all arterials and collectors at the earliest opportunity in the development process in order to implement the Roadway Master Plan. Generally, the earliest opportunity to implement this policy will be the first of the following discretionary approvals which is available:

- Change of Zoning or General Plan Land Use Designation;
- Approval of a Comprehensive Plan, Specific Plan, or other master plan;
- Any subdivision map (such as a parcel map or tentative tract map);
- Conditional Use Permit;
- Site plan or design approval.

If any of these discretionary approvals is not being sought, right of way dedication may be required as a condition of building permit approval.

#### Policy CI-6►

The City shall protect future right-of-way needed for freeways, arterial and collector streets, and interchanges and railroad corridors and crossings from encroachment by development or other incompatible uses or structures.

#### Policy CI-7►

In order to ensure adequate circulation capacity of collectors, arterials and larger streets, turning movements and driveway approaches to adjoining properties and onto local streets shall be limited so through traffic speeds are not reduced by more than 10 (ten) miles per hour based on the street design speed. This policy will not be applied where the City determines that existing land use patterns and unique site constraints make it impossible. Direct access to sites along arterial and larger streets should typically be

**Policy CI-8►**

provided from adjacent local streets or signalized shared access points. This should be implemented as early as possible in development when zoning and parcels are established.

**Action Item CI-7.1**

Amend the City standards to limit the spacing of driveway approaches and turn lanes as called for in Policy CI-7

Priority will be given to upgrades on those streets where any of the following exist:

- High current and projected traffic volumes are involved;
- Joint funding is possible;
- Significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or
- Where the rate of serious accidents has been high and where hazards to public safety are great;
- Where circulation improvements can help stimulate economic growth consistent with this General Plan.

**Policy CI-9►**

The City will work cooperatively with Caltrans to implement improvements to the state highway system in Madera.

**Action Item CI-9.1**

Review proposed development projects with Caltrans to facilitate the acquisition of right of way for ultimate improvements and to avoid and/or minimize potential traffic conflicts between State facilities, city streets, and private drives.

### **Policy CI-10▶**

The City will maintain a high level of coordination with the County of Madera and Caltrans, through the Madera County Transportation Commission, in implementing the Circulation Master Plan. The City will participate in the planning of regional roadway and transportation facilities, particularly those that indirectly or directly affect Madera, including the State Route 152-East/Freeway 65 corridor.

### **Policy CI-11▶**

Development projects shall be required to provide funding or to construct roadway/intersection improvements to implement the City's Circulation Master Plan. The payment of established traffic impact or similar fees shall be considered to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in the fee program.

### **Policy CI-12▶**

New development shall provide funding acceptable to the City for the construction and permanent maintenance of all roadway facilities. Potential funding mechanisms may include assessment districts, community facility districts, or other methods.

### **Policy CI-13▶**

Where the installation of a single-loaded street cannot be avoided (such as in locations where lands on one side of a roadway are not planned to be developed), the City will include funding in its impact fees to provide for the construction of the portion of the roadway located on lands which are not being developed.



**ROADWAY DESIGN POLICIES****Policy CI-14►****GENERAL DESIGN POLICIES**

“Right-of-way” shall be defined as including the full paved roadway, landscape strip, utility easements, bicycle/pedestrian pathway/trail, and potential transit travel lanes along public roadways.

**Action Item CI-14.1**

Update the City’s Standards and Specifications to implement Policy CI-14.

**Policy CI-15►**

To the extent possible, major traffic routes for residential areas should be separate from those used by the city’s industrial areas, with the purpose of avoiding traffic conflicts and potential safety problems. Residential areas should not be accessed primarily through an industrial area, even if residential and industrial traffic are not in conflict.

**Policy CI-16►**

Proposals to allow left turn lanes from collector and arterial streets shall be evaluated on a case-by-case basis, and allowed only where an engineering analysis confirms that traffic operations and safety conditions are not negatively impacted.

**Action Item CI-16.1**

Establish a threshold for use in implementing Policy CI-16.



### **Policy CI-17▶**

Shared driveways, driveway consolidation, reciprocal access easements, and cross access easements to commercial centers shall be required along arterials and collector roads in new development projects and in the redevelopment or redesign of existing development to minimize traffic hazards associated with driveways and curb cuts.

### **Policy CI-18▶**

Direct access from a residential lot onto an arterial, collector, or local/branch collector is allowed only where there is no feasible alternative. Backout driveways onto arterial, collector, and local/branch collector streets are prohibited even if access is allowed.

### **Policy CI-19▶**

The City may consider roundabouts as an alternative to stop-sign control or traffic signals where applicable.

## **LOCAL STREETS**

### **Policy CI-20▶**

To keep Local street volume within design capacity, street length (not block length) shall be kept under 1,600 feet or two blocks where possible unless interrupted by an arterial or collector street.

### **Policy CI-21▶**

Installation and maintenance of curb, gutter, sidewalk and paving on Local streets shall be the responsibility of affected property owners.

**Policy CI-22►****LEVEL OF SERVICE**

The City shall seek to maintain Level of Service (LOS) C at all times on all roadways and intersections in Madera, with the following exceptions:

- a) On arterial roadways or roadways with at-grade railroad crossings that were experiencing congestion exceeding LOS C during peak hour travel times as of the date this General Plan Update is adopted the City shall seek to maintain LOS D or better.
- b) This policy does not extend to freeways (where Caltrans policies apply) or to private roadways.
- c) In the Downtown District (as defined in the Land Use Element of this General Plan), the City shall seek to maintain LOS D.

**Traffic Terms**

The following are a few terms commonly used when discussing traffic issues:

- **Volume** refers to the number of cars on a roadway, usually measured either on an average day or during a **peak hour**.
- **Peak hour** refers to the times of day at which traffic is heaviest—usually the morning or evening “rush hour.” Most roadways are analyzed and then built to carry the traffic load projected for the peak hours.
- **Capacity** refers to the maximum number of vehicles that can be carried by a roadway.
- **Level of Service** (LOS) is a measure of how well a roadway is able to carry traffic. LOS is often expressed as a ratio between volume and capacity. LOS is usually designated with a letter grade A-F. LOS “A” is best; “F” is worst.

### Policy CI-23►

### Policy CI-24►

#### Action Item CI-22.1

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Consider, during the review of proposed development projects, how to shift travel demand away from the peak period, especially in those situations where peak traffic problems result from a few major generators (e.g. outlying employment locations).

#### Action Item CI-22.2

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Perform routine, ongoing evaluation of the efficiency of the urban street traffic control system, with emphasis on traffic signal timing, phasing and coordination to optimize traffic flow along arterial corridors. Use traffic control systems to balance arterial street utilization (e.g., timing and phasing for turn movements, peak period and off-peak signal timing plans).

#### Action Item CI-22.3

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As funding allows, expand traffic signal timing and synchronization programs where emission reduction benefits can be demonstrated.

Projects contributing traffic to roadways exceeding the desired level of service per Policy CI-22 may be required to fund system wide traffic improvements, including cumulative traffic mitigation at off-site locations (as applicable), and to assist in promoting non-vehicular transportation as a condition of project approval.

#### GRID STREET SYSTEM

The City shall seek to use a modified grid system for the roadway network, particularly in new development. The City defines a “modified grid” road system as follows:

## Policy CI-25►

- The roadway system shall have a system of arterial roadways in the form of a grid of arterials that will distribute traffic evenly and will avoid excessive concentrations of traffic in any given area.
- Arterials should be generally spaced at one (1) mile increments and collector roads generally at one half (½) mile increments.
- Collector and smaller roadways shall be designed to encourage access to retail centers from residential areas.
- Residential blocks shall be designed to limit traffic speeds and encourage pedestrian and bicycle safety through the design of the roadways or the use traffic calming measures (such as narrower streets).
- The grid system may be modified as necessary to adjust for topography, watercourses, existing development, or other factors as deemed appropriate by the City.

## PARKING

Parking for all uses shall be provided on-site and shall not require the use of parking spaces in the right of way of a public or private street to provide required parking. The following are exceptions to this policy:

- In the Downtown District, where limited space is available for off-street parking, a portion of required parking may be provided on-street or in parking lots or garages that may be established in the future.
- Parking for non-standard uses (that is, those requiring either more or less parking than typical uses) may be determined and imposed on a case-by-case basis.

### Policy CI-26►

#### Action Item CI-25.1

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Include a parking standard allowing the use of alternative, off-site parking arrangements in the Downtown District in either the Zoning Code or any future Downtown Plan.

*Note to the Reader: Please see the Land Use Element for a map and discussion of the Downtown District.*

*Note to the Reader: Please see the Community Design Element for policies related to the design of parking areas.*

Projects providing significantly more than the required amount of parking shall be allowed only when the City determines that there is a demonstrated need for additional parking.

#### Action Item CI-26.1

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Amend parking and other standards in the Zoning Code to reflect a balance between the need for parking and the desire of the City to achieve its goals regarding efficient land utilization, walkability, and increased opportunities to create additional space for landscaping and other amenities.

### MOBILITY AND ALTERNATIVE MODES OF TRANSPORTATION

### Policy CI-27►

The City shall encourage pedestrian circulation and access around the City and at the neighborhood level through the design of roadways and pedestrian facilities.

**Policy CI-28►**

New development areas shall include pedestrian and bicycle facilities and connections to public transit systems, commercial centers, schools, employment centers, community centers, parks, senior centers, and high-density residential areas.

**Policy CI-29►**

The City shall create a connected system of on- and off-street trails and paths for pedestrians and bicycles throughout Madera in both existing and new development areas, with a focus on on-street bike trails on collector roads, and off-street trails in parkways and along the Fresno River and other waterways.

**Policy CI-30►**

Where it deems appropriate, the City may require the dedication of additional right of way to accommodate pedestrian, bicycle, alternative transportation (transit), additional travel lanes, safety or efficiency-related improvements, or other similar uses.

**Action Item CI-27.1**

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Expand the availability and visibility of bicycle infrastructure such as bike racks and bike storage facilities.

**Action Item CI-27.2**

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Consider opportunities for lower-income individuals to have access to bicycles, through community-sponsored programs such as “bicycle sharing” or bicycle giveaways to children.

**Action Item CI-28.1**

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Establish a transit and/or multimodal impact fee to be applied to new development to fund public transit infrastructure and other multimodal accommodations.

### Policy CI-31►

The City's roadway cross-sections shall incorporate "complete streets" concepts and be designed to safely accommodate vehicles, cyclists, pedestrians, diverse and disabled users, and transit. "Complete streets" are defined as streets that are designed for a variety of users rather than having a focus on the automobile.



A "complete street" accommodates pedestrians (on the sidewalk), bicyclists (in an onstreet designated lane) and motorists.

#### Action Item CI-31.1

Develop "Complete Street" standards for new arterial, collector, and local street construction. "Complete street" standards should include options for narrower travel way widths (on existing streets only, where needed to fit all uses into the existing right of way) and curb return radii, bike lanes, landscape strips, sidewalks that complement adjacent land uses, bus turnouts, and similar features. *Note: Proposed narrower travel way widths may not apply to State Highways.*

### Policy CI-32►

To maintain walkability and pedestrian safety, the City shall consider roadway width and roadway design features such as islands, pedestrian refuges, count down timers, and other such mechanisms. This policy applies to new roadway construction and existing roadways where pedestrian hazards may occur due to roadway design or width.

#### Action Item CI-32.1

Update the City's Standards and Specifications to include the items in Policy CI-32.

### Policy CI-33►

The needs of pedestrians and bicyclists shall be routinely considered and, where practical, accommodated in all roadway construction and renovation projects.

**Policy CI-34►**

Where sufficient right-of-way is available, bicycle lanes should be added to City roadways when repaving or upgrading of the roadway occurs, provided that the bicycle facility would implement the City's Bicycle Master Plan. The City shall encourage Caltrans to follow these same guidelines on state highways in Madera.

**Action Item CI-34.1**

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The City shall implement the Bicycle Master Plan through repaving, re-striping, providing additional paving for bicycle lanes, or other methods as appropriate.

**Policy CI-35►**

The City shall encourage grade-separated crossings or enhanced at grade crossings where Class I bicycle facilities intersect arterial roadways at key locations to maximize the safety and attractiveness of bicycling and walking routes. Underpasses are preferable to overpasses in new development areas.

**Policy CI-36►**

The City shall encourage an increase in bicycle ridership and pedestrian trips over automobile traffic, as a way to improve traffic safety, air quality and the health of Madera residents.

**Policy CI-37►**

The City encourages the use of ridesharing and other Transportation Demand Management (TDM) tactics for reducing area traffic congestion and improving air quality.



### Policy CI-38►

#### RAILROADS

The City supports the development of the statewide high speed rail system with the following attributes:

- The high speed rail system through (or in the vicinity of) the General Plan Planning Area should be established within a rail corridor which is located west of the city limits and located so as to minimize impacts to agricultural lands outside the Growth Boundary. To the extent such an alignment is determined to be infeasible and an alternative alignment must be utilized, the High Speed Rail project should specifically avoid the placement of facilities adjacent to the Union Pacific (UP) tracks which bisect the City.
- The design and final alignment of the high speed rail system through the General Plan Planning Area should take into consideration, and reflect the need for, compatibility with existing and planned land uses and circulation features.
- The construction of the high speed rail system through the General Plan Planning Area should include all necessary features to ensure the operability of all existing and planned transportation corridors as called for in the General Plan Circulation Element.

#### **Action Item CI-38.1**

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The City will work with the High Speed Rail Authority to ensure that issues relative to the location, alignment, design, and construction within the Planning Area are addressed through the High Speed Rail planning process.

**Policy CI-39►****Action Item CI-38.2**

The City will work with state and local agencies to ensure easy access between Madera and high speed rail stations located in the region.

The City supports the timely extension of rail service to the Industrial area east of Hwy 99 to provide an incentive to development in this area.

*Note to the Reader: Please see the Health and Safety Element for policies related to safety at at-grade rail crossings.*

**AIRPORTS****Policy CI-40►**

The City supports Madera Airport in its role as an important part of the local commercial economy.

*Note to the Reader: Please see the Health and Safety Element for policies related to airport safety and land uses near the airport.*

**OTHER TRANSPORTATION POLICIES****Policy CI-41►**

Circulation planning for all modes of travel (vehicle, transit, bicycle, pedestrian, etc.) shall be coordinated with efforts to reduce air pollution and greenhouse gases.

*Note to the Reader: Please see the Conservation and Sustainability elements for additional policies related to energy efficiency, air pollution, and greenhouse gases.*

### Policy CI-42►

The City will facilitate employment opportunities that minimize the need for private vehicle trips, including:

- Incorporating provisions for live/work sites and satellite work centers in appropriate locations in the zoning ordinance; and
- Encouraging telecommuting options with new and existing employers through project review and incentives, as appropriate

### Policy CI-43►

The City's desire is that Highway 145 (Yosemite Avenue) in Madera function as a component of the traditional City street system, providing an opportunity to enhance the streetscape and create flexibility in lane configurations and parking arrangements.

#### Action Item CI-43.1

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The City will work with Caltrans to determine the best method to implement Policy CI-43. This may include relocating Highway 145, providing additional control to the City with regard to roadway design and/or operation, or some other method.

#### Action Item CI-43.2

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In conjunction with Policy CI-43, the City shall determine the best roadway design for downtown. If Highway 145 is rerouted outside of downtown, the City may consider reducing the number of travel lanes through the downtown to two lanes and increasing the width of the pedestrian corridor, including amenities and landscaping along roadways in the downtown.

**INFRASTRUCTURE POLICIES****GENERAL INFRASTRUCTURE POLICIES****Policy CI-44►**

Public facilities should be phased in a logical manner which avoids “leap-frog” development and encourages the orderly development of roadways, water and sewer, and other public facilities. The City shall not provide public financing or assistance for projects that do not comply with City master plans.

**Policy CI-45►**

The City will assist developers who construct facilities consistent with this General Plan and with the City’s Master Plans and policies with seeking a fair share reimbursement from later developments when they connect to, and/or benefit from, those facilities.

**Policy CI-46►**

Interim infrastructure facilities may be used only if specifically approved by the City Council. No City funds will be used to construct interim facilities, nor will such facilities be eligible for reimbursement by the City.

**Policy CI-47►**

All major development projects shall identify the size and cost of all infrastructure and public facilities and identify how the installation and long-term maintenance of infrastructure will be financed consistent with the policies in this General Plan.

**Policy CI-48►**

To improve the appearance of the City’s commercial and residential neighborhoods, the City will require that all utility lines be placed underground in conjunction with new development projects, unless determined by the City to be infeasible. Additionally, the City will seek to place existing above-ground utility lines underground in the parts of the City which have been largely built-out.

### Policy CI-49►

#### Action Item CI-48.1

Consider adoption of a program for the undergrounding of existing utility lines. The program should establish priorities and address issues associated with undergrounding, including:

- Timing, phasing, and priorities;
- Guidelines and standards;
- Cost and financing;
- Fee exemptions for low-income and other special needs households.

#### Action Item CI-48.2

Consider amending the City's codes as appropriate to provide clear standards and requirements for the undergrounding of existing utility lines when adjacent properties are developed or redeveloped. Issues to be addressed may include:

- Thresholds for requiring undergrounding of utility lines;
- Fees or waivers in lieu of placing lines underground.

The City shall require secure financing for all components of the transportation system through the use of special taxes, assessment districts, developer dedications, or other appropriate mechanisms in order to provide for the completion of required major public facilities at their full planned widths or capacities in one phase. For the purposes of this policy, "major" facilities shall include the following:

- Any roadway of a collector size or above, including any roadway shown on the Circulation Plan in this General Plan;
- Wells, water transmission lines, treatment facilities, and storage tanks;

- All sewer trunk and interceptor lines and treatment plants or treatment plant capacity;
- Reclaimed water distribution lines;
- Ongoing maintenance.

The City shall use its financial capacity to facilitate implementation of this policy if necessary, including, but not limited to:

- Issuing bonds or other forms of municipal financing as it deems appropriate;
- Using City funds directly, with repayment from future development fees;
- Creating special assessment districts, Mello-Roos Community Facility Districts, etc.;
- Fee programs;
- Developer financing.

#### **Policy CI-50►**

The City shall establish a transit and/or multimodal impact fee to be applied to new development to fund public transportation infrastructure and other multimodal accommodations.

#### **Policy CI-51►**

Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

### Policy CI-52►

All new residential development shall be required to annex into City of Madera Community Facilities District 2005-01, or any subsequent CFD created in its place. The purpose of the CFD is to collect special assessments from new residential development to offset the cost of providing eligible municipal services to that development.

## WATER SERVICE POLICIES

### Policy CI-53►

Water supply and delivery systems shall be available in time to meet the demand created by new development, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

#### Action Item CI-53.1

The following shall be required for all development projects, excluding subdivisions:

- An assured water supply and delivery system shall be available at the time of project approval. If a choice of alternative methods of supply and/or delivery is selected, each shall be capable individually of providing water to the project.
- All required water infrastructure for the project shall be in place at the time of project approval, or shall be assured through the use of bonds or other sureties to the City's satisfaction. Water infrastructure may be phased to coincide with the phased development of large-scale projects.

**Action Item CI-53.2**

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The following shall be required for all subdivisions to the extent permitted by state law:

- Proposed water supply and delivery systems shall be identified at the time of tentative map approval to the satisfaction of the City. Alternative methods of supply and/or delivery may be proposed, provided that each is capable individually of providing water to the project.
- Prior to the approval of a final map by the City, sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects in the same service area, and other projects which have received commitments for water service.
- Offsite and onsite water infrastructure sufficient to provide adequate water to the subdivision shall be in place prior to the approval of a final map or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.
- Offsite and onsite water distribution systems required to serve the subdivision shall be in place and contain water at sufficient quantity and pressure prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

*Note to the Reader: Please see the Conservation Element for policies related to water conservation.*

**Policy CI-54►**

The City supports the use of reclaimed water for irrigation wherever feasible.



### Policy CI-55►

The City shall seek to protect the quality and quantity of groundwater resources, including those which serve households and businesses which rely on private wells.

### Policy CI-56►

The City shall require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.

### Policy CI-57►

Development projects shall be served by a looped water system, whereby no less than two separate water mains (or ideally two water sources) are connected, thereby enabling adequate fire flow to be maintained should one water main be removed from service. The City may allow development to proceed without connection to a looped water system when it determines that such connection is infeasible based on the specific circumstances associated with the project, and where a water system analysis shows sufficient fire flow is available.

## SEWER SERVICE POLICIES

### Policy CI-58►

Sewage conveyance and treatment capacity shall be available in time to meet the demand created by new development, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

#### Action Item CI-58.1

The following shall be required for all development projects, excluding subdivisions:

- Sewer/wastewater treatment capacity shall be available at the time of project approval.
- All required sewer/wastewater infrastructure for the project shall be in place at the time of project approval, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

**Policy CI-59►****Action Item CI-58.2**

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Require the following for all subdivisions to the extent permitted by state law:

- Sewage/wastewater treatment capacity shall be available at the time of tentative map approval.
- Sewer service to the subdivision shall be demonstrated prior to the approval of the Final Map by the City. Sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects using the same conveyance lines, and projects which have received sewage treatment capacity commitment.
- Onsite and offsite sewage conveyance systems required to serve the subdivision shall be in place prior to the approval of the Final Map, or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.
- Sewage conveyance systems inside the subdivision shall be in place and connected to the sewage disposal system prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

**Action Item CI-58.3**

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Continually monitor wastewater flows and anticipate future wastewater increases that may result from changes in adopted land use patterns.

Development along corridors identified as locations of future sewerage conveyance facilities shall incorporate appropriate easements as a condition of approval.

### Policy CI-60►

The City shall strongly discourage the extension of sewer service into any area outside the Growth Boundary shown on the Land Use Policy Map. This policy shall not be construed to limit the ability of any agency to construct sewer lines whose only purpose is to carry sewage from other areas and which cannot be connected to the area outside the Growth Boundary.

### Policy CI-61►

Independent community sewer systems may not be established for new development, except as specifically provided for in Village A. (See the Land Use Element for specific details)

## SOLID WASTE POLICIES

### Policy CI-62►

The City will promote solid waste source reduction, reuse, recycling, composting and environmentally-safe transformation of waste. The City will seek to comply with the requirements of AB 939 with regard to meeting state-mandated targets for reductions in the amount of solid waste generated in Madera.

#### Action Item CI-62.1

The City shall provide information to businesses and residents on available options to implement waste reduction targets. Other actions may include:

- Actively promoting a comprehensive, consistent, and effective recycled materials procurement effort among other governmental agencies and local businesses.
- Encouraging all companies that do business in Madera to recycle and reuse construction scraps, demolition materials, concrete, industrial waste, and green waste.

**Policy CI-63►**

The City itself will be a leader in promoting waste reduction and recycling through a variety of means when feasible, including:

- Adopting requirements for the use of recycled base materials (e.g., recycled raw batch materials, rubberized asphalt from recycled tires, and other appropriate materials), if practicable, in requests for bids for public roadway construction projects.
- Procurement policies and procedures, which facilitate purchase of recycled, recyclable, or reusable products and materials where feasible.
- Requiring contractors to provide products and services to the City, including printing services, demonstrating that they will comply with the City's recycled materials policies.

**Policy CI-64►**

The City supports efforts to provide solid waste resource recovery facilities and household hazardous waste collection facilities convenient to residences, businesses, and industries.

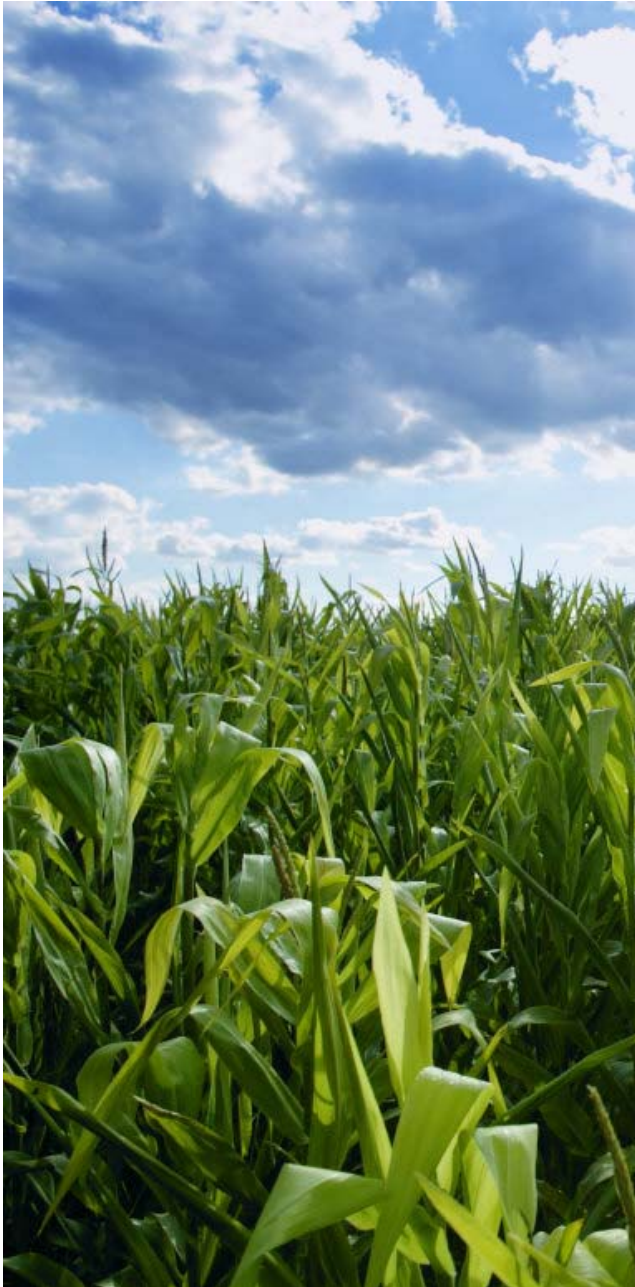
**Policy CI-65►**

The City will promote waste diversion and material recycling in private development, business and operations, and will encourage businesses or nonprofit entities to provide source reduction services.

# CONSERVATION ELEMENT

CHAPTER 5





## CHAPTER 5: CONSERVATION ELEMENT

This Conservation Element examines several topics which are all related to how resources of various types are used in Madera (or are affected by human activities) and how their use can be managed to ensure a sustainable future. This Element examines:

- Water Supply and Quality;
- Soils and Agriculture;
- Biology;
- Air;
- Climate Change;
- Energy and Energy Efficiency; and
- Green Building/Low Impact Development/LEED.

Information on these topics is provided below. Goals and policies follow the introduction.

**Planning in California and Climate Change: Madera Leads the Way**

With the growing awareness of the relationship between local decisions and global climate, the requirements for cities to implement “smart growth” planning ideas are expanding. Example: California Senate Bill 375, signed by Governor Schwarzenegger while the 2009 updating of this General Plan was under way.

SB 375 emphasizes the use of the types of forward-thinking policies that are the foundation of this plan, including more compact growth and an emphasis on energy conservation, walking, bicycling, and sustainable practices—all of which are included in this General Plan.

Madera, as the first agency in Madera County to update its General Plan under these new requirements, is leading the way for the county and the Central Valley.

**WATER SUPPLY AND QUALITY**

Water is fundamental to life. It is also crucial to the health and well-being of Madera. Water must be available in sufficient amounts for daily living, farming, firefighting, and industrial uses, and must be of a high enough quality to allow its use by residents (for drinking and other domestic uses), farmers (for crops and livestock), and industry (for industrial processes that use water).

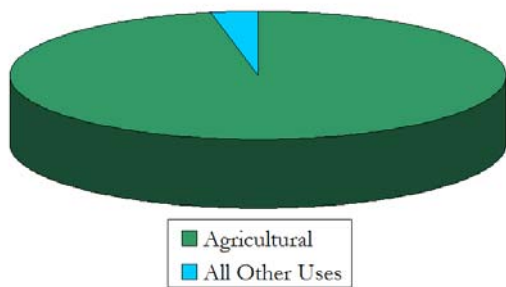
**SOURCES OF WATER AND LOCAL HYDROLOGY**

One of the more prominent natural features of the Madera landscape is the seasonal Fresno River. The Fresno River, the channel of which traverses the city of Madera, is dry for much of the year. The Planning Area also gains surface water from Cottonwood Creek, Dry Creek, and Schmidt Creek.



Upstream from Madera on the Fresno River, the Hidden Lake Dam forms Hensley Lake, operated by the U.S. Army Corps of Engineers for flood control and to provide water to agricultural users.

Urban development in the Planning Area obtains its water supply from wells drilled into the Madera groundwater subbasin. According to the City's 2005 Urban Water Management Plan, the Madera Subbasin has been in a state of overdraft<sup>1</sup> for several years. However, because 97% of all groundwater use in Madera County is for agricultural purposes, the overdraft is most likely not tied primarily to urban use in Madera. While a significant portion of the agricultural water demand in the area is met by surface water through the Madera Irrigation District, many farms use groundwater from on-site wells for some or all of their irrigation needs.



*Agriculture in Madera County accounts for 97% of all water use. All other uses, including homes and businesses, use the remaining 3%.*

The water table under Madera fluctuates depending on the season, but long-term measurements show the groundwater table is generally dropping (in part due to drought conditions).<sup>2</sup> As the water table drops, the amount of energy needed to pump water (and the cost) increases. Some wells may also run dry if they are not drilled deeper to reach the lowered water table.

### WATER USE

According to the "County of Madera Integrated Regional Water Management Plan," 97% of water use in Madera County is agricultural. All urban uses (including all of the cities and unincorporated towns and homes on individual

<sup>1</sup> Overdraft occurs when water is removed from an aquifer faster than it can be replenished.

<sup>2</sup> In June 2008, the Governor issued Executive Order S-06-08 declaring a statewide drought, and directed state agencies and departments to take immediate action to address the serious drought conditions and water delivery reductions that exist in California. He also issued a Central Valley State of Emergency Proclamation for nine Central Valley counties (Sacramento, San Joaquin, Stanislaus, Merced, Madera, Fresno, Kings, Tulare and Kern) to address urgent water needs. *Source: California Department of Water Resources*

wells) accounted for only 3% of total use (illustrated in the chart on the previous page).

According to the Integrated Regional Water Management Plan, almost all urban water used in the county comes from wells. About three-fourths of agricultural use is from wells; the rest is from surface water.

Based on 2006 figures in the Integrated Regional Water Management Plan, per-capita water use in Madera (230 gallons per day) is about the same as the countywide average.

### **WATER QUALITY**

Madera's water quality is excellent and meets all regulatory standards. Domestic water in Madera meets all standards for quality.<sup>3</sup>

To help maintain the quality of water in Madera, the City in 2004 adopted a "Storm Water Quality Management Plan" that uses six basic strategies to help prevent the pollution of storm runoff (and the underground water table into which stormwater percolates). These measures are:

#### **1. Public Participation/Involvement**

Providing opportunities for citizens to participate in program development and implementation, including effectively publicizing public hearings and/or encouraging citizen representatives to attend storm water management program meetings.

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<sup>3</sup> As of 2008, one well that has a treatment system to remove trace amounts of an agricultural chemical. The treated water meets all regulatory standards.

**2. Public Education and Outreach**

Distributing educational materials and performing outreach to inform citizens about the impacts polluted storm water runoff discharges can have on water quality.

**3. Construction Site Runoff Control**

Developing, implementing, and enforcing an erosion and sediment control program for construction activities that disturb 1 or more acres of land (controls could include silt fences and temporary storm water detention ponds).

**4. Illicit Discharge Detection and Elimination**

Developing and implementing a plan to detect and eliminate illicit discharges to the storm drain system. This includes developing a system map, informing the community about hazards associated with illegal discharges and improper disposal of waste, and enforcement measures.

**5. Pollution Prevention/Good Housekeeping**

Developing and implementing a program with the goal of preventing or reducing pollutant runoff from municipal operations. The program must include municipal staff training on pollution prevention measures and techniques, which might include such things as regular street sweeping, reduction in the use of pesticides or street salt, or frequent catch-basin cleaning.

**6. Post-Construction Runoff Control**

Developing, implementing, and enforcing a program to address discharges of post-construction storm water runoff from new development and redevelopment areas. Applicable controls could include preventative actions such as protecting sensitive areas (e.g., wetlands) or the use of structural BMPs such as grassed swales or porous pavement.

## SOILS AND AGRICULTURE

As one of the primary sources of regional income, agriculture activity and the prime soils that support it are critical to the future of Madera. As of 2007, there were approximately 295,300 planted acres of agricultural lands in Madera County, and 353,000 acres of rangeland.

Madera County's top five agricultural products (according to official 2007 statistics) were:

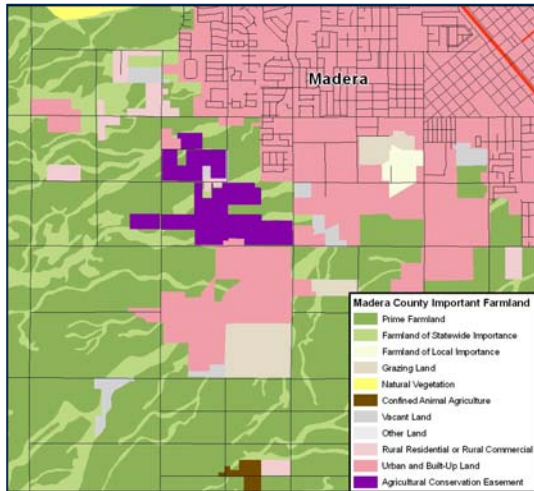
- Milk (#1, ranked by value);
- Almonds, Nuts and Hulls;
- Grapes;
- Pistachios;
- Replacement Heifers.



*Raisins have long been grown in the Madera area. In this photo, a worker in the 1940s is drying raisins in the sun.*

About 44,205 acres of land in the Planning Area are currently (2008) in agricultural use, representing about two-thirds of the total area. In the current city limits, about 950 acres—about one-tenth of the city—are in agricultural use (mostly near the Madera Airport, where land use restrictions preclude most urban uses).

As is the case throughout the Central Valley, some farmland in Madera County is being lost to urbanization to meet the needs of the region's growing population. Countywide, an average of about 1,315 acres of farmland per year (about two-tenths of one percent of total farmland) were converted to non-farming uses between 1984 and 2006.



In 2002, Madera County farmers joined with County agricultural officials and state and federal conservation agencies to create an area of protected agriculture land in the southwest area of Madera. The 440-acre area (shown in the map at left) was established to help direct growth away from the west edge of Madera in recognition of the agricultural value the land in this area represents. While the protected area creates an irregular and non-contiguous barrier, its presence clearly reflects the intent to keep these and other lands further to the west in agricultural production.

## BIOLOGY

Conservation of our natural resources for the future enjoyment of Madera area residents includes the protection of species and habitats native to California. The California Natural Diversity Database (a computerized database that shows where sensitive plants and animals have been found) documents seven plant and animal special-status species that have been found in the past in the Planning Area. The Database also shows one “natural community” that has also been found in the Planning Area. (Note: The list below is of species whose presence has been recorded within a one-mile radius of the Planning Area in the CNDDDB. Other sensitive plants and animals have been found in or have the potential to be found in the Planning Area, but are not recorded in the CNDDDB.)



A “Natural Community” is a unique combination of habitat, climate and species that create a community interdependent on each other for survival. The photo above shows a vernal pool in the Central Valley like those found in the Planning Area.

Sensitive plants and animals that have been found in the Planning Area and are in the CNDDDB are listed below and shown on the following page.<sup>4</sup>

- Burrowing Owl;
- California Tiger Salamander;
- Blunt nosed leopard lizard;
- California linderiella (“fairy shrimp”);
- Vernal pool fairy shrimp;
- Madera leptosiphon;
- Hairy orcutt grass.

Although most of the Planning Area has been changed from its natural condition by farming and urban uses, a few areas of natural habitat remain. These include:

- Annual grasslands;
- Riparian areas;
- Wetlands.

In addition, according to state records, one type of “Natural Community” is found in the Planning Area. This Natural Community, Northern Hardpan Vernal Pool, contains vernal pools (which fill seasonally during the rainy season) that could harbor sensitive plant and animal species (including fairy shrimps).

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<sup>4</sup> Additional information on other species that may occur in the Planning Area but are not in the CNDDDB can be found in the Environmental Impact Report for the General Plan.



These vernal pools are generally found in annual grasslands, grasslands where the soils include an impermeable clay-pan layer below the surface, conditions which are widely distributed in the eastern portion of the Planning Area.

### Sensitive Plants and Animals of Madera

Burrowing owl



*Photo: Mark Bratton*

California tiger salamander



*Photo: William Flaxington*

Blunt nosed leopard lizard



*Photo: William Flaxington*

California linderiella ("fairy shrimp")



*Photo: Ken Davis*

Vernal pool fairy shrimp



*Photo: California Environmental Protection Agency*

Madera leptosiphon



*Photo: Chris Winchell*

Hairy orcutt grass



*Photo: George Hartwell*



### Air Pollutants

**Particulate matter** includes a wide range of solid and liquid particles, including smoke, dust, aerosols, and metallic oxides. Of specific concern are particles less than 10 microns in diameter, called PM<sub>10</sub>. These particles can be more easily inhaled into lungs, and therefore can have more serious health impacts. Recently, air quality standards have been established for particles less than 2.5 microns in diameter, or PM<sub>2.5</sub>.

**Ozone** is not directly emitted into the air, but is a product of chemical reactions between nitrogen oxides (NO<sub>x</sub>) and reactive organic gases (ROG) in sunlight and heat. These ozone precursors are caused by automobile emissions and the evaporation of solvents, paints, and fuels. Exposure to ozone can cause eye irritation, aggravate respiratory diseases, and damage lung tissue, as well as damage vegetation and reduce visibility.

**Carbon monoxide** inhibits the blood's ability to carry oxygen to body tissues including vital organs such as the heart and brain.

## AIR

Both the state and federal governments set standards and monitor air quality based on the need to protect public health. Madera is located in the Central Valley where polluted air enters the region from local and surrounding areas and, due to the topography and prevalent wind conditions, becomes stagnant. These conditions expose residents and sensitive receptors to increased pollution related health risks. The three major pollutants of concern in the San Joaquin Valley are particulate matter, ozone, and carbon monoxide.

Recent (2005 - 2007) air quality information for Madera is shown in Table CON-A, below.

Assembly Bill 170, Reyes (AB 170), was adopted by state lawmakers in 2003 creating Government Code Section 65302.1, which requires cities and counties in the San Joaquin Valley to incorporate data and analysis, comprehensive goals, policies and feasible implementation strategies designed to improve air quality into their general plans. Four (4) areas of air quality discussion are required:

- 1) A report describing local air quality conditions, attainment status, and state and federal air quality and transportation plans;
- 2) A summary of local, district, state, and federal policies, programs, and regulations to improve air quality;



- 3) A comprehensive set of goals, policies, and objectives to improve air quality; and
- 4) Feasible implementation measures designed to achieve these goals.

Air quality topics 1-3 are largely addressed in Chapter 4.6 of the Environmental Impact Report. Topic 4 is primarily addressed by including policies in the various elements of General Plan itself.

**TABLE CON-A: AIR MONITORING STATION ANNUAL SUMMARY**

Pollutant/Standard	2005	2006	2007
<b>O<sub>3</sub> (1-hour)<sup>5</sup></b>			
Maximum Concentration ppm)	0.095	0.113	0.091
Days > CA Standard (0.09 ppm)	1	4	0
Days > US Standard (0.12 ppm)	0	0	0
<b>O<sub>3</sub> (8-hour)<sup>6</sup></b>			
Maximum Concentration ppm)	0.081	0.095	0.084
Days > CA Standard (0.070 ppm)	19	35	12
Days > US Standard (0.08 ppm)	0	1	0
<b>PM<sub>2.5</sub> (24-hour)<sup>7</sup></b>			
Maximum Concentration (µg/m <sup>3</sup> )	86.0	88.1	104.0
Days > US Standard (65 µg/m <sup>3</sup> )	10	1	11
<b>PM<sub>10</sub> (24-hour)<sup>8</sup></b>			
Maximum Concentration (µg/m <sup>3</sup> )	102.0	132.0	92.0
Days > CA Standard (50 µg/m <sup>3</sup> )	19	16	10
Days > US Standard (150 µg/m <sup>3</sup> )	0	0	0

<sup>5</sup> Data derived from Madera County Madera Pump-Yard Monitoring Station.

<sup>6</sup> Data derived from Madera County Madera Pump-Yard Monitoring Station.

<sup>7</sup> Data derived from the San Joaquin Valley APCD Fresno-1st Street Monitoring Station.

<sup>8</sup> Data derived from the San Joaquin Valley APCD Fresno-Drummond Street Monitoring Station.

Pollutant/Standard	2005	2006	2007
CO (8-hour) <sup>9</sup>			
Maximum Concentration (ppm)	2.33	3.31	2.37
Days > CA Standard (9.0 ppm)	0	0	0
Days > US Standard (9.0 ppm)	0	0	0
CO (1-hour) <b>Data on this pollutant is not available</b>			
SO <sub>2</sub> (24-hour) <b>Data on this pollutant is not available</b>			
NO <sub>2</sub> (1-hour) <sup>10</sup>			
Maximum Concentration (ppm)	0.057	0.051	0.047
Days > CA Standard (0.25 ppm)	Data is not available		

Source: All monitoring data derived from California Air Resources Board website, <http://www.arb.ca.gov/adam/cgi-bin/db2www/adamtop4b.d2w/start> [Accessed November 6, 2008].

## CLIMATE CHANGE



Climate change has become an issue of increasing concern in California, the nation, and the world. Climate change is presently thought to be both naturally occurring and induced by increases in the amounts of carbon dioxide (CO<sub>2</sub>) and other greenhouse gases (GHGs) in the earth's atmosphere attributable to the burning of fossil fuels.

### GREENHOUSE GASES AND CLIMATE CHANGE: AN EMERGING ISSUE

Greenhouse gases (see the sidebar on the next page) have become the subject of increasing attention worldwide in recent years. Evidence has been steadily growing that human activities have helped speed and magnify changes in the global climate. The burn-

<sup>9</sup> Data derived from the San Joaquin Valley APCD Fresno-Drummond Street Monitoring Station.

<sup>10</sup> Data derived from Madera County Madera Pump-Yard Monitoring Station.

### Greenhouse Gases



Gases that trap heat in the atmosphere are known as “greenhouse gases.” Four types of gas are generally considered to be the cause of most climate change:

**Carbon Dioxide (CO<sub>2</sub>):** Carbon dioxide enters the atmosphere through the burning of fossil fuels (oil, natural gas, and coal), solid waste, trees and wood products, and also as a result of other chemical reactions (e.g., manufacture of cement).

**Methane (CH<sub>4</sub>):** Methane is emitted during the production and transport of coal, natural gas, and oil. Methane emissions also result from livestock and other agricultural practices and by the decay of organic waste in municipal solid waste landfills.

**Nitrous Oxide (N<sub>2</sub>O):** Nitrous oxide is emitted during agricultural and industrial activities, as well as during combustion of fossil fuels and solid waste.

**Fluorinated Gases:** Hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride are synthetic, powerful greenhouse gases that are emitted from a variety of industrial processes. These gases are typically emitted in smaller quantities, but because they are potent greenhouse gases, they are sometimes referred to as High Global Warming Potential gases (“High GWP gases”).

*Source: US Environmental Protection Agency*

ing of fossil fuels (mostly coal and oil) is the primary manmade cause of greenhouse gases, a fact that has led to calls for increased energy efficiency.

The City of Madera’s efforts to create a more compact and walkable community are a direct outgrowth of this concern about the potential impacts of human activity on the planet. Larger, statewide efforts to address this issue are described below.

### THE STATE OF CALIFORNIA RESPONDS TO GREENHOUSE GAS EMISSIONS

Since 2005, there have been a number of legislative changes that cover greenhouse gas impacts from land use planning decisions.

- Governor Schwarzenegger issued executive order **S-3-05** in June 2005, setting GHG emission targets for the state to meet, starting with a reduction to 2000 GHG emission levels by 2010 and concluding with a reduction to 80% below 1990 numbers by 2030. This order directed the California EPA, Business Transportation and Housing Agency, California Air Resources Board (CARB), the California Energy Commission and the Public Utilities Commission to work together to develop a Climate Action Plan and report back on progress on meeting the statewide targets.

- In 2006, Governor Schwarzenegger signed **AB 32**, which established the first set of limits on GHG emissions for the state of California and put into place the regulatory framework needed to reach those targets. AB 32 set the 1990 GHG emissions level as a target to be achieved by 2020. In order to meet this goal, CARB is required to develop greenhouse gas emissions reporting procedures and adopt rules and regulations for reducing emissions by January 1, 2011, enforceable by January 1, 2012.
- In 2008, Governor Schwarzenegger signed **SB 375**, which sets out planning concepts intended to reduce vehicle travel by promoting more compact development (ideas which are incorporated in this General Plan). A goal of SB 375 is to help curb greenhouse gas emissions.

Taken together, both S-3-05 and AB 32 set the emission targets that Madera will eventually be required to attain. While explicit thresholds and requirements have yet to be developed, various state agencies have begun to examine proposed land use plans and specific projects for their potential GHG impacts.

### **ADDRESSING CLIMATE CHANGE**

Two important steps in helping to reduce climate change impacts are the creation of an inventory of existing greenhouse gases and a plan to reduce these emissions.

#### **Step 1: Greenhouse Gas Inventory**

A Greenhouse Gas Inventory allows a city or community to understand the level of greenhouse gases they emit, where these emissions come from, and how they are projected to increase over time. To calculate the level of harmful pollutants a City or community emits within a given year, data on electricity use, natural gas consumption, waste production, and vehicle miles traveled is collected and converted into an equivalent of carbon dioxide. This

provides a baseline against which a city can track its progress on lowering greenhouse gas emissions. Additionally, by taking into account population and job growth rates, a City can predict what its GHG emissions will be in the future if nothing is done to reduce GHG production.

### Step 2: Climate Action Plan

A Climate Action Plan (CAP) is a guiding document to identify ways in which a city, county, or community can reduce greenhouse gas emissions and adapt to the inevitable effects of climate change. A common goal for a CAP is a 15% reduction below 2005 levels by 2020. A CAP outlines transportation, land use, energy use, and waste production measures to achieve its target and proposes a timeline for implementation. CAPs are becoming increasingly popular as a way to spread awareness of climate change, reduce an area's impact on the environment, and save money on energy bills. Additionally, when referenced in General Plans and environmental documents, CAPs signify a public agency's efforts to combat climate change.

The use of compact growth, increased non-vehicle travel, energy efficiency, and other policies in this General Plan will help to achieve reductions in greenhouse gas emissions in Madera.

## ENERGY AND ENERGY EFFICIENCY



In California, most of the energy used to power modern society comes from three sources: electricity, natural gas, and oil. To a lesser extent, energy is also derived from renewable sources (such as solar energy), nuclear, and other sources.

In the Planning Area, two of the three major sources—electricity and natural gas—area supplied by Pacific Gas and Electricity (PG&E).

The other major source of energy in Madera is oil, refined into gasoline and other fuels to power the cars and trucks used by residents and businesses.

Some homes in the Planning Area rely on propane, delivered by truck to individual tanks.

Although still a small part of the energy supply, solar power is gaining acceptance as a source of power in the Madera area. One group exploring this alternative energy source is farmers, who use solar electricity for water pumps and other uses.

As of 2008, PG&E was investigating the construction of a new transmission line south of Madera's current city limits to provide additional service capacity. To the extent that PG&E continues to consider new transmission facilities anywhere within the General Plan planning area, the City has indicated a preference that such facilities be located outside the City's growth boundary in order to minimize conflicts with planned urban land uses.

## GREEN BUILDING/LOW IMPACT DEVELOPMENT



*The solar roofs on these homes near Sacramento are an example of the growing interest in “green building” in the Central Valley.*

“**Green Building**” is broadly defined as the construction or rehabilitation of buildings and homes in a manner that conserves resources. Green building can include numerous elements affecting virtually every aspect of the development and construction process of a building.

### LEED: Measuring Green

One measure of “green” or “low impact” development is LEED: the “Leadership in Energy and Environmental Design Green Building Rating System,” developed by the Green Building Council. Under the LEED system, buildings and neighborhoods (both new and renovated) can be classified according to the level of green/low impact techniques used in their construction. The ratings range from “Certified” (the lowest level of certification) to Silver, Gold, and Platinum (the highest level of certification), based on points awarded in the following categories:

- Sustainable Sites
- Water Efficiency
- Energy and Atmosphere
- Materials and Resources
- Indoor Environmental Quality
- Innovation and Design Process

*Additional information on LEED certification is available from the U.S. Green Building Council. Their web site is located at <http://www.usgbc.org>*

Green building (see the text box, left) seeks to ensure that buildings are designed and operated as efficiently and appropriate for their surroundings as possible. Generally, it involves one or more of the following:

- Land planning and design techniques that preserve the natural environment and minimize disturbance of the land.
- Site development to reduce erosion, minimize paved surfaces and runoff and protect vegetation, especially trees.
- Water conservation indoors and outdoors.
- Energy efficiency in heating/cooling systems, appliances, lighting and the building envelope.
- Selection of materials based on recyclability, durability and the amount of energy used to create the material.
- Waste reduction, reuse and recycling during construction and throughout the life of the home.



Green building has a number of potential benefits:

- Reduced Material Consumption;
- Lower Energy Costs;
- Lower Water Bills;
- Low maintenance Due to Durability;
- Increased Home Value;
- Potential Lower Insurance Costs;
- Potential Tax Credits & Incentives.

Perhaps the most important aspect of green building is that it provides benefits even when it is used sparingly. Carefully selected and implemented, even modest measures can result in significant conservation of resources.

Green building can also be tailored to match local conditions, including those in Madera. Because climates, customs, availability of materials and preferences vary so much throughout the nation, green building measures that are essential in some areas may not be appropriate for others. Green building uses improvements from architects, construction management, engineering, planning, and other fields to create a more efficient, practical, and environmentally-friendly way to create and modify buildings.





*This decomposed granite path is a simple “low impact” design feature.*

“**Low Impact Development**” is an approach to land development that uses various land planning and design practices and technologies to simultaneously conserve and protect natural resource systems and reduce infrastructure costs.

The focus of Low Impact Development focuses on three key issues:

- Storm water management;
- Wastewater treatment; and
- Circulation and site design.

Examples of Low Impact Development include:

- Reducing impervious surfaces to decrease runoff and aid in ground-water recharge—replacing impervious pathways with pervious ones, reducing the size of driveways, and including on-site water filtration systems such as bioswales and infiltration trenches.
- Incorporating natural features—such as trees and water features—into site design.
- Designing compact, walkable developments.

Goals and policies related to Green Building and Low Impact Development are included in this Conservation Element. These issues are also addressed in the Land Use, Circulation/Infrastructure, and Community Design elements, which contain goals and policies related to compact development, walkability, and better site design.

## CONSERVATION GOALS

## WATER

**GOAL CON-1**

Manage water supplies as limited, valuable, and shared natural resources to meet the demands of all Maderans and ensure the ecological health of watersheds and natural systems.

**GOAL CON-2**

Sustainable water supplies that meet future demands through innovative reclamation, conservation, and education programs.

**GOAL CON-3**

Water use that corresponds to the scarcity of the resource and its value for the City.

**GOAL CON-4**

Water quality that is maintained and improved for the health of all City residents and visitors and for natural communities.

## SOILS AND AGRICULTURE

**GOAL CON-5**

Conservation and preservation of agricultural lands in the Planning Area.

**GOAL CON-6**

Continued viability of Madera's agricultural economy.

### BIOLOGY

#### GOAL CON-7

Protection of special-status plant and animal species, including their habitats, in compliance with all applicable state, federal, and other laws and regulations.

#### GOAL CON-8

A balance between the protection of special status plants and animals and the need to provide recreational opportunities and other needs.

#### GOAL CON-9

Natural areas which are available to the public to help build knowledge and appreciation of these resources.

#### GOAL CON-10

A revitalized Fresno River which serves as an amenity, a source of civic pride, and a catalyst for residential and commercial development.

### AIR/CLIMATE CHANGE/GREENHOUSE GASES

#### GOAL CON-11

Air quality that meets or exceeds all state and federal standards.

#### GOAL CON-12

Meet or exceed all current and future state-mandated targets for reducing emissions of greenhouse gases.

**GOAL CON-13****ENERGY**

Safe and reliable energy—including energy from renewable sources—to meet Madera’s needs and enable continued economic growth.

**GOAL CON-14****GREEN BUILDING**

Integration of green building practices in public and private sector planning, design, construction, management, renovation, operations, and demolition of buildings.

### CONSERVATION POLICIES

#### Policy CON-1►

#### WATER SUPPLY

The City will coordinate with local, regional, and state water suppliers and water resource managers to identify water management strategies and issues that ensure a clean and sustainable water supply.

#### Policy CON-2►

The City supports the consideration and implementation of a broad range of strategies to ensure the long-term sustainability of its water supply, including strategies related to conservation, reclamation, recharge, and diversification of supply.

#### Action Item CON 2.1

Consider a broad range of strategies to address the City's water supply needs as part of the preparation of the Urban Water Management Plan and other planning documents, including the feasibility of obtaining and treating surface water.

#### Policy CON-3►

The City supports natural groundwater recharge and new groundwater recharge opportunities through means such as:

- Developing a comprehensive groundwater recharge program to be applied in conjunction with new development.
- Increasing the area on developed sites into which rainwater can percolate.
- Providing areas where rainwater and other water can collect and percolate into the ground.

**Policy CON-4►**

- Providing for groundwater recharge in storm drainage facilities.
- The use of reclaimed water to recharge the groundwater table.

**Action Item Con 3.1**

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Prepare a groundwater recharge program which identifies specific recharge strategies and projects, and consider the establishment of a fee-based system for new development to implement these strategies to offset the water demand created by such development.

The City will coordinate water resource management planning with other conservation planning efforts, such as those related to open space, parkland, and agricultural preservation.

**WATER CONSERVATION****Policy CON-5►**

To reduce the need for groundwater, the City encourages water conservation and the use of reclaimed water.

**Action Item CON-5.1**

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Establish a baseline of per-capita water use and continue to monitor use.

**Action Item CON-5.2**

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Develop regulations and programs to encourage water conservation through means such as establishing tiered rate structures for water use, updating the appropriate City codes to provide performance standards for irrigation equipment and water fixtures, establishing water-friendly landscaping requirements and watering limitations, etc. Continue to monitor the effectiveness of these regulations and programs and refine them as needed.

### Policy CON-6►

### Policy CON-7►

#### Action Item CON-5.3

Develop a program to accelerate the City's water meter installation program to reach the goal of installation of meters for all customers before the current 2025 deadline.

#### Action Item CON-5.4

Work with wastewater system operators and other potential partners to identify and implement programs for reuse of treated wastewater, particularly in landscaping, irrigation, parks, and public facilities.

Where feasible, the installation of pipelines in new development to carry existing or future supplies of reclaimed water for irrigation and other uses shall be required.

#### Action Item CON-6.1

Consider adoption of standards and requirements for the installation of plumbing systems for recycled water (e.g., "purple pipe").

The City encourages the use of gray water systems, and other water re-use methods in new development and renovation projects as consistent with state and local water quality regulations.

#### Action Item CON-7.1

Establish criteria and standards to permit the safe and effective use of gray water (on-site water recycling) that do not compromise public health and safety, and revise existing city codes that may unnecessarily inhibit the use of gray water systems.

**Policy CON-8▶**

The City encourages Low Impact Development practices in all residential, commercial, office, and mixed-use discretionary projects and land division projects to reduce, treat, infiltrate, and manage runoff flows caused by storms, urban runoff, and impervious surfaces. Low impact development practices may include:

- Use of small scale stormwater controls such as bioretention, grass swales and channels, vegetated rooftops, rain barrels and cisterns.
- Reduction of impervious surfaces through site design and use of pervious paving materials.
- Retention of natural features such as trees and ponds on site.
- The use of drought tolerant plant materials and/or water-conserving irrigation systems.

**Policy CON-9▶**

The City will evaluate existing city maintained landscaping, and will, as feasible, install or replace vegetation with drought-tolerant, low-maintenance native species.

**Policy CON-10▶**

The City will evaluate existing landscaping and options to convert reflective and impervious surfaces to landscaping, and will, as feasible, install or replace vegetation with drought-tolerant, low-maintenance native species that can also provide shade and reduce heat-island effects.

**WATER QUALITY****Policy CON-11▶**

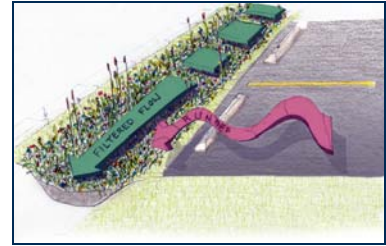
The City shall protect and maintain water quality for the health of all users, including natural plant and animal communities.



### Policy CON-12►

The City shall seek to minimize toxic runoff from such sources as homes, golf courses, and roadways. Examples of potential programs include:

- The use of “bioswales” and similar features (such as infiltration trenches, filter trips, and vegetated buffers) to trap contaminants;
- Installation of grease/oil separators to keep these contaminants out of storm runoff;
- Regular street sweeping programs to prevent the buildup of oil, grease, and other contaminants and keep them from being swept into creeks and rivers;
- Minimizing pesticide use and promoting the use of natural pest controls;
- Encouraging the installation of “gray water” systems;
- The development of new storm drain runoff retention ponds for sediment and pollutant removal based on the updated storm water master plan.



*Bioswales use plants to trap pollutants.*

### Action Item CON-12.1

Implement the City’s “Storm Water Quality Management Plan.”

**Policy CON-13►****Action Item CON-12.2**

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Update the “Storm Water Quality Management Plan” as needed to incorporate the measures included in Policy CON-12 and other new measures that become available.

**Policy CON-14►**

The City will endeavor to protect groundwater quality from pollution by point and non-point sources.

The relocation of natural stream courses is discouraged. Where flood protection is a necessity, the City supports leaving existing natural stream courses and adjoining land in a natural state and creating new storm drainage capacity in parallel above- or below-ground facilities.

*Note to the Reader: Please see the Community Design Element for policies and actions related to the City’s landscaping standards.*

**Policy CON-15►****PRESERVATION OF AGRICULTURAL SOILS**

The City will seek to protect land in the Planning Area which is designated for Agricultural and Resource Conservation, and will encourage the County of Madera to do the same. Measures the City will use (and encourage the County to use) include:

- Maintaining parcels large enough to sustain agricultural production (preferably a minimum of 20 acres);
- Preventing the premature conversion of agricultural uses; and
- Prohibiting uses that are incompatible with long term agricultural production.

### Policy CON-16►

#### **Action Item CON-15.1**

Implement the policies and actions in this General Plan to uphold Madera's Growth Boundary, including limiting the extension of urban services such as water and sewer beyond the Growth Boundary.

*Note: Please see the Land Use Element and the Circulation and Infrastructure Element for policies related to the Growth Boundary and infrastructure expansion.*

The City will facilitate and support agricultural conservation easements, farmland security zone contracts, and land conservation programs when used to preserve agricultural lands and resources.

#### **Action Item CON-16.1**

Pursue partnerships with private non-profit conservation organizations to preserve Madera's agricultural lands.

### Policy CON-17►

The City supports the protection of agricultural operations by requiring that buffers be established between urban residential areas and areas planned to remain in agricultural use. The buffers shall be designed to address the physical effects of agricultural practices on urban uses, such as chemical spraying, noise, etc.

### Policy CON-18►

The City recognizes that some agricultural soils in the city and the Planning Area are proposed for future urban development; in these cases, the following apply:

- Agricultural use should be allowed to continue as long as possible.
- The purchase of fee interest, easements, or other measures which would have the effect of permanently precluding the planned conversion to urban uses consistent with the Land Use Map of this General Plan should be avoided.

**Policy CON-19►****MADERA'S AGRICULTURAL ECONOMY**

The City encourages the growth of environmentally friendly agricultural business and industry in Madera.

**Policy CON-20►**

The City supports the marketing of local agricultural products to local residents, vendors and restaurants through year-round public farmers' markets and other direct farm-to-table sales.

**Policy CON-21►**

The City encourages organic and sustainable agricultural practices and crop diversification.

**Policy CON-22►**

The City encourages the expansion of the local agricultural processing industry, and will maintain sufficient industrially designated land to provide opportunities for expansion and new facilities.

**BIOLOGICAL RESOURCES****Policy CON-23►**

The City shall seek to conserve and improve native wildlife and plant habitat in cooperation with governmental agencies, private associations and individuals in Madera.

**Policy CON-24►**

Residential, commercial, industrial and recreational projects shall avoid impacts to native wildlife and plant habitat to the extent feasible.

**Action Item CON-24.1**

Restrict or modify proposed development in areas that contain wetlands, as defined by U.S. Army Corps of Engineers delineations, as necessary to ensure the continued health and survival of special-status species and sensitive areas. The preference will be to modify projects to avoid

### Policy CON-25►

impacts on sensitive resources, then to adequately mitigate impacts by providing on-site replacement, or (as a lowest priority) off-site replacement at a higher ratio.

The City encourages the preservation of habitat areas needed for the ongoing viability of native species, and habitat connectivity through the use of conservation easements or other methods.

### Policy CON-26►

To offset possible additional losses of native wildlife and plant habitat due to development projects, developers shall be responsible for mitigation. Such mitigation measures may include providing and permanently maintaining similar quality and quantity of replacement habitat, enhancing existing habitat areas or paying in-lieu funds to an approved wildlife habitat improvement and acquisition fund. Replacement habitat may occur either on site or at approved offsite locations, but preference shall be given to on-site replacement.

#### Action Item CON-26.1

The City shall require a biological resources evaluation for private and public development projects in areas identified to contain or possibly contain listed plant and/or wildlife species based upon the City's biological resource mapping provided in the General Plan EIR or other technical materials. This evaluation shall be conducted prior to the authorization of any ground disturbance.

#### Action Item CON-26.2

For those areas in which special-status species are found or likely to occur, the City shall require feasible mitigation of impacts to those species that ensure that the activity does not contribute to the decline of the affected species such that their decline would impact the viability of the species. Mitigation shall be determined by the City after the U.S. Fish and Wildlife Service (USFWS) and the California Department of Fish and Game (CDFG) are provided an opportunity to comment.

**Policy CON-27►**

The City supports the revitalization of the Fresno River as an amenity which can be enjoyed by both visitors and residents of Madera and serve as a source of civic pride, while continuing to provide for plant and wildlife habitat opportunities.

**Action Item CON-27.1**

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Develop a Master Plan for the Fresno River. The Master Plan should identify options for improving the riparian habitat quality to attract and support wildlife and provide a movement corridor for migrating wildlife, while allowing recreational uses and the development of areas next to the River.

**AIR QUALITY****Policy CON-28►**

Residential development projects and projects categorized as sensitive receptors shall be located an adequate distance from existing and potential sources of toxic emissions such as freeways, major arterials, industrial sites, and hazardous material locations. “Adequate distance” will be based on site-specific conditions, on the types and amounts of potential toxic emissions, and other factors.

**Policy CON-29►**

The City shall require new air pollution point sources (such as, but not limited to, industrial, manufacturing, and processing facilities) to be located an adequate distance from residential areas and other sensitive receptors. “Adequate distance” will be based on site-specific conditions, the type and location of sensitive receptors, on the types and amounts of potential toxic emissions, and other factors.

**Policy CON-30►**

The creation of dust during construction/demolition activities should be reduced to the extent feasible.

### Policy CON-31►

#### Action Item CON-30.1

Work with the San Joaquin Valley Air Pollution Control District to reduce particulate emissions from construction, grading, excavation, and demolition through standard and/or special conditions on these activities.

The City seeks to reduce the urban heat island effect in the City, which causes increased temperatures and increases in ground level ozone formation through methods such as:

- Increasing the amount of tree coverage in the city.
- Green roofs and rooftop gardens.
- The use of reflective treatments on roofs (such as those which qualify for the EPA/DOE's Energy Star rating).
- The use of cool pavements such as permeable and light colored and reflective pavements.



*A "green roof" uses plant cover to provide insulation and reduce the heat generated by a standard roof.*

#### Action Item CON-31.1

Develop and adopt a tree ordinance that protects existing trees in the public right of way and promotes the establishment of new tree resources in public areas, including the placement of trees in parkway strips to allow shading of streets. The tree ordinance could establish a City-approved tree-planting list and provide for the creation of a Master Tree Plan that would include an inventory of trees in public areas, including tree type, condition and size.

**Action Item CON-31.2**

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Update or amend the City's zoning and building codes, and provide training to the City's Community Development Department staff, to incorporate features which will have the effect of reducing exterior heat gain, such as:

- Allowances for the construction of green roofs;
- Standards for surface shading of paved areas;
- Standards for the use of paving materials with an enhanced solar reflective index (SRI);
- Standards that provide for pervious pavement options.

*Note to the Reader: Please see also the Community Design Element of this General Plan for additional policies in support of improved landscaping requirements for residential and commercial projects.*

**Policy CON-32►**

Where feasible, the City's vehicle fleet should include clean fuel, hybrid, electric, or other fuel-efficient vehicles, so long as their utility, durability, and cost meets the City's needs.

**Action Item CON-32.1**

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Update the City's procurement policies to include criteria for vehicle purchases that implement this policy.

**Policy CON-33►**

The City shall encourage the development of fueling stations that distribute alternative fuels (such as methanol, ethanol, compressed natural gas, bio-diesel) to support alternative fuel vehicles.



### Policy CON-34►

#### Action Item CON-33.1

Update the City's Building and Zoning codes as needed to provide for fueling stations for alternative fuels as defined in Policy CON-33.

#### Action Item CON-33.2

Consider the adoption of an incentive program for fueling stations for alternative fuels as defined in Policy CON-33.

The City shall consider air quality when making changes to planned land uses and transportation systems.

*Note to the Reader: Please see also the General Plan Environmental Impact Report for additional information related to the following: (1) a report describing local air quality conditions, attainment status, and state and federal air quality and transportation plans, and (2) a summary of local, district, state and federal policies, programs, and regulations to improve air quality.*

### GREENHOUSE GAS EMISSIONS AND CLIMATE CHANGE

### Policy CON-35►

The City shall implement and enforce State and Regional regulations pertaining to greenhouse gas emissions and climate change.

### Policy CON-36►

The City supports local, regional, and statewide efforts to reduce the emission of greenhouse gases linked to climate change.

#### Action Item CON-36.1

Within six months of the adoption of this General Plan if possible (but not later than one year after adoption of the General Plan), the City will complete a detailed Greenhouse Gas Inventory including emissions generated from municipal operations, as well as emissions generated by all sectors within the community, using methods approved by, or consis-

tent with guidance from, the ARB. The City shall establish a baseline inventory of emissions for community wide sources for the year 2007.

#### **Action Item CON-36.2**

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Within six months of the completion of the Greenhouse Gas Inventory if possible (but not later than one year after completion of the Inventory), the City will, in collaboration with stakeholders and the community, prepare a Climate Action Plan (CAP) that incorporates and/or addresses the following criteria:

- The CAP will identify goals for reducing manmade greenhouse gas (GHG) emissions from the community, municipal and business activities.
- The CAP will establish resiliency and adaptation programs to prepare for potential impacts of climate change, and provide a phased implementation plan to achieve these goals.
- The CAP will establish a greenhouse gas emissions reduction target of 15% percent below 2007 levels by 2020, consistent with California Assembly Bill 32, the Global Warming Solutions Act of 2006 (AB32) and the guidance provided in the associated California Air Resources Board Climate Change Scoping Plan approved in December 2008.
- The CAP will also outline a strategy to achieve 1990 GHG levels by 2020 and an 80% reduction from 1990 GHG levels by 2050 in accordance with California State Executive Order S-3-05.

#### **Policy CON-37►**

The City shall collaborate and coordinate with regional organizations and local jurisdictions within the City to reduce greenhouse gas emissions.

### Policy CON-38►

The City shall partner with local agencies and organizations to coordinate outreach and education regarding the effects of greenhouse gas emissions and climate change.

### Policy CON-39►

The City supports the goals of recently adopted Senate Bill 375 and will review this General Plan for consistency with the Sustainable Community Strategy (SCS) to be adopted by the Madera County Transportation Commission. The City will consider amendments to the General Plan as it deems appropriate to implement the SCS.

### Policy CON-40►

#### ENERGY

All public and private development—including homes, commercial, and industrial—should be designed to be energy-efficient.

#### **Action Item CON-40.1**

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Work with the local energy providers and developers on voluntary incentive based programs to encourage the use of energy efficient designs and equipment.

#### **Action Item CON-40.2**

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Promote enhanced energy conservation standards for new construction through informational handouts, outreach to the construction industry, or other methods.

#### **Action Item CON-40.3**

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City buildings and facilities will be operated in the most energy-efficient manner without endangering public health and safety and without reducing public safety or service levels.

**Policy CON-41►****Action Item CON-40.4**

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To the extent practical, integrate appropriate renewable energy and clean generation technologies into existing City facilities, such as solar, wind, biofuel, cogeneration, and fuel cells to power City facilities.

The City will allow renewable energy projects in areas zoned for open space, where significant environmental impacts can be avoided or mitigated to the greatest extent feasible, where consistent with all of the elements of this General Plan, and other uses and values.

**Action Item CON-41.1**

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Update the City's Building and Zoning codes as needed to establish standards (such as, but not limited to, height and size) for renewable energy projects.

**Policy CON-42►**

The City will promote and encourage co-generation projects for commercial, industrial, and municipal facilities, provided they meet all applicable air quality standards and provide a net reduction in GHG emissions associated with energy production.

**Policy CON-43►**

The City will install renewable energy systems at its facilities where feasible, including solar collection systems at municipal properties and waste-to-energy (methane recovery) systems at the waste water treatment plant.

### Policy CON-44►

#### GREEN BUILDING

The City supports the use of green building practices in the planning, design, construction, management, renovation, operations, and demolition of all private buildings and projects, including:

- Land planning and design techniques that preserve the natural environment and minimize disturbance of the land.
- Site development to reduce erosion, minimize paved surfaces and runoff and protect vegetation, especially trees.
- Water conservation indoors and outdoors.
- Energy efficiency in heating/cooling systems, appliances, lighting and the building envelope.
- Selection of materials based on recyclability, durability and the amount of energy used to create the material.
- Waste reduction, reuse and recycling during construction and throughout the life of the project.
- Other new aspects of green design and construction included in LEED or other certification programs.
- Control nighttime lighting to lower energy use, reduce glare, and prevent illumination of the night sky.

**Policy CON-45►****Action Item CON-44.1**

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Develop a voluntary, market-driven Green Building Program that includes performance standards, guidelines, review criteria, incentives, and implementation schedules for private sector development, with criteria tailored to project types (i.e., residential, commercial, retail), size, and location.

**Action Item CON-44.2**

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Identify, evaluate, and provide incentives to encourage projects that incorporate green building practices and site design, including the potential for certification through the City's Building Department.

**Action Item CON-44.3**

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Facilitate the professional development and education of City staff to learn about green building practices and to have the tools to evaluate development proposals.

**Action Item CON-44.4**

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Offer information, technical assistance, and training to promote green building to property owners, building, design, and planning professionals, school districts, and special districts.

The City supports the use of green building practices in the planning, design, construction, management, renovation, operations, and demolition of facilities constructed, owned, managed, or financed by the City. All new building projects (projects intended for human occupancy) involving the use of local public funds should incorporate green building practices. Except as dictated by unique circumstances associated with a given project, the typical standard for green building will be the equivalent of the "LEED Silver Standard."

### Policy CON-46►

#### **Action Item CON-45.1**

Evaluate and update the City's procurement processes to provide incentives to bidders who propose the use of green building practices in the construction of City buildings and facilities.

#### **Action Item CON-45.2**

Require that any building constructed in whole or in part with local, public funding incorporate passive solar design features, such as daylighting and passive solar heating, where feasible.

The City will identify and remove regulatory or procedural barriers to implementing green building practices within its jurisdiction, such as updating codes, guidelines, and zoning, and will ensure that all plan review and building inspection staff are trained in green building materials, practices, and techniques.

*Please see the Circulation/Infrastructure Element for additional policies and actions related to recycling and reducing the amount of waste sent to local landfills.*





# HEALTH AND SAFETY ELEMENT

## CHAPTER 6





## CHAPTER 6: HEALTH AND SAFETY ELEMENT

### A HEALTHY COMMUNITY

Fostering a healthy and safe Madera was a major outcome of Vision 2025, and is a major goal of this General Plan. Vision 2025 says of health,

*“In the year 2025, Madera has a safe and healthy environment for all its residents. Madera's state-of-the-art medical facilities and clinics serve all ages and cultures, promoting community and personal wellness. Madera's seniors and individuals with disabilities lead independent lives with the support of excellent local services. Madera is recognized for its highly effective prevention programs for teen pregnancy, gangs, drugs and domestic violence.”*

*“Maderans are healthy and fit. Safe, well-maintained parks and recreational centers are conveniently located throughout the community, and are accessible.”*

This General Plan addresses health in many ways, including:

- Creating more walkable, bicycle-friendly neighborhoods and commercial areas;
- Addressing safety hazards;
- Working with school districts to help them provide educational opportunities for all residents;
- Increasing opportunities for employment.



This Element of the General Plan contains goals and policies directly related to health and safety. This Element also directs the reader to other parts of this General Plan where these important issues are addressed—please see the “Note to the Reader” references in the Goal and Policy sections.

The following pages highlight the major health and safety issues in Madera. Goals and policies follow these discussions.

## **HEALTH AND HEALTH SERVICES**

Madera is fortunate to have a number of local health resources. While the City of Madera itself does not provide health services, residents have access to services and facilities from these major sources:

### **MADERA COUNTY PUBLIC HEALTH DEPARTMENT**

The Madera County Public Health Department protects and promotes the health of the community by means of preventive medical, sanitation, and educational services. The Health Department (whose Madera office is shown

in the photo above) is also responsible for enforcing state and local health laws.<sup>1</sup>

Programs operated by the Public Health Department include:

- Communicable Disease Control;
- Child Health;
- California Children Services;
- Family Health;
- Child and adult physical assessments;
- Public health laboratory analysis;
- Vital statistics;
- Institutional medical and nursing services;
- Public hearing and occupational medical advisory services;
- Health Education;
- Family Planning; and
- Medical care of inmates at the Adult Correctional Facility and Juvenile Hall.

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<sup>1</sup> Source for this information is the Madera County Public Health Department's web site.



The department also administers a senior citizens health program, a school children's dental program, and the Child Health and Disability Program. The Public Health Department's Madera office is located on Road 28.

### **MADERA COMMUNITY HOSPITAL**

Madera Community Hospital, located on Almond Avenue, is a full-service hospital operated by a not-for-profit corporation. Services offered at the hospital's Madera facility (shown at left) include:

- Acute inpatient hospitalization;
- Emergency;
- Surgery;
- Laboratory;
- Radiology;
- Obstetrics; and
- Labor/delivery.

The Madera Community Hospital also operates Rural Health Clinics in Madera and Chowchilla, a variety of Outpatient services in Madera, and a Home Health Agency (also based in Madera). Madera Community Hospital is fully accredited by the Healthcare Facilities Accreditation Program (HFAP). The hospital is also accredited by the Clinical Laboratory Improvement Act (CLIA) program.

### CHILDREN'S HOSPITAL CENTRAL CALIFORNIA

The Children's Hospital Central California is a not-for-profit, state-of-the-art children's hospital on a 50-acre campus near Madera (southeast of the Planning Area) with a medical staff of more than 450 physicians. The hospital is the second largest children's hospital in the state. The 338-bed facility is one of the 10 largest hospitals of its type in the nation. It provides high quality, comprehensive health care services to children, regardless of their ability to pay.

### GEOLOGIC HAZARDS



*The San Andreas fault (above) is one of several that could cause earthquakes affecting Madera.*

Five major active and potentially active faults are close to the Planning Area: the San Andreas, San Joaquin, Ortigalita, Owens Valley, and Melones faults. Of these, the San Andreas and the Owens Valley faults are expected to be the sources of future major earthquakes.

As shown in **Figure HS-1**, no active earthquake faults are located in the Planning Area—the closest active faults are 50 or more miles distant. The lack of faults in the Planning Area means that the potential for buildings to be damaged if they are placed atop a fault does not exist. Madera is also not subject to liquefaction, a common earthquake-related hazard.<sup>2</sup>

No earthquakes of magnitude 5.5 or greater have ever been recorded in the Madera area, nor have there been reports of damage in the area from earthquakes of such magnitude outside the city in Madera County. The most recent notable earthquake affecting Madera occurred on May 30, 2003, with a magnitude of 3.1 and an epicenter located approximately 6 miles west-northwest of Madera.

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<sup>2</sup> When liquefaction happens, the ground becomes liquid, causing buildings to settle or collapse. Liquefaction happens during earthquakes in some areas where the soil is saturated with water.

According to the California Department of Conservation, Madera is in an area in which there is a 10 percent chance in the next 50 years for an earthquake that would result in “strong” groundshaking (as felt by people) and “light” damage to structures. (By comparison, portions of Los Angeles, an area of much higher seismic risk, are expected to experience “violent” groundshaking and “heavy” damage sometime within the next 50 years.)

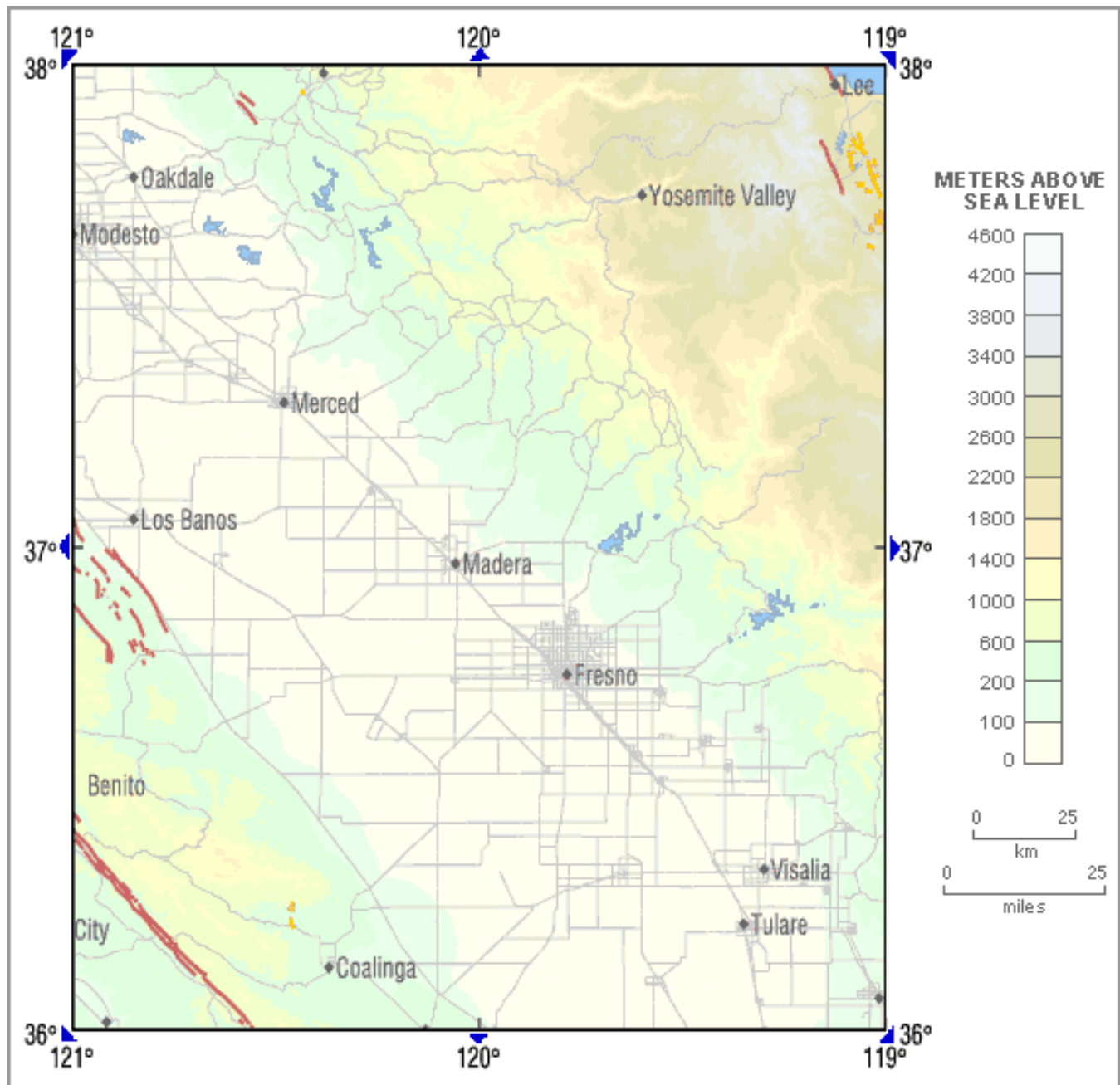
Subsidence—the settling of soils that can result when underground water, oil, or gas is extracted—is not a problem in Madera County.<sup>3</sup>

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<sup>3</sup> Source: Madera County General Plan.



**FIGURE HS-1: ACTIVE EARTHQUAKE FAULTS NEAR MADERA**



On this map, active faults are shown as red lines. Source: US Geological Survey, Earthquake Hazards Program



*This image was taken from the cab of a Burlington Northern train seconds before it collided with another train just north of Madera on June 14, 2006. Train workers jumped to safety before the collision.*

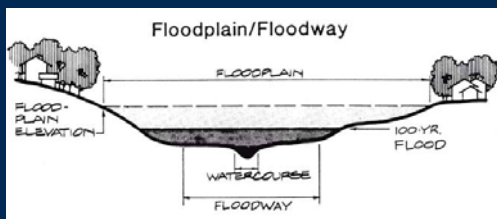
## RELEASE AND TRANSPORT OF HAZARDOUS MATERIALS

A number of uses throughout Madera—from dry cleaners to filling stations to industrial users—maintain stocks of hazardous substances on site, which may have the potential for the accidental release of hazardous material.

In addition to fixed uses, a major freeway, and two active rail lines traverse the Planning Area. Vehicles and rail cars carrying hazardous materials use these routes, and therefore bring the risk of an accident involving hazardous substances to large areas of Madera, including the downtown.

In a well-known 2006 train accident just north of Madera, two Burlington Northern Santa Fe trains collided (photo above). The trains were carrying flammable pentane and other fuels, but there were no spills. One train worker was seriously injured; four others escaped without serious injuries.

### Flood Terminology:



A “floodplain,” generally speaking, is an area of land over which floodwaters spread out. A “floodway” is a more defined area in which floodwaters are actively flowing. A “100-year” flood is a measure of a storm’s severity—there is a 1-in-100 chance of a “100-year” flood every year. A “flood zone” (as shown in **Figure HS-1**) shows the area defined by the federal Emergency Management Administration (FEMA) as being subject to flooding.

## SAFETY: FLOODING AND DAM INUNDATION

### FLOODING

In the past, flooding in Madera was a relatively frequent event. Floods struck Madera in 1938, 1943, 1945, 1950, 1952, 1955, 1956, 1958, 1962, 1963, and 1969.

The era of flooding in Madera ended with the construction of the Hidden Dam on the Fresno River upstream of the city. Since the construction of the dam in 1976, no floods have occurred in the Planning Area.

However, flood maps prepared for the Madera area continue to show a potential for flooding along a narrow 100-year floodplain along the Fresno River through Madera. Areas in Madera subject to flooding based on the most recent (September 2008) FEMA mapping are shown in **Figure HS-2**.

FEMA's flood maps also show zones that could be affected by 100-year flooding along Cottonwood Creek in the southern portion of the Planning Area, and along Schmidt and Dry creeks in the northwestern and western portions.

*Note to the Reader: Although recent changes in state law require cities to identify areas subject to "200-year" flooding, FEMA has not yet (as of 2008) mapped these areas for Madera. These areas will be more extensive than the 100-year flood zones shown in **Figure HS-2**.*

## FLOOD CONTROL

Regional flood control (or "storm drainage") facilities in the Planning Area are provided by the Madera County Flood Control & Water Conservation Agency.

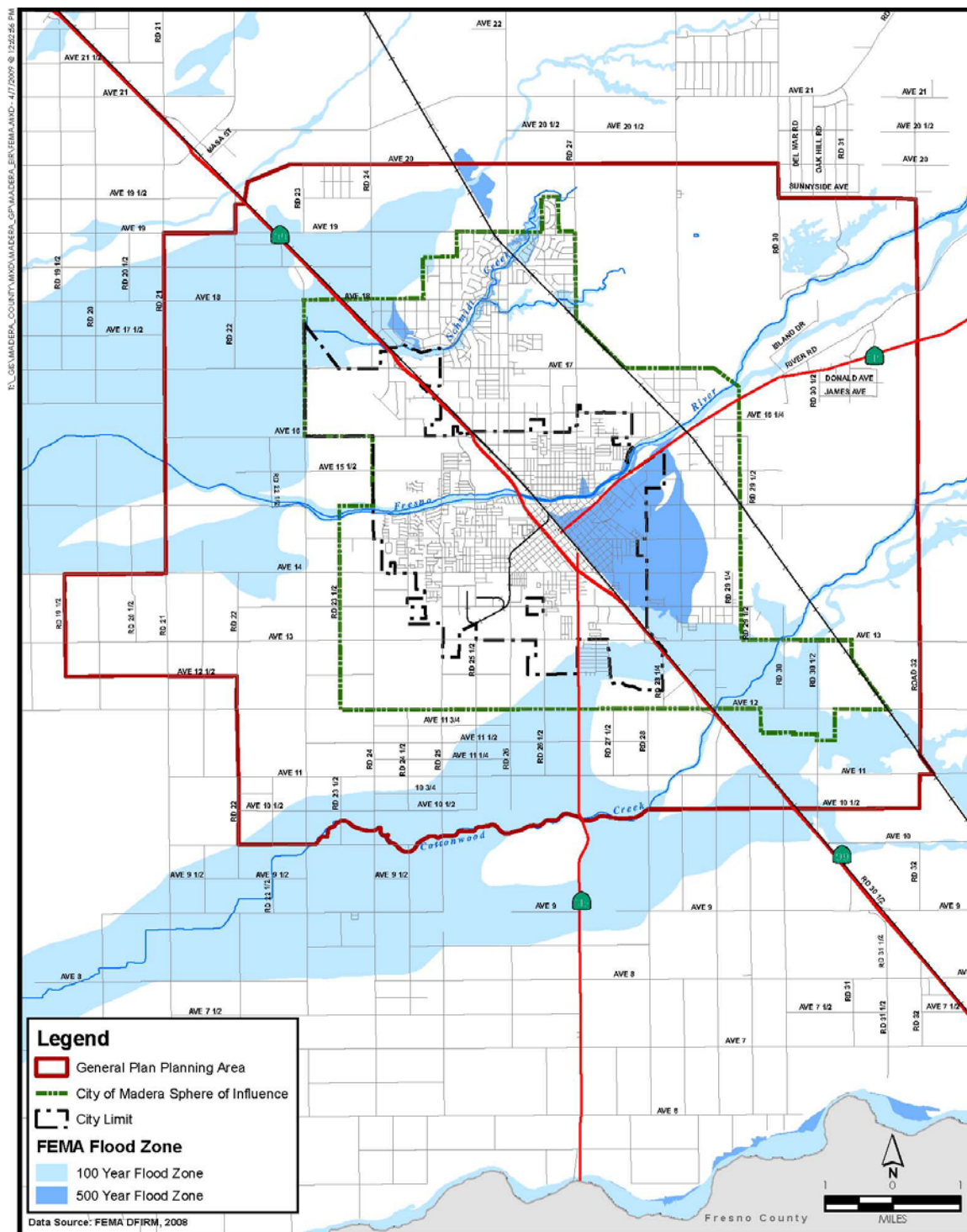
The City of Madera does not build or maintain regional storm drainage facilities, but does regulate the construction of City storm drainage basins and on-site storm drainage retention basins, as provided for in the City's Storm Drainage Master Plan.

While it is not a flood control agency, the canals of the Madera Irrigation District are used to carry storm water under the terms of an agreement with the City of Madera.

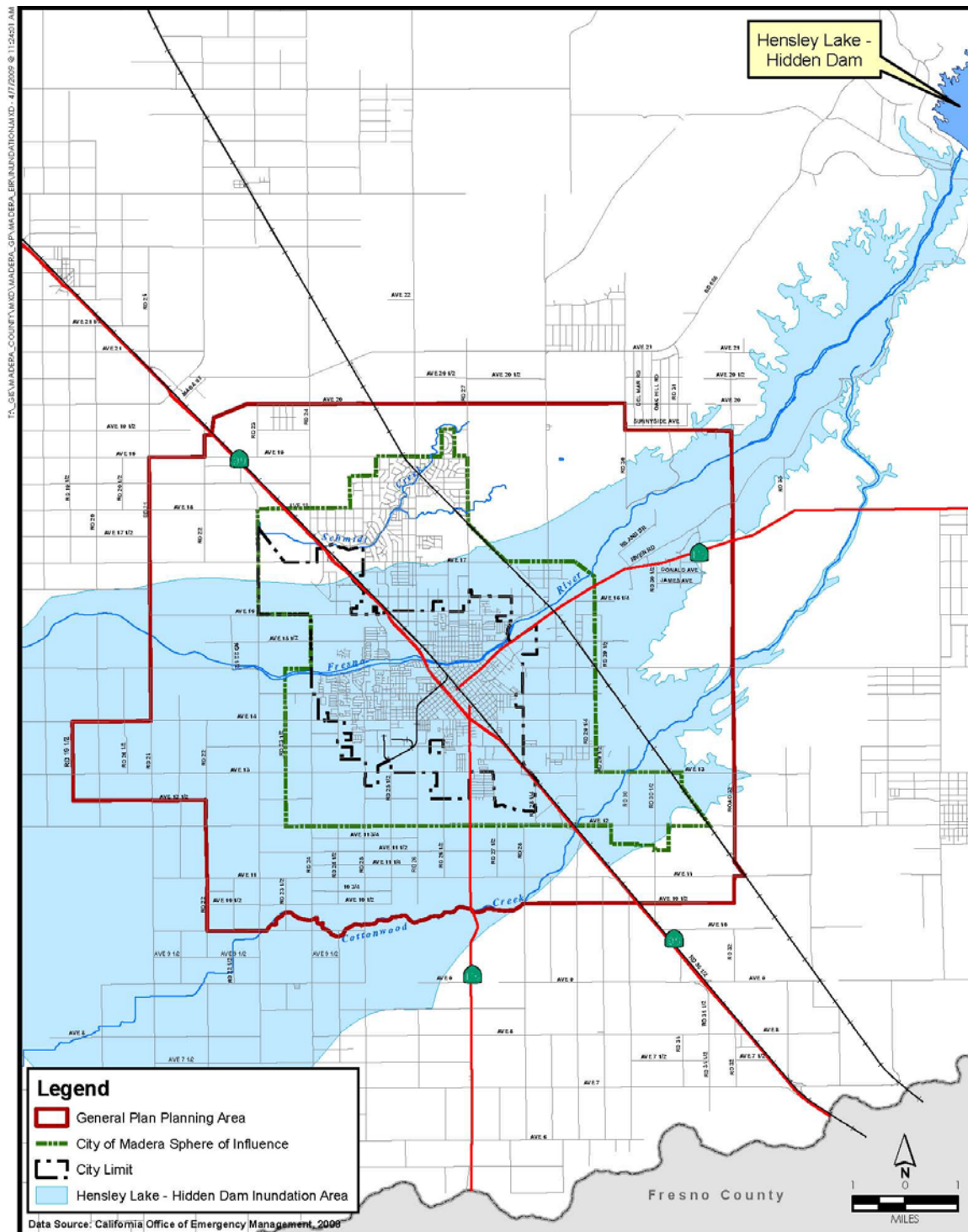
## DAM INUNDATION

Madera's location downstream of Hidden Dam also raises the potential for flooding in the highly unlikely event of a failure of the dam. A map of the area that would be flooded by a breach of the dam is shown in **Figure HS-3**.

FIGURE HS-2: FEMA FLOOD ZONES



**FIGURE HS-3: HIDDEN DAM/HENSLEY LAKE INUNDATION AREA**







*Operation Lifesaver is a nationwide nonprofit organization that seeks to reduce collisions, injuries and fatalities at America's highway-rail grade crossings and on the railroad rights-of-way.*

## SAFETY: RAILROAD CROSSINGS

Two railroad lines pass through Madera, and a number of major streets in Madera have at-grade railroad crossings. Both the rail lines themselves and the crossings create the possibility for accidents, which generally occur when pedestrians or cars cross or are trapped on the rail lines when a train is coming or when pedestrians walk inappropriately across the rail lines.

In the most recent year for which statistics are available (2007), there were 161 accidents in California in which cars were struck by trains. Also in 2007, 82 persons were killed when they were struck by trains while walking on or across tracks.<sup>4</sup>

According to records kept by the Federal Railroad Administration, there have been six accidents involving trains and other vehicles in Madera<sup>5</sup> in the past 15 years (1993-2008). These accidents resulted in one fatality.

## SAFETY: AIRPORTS

Like all airports, Madera Airport, in the northwest portion of the Planning Area, has the potential to be the site of accidents involving aircraft.

Records compiled by the National Transportation Safety Board (NTSB) list 23 mostly minor accidents at Madera Airport since 1989; only one of these resulted in a fatality.

<sup>4</sup> Source: Operation Lifesaver, at [www.oli.org](http://www.oli.org)

<sup>5</sup> Other accidents have occurred on the rail lines that pass through Madera, but their locations are outside of the Planning Area.

To reduce the risk of injuries on the ground, safety zones have been adopted for Madera Airport. These zones are also shown in **Figure HS-4**. (These zones have also been overlaid on the Land Use Map of this General Plan to highlight their importance in making land use planning decisions.)

A summary of key features of the zones shown on the map is provided below. More detailed information can be found in the Airport Land Use Compatibility Plan:

- A: Runway Protection Zone High risk, high noise levels. No structures.
- B1: Approach/Departure Zone Substantial risk and noise. Agriculture, warehousing, and single-story offices are acceptable. No residential subdivisions. No schools, libraries, hospitals, or noise-sensitive uses.
- B2: Extended Approach/Departure Zone Significant risk and noise. Agriculture, warehousing, and single-story offices are acceptable. No residential subdivisions. No schools, libraries, hospitals, or noise-sensitive uses.
- C: Common Traffic Pattern Limited risk. Frequent noise intrusion. Acceptable uses include parks, playgrounds, low-intensity retail and offices, low-intensity manufacturing, and motels. No schools, hospitals, nursing homes, or hazards to flight.
- D: Other Airport Environs Negligible risk. Potential for annoyance from aircraft overhead. All uses acceptable except those that would create a hazard to flight.

Map of Airport Land Use Compatibility Zones in Madera, CA. The map displays various zones (A, B1, B2, C, D) and major roads (99, Ave 18 1/2, Ave 17, Ave 14, Rd 28, Williams Ave, W Roberts Ave, W Cleveland Ave, Kennedy St, Rd 23). A location map inset shows the area's position within Madera. A legend and scale bar are included.

**Legend:**

- Madera City Limit
- City of Madera Sphere of Influence
- General Plan Planning Area
- Airport Land Use Compatibility Zones**
  - A
  - B1
  - B2
  - C
  - D

**Scale:** 0 to 1,800 Feet

**Data Source:** Land Use Compatibility Plan, 1993



### SAFETY: FIRE PROTECTION

The Madera City Fire Department is administered by the California Department of Forestry and Fire Protection (CDF) pursuant to a cooperative fire protection agreement. Policy direction remains with the Madera City Council and all permanent Fire Department staff are CDF employees.

Services offered by the Fire Department include:<sup>6</sup>



- Fire prevention and suppression;
- Emergency medical assistance;<sup>7</sup>
- Rescue;
- public assistance;
- Fire menace standby;
- Safety inspections; and
- Review of building plans for compliance with applicable codes and ordinances.

The two City fire stations, located at 317 North Lake and 200 South Schnoor, are staffed 24 hours a day. The Fire Department staffs two fire engines and one mini-pumper. One of the engines features a 50' tele-squirt aerial ladder.

In addition to these stations, two County of Madera stations serve portions of the Planning Area under the unified command and control agreement it entered into with the City. Station #1 is on Road 28 and Station #3 is on

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<sup>6</sup> Source for this and other information on the Police and Fire departments is the City's web site, at [www.cityofmadera.org](http://www.cityofmadera.org)

<sup>7</sup> The Fire Department provides initial, non-paramedic medical assistance only

Avenue 18 1/2 (off of Road 26.) Both stations are one-person, one-engine stations, but also have non-guaranteed volunteer companies.

The level of fire protection in Madera is currently (2008) rated “4” by the Insurance Services Organization, which rates cities and counties on their fire protection services. (The ISO rating is on a scale of 1 to 10, with 1 being best.)

In 2008, a Fire Department Planning Study was prepared for the County of Madera. The study included:

- A Standard of Response Cover planning analysis (fire station and crew deployment) to examine the levels of fire department service by occupancy type and land use classification;
- Fire station and staffing infrastructure “triggers”;
- An analysis of fire protection/prevention systems, including the water supply and urban-wildland interface fire prevention strategies; and
- Finance options for changes to the Madera County Fire Department.<sup>8</sup>

Although the study, including its findings and recommendations, has not been formally adopted, it provides information which may be utilized in long-range fire master planning for the County of Madera, including in and around the City of Madera.

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<sup>8</sup> Source: “Fire Department Planning Study for Madera County, CA,” Citygate Associates, Inc., for the County of Madera, September 17, 2008



### SAFETY: POLICE PROTECTION

Police services are provided by the Madera Police Department. The current (2008) staffing ratio is 1.14 sworn officers per 1,000 residents. The department receives some 40,000 calls for service each year.

The Police Department has two divisions—Administrative Services and Operations—that provide a wide variety of law enforcement services, ranging from investigations to traffic patrols to school liaison.

### SAFETY: CODE ENFORCEMENT



*Madera's Code Enforcement officers helped remove 1,000 abandoned vehicles from the city in 2007.*

Code Enforcement—ensuring that homes and businesses are built and operated consistent with laws and regulations intended to protect health and safety—is an important City function. Code Enforcement in Madera is the responsibility of the City Neighborhood Revitalization Department.

Code Enforcement's responsibilities include:

- Enforce all the municipal codes;
- Bring infractions and misdemeanors into compliance;
- Enforcing regulations of the California Integrated Waste Management Board;
- Enforce Graffiti removal and graffiti abatement. Code Enforcement in 2007 removed about 24,000 incidents of graffiti.

Madera Code Enforcement is part of the multi-jurisdictional abandoned vehicle service authority made up of the County of Madera, City of Chowchilla and City of Madera. Approximately 1000 abandoned vehicles were removed in Madera in 2007.

### HEALTH AND SAFETY GOALS

The following are the Health and Safety goals of the City of Madera.

#### **GOAL HS-1**

A safe and healthy environment for all Maderans that includes: clean air and water; adequate levels of police and fire protection; safe housing; and safe places to work and play.

#### **GOAL HS-2**

A healthy and fit population with access to health care, healthful food, and places to be active and exercise.

#### **GOAL HS-3**

Working with other agencies to protect residents and businesses from hazards caused by flooding.

#### **GOAL HS-4**

Working with other agencies to protect and manage natural drainage ways, floodplains and flood retention basins, to maintain flood carrying capacity in harmony with environmental, recreational and open space objectives.

Policies related to these goals are provided on the following pages.

## HEALTH AND SAFETY POLICIES

## HEALTH

*Note to the Reader: The Circulation Element of this General Plan contains a number of policies and actions related to **walkability**, which the City recognizes is a key part of creating a healthy community. Please see the Circulation Element for detailed information on this topic.*

## Policy HS-1 ►

The City will provide access to open space areas for all members of the community.

**Action Item HS-1.1**

Involve the adjacent community in the planning of park and open space areas to instill sense of ownership and to have area address community needs.

*Note to the Reader: Please see the Parks and Recreation Element of this General Plan for policies related to **Community Gardens**, which can be an important part of the City's efforts to provide both open space and encourage healthy food choices.*

*Note to the Reader: **Safe and affordable housing** is of paramount importance to community health. Please see the Housing Element for a comprehensive set of goals, policies, and programs related to providing safe and affordable housing in Madera.*

## Policy HS-2 ►

The City will encourage Madera's schools to promote community health and well-being.

**Policy HS-3►****Action Item HS-2.1**

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Encourage schools to incorporate active living education in their curricula, such as health education and bicycle safety and skills programs.

*Note to the Reader: Please see the Sustainability Element for policies related to schools and education, including **joint use of schools** to increase parkland available to Madera residents.*

The City should promote access to healthy, nutritious foods, particularly for segments of the community identified as having little access to such foods.

**Action Item HS-3.1**

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Encourage the location of grocery stores in underserved areas, preferably within walking distance of surrounding residential areas.

*Please see the Land Use Element for additional policies related to “Neighborhood Centers” and “Village Centers” located close to residential areas.*

**Action Item HS-3.2**

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Encourage community gardens and farmer’s markets in locations near residential areas with little access to fresh produce.

**Policy HS-4►**

The City should promote greater public awareness of issues related to health and community well-being through the City’s newsletter and other City-sponsored programs.

**Policy HS-5►**

The City will continually endeavor to improve access in the community for people with disabilities.

**Policy HS-6►****Action Item HS-5.1**

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Ensure that all City-owned and City-operated buildings are in compliance with requirements of the Americans with Disabilities Act.

**Action Item HS-5.2**

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Continue to implement the City's program to make public sidewalks accessible for persons with disabilities.

*Please see the Housing Element of this General Plan for detailed policies and programs related to providing housing which is accessible to disabled persons.*

The City will work with the Madera County Public Health Department, the Madera County Environmental Health Department, Madera County Behavioral Health Services, and the Community Action Partnership of Madera County in their efforts to promote and facilitate their respective programs and services.

**SAFETY: SEISMIC HAZARDS****Policy HS-7►**

The City supports efforts by federal, state, and other local organizations to investigate local seismic and geological hazards and support those programs that effectively mitigate these hazards.

**Policy HS-8►**

The City shall seek to ensure that new structures are protected from damage caused by earthquakes, geologic conditions, or soil conditions.



**Action Item HS-8.1**

Adopt an All Hazards (natural and manmade) Disaster Plan. The Plan should be sufficiently broad in scope to include the designation of evacuation routes, staging areas, shelters, PODs (points of distribution), and protocols for coordinating all local government and volunteer agencies in assisting local residents in the event of a major earthquake, large-scale fire or explosion, or hazardous chemical spill or release of hazardous airborne gas.

**SAFETY: RELEASE AND TRANSPORT OF HAZARDOUS MATERIALS****Policy HS-9►**

The City of Madera will work with responsible agencies to identify and prevent potential hazardous waste releases.

**Policy HS-10►**

The City will regulate the storage of hazardous and waste materials consistent with state and federal law. The City shall not permit above ground tanks without considering the potential hazards that would result from the release of stored liquids caused by possible rupture or collapse, and may request applicants to have an emergency response plan.

**Policy HS-11►**

The City will work with responsible agencies to ensure that all industrial facilities are constructed and operated in accordance with the most current safety and environmental protection standards.

**Policy HS-12►**

The City will consider the potential impacts of facilities which propose to store and/or process significant quantities of hazardous or toxic materials on the public and nearby properties. The City shall require such projects to prepare a site specific hazard and threat assessment when determined necessary by the City's emergency services department(s) or appropriate consulting agencies. The hazard and threat assessment shall consider the likelihood of reasonably foreseeable events and their potential to create physical effects at off-site locations resulting in death, significant injury, or significant property damage.

**Policy HS-13►**

For the purpose of implementing Policy HS-12, the City considers an event to be "reasonably foreseeable" when the probability of the event occurring is greater than of one in one million ( $1 * 10^{-6}$ ) per year.

**Policy HS-14►**

Industries which store and process significant quantities of hazardous or toxic materials shall provide a buffer zone between the installation that houses such substances and the property boundaries of the facility sufficient to protect the public in the event of the release or leak of the materials.

**Policy HS-15►**

The City will coordinate with the California Highway Patrol, the Madera County Department of Environmental Health Services, the Madera County Sheriff's Department, and all other appropriate local, state and federal agencies in hazardous materials route planning, notifications, and incident response to ensure appropriate first response to hazardous material incidents.

**Policy HS-16►**

The City will work with other responsible agencies on efforts to clean up or contain identified soil or water contamination identified in the city limits. This policy will extend to the former Oberti salt ponds and other related facilities at such time as they are annexed to the city.

### **Policy HS-17►**

The City shall seek to avoid and minimize exposure of sensitive land uses to potentially hazardous emissions along truck routes and rail lines which may be used by surface vehicles and rail cars carrying hazardous or toxic substances. These truck routes include Avenue 12 and Highways 99 and 145. Rail corridors include the two primary lines running north-south through Madera, as well as the spur line which serves the industrial area in the southwest portion of the City.

### **Policy HS-18►**

The City shall require written confirmation from applicable local, regional, state, and federal agencies that known contaminated sites have been deemed remediated to a level appropriate for land uses proposed prior to the City approving site development or provide an approved remediation plan that demonstrates how contamination will be remediated prior to site occupancy. This documentation shall specify the extent of development allowed on the remediated site as well as any special conditions and/or restrictions on future land uses.

### **SAFETY: DRAINAGE AND FLOODING**

### **Policy HS-19►**

The City shall not permit new development projects to result in new or increased flooding impacts on adjoining parcels in either upstream or downstream areas.

### **Policy HS-20►**

The City's first priority in preventing risks to life and property resulting from flooding shall be to designate appropriate land uses in areas subject to flooding. Only when this land use-based approach is not sufficient to reduce hazards to life and property to acceptable levels will the City support the construction of new flood control projects.

**Policy HS-21▶**

The City shall require any development on land subject to a 100-year flood event, based on Federal Emergency Management Agency (FEMA) or on other updated mapping acceptable to the City, to conform to NFIP standards.

**Policy HS-22▶**

Creation of lots whose access will be inundated by flows resulting from a 10-year or greater storm shall not be allowed. Bridges or similar structures may be used to provide flood-free access.

**Policy HS-23▶**

The City shall limit the number of crossings of natural streams in order to reduce potential flooding, degradation, hydrological changes and property access problems. Among the methods which may be used to reduce the number of crossings is a shared access drive serving two or more parcels.

**Policy HS-24▶**

Parcels shall not be created on which the presence of easements, floodplain, marsh or riparian habitat, or other features would leave insufficient land to build and operate structures. This policy shall not apply to open space lots specifically created for dedication to the City or another appropriate party for habitat protection, flood control, drainage, or wetland maintenance.

**Policy HS-25▶**

New and modified bridge structures shall not cause an increase in water surface elevations of the 100-year floodplain exceeding one foot, unless analysis clearly indicates that the physical and/or economic use of upstream or downstream property will not be adversely affected.

**Policy HS-26▶**

The City shall require all new urban development projects to incorporate runoff control measures to minimize peak flows of runoff and/or assist in financing or otherwise implementing comprehensive drainage plans. All such control measures will consider potential affects to adjacent property owners.

### Policy HS-27►

Upon adoption of the Central Valley Flood Protection Plan, and this General Plan, the City shall review the consistencies of City flood-related planning documents for consistency with the current General Plan with the provisions of Central Valley Flood Protection Plan and the policies of the General Plan.

#### **Action Item HS-27.1**

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Consider adoption of a local plan of flood protection under Water Code sections 8201 et seq.

#### **Action Item HS-27.2**

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Work collaboratively with other appropriate agencies to identify those areas subject to flooding and to prepare flood emergency plans and flood mitigation programs, as provided for by Water Code Sections 9621 through 9623.

#### **Action Item HS-27.3**

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Review the flood hazard provisions of the Land Use, Conservation, and Health and Safety Elements of the General Plan for consistency with the Central Valley Flood Protection Plan, upon its adoption.

### Policy HS-28►

The City shall continue to cooperate with Madera County and other agencies in pre-disaster planning activities for potential dam breach and similar potential disasters.

**Policy HS-29►****SAFETY: RAILROAD CROSSINGS**

The City shall initiate, and collaborate in safety and design improvements at existing railroad-at-grade crossings. This may include construction of grade-separated crossings and other appropriate safety features. Priority will be given to crossings at major traffic corridor crossings such as Cleveland Avenue.

**Policy HS-30►**

The City shall take appropriate measures to ensure that railroad crossings in Madera are safe.

**Action Item HS-30.1**

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Work with “Operation Lifesaver” or other organizations to educate the public about the dangers of railroad tracks and crossings and how to safely cross them.

**Action Item HS-30.2**

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Continue to refer projects with the potential to affect existing or proposed railroad crossings to the California Public Utilities Commission. As necessary, impose requirements on projects to implement appropriate CPUC recommendations.

**Policy HS-31►****SAFETY: AIRPORTS**

The City shall consider the compatibility criteria in the Airport Land Use Compatibility Plan for the Madera Airport and the Madera Municipal Airport Master Plan in the review of potential land uses or projects. Projects shall be approved only where consistency with the compatibility criteria in the Airport Land Use Compatibility Plan can be demonstrated.

**Policy HS-32►****Action Item HS-31.1**

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Review projects to ensure consistency with Airport Land Use Compatibility Plan and the Madera Municipal Airport Master Plan compatibility criteria at the earliest possible stage of the planning/entitlement process. A determination on consistency shall be made by the entity (City Council, Planning Commission, Staff) given authority to approve the project pursuant to the zoning ordinance.

**Action Item HS-31.2**

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Establish and maintain a geographic information system to identify all parcels within the airport influence area and establish a standard review checklist applicable to those projects which includes references to the airport compatibility criteria.

The City shall ensure that new development near the Madera Airport is designed to protect public safety from airport operations consistent with recommendations and requirements of the Airport Land Use Commission, the Federal Aviation Administration, and other responsible agencies. It shall be the City's intent to comply with all State laws related to airport land use planning.

**SAFETY: EVACUATION ROUTES**

*A properly planned and designed roadway system within the city will facilitate the efficient movement of police and fire fighting equipment and the safe evacuation of residents. Please refer to the Circulation Element for policies related to the city's overall circulation system.*

**Policy HS-33►****SAFETY: FIRE PROTECTION**

The City shall ensure the safety and protection of Madera and its community members by providing adequate first response capabilities to emergencies and by maintaining sufficient resources to expand protection as the community grows.

**Policy HS-34►**

The City shall continue to maintain and update emergency service plans, including the Madera City Fire Department Emergency Operations Plan and the Hazardous Material Spills Emergency Response Plan.

**Action Item HS-34.1**

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Continue to cooperate with Madera County and other agencies in pre-disaster planning, training and exercise activities.

**Policy HS-35►****SAFETY: POLICE PROTECTION**

The City shall ensure the safety and protection of Madera and its community members by providing appropriate first response to emergencies and ensure that sufficient resources are available to expand protection as the community grows.

**Action Item HS-35.1**

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Collaborate with existing agencies to review existing interoperable communication and prepare a communications plan as needed.

**Policy HS-36►**

The City will maintain and enhance community safety through coordinated regional emergency, law-enforcement and protective services systems.



### **Policy HS-37►**

The City will seek to maintain and enhance communications between community residents and the police through regular meetings and a visible community policing program.

### **Policy HS-38►**

The City encourages the design of neighborhoods and buildings in a manner that discourages crime and provides security and safety for people and property.

### **Policy HS-39►**

The City encourages the use of Crime Prevention Through Environmental Design (CPTED) principles in the design of private development projects and public facilities. These basic principles include:

#### **Natural Surveillance**


A design concept directed primarily at keeping intruders easily observable. Promoted by features that maximize visibility of people, parking areas and building entrances: doors and windows that look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; adequate nighttime lighting.

#### **Territorial Reinforcement**

Physical design can create or extend a sphere of influence. Users then develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. This experience is promoted by features that define property lines and distinguish private spaces from public spaces by using landscape plantings, pavement designs, gateway treatments, and "CPTED" fences.

#### **Natural Access Control**

A design concept directed primarily at decreasing crime opportunity by denying access to crime targets and creating in offenders a perception of risk. This is gained by designing streets, sidewalks, building entrances and



neighborhood gateways to clearly indicate public routes and discouraging general access to private areas through structural and design elements.

**Target Hardening**

Accomplished by features that prohibit entry or access: window locks, dead bolts for doors, interior door hinges.

# HOUSING ELEMENT

## CHAPTER 7





## CHAPTER 7: HOUSING ELEMENT

The Housing Element is an integral part of the Madera General Plan, but is printed under separate cover. For information on obtaining a copy of the Housing Element, contact:

City of Madera Planning  
205 West Fourth Street  
Madera, CA 93637  
(559) 661-5430

The Housing Element is also available for free download on the City's web site:

[www.cityofmadera.org](http://www.cityofmadera.org)





## CHAPTER 7: HOUSING ELEMENT

### HOUSING BACKGROUND REPORT

The City of Madera last updated its Housing Element in March 2004. The Element was subsequently certified as legally adequate by the California Department of Housing and Community Development (HCD). The document was originally intended to serve the 5-year Housing Element planning period of 2000 to 2005, which was part of the greater 1998-2005 RHNA planning period. However, state law extended the Housing Element planning period to 2002 due to a statewide slowdown in housing construction during the 1990s. This Housing Element is a comprehensive update of that 2004 Housing Element and is intended to serve a planning period from 2009 to 2014 as part of the 2007 to 2014 RHNA planning period. Upon its adoption, this Element will become part of the General Plan, which was updated in 2009.

### OVERVIEW OF STATE REQUIREMENTS

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive,

long-term general plan for the physical development of the city or county. The Housing Element is one of the seven mandated elements of the local general plan. State law requires local government plans to address the existing and projected housing needs of all economic segments of the community through their housing elements. The law acknowledges that, in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local Housing Elements.

The purpose of the Housing Element is to identify the community's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs, and to define the policies and programs that the community will implement to achieve the stated goals and objectives.

State law requires cities and counties to address the needs of all income groups in their Housing Elements. The official definition of these needs is provided by HCD for each city and county within its geographic jurisdiction. State housing law (Government Code Section 65580) requires an assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs. The assessment and inventory must include all of the following:

- Analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. Such existing and projected needs shall include the locality's share of the regional housing need in accordance with Section 65584.
- Analysis and documentation of household characteristics including level of payment compared to ability to pay, and housing characteristics including the extent of overcrowding and an estimate of housing stock conditions.



- A site-specific inventory of land suitable for residential development, including vacant and underutilized sites, and an analysis of the relationship of zoning, public facilities, and city services to these sites.
- Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels. These constraints include land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.
- Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
- Analysis of any special housing needs populations, such as those with disabilities, the elderly, large families, farmworkers, the homeless, and single-parent households.
- Analysis of opportunities for energy conservation with respect to residential development.

The Housing Needs Assessment of the Housing Element identifies the nature and extent of the City's housing needs that in turn provide the basis for the City's response to those needs in the Policy Document. In addition to identifying housing needs, the Background Report also presents information on the setting in which the needs occur, which provides a better understanding of the community and facilitates planning for housing.

The following sections satisfy state housing law requirements and provide the foundation for the goals, policies, implementation programs, and quantified objectives. The Housing Element Background Report is organized as follows:

- Demographics and Employment Characteristics and Trends

- Housing and Household Characteristics
- Housing Overpayment
- Future Housing Needs
- Resource Inventory
- Energy Conservation Opportunities
- Current and Past Housing Programs in Madera
- Evaluation of Existing Housing Element Accomplishments

These chapters draw on a broad range of informational sources. Information on population, housing stock, and economics comes primarily from the 2000 U.S. Census, the California Department of Finance 2008 projections, and City of Madera records. In addition to the public databases researched to update demographic data, the City incorporated projections reported by Claritas. Claritas is a marketing firm that utilizes an array of original data sources (Census, postal activity, State Departments and other publicly available data) as a basis to calculate demographic projections for localities. Claritas is used as a source throughout Madera's Housing Element Update for 2008 demographic updates. Information on available sites and services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Madera comes from City staff, other public agencies, and some private sources.

### **General Plan and Housing Element Differences**

The Housing Element is one of seven state-mandated elements that every general plan must contain. Although the Housing Element must follow all the requirements of the general plan, the Housing Element has several state-mandated requirements that distinguish it from other general plan elements.

Whereas the state allows local government the ability to decide when to update their general plan, state law sets the schedule for periodic updates (5-year time frame) of the Housing Element. Local governments are also required to submit draft and adopted Housing Elements to the California Department of Housing and Community Development to review for compliance with state law and ensure that the Housing Element meets numerous state mandates. Upon satisfaction of these requirements, the state will certify that the City's Housing Element is legally adequate. Failure to comply with state law could result in potentially serious consequences (e.g., reduced access to infrastructure, transportation, and housing funding; vulnerability to lawsuits) that extend beyond the realm of residential land use planning.

## DEMOGRAPHIC AND EMPLOYMENT CHARACTERISTICS AND TRENDS

The purpose of this discussion is to establish the baseline population and employment characteristics for the City of Madera. Some data is presented to show a trend over time (2000 to 2008 where possible) and other data is presented alongside comparable data for Madera County and the State of California depending on availability of data. This facilitates an understanding of the City's characteristics by illustrating how the City is similar to, or differs from, the county and the state in various aspects related to demographic characteristics and needs.

### Population

**Table I-1** indicates the historic population trends for the City of Madera. As shown in the table, during the past 10 years the City has experienced the greatest rate of growth since the 1950s. Between 1990 and 2000, the City experienced a 48 percent population increase. The State Department of Finance estimates that the annual average population growth between 2000 and 2008 (3 percent) was slower than the growth experienced in the 1990 to 2000 decade (4.8 percent). Claritas projects that the average annual population growth between the 5-year time period, 2008 to 2013, will be lower than the 2000 to 2008 period, signaling that there is a decline in the rate at which the City will grow.

TABLE I-1: CITY OF MADERA POPULATION, 1910 - 2013

Year	Population	Change	Average Annual Change
1910	2,404	-	-
1920	3,444	1,040	4%
1930	4,665	1,221	4%
1940	6,457	1,792	4%
1950	10,497	4,040	6%
1960	14,430	3,933	4%
1970	16,044	1,614	1%
1980	21,732	5,688	4%
1990	29,281	7,549	4%
2000	43,207	13,926	5%
2008 <sup>1</sup>	56,710	13,503	3%
2013 <sup>2</sup>	65,760	9,050	3%

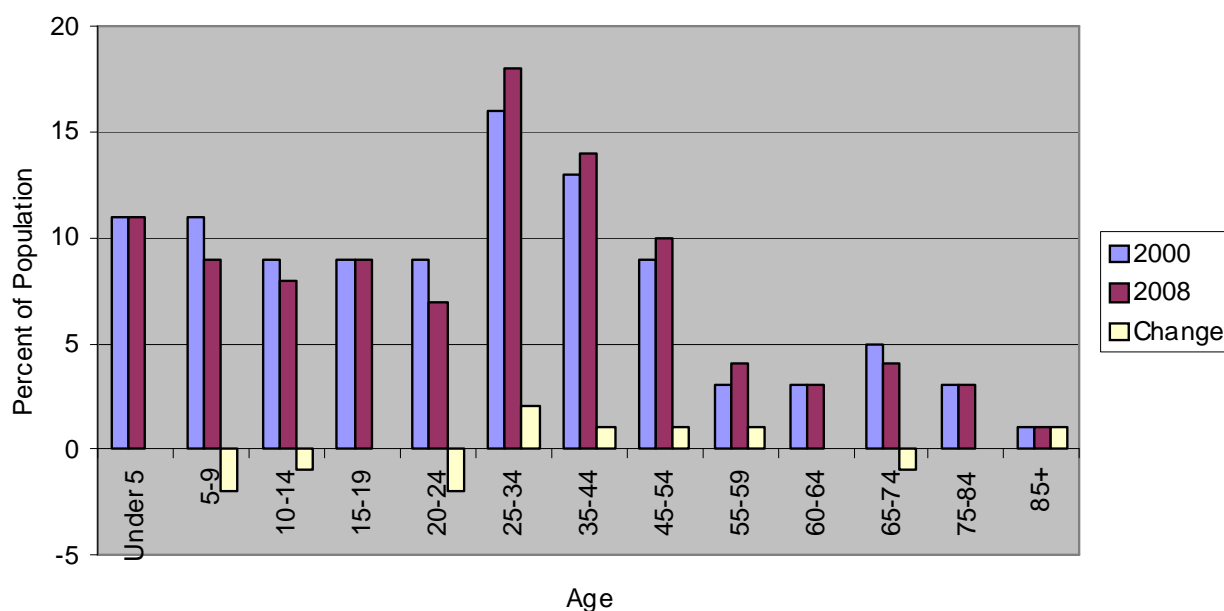
Source: U.S. Census, 1910- 2000.

1 Estimate derived from State Department of Finance Table 2: E-5 City/County Population and Housing Estimates, 1/1/2008

2 Projection based on Claritas Report of July 28, 2008.

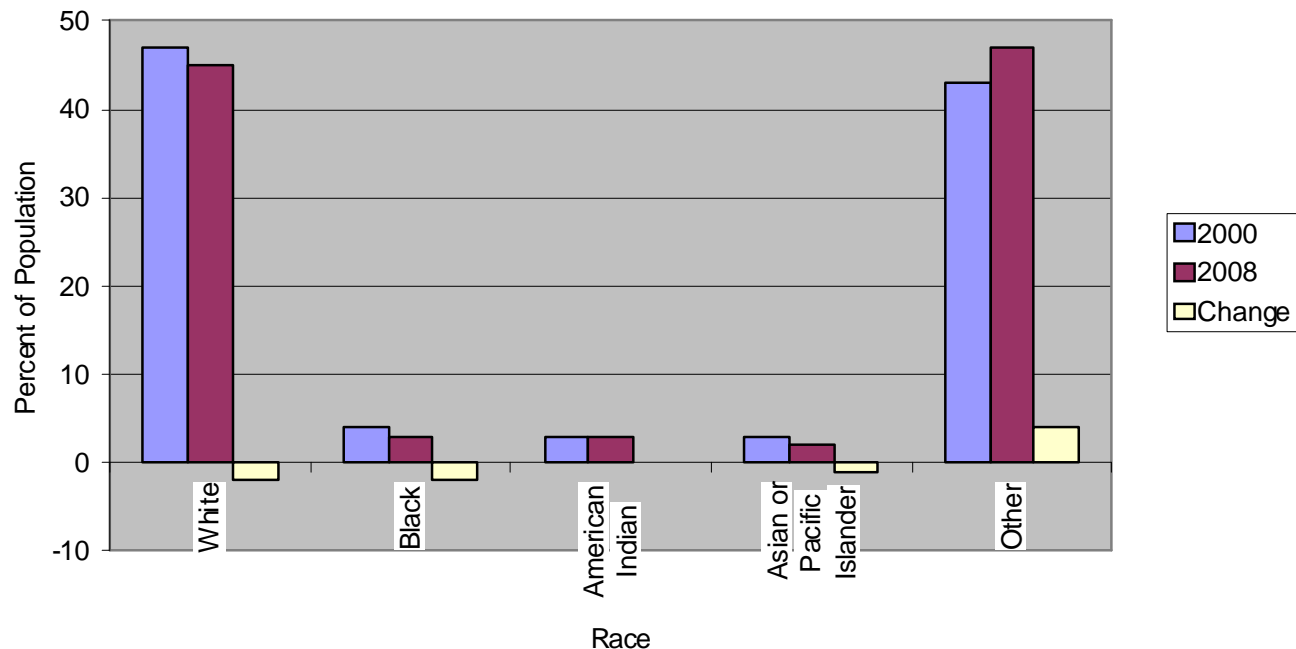
**Table I-2** compares 2000 Census and 2008 estimated data for the City of Madera for a variety of demographic characteristics, including age distribution, sex, ethnicity, household type, and household tenure.

FIGURE I-1: POPULATION BY AGE GROUP



Between 2000 and 2008, the proportion of the City's population in the 25 to 35 age group grew most rapidly, increasing its share from 15.7 to 17.5 percent of the total. This group was followed by the 35 to 44 age group, which increased from 12.6 to 13.8 percent of the total. The group with the greatest decline in share of Madera's population was the 20 to 24 age group, which declined from 9.0 to 6.8 percent. The 15 to 19 age group population saw an increase of 9.39 percent in 2008. The 55 to 85+ age population did not experience significant change between 2000 and 2008, with 14.4 percent and 14.2 percent respectively. The percentage share of the population between the ages 25 and 59, shows that over the 8 year period the City experienced positive growth within this age cohort.. In 2000 the total percentage share for the 25-59 age groups was 41 percent. In 2008 the percentage share increased to 46.0 percent.

FIGURE I-2: POPULATION BY RACE



Females and males accounted for 48.87 percent and 51.13 percent, respectively, of the population in the City of Madera in 2008. These percentages changed only slightly from 2000. In 2000, there were approximately 600 more males than females; currently, the disparity is 1,284 more males than females in the City.

In terms of race, 44.89 (30 percent less than in the U.S.) percent of the population was white in 2008, with 47.4 percent in 2000, down significantly from 57.6 percent in 1990. The “other” population group has also increased, from 43 percent in 2000 to 47 percent in 2008. The black population in Madera has declined from 3.8 percent in 2000 to 2.9 percent in 2008. The Asian or Pacific Islander populations also declined from 3 percent in 2000 to 2 percent in 2008. Related the discussion of race are persons of Hispanic origin (an ethnic category exclusive of race) showed the greatest increase from 53.2 percent in 1990 to 66.7 percent in 2000 and up to 72.9 percent in 2008. According to Claritas, the Hispanic population in the U.S. currently accounts for 15.2% of the population.

The increase in total households between 2000 and 2008 was 27.9 percent, greatly exceeding the increase of households in the U.S. (8.7 percent). The U.S. Census divides households into two different categories, depending on their composition.

- Family households are those which consist of two or more related persons living together.
- Non-family households include persons who live alone or in groups composed of unrelated individuals.

Between 1990 and 2000 the share of family households in Madera increased from 75.9 percent to 78.8 percent. As demonstrated in **Table I-2**, the ratio of families to nonfamilies remained unchanged between 2000 and 2008.

**TABLE I-2: CITY OF MADERA AGE, SEX, RACE AND ETHNICITY, HOUSEHOLD TYPE, 2000-2008**

	2000		2008	
	Number	Percentage	Number	Percentage
<b>Age distribution</b>				
Under 5	4,634	11	6,140	11%
5-9	4,548	11	5,176	9%
10-14	3,770	9	4,768	8%
15-19	3,847	9	5,328	9%
20-24	3,906	9	3,882	7%
25-34	6,803	16	9,921	18%
35-44	5,435	13	7,821	14%
45-54	4,058	9	5,645	10%
55-59	1,329	3	2,125	4%

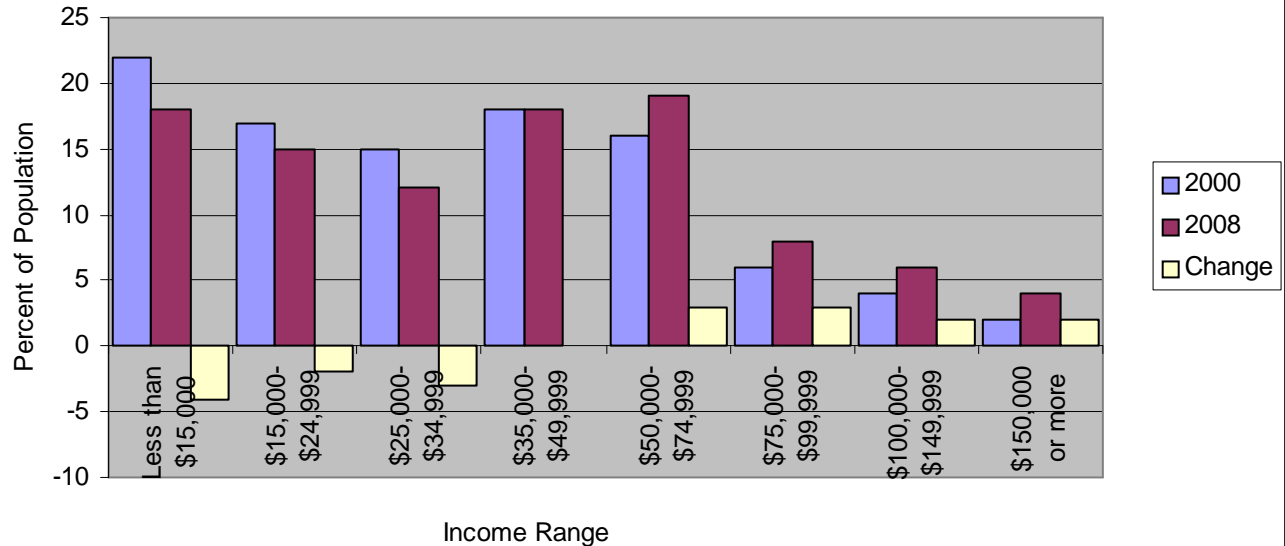
	2000		2008	
	Number	Percentage	Number	Percentage
60-64	1,064	3	1,542	3%
65-74	2,012	5	2,119	4%
75-84	1,306	3	1,606	3%
85+	495	1	677	1%
Total	43,207	100	56,750	100%
Median Age	26.2	--	28.1	--
<b>Sex</b>				
Male	21,904	51	29,017	51%
Female	21,303	49	27,733	49%
<b>Race/ Ethnicity</b>				
White	20,804	47	25,474	45%
Black	1,665	4	1,661	3%
American Indian	1,207	3	1,694	3%
Asian or Pacific Islander	1,324	3	1,177	2%
Other	18,869	43	26,744	47%
Total	43,869	100	56,750	100%
Hispanic	29,274	67	41,392	73%
<b>Household Type</b>				
Families	9,435	79	12,110	79%
Non-Families	2,543	21	3,215	21%
Total	11,978	100%	15,325	100%

Source: U.S. Census, 2000, Claritas Report 2008



**Table I-3** shows the income distribution of 2000 and 2008 households for the City of Madera. All households earning less than \$35,000 decreased in overall percentages in 2008 versus in 2000. Those households earning less than \$15,000 saw the greatest reduction in percentage; in 2000 this group represented 22 percent of the total population, while in 2008 this group represented 18 percent. Most of these households would be considered extremely low-income. Based on the 2008 Madera County State Income Limits, the Area Median Income, for a family of four considered extremely low-income is less than \$16,500. According to 2008 income information, that would include all of the households in the “less than \$15,000” category and some in the “\$15,000-\$24,999” category or approximately 3,002 households. The households that earn \$35,000–\$50,000 remained consistent between 2000 and 2008 at 18 percent of the total population. All households earning over \$50,000 have also increased in percentages, with the largest percentage increase realized by those persons earning between \$50,000 and \$75,000. The median household income also increased significantly by 27 percent from \$31,033 in 2000 to \$39,330 in 2008. These are income figures for the City based on the 2000 Decennial Census and projections based on those Census numbers. The median income is the midpoint of all incomes reported in the City during the Census. In 2000 the U.S median household income was \$41,994 and in California it was \$47,493. In 2008 the U.S. median income is expected to grow 60 percent and is estimated to be \$67,019. The 2008 California median household income is estimated to be \$70,712, which is an increase of 48 percent.

FIGURE I-3: DISTRIBUTION OF INCOME, 2000-2008



HCD also publishes annual income limits for each County, which determines a household's eligibility for state and federally funded housing assistance programs. These limits are also used to analyze the income and affordability characteristics for the City in the absence of current Census numbers that provide detailed income data. Therefore, while the estimated median income for the City based on 2000 Census data is \$39,330, by Claritas, the 2008 HCD income limits are used to determine what people in the community can afford to spend on housing since this is the income figure used by most housing assistance programs. The median income limit for a family of four in 2008 was \$53,800. This figure is known as the Area Median Income or AMI for Madera County, which also applies to the City. The HCD limits are presented by income level (extremely low-, very low-, low, moderate- and above moderate-income) and by household size in **Table I-42** in the Household Income Characteristics section.

TABLE I-3: CITY OF MADERA HOUSEHOLD INCOME DISTRIBUTION

	2000		2008		Comparison	
	Households	Percentage	Households	Percentage	Household Change	Change in Percentage Share
Less Than \$15,000	2,072	22	2,770	18	698	-4%
\$15,000-\$24,999	1,631	17	2,323	15	692	-2%
\$25,000-\$34,999	1,423	15	1,764	12	341	-3%
\$35,000-\$49,999	1,729	18	2,791	18	1,062	-
\$50,000-\$74,999	1,465	16	2,866	19	1,401	3%
\$75,000-\$99,999	537	6	1,291	8	754	3%
\$100,000-\$149,999	408	4	983	6	575	2%
\$150,000 or more	209	2	537	4	328	2%
<b>Total Households</b>	<b>9,474</b>	<b>100</b>	<b>15,325</b>	<b>100</b>	<b>5,851</b>	<b>-</b>

Source: 2000 U.S. Census, 2008 Claritas report

### Employment

**Table I-4** illustrates the labor force data for both the County and City of Madera. The City of Madera represents approximately one-third of the labor force of Madera County and has half of the total unemployed persons in the County. The December 2008 unemployment rate at 15.6 percent for the City of Madera is significantly higher than the 11 percent rate within the County as a whole. In June 2007, the County of Madera's unemployment rate was 7.5

percent, which compares with an unadjusted unemployment rate of 7.6 percent for California and 6.0 percent for the nation during the same period. Rising unemployment trends are not unique to Madera, as the U.S and California are also experiencing a steady increase in unemployment rates. In December of 2008 the California Employment Development Department reported that the unemployment rate in the U.S. had increased to 7.2 percent and in California it had increased to 9.3 percent.

**TABLE I-4: CITY AND COUNTY LABOR FORCE DATA, DECEMBER 2008**

Area Name	Labor Force	Employment	Unemployment	
			Number	Rate
Madera County	65,600	58,400	7,200	11%
City of Madera	23,200	19,600	3,600	16%

*2008 State of California Employment Development Department*

*N.B. The Census Ratios for Madera County reflect the employed and unemployed persons within the county, based on all cities/census designated places within the county.*

The employment status of persons 16 years and older is as follows:

- 0 percent are in the Armed Forces,
- 49 percent are employed civilians,
- 11 percent are unemployed civilians, and
- 40 percent are not in the labor force.

The demographics of the 49 percent employed civilians identified above are as follows:

- 27 percent are occupation type blue collar,
- 41 percent are white collar, and

- 32 percent are service and farmworkers.

**Table I-5** shows the employment by major sectors for the City of Madera in 2008. The sales and office sector was the major employment sector for the City, accounting for 21.62 percent of the City's employment. As shown in the table, farming, fishing, and forestry (13.26 percent) was a significant employment sector for the City, accounting for the City's fairly large farmworker population. The significant employers in all sectors included the City of Madera, state and federal government, Madera Unified School District, and the Madera Community Hospital.

**TABLE I-5: CITY OF MADERA EMPLOYMENT BY MAJOR SECTOR**

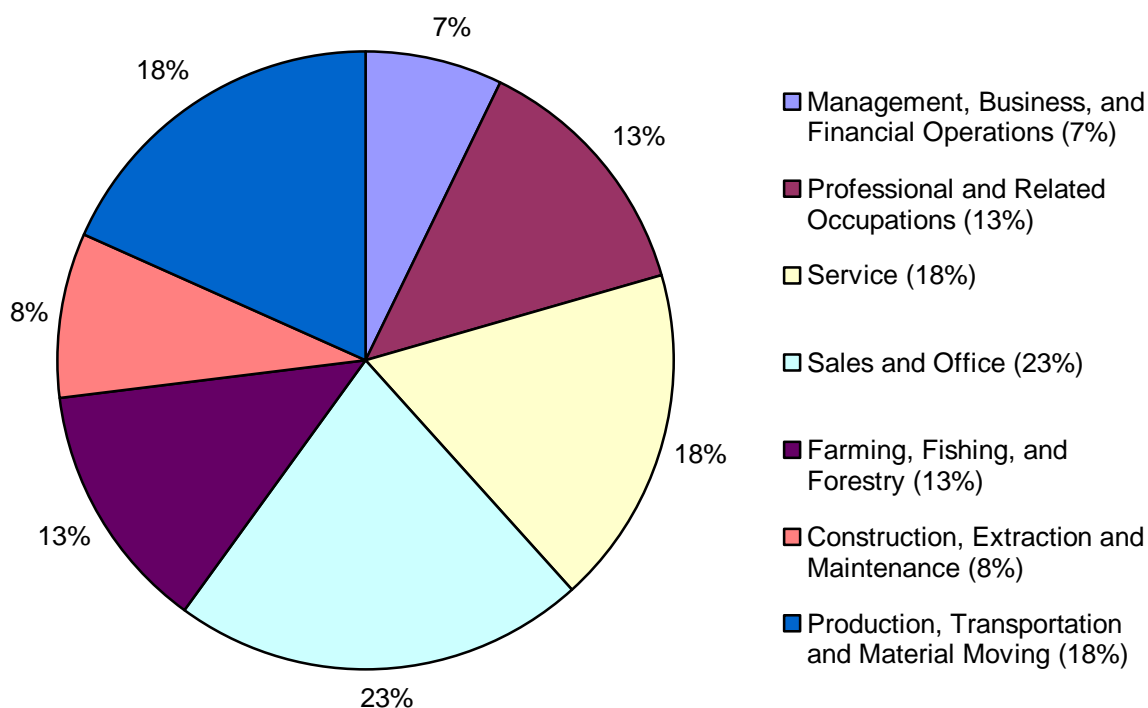
City of Madera	2008	
Industry	Jobs	Share
Management, Business, and Financial operations	1,405	7%
Professional and Related Occupations	2,613	13%
Service	3,447	18%
Sales and Office	4,214	22%
Farming, Fishing, and Forestry	2,584	13%
Construction, Extraction and Maintenance	1,650	9%
Production, Transportation and Material Moving	3,578	18%
Total Jobs	19,491	100%

Source: Claritas 2008

Claritas data provides updated employment sector information but the job categories differ slightly from that in the U.S. Census, making it difficult to compare the numbers. Nonetheless, Figure I-4 illustrates that in 2008, the largest percentage of employees within the City of Madera were employed in the Sales and Office category at 23 percent, equating to 4,214 persons total. The Production, Transportation or Material Moving sector and the Service

sector are tied at 18 percent of Madera's employed population. Tied at 13 percent are the Professional and Related Occupations sector and the Farming, Fishing and Forestry sector. The proportion of the population employed in the Agricultural sector appears to have decreased from the 2000 population (17.8 percent down to 13 percent). This corresponds with an increase of 3 percent for the Construction sector, which experienced an increase due to the housing boom that occurred within Madera after the 2000 data was collected.

**FIGURE I-4: EMPLOYMENT BY SECTOR**



**Table I-6** shows the largest employers in Madera County according to the Employment Development Department. The majority of employers employ between 100 and 499 permanent workers, but employers such as Children's Hospital, the State of California, Madera Unified School District, Chukchansi Gold Resort and Casino, and the County of Madera provide more than 1,000 jobs.

**TABLE I-6: MAJOR EMPLOYERS IN MADERA COUNTY**

Madera County Top Employers	
Company Name and Product or Service	Number Employed
Constellation Wines (Wine & Brandy)	430
Saint-Gobain Containers (Glass Bottles)	370
Baltimore Aircoil Company (Cooling Systems)	235
Certainteed Corporation (Fiberglass Insulation)	225
Evapco West (Evaporative Cooling & Industrial Refrigeration)	199
Brake Parts Inc. (Motor Vehicle Brake System)	150
Georgie-Pacific Corp. (Corrugated Boxes)	150
JBT FoodTech (Food Processing Machinery)	150
Warnock Food Products (Tortilla Chips/Shells)	130
Seasonal Industries	
Royal Madera Vineyards (Fruit Packers)	10-600
Rain Creek Baking Co. (European Pastries)	60-350
Lamanuzzi & Pantaleo (Raisin Manufacturing)	75-325
Pacific Gold Marketing, Inc. (Gourmet Nuts & Dried Fruits)	8-120
Madera County Top Non-Manufacturing Employers	
Children's Hospital Central CA (Medical Services)	2,700

Madera County Top Employers	
Company Name and Product or Service	Number Employed
State of California (State Government Services)	2,400
Madera Unified School District (Education)	1,700
Chukchansi Gold Resort & Casino (Gaming)	1,400
County of Madera (Government Services)	1,500
Madera Community Hospital (Medical Services)	950
U.S. Government (Governmental Services)	500
City of Madera (Government Services)	400
Span Construction & Engineering (Construction)	200
Gottschalks Distribution Center (Retail)	160

Source: Madera County Economic Development Commission, 2009

**Table I-7** shows employment projections from 2004 through 2014 for the ten fastest growing occupation groups in the Madera Metropolitan Statistical Area (MSA). During the next six years, the Madera Metropolitan Statistical Area expects new employment to be concentrated in a variety of occupations ranging from construction occupations to healthcare professions. According to HCD's annual income limits, the AMI in Madera for a family of four in 2008 was \$53,800. Many of the faster growing occupations pay wages that are lower than this median income figure. For a family with only one income, these common, lower paying jobs may cause difficulty to afford housing, but for a family with two able workers and two incomes, two of these jobs would likely allow that family to afford safe and decent housing. However, it is important to note that two of the largest employment sectors, Farming, Fishing and Forestry Occupations, and Office and Administrative Support Occupations, also pay the least, well below median income.



TABLE I-7: GROWING OCCUPATIONS IN MADERA COUNTY

Occupation Group	Avg. Annual Employment (2004)	Avg. Annual Employment (2014)	Numeric Change	Percentage Change	Annual Salary <sup>1</sup>
Construction and Extraction Occupations	2,800	3,810	110	36%	\$38,633
Business and Financial Operations Occupations	890	1,170	280	32%	\$55,464
Life, Physical, and Social Science Occupations	320	420	100	31%	\$53,612
Computer and Mathematical Occupations	240	310	70	29%	\$60,749
Healthcare Support Occupations	1,250	1,580	330	26%	\$28,179
Healthcare Practitioners and Technical Occupations	2,330	2,900	570	25%	\$73,895
Protective Service Occupations	1,740	2,080	340	20%	\$58,530
Farming, Fishing, and Forestry Occupations	8,300	9,830	1530	18%	\$18,351
Education, Training, and Library Occupations	3,290	3,850	560	17%	\$44,177
Sales and Related Occupations	3,070	3,560	490	16%	\$28,785
Food Preparation and Serving Related Occupation	2,420	2,690	270	11%	\$21,047
Community and Social Service Occupations	810	930	120	15%	\$49,643
Architecture and Engineering Occupations	220	250	30	14%	\$62,144
Installation, Maintenance, and Repair Occupations	1,450	1,640	190	13%	\$37,728

Occupation Group	Avg. Annual Employment (2004)	Avg. Annual Employment (2014)	Numeric Change	Percentage Change	Annual Salary <sup>1</sup>
Transportation and material Moving Occupations	2,290	2,560	270	12%	\$30,405
Personal Care and Service Occupations	1,280	1,430	150	12%	\$22,861
Management Occupations	3,870	4,260	390	10%	\$79,791
Office and Administrative Support Occupations	5,840	6,370	530	9%	\$30,828

Source: California Employment Development Department Occupation Employment Projections, Occupational Employment (May 2007) & Wage (2008 - 1st Quarter) Data

<sup>1</sup> Annual salary is based on mean hourly wage for the Madera MSA for all wage figures

<sup>2</sup> Data is unavailable.

## HOUSING AND HOUSEHOLD CHARACTERISTICS

**Table I-8** shows the Department of Finance-estimated population and housing units for the City of Madera. As indicated in this table, the City has had a steady annual increase in population. Between 1990 and 2000 there was a total population increase of 13,922 and between 2000 and 2008 there was a total increase of 13,505. The City has also experienced a similar pace in the growth of its number of housing units during that same period. One can see a period of growth in both the population and housing units during 2005 to 2007, with 2007 showing a very strong growth rate. In 2008 the City experienced a significant decrease in housing production as did the State and the U.S. Staff estimates that new housing units in 2009 would reflect less than a 1% growth rate. The limited access to financial capital and increased financial risk associated with constructing new residential units has led to a decline in development activity.

**TABLE I-8:  
CITY OF MADERA POPULATION AND HOUSING UNITS, 2000-2008**

	Population			Housing Units		
	#	Change	% Change	#	Change	% Change
2000	43,205	--	--	12,520	--	--
2001	44,386	1,181	2.7%	12,703	183	1%
2002	45,610	1,224	2.7%	12,940	237	1%
2003	47,239	1,629	3.5%	13,342	402	3%
2004	48,807	1,568	3.2%	13,748	406	3%
2005	50,678	1,871	3.7%	14,314	566	4%
2006	52,531	1,853	3.5%	14,997	683	5%
2007	55,475	2,944	5.3%	16,034	1,037	7%
2008	56,710	1,235	2.2%	16,418	384	2%

Source: Department of Finance, 2008

**Table I-9** compares the City of Madera with Madera County and California using the 2000 U.S. Census and 2008 Department of Finance estimates for population, household and housing unit growth.

The City of Madera experienced a 4 percent annual average population growth rate from 2000 to 2008, which is actually somewhat higher than what was experienced by Madera County (3 percent) and twice the growth rate for California (2 percent) as a whole during this period. The total number of households and the number of housing units also increased at a significantly higher annual rate than was the case with California.

In the City of Madera, the 2000 and 2008 average household size was 3.57 persons, significantly higher than its 1990 size of 2.97. The household size in the City is somewhat higher than both the Madera County and state averages of 3.19 and 2.9 persons, respectively.

## HOUSING AND HOUSEHOLD CHARACTERISTICS

### Housing Stock Characteristics

**Table I-10** presents comparative data on the housing stock in the City of Madera, Madera County, and California. The table breaks out the total housing stock in each area according to the type of structures in which units are located, total occupied units, and vacancy rates.

As shown in the table, single-family detached housing units account for the majority of housing for the City of Madera, Madera County, and the entire state. However, the City of Madera has a slightly larger proportion of single-family detached units than the state. This category for the City of Madera increased from 65 to 70 percent single-family detached units. All other categories for the City of Madera, County of Madera, and State of California remained consistent from 2000 to 2008.

TABLE I-9: CITY OF MADERA POPULATION AND HOUSEHOLD TRENDS, 2000-2008

	City of Madera			Madera County			California		
	2000	2008	Average Annual Growth Rate: 2000-2008*	2000	2008	Average Annual Growth Rate: 2000-2008*	2000	2008	Average Annual Growth Rate: 2000-2008*
Population	43,207	56,710	4%	123,109	150,887	3%	33,871,648	38,049,462	2%
Median Age	26.2	-	-	32.7	-	-	33.3	-	-
Total Households	11,978	16,418	5%	36,155	49,372	5%	11,502,870	12,653,634	1%
Household Population	42,769	56,182	4%	115,009	141,569	3%	33,051,894	37,178,510	2%
Group Quarters Population	438	528	3%	8,100	9,318	2%	819,754	870,952	1%
Persons Per Household	3.57	3.57	-	3.18	3.19	-	2.87	2.938	-
Housing Units	12,521	15,705	3 %	40,387	44,353	1%	12,214,549	13,444,455	1 %

Sources: 1990 U.S. Census (STF 1A); U.S. Census 2000, Table DP-1 Profile of General Demographic Characteristics: 2000; Table 1 E-5, 1/1/08

**TABLE I-10: HOUSING STOCK BY TYPE AND VACANCY  
FOR CITY OF MADERA, MADERA COUNTY AND CALIFORNIA**

DOF Estimates		Total	Single- family		Multi-family		Mobile Homes	Occupied	Vacant %
			Detached	Attached	2 to 4	5 Plus			
City of Madera									
Units	2000	12,520	8,158	742	1,292	2,027	301	11,977	-
Percentage		100%	65%	6%	10%	16%	2%	95.66%	4%
Units	2008	16,418	11,540	748	1,604	2,224	302	15,705	-
Percentage		100%	70%	5%	10%	14%	2%	95.67%	4%
Madera County									
Units	2000	40,387	30,876	1,336	2,107	2,691	3,377	36,155	-
Percentage		100%	77%	3%	5%	7%	8%	89.42%	11%
Units	2008	49,372	38,773	1,336	2,497	3,026	3,740	44,353	-
Percentage		100%	79%	3%	5%	6%	8%	89.83%	10%
State of California									
Units	2000	12,214,550	6,883,107	931,928	1,024,896	2,804,931	569,688	11,502,871	-
Percentage		100%	56%	8%	8%	23%	5%	94.17	6%
Units	2008	13,433,836	7,711,960	965,671	1,064,724	3,106,519	594,962	12,653,045	-
Percentage		100%	57%	7%	8%	23%	4%	94.18%	6%

Source: California Department of Finance (DOF), City/County Population and Housing Estimates, 2008

\* Percentages may not add to 100% because of rounding

In the absence of a recent housing condition survey, the City must estimate the condition of its housing stock according to the age of the stock. The U.S. Census provides data on the age of a community's housing stock. This data is an acceptable indicator of the likely condition of the housing stock. According to Claritas and seen in **Table I-11**, 26 percent of the housing stock was less than ten years old, a substantial increase from 2000 that accounts for a strong housing construction cycle the City experienced during this time. Approximately 43 percent of housing units were built before 1970. It is probable that many of these older units require some level of rehabilitation and some would require replacement. A poll of City Staff concluded that as much as 17 percent of the housing stock may need substantial repair or renovations such as new roofs, replacement of HVAC systems. Overall, the City of Madera's housing supply increased by 4,308 housing units from 1999 when the 2000 Census data was collected to 2008, a 26 percent increase for this area. The current estimated median year for structures built in the City of Madera is 1985.

TABLE I-11: CITY OF MADERA HOUSING STOCK CONDITIONS (AGE OF HOUSING)

Year Structure Built	All Housing Units	Category as Percentage of Total
Housing Units Built 1999 to 2008	4,308 <sup>1</sup>	26%
Housing Unit Built 1995 to 1998	1,316	7%
Housing Unit Built 1990 to 1994	1,619	9%
Housing Unit Built 1980 to 1989	2,195	13%
Housing Unit Built 1970 to 1979	2,680	16%
Housing Unit Built 1960 to 1969	1,255	7%
Housing Unit Built 1950 to 1959	1,498	9%
Housing Unit Built 1940 to 1949	1,012	6%
Housing Unit Built 1939 or Earlier	669	4%
<b>Total</b>	<b>16,552</b>	<b>100%</b>

Source: 2000 US Census, California State Department of Finance, E-5 Report, 2008

<sup>1</sup> The 2000 Census recorded housing units through March 2000 in the "1999 to March 2000" category and the California Department of Finance provides a housing unit number for the entire year of 2000. The data for the first three months of 2000 cannot be separated so there may be some overlap, which would explain the slightly different total housing unit number in this table compared to Table I-8.

### Housing Utilization – Overcrowding and Tenure

The number of households in Madera increased by nearly 30 percent between 2000 and 2007, establishing a strong growth trend that continued until the dramatic market changed that caused a reduction in production in 2008. The City is expected to host a higher proportion of owner-occupied households than renter-occupied households. As shown in **Table I-12**, between 2000 and 2008, the proportion of owner-occupied households was estimated to have increased by one percentage point.



TABLE I-12: CITY OF MADERA HOUSEHOLDS BY TENURE

	2000		2008	
	Number	Percentage	Number	Percentage
Owner	6,352	53%	8,316	54%
Renter	5,667	47%	7,009	46%
TOTAL	12,019	100%	15,325	100%

Source: 2000 US Census, 2008 Claritas Report

Data on housing overcrowding are available from the 2000 U.S. Census in the form of the number of persons per room in occupied housing units. **Table I-13** compares data for Madera with data for the County as a whole. Typically, a housing unit is considered to be overcrowded if there are more than 1.0 persons per room and is considered severely overcrowded if there are more than 1.5 persons per room. A “room” in this context includes bedrooms and living rooms but not kitchen or bathroom facilities. A family of five living in a three bedroom home with one living room would be calculated as 1.25 persons per room and therefore, would technically be considered “overcrowded”.

In total, 74 percent of the City of Madera’s occupied housing units were not overcrowded (having 1.0 or less persons per room) in 2000, which means 26 percent would be considered overcrowded. This 26 percent is made up of the following percentage (out of the total housing units):

- 11 percent had between 1.01 and 1.50 persons per room,
- 7 percent had between 1.51 and 2.0 persons per room, and
- 8 percent had more than 2.0 persons per room.

Regarding tenure, more than 33 percent of the overcrowded households are owner-occupied. Only 16 percent (1,019) of the owner households had 1.01 or more persons per room, while approximately 37 percent (2,091) of Made-

ra's renter households had 1.01 or more persons per room. Countywide, 10 percent of owner households and 24 percent of renter households had more than 1.0 persons per room. These statistics reveal a higher rate of overcrowding in City of Madera than in the County, which can be expected of the main urban center in a rural county.

**TABLE I-13: OVERCROWDING BY TENURE FOR CITY AND COUNTY OF MADERA**

	Madera		Madera County	
Owners				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	3,394	53%	14,779	62%
0.51 to 1.00	1,939	31%	6,964	29%
1.01 to 1.50	458	7%	1,174	5%
1.51 to 2.00	308	5%	680	3%
2.01 or more	253	4%	352	2%
Total	6,352	100%	23,949	100%

	Madera		Madera County	
Renters				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	1,754	31%	4,379	36%
0.51 to 1.00	1,822	32%	4,507	37%
1.01 to 1.50	855	15%	1,428	12%
1.51 to 2.00	569	10%	909	4%
2.01 or more	667	12%	983	8%
Total	5,667	100%	12,206	100%
All Households				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	5,148	43%	19,158	53%
0.51 to 1.00	3,761	31%	11,471	32%
1.01 to 1.50	1,313	11%	2,602	7%
1.51 to 2.00	877	7%	1,589	4%
2.01 or more	920	8%	1,335	4%
Total	12,019	100%	36,155	100%

Source: 2000 U.S. Census

**Table I-14** shows the number of bedrooms by housing unit in Madera for 2000 and 2008. In 2000, approximately 52 percent of homes in the City contained 3 or 4 bedrooms. In 2008, this number greatly increased to 68 percent of homes containing 3 or 4 bedrooms. The percentage of 1- and 2-bedroom homes decreased in 2008, as it would appear the housing market favored the construction of 3 or more bedroom homes. The 3-bedroom house saw the greatest increase from 2000 to 2008, at 12 percent.

FIGURE 5: BEDROOMS PER HOUSE

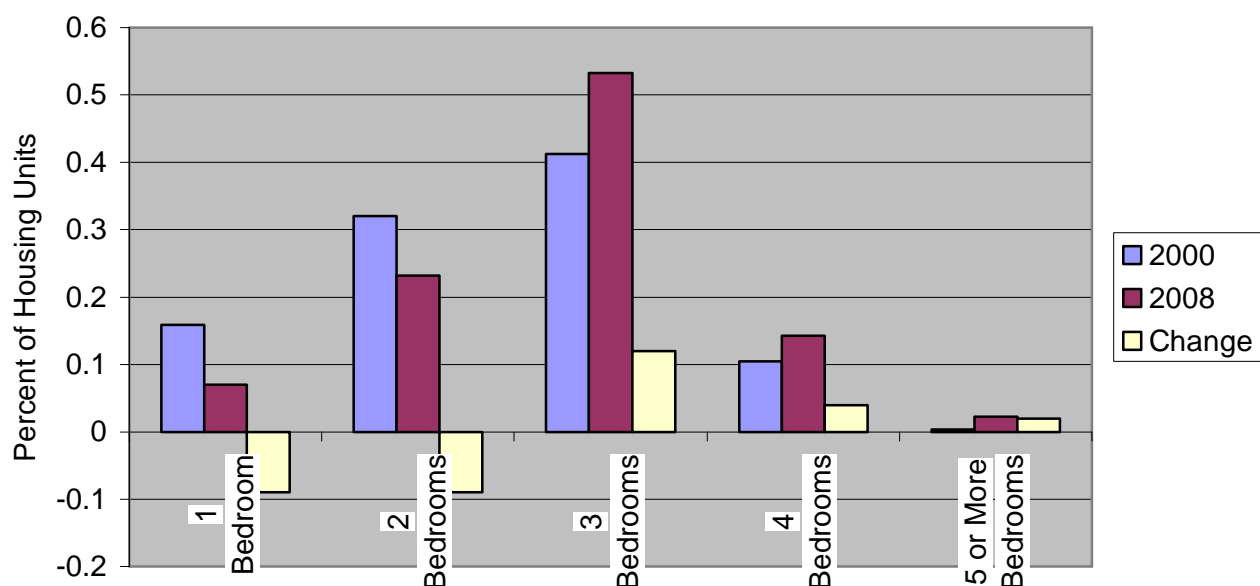


TABLE I-14: CITY OF MADERA NUMBER OF BEDROOMS BY HOUSING UNIT

	2000		2008		Percent Share Change 2000-2008
	Number	Percentage	Number	Percentage	
1 Bedroom	1,865	15.90%	1,362	6.99%	-9%
2 Bedrooms	3,753	32.00%	4,516	23.19%	-9%
3 Bedrooms	4,834	41.30%	10,378	53.29%	12%
4 Bedrooms	1,214	10.40%	2,774	14.25%	4%
5 or More Bedrooms	52	0.40%	443	2.27%	2%
Total	11,718	100.00%	19,473	100.00%	

Source: 2000 U.S. Census; 2008 Claritas Report.

N.B. – In 2008, 73 housing units were constructed that contained “No bedrooms.” Although this figure is less than 1 percent of the housing stock in Madera, it may be interesting to observe if this trend continues, with studio apartments as a viable, affordable housing option in the future.

### Housing Vacancy Rates

Vacant units are essential to the healthy function of the housing market. Vacancies are necessary to facilitate population mobility. They also have an important role in market pricing mechanisms. Too few vacancies can have an undesirable upward effect on prices. Conversely, excessive vacancy rates can have an inhibiting effect on investment in housing, including maintenance of rental properties. There are several types of vacancy rates. For determining shortages and surpluses in the housing market, the most important of these is the “market vacancy rate.” This term refers to the number of vacant units that are for sale or rent as a percentage of the market (all occupied units and all vacant for sale or rent units).

There is no vacancy rate that is an appropriate market vacancy rate in all housing markets. However in most urban housing markets, a market vacancy rate of about 4 percent balances both the mobility needs of consumers and the investment interest of property owners. An extremely low vacancy rate, such as 1.5 percent for apartment units, will tend to raise rents and can result in household overpayment, inability to qualify, and possibly overcrowding.

There are vacant units that are not for sale or rent, such as second homes, units held off the market, seasonal units, and units for migratory workers. Collectively, these types of vacant units are often referred to as “other vacant” units. The vacancy rates which include these vacant units are called “gross vacancy rates.”

Five percent is often used as a rule of thumb for a desirable gross vacancy rate. However, 5 percent is not suitable for use in all geographic areas. A 5 percent total vacancy rate is appropriate in most urban areas because it allows for about a 4 percent market vacancy rate and about a 1 percent “other vacancy” rate. In areas with significant numbers of second homes or migratory units, however, 5 percent is far too low a total vacancy rate because it would indicate a serious shortage of market units. A 5 percent rate would probably be appropriate for Madera.

To supplement and provide a comparison of the California Department of Finance (DOF) vacancy data shown in **Table I-10**, the 2000 Census vacancy data is shown in **Table I-15**. As revealed in **Table I-15**, vacancy rates are much lower and are most likely a more accurate reflection of the vacancies that are present in Madera, Madera County, and California. This table also shows that vacancy rates for the City of Madera are somewhat lower than Madera County but almost similar to the state as a whole.

**TABLE I-15: CITY OF MADERA VACANCY STATUS**

	Percentage
<b>Madera</b>	
Owner-Occupied	2%
Renter-Occupied	4%
<b>Madera County</b>	
Owner-Occupied	2%
Renter-Occupied	5%
<b>California</b>	
Owner-Occupied	1%
Renter-Occupied	4%

Source: 2000 U.S. Census

**Table I-15a** reveals that in 2006 approximately 90 percent of the housing units in Madera were occupied. The homeowner vacancy rate was 4.7 percent and is consistent with a rate considered appropriate for Madera. The rental vacancy rate was lower, just over 2 percent, which may be low for this area and could potentially contribute to higher rents and less affordable housing options available at that time.

**TABLE I-15A: CITY OF MADERA HOUSING OCCUPANCY**

	Estimate	Percentage
Occupied housing units	17,583	90%
Vacant housing units	1,963	10%
Total housing units	19,546	100%
Homeowner vacancy rate	4.7	--
Rental vacancy rate	2.3	--

Source: 2006 American Community Survey, U.S. Census Bureau

**Table I-16** identifies the housing costs reported for the City of Madera in 2006. It is important to note that the greatest majority of the population, approximately 25 percent, pays between \$1,000 and \$1,500 per month for housing costs. At \$12,000 to \$18,000 per year, this cost can equate to a large portion of a household's monthly expenses. Considering that the median household income in 2008 was \$53,800, these housing costs equate to 22 to 31 percent of a household's income, not adjusted for inflation. Approximately 18 percent of the population in 2006 paid more than this for their housing costs.

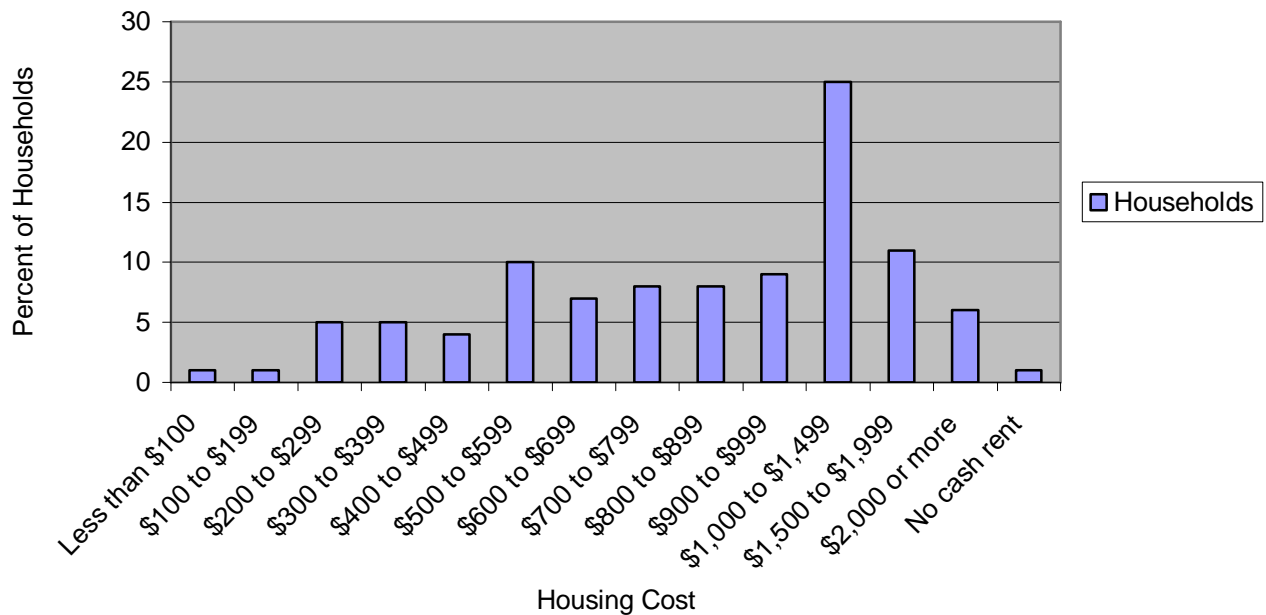
**TABLE I-16: CITY OF MADERA MONTHLY HOUSING COSTS**

	Estimate	Percentage
Less than \$100	133	1%
\$100 to \$199	245	1%
\$200 to \$299	840	5%
\$300 to \$399	850	5%
\$400 to \$499	693	4%
\$500 to \$599	1,768	10%
\$600 to \$699	1,198	7%

	Estimate	Percentage
\$700 to \$799	1,476	8%
\$800 to \$899	1,355	8%
\$900 to \$999	1,554	9%
\$1,000 to \$1,499	4,323	25%
\$1,500 to \$1,999	1,937	11%
\$2,000 or more	984	6%
No cash rent	227	1%
Total:	17,583	100%

Source: 2006 U.S. Census, American Community Survey

**FIGURE 6: MONTHLY HOUSING COST**





**Table I-17** provides a summary of households that overpay for housing as a percentage of household income. According to the data presented in **Table I-17**, 38 percent of households currently overpay for housing. A household that pays more than 30 percent of gross monthly income for rent or a mortgage payment overpays for housing. Households that pay more between 30 and 34 percent on shelter cost are considered to be burdened by the cost of housing and households paying more than 35 percent on shelter cost are considered to be severely burdened by the cost of housing. As seen in **Table 17**, 45 percent of all renter occupied households overpaid for housing in 2000, which was 14 percent higher than the percentage of owner occupied households (31 percent) overpaying for housing. Approximately 2,991 of the 4,336 households that overpaid for housing earned less than \$20,000, which represented 69 percent of all households overpaying. The high percentage of households earning less than \$20,000 that were overpaying for housing highlights the housing burden experienced by lower wage earners.

Housing Element law requires the City to quantify the total number of extremely low-income households that own versus rent their homes. In Madera, extremely low-income households are those that earn up to \$16,150 (4-person household) and as shown in the table below, there are 1,260 households earning between \$0 and \$10,000 annually and approximately 943 households in the \$10,001 to \$19,999 category (62 percent of the \$10,001 to \$19,999 category would fall into the extremely low category), for an approximate total of 2,203 extremely low-income households that rent their homes. Approximately 837 extremely low-income households own their homes in the City.

TABLE I-17: CITY OF MADERA MONTHLY HOUSING COSTS BY TENURE (OWNER VS. RENTER)

Income Range	Total Households	% of Households Overpaying within income range	30-34% of Household income	35%+ of Household income
<b>Renter Occupied</b>				
\$0-\$10,000	1,260	82%	53	987
\$10,001-\$19,999	1,521	79%	196	1,007
\$20,000-\$34,999	1,364	19%	169	96
\$35,000-\$49,999	839	3%	0	25
\$50,000+	639	0%	0	0
Subtotal	5,623	45%	418	2,115
<b>Owner Occupied</b>				
\$0-\$10,000	414	71%	22	272
\$10,001-\$19,999	683	66%	35	419
\$20,000-\$34,999	1,164	46%	116	415
\$35,000-\$49,999	1,225	32%	179	214
\$50,000+	2,299	6%	69	62
Subtotal	5,785	31%	421	1,382
Total Households (Occupied Units)	11,408	38%	839	3,497

Source: 2000 U.S. Census

### Special Housing Needs

Within the general population, there are several groups of people who have special housing needs. This section identifies the special needs households in the City of Madera. This review is essential because a major part of the City's role in providing opportunities for affordable housing is to preclude bar-

riers to residents whose needs are not normally met by the private sector. This segment of the City's population is constrained by the housing market not only because of lower incomes, but also because of the lack of housing that is suitable to their special needs. When the housing market does not meet their needs, families or individuals must settle for substandard housing or must pay more than they can afford. These needs can make it difficult for members of these groups to locate suitable housing. The following subsections discuss the special housing needs of six groups identified in state housing element law (Government Code, Section 65583(a)(7)). Specifically, special housing needs groups include:

- senior households,
- persons with disabilities,
- large households
- single-headed households,
- homeless persons,
- farmworkers.

Where possible, estimates of the population or number of households in Madera falling into each group are presented.

### *Senior Households*

Senior households are defined as households with one or more persons over the age of 65 years. **Table I-18** below presents a comparison of the number of persons over the age of 65 years in Madera in 2000 and in 2008. The senior population decreased by 2.1 percent to 7.7 percent in Madera between 2000 and 2008. The male senior population declined 0.4 percent, the female population declined by 1.7 percent.

In 2000, 495 seniors were 85 years and older, which makes up 1.1 percent of the Madera population as a whole. In 2008, this number slightly decreased, with those 85 years and older representing 1.0 percent of the Madera population as a whole. According to the 2000 Census data, 946 seniors lived alone (24.8 percent of the senior population).

**TABLE I-18: CITY OF MADERA SENIOR POPULATION**

	2000		2008	
	Number	Percentage	Number	Percentage
Number of Persons 65 years and over	3,813	8.8%	4,402	7%
Number of Persons 85 years and over	495	1.1%	677	1%
Total Senior Population	3,813	8.8%	4,402	7%
Males 65 years and over	1,400	3.2%	1,877	3%
Females 65 years and over	2,413	5.6%	2,525	4%
Total City Population	43,207	--	56,750 <sup>1</sup>	--

Source: 2000 U.S. Census. 2008 Claritas report

<sup>1</sup> Total population is slightly higher than in previous tables that source the California Department of Finance because the population by age numbers are not available from that source for 2008 but are available from Claritas projections, which shows a slightly higher population.

In 2006, the majority of senior households in Madera were homeowners. Of all 2006 households headed by a person 65 years or older, 76 percent owned their homes and 24 percent rented. In contrast, the households headed by a non-senior person are more evenly distributed between owners and renters, at 50 percent and 49 percent respectively. One can deduce that many seniors have purchased their homes and are less inclined to move than younger populations.

Although there are many more senior homeowners, it is the renters who experience the greatest housing needs due to low, fixed incomes and rising rental rates. Senior homeowners, however, face the problem of maintaining their homes, often on fixed incomes.

TABLE I-19: HOUSING TENURE OF SENIOR AND NON-SENIOR HOUSEHOLDS

Household Type and Tenure <sup>1</sup>	Number	Percentage
Senior Renter	477	24%
Senior Owner	1,529	76%
<b>Total Senior-Headed Households</b>	<b>2,006</b>	<b>100%</b>
Non Senior Renter	7,762	50%
Non Senior Owner	7,815	50%
<b>Total Households Headed by a Non-Senior Person</b>	<b>15,577</b>	<b>100%</b>
All Renters	8,239	47%
All Owners	9,344	53%
<b>Total All Households</b>	<b>17,583</b>	<b>100%</b>

<sup>1</sup> Based on occupied housing units

Source: 2006 U.S. Census Bureau, American Community Survey

According to statistics from the American Community Survey conducted by the U.S. Census Bureau in 2006, 11,127 households receive Social Security Income in the Madera MSA, and 2,835 households collected Supplemental Security Income (SSI) as well. (Note that this figure includes seniors who may have qualified for SSI before age 65 because of a disability.) Retired workers in California received an average monthly benefit of \$1,002 in 2005. SSI is a needs-based program that pays monthly benefits to persons who are 65 or older, are blind, or have a disability. Seniors who have never worked or have insufficient work credits to qualify for Social Security disability often receive SSI benefits. The federal SSI payment is determined by the recipient's countable income, living arrangement, and marital status. As of January 2006, the maximum monthly federal SSI payment for an individual living in his or her own household and with no other countable income is \$603, and for a couple, \$904. SSI is the only source of income for a number of low-income seniors. With these maximum monthly benefit amounts, SSI recipients are likely to have difficulty in finding housing that fits within their budgets since they can afford to pay only \$181 for a single person or \$271 for a couple.

ple, which is far below the fair market rent for a 1-bedroom unit (\$654) or even a studio unit (\$623) in Madera.

#### *Information from Service Providers*

The Senior Services Division, which is part of the City's Parks and Community Services Department, provides services countywide for senior citizens 55 years and older. Services include recreation, meals, special outings, health services, and information and referral. The Senior Nutrition Program, funded in part by the Fresno-Madera Area Agency on Aging, serves hot meals at two centers in Madera, the Frank Bergon Senior Center and the Pan Am Community Center. The senior coordinator and staff at the centers made the following observations regarding seniors' housing needs:

- There is not enough affordable housing for seniors. The waiting lists for the existing senior projects are too long.
- Many seniors have extremely low incomes, such as from SSI, and cannot afford to pay much rent.
- Many of the units with rents low enough so that they are affordable to seniors with extremely low incomes are substandard.
- Some seniors need more services than are currently provided at the existing senior developments. They need assistance with housekeeping, transportation to medical appointments, and other supportive services that could be arranged through a services coordinator, if such services were provided for residents.

There are three existing senior housing developments in Madera, Valle de Las Brisas, Yosemite Manor, and Madera Garden, with a total of 221 units. In addition, the Madera Housing Authority manages 70 units of conventional public housing that are designated for seniors. There are waiting lists for all of these units.

*Persons with Disabilities*

**Table I-20** presents information from the 2006 American Community Survey on the disability status of persons 5 years and older. Small portions, 2 percent, of those aged 5 to 15 have a disability. As shown, approximately 13 percent of Madera's population 16 to 64 years of age has a disability. The percentage of seniors (65 years and older) with a disability is much larger at 44 percent.

**TABLE I-20: COUNTY OF MADERA  
NON-INSTITUTIONALIZED DISABLED POPULATION**

	Number	Percentage	Percentage of Group
Population 5 years and over	60,145	50%	--
With a disability	7,440	6%	12%
Population 5 to 15 years	14,090	12%	--
With a disability	223	0.2%	2%
Population 16 to 64 years	41,853	35%	--
With a disability	5,357	5%	13%
Population 65 years and over	4,202	4%	--
With a disability	1,860	2%	44%
Total Population	120,290	100%	--
Total Population with disability	14,880	12%	--

Source: 2006 U.S. Census ACS

The statistics for the SSI program also provide information on the number of persons with disabilities who may have housing needs because of their low incomes. As of December 2005, there were 3,284 SSI recipients in Madera who were receiving benefits because they are blind or disabled. Although these figures can give a sense of the proportion of the population with differ-

ent types of disabilities, a much smaller proportion of the population may actually require specially adapted housing to accommodate disabilities.

The Department of Mental Health provides and coordinates housing services for people who are mentally ill. The department works closely with facility and service providers in the County, such as the Madera County Community Action Agency and the Rescue Mission, to ensure that clients receive housing services and other supportive services.

Housing programs for persons with disabilities are primarily available through the Madera Housing Authority. Many of the units identified for seniors are also available to persons with disabilities.

### *Large Households*

According to **Table I-21**, there were 1,518 large families (five or more members) living in Madera in 2000. This total accounts for 29 percent of the total number of households in the City. These households usually require housing with 4 or more bedrooms, which is rare especially among apartment units and rentals in general.

**Table I-21** also depicts the updated 2008 figures for all households by household size within Madera. Two-person households are consistently the highest percentage of the demographic makeup of the community, although in 2000 (**Table I-2**), non-family households had a slightly higher amount of one-person households. Another trend to note is that in 2008, the one-person, three-person, and four-person households were each approximately 16 percent of the total households. Madera maintains a consistent percentage of five-plus person households, just shy of 30 percent.



TABLE I-21: CITY OF MADERA HOUSEHOLD SIZE

	2000		2008	
	Total	Percentage	Total	Percentage
1 Person	2,013	17%	2,440	16%
2 Persons	2,836	24%	3,576	23%
3 Persons	1,866	16%	2,436	16%
4 Persons	1,935	16%	2,434	16%
5 Persons	1,347	11%	1,747	11%
6 Persons	830	7%	1,104	7%
7 Persons or more	1,151	10%	1,588	10%
Total	11,978	100%	15,325	100%

Source: 2000 U.S. Census, Claritas Report 2008

Large households require housing units with more bedrooms than housing units needed by smaller households. In general, housing for these households should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child-care facilities. These types of needs can pose problems particularly for large families that cannot afford to buy or rent single-family houses, as apartment and condominium units are most often developed with childless, smaller households in mind.

The U.S. Department of Housing and Urban Development (HUD) defines a large household or family as one with five or more members. According to the 2008 estimates, 4,439 households, or 29 percent of the total households in Madera, had five or more members. Approximately 10 percent, or 1,588 households, had seven or more members. This is a dramatic increase from the figures in the 2000 Census, where 6 percent of all households (538) had seven or more members.

**Table I-22** illustrates changes in tenure that occurred between the 2000 Census and the 2006 American Community survey (this is the most up-to-date information available on tenure by household size). It appears a change occurred from 2000, when most of the large households were renters (1,823 or 55 percent) compared to 45 percent (1,507) who were owners. In 2006, there were 2,261 large households (24 percent) that were owner occupied, while 2,813 (34 percent) of large households were renter occupied. For both renter- and owner-occupied households, four-person households tend to be the most common household size.

**TABLE I-22: CITY OF MADERA TENURE BY HOUSEHOLD SIZE**

Household Size	Estimate	Percentage
<b>Owner occupied</b>	<b>9,344</b>	<b>53%</b>
1 person	1,613	9%
2 persons	1,736	10%
3 persons	1,853	11%
4 persons	1,881	11%
5 persons	732	4%
6 persons	923	5%
7 persons or more	606	4%
<b>Renter occupied</b>	<b>8,239</b>	<b>47%</b>
1 person	1,335	8%
2 persons	717	4%
3 persons	1,394	8%
4 persons	1,980	11%
5 persons	1,482	8%
6 persons	771	4%
7 persons or more	560	3%
<b>Total</b>	<b>17,583</b>	<b>100%</b>

Source: 2006 U.S. Census ACS

*Single-Headed Households*

According to the U.S. Census Bureau, a single-headed household contains a household head and at least one dependent, which could include a child, an elderly parent, or non-related child. As shown in **Table I-23**, the 2008 estimate indicated that there are 2,066 households headed by a female, representing 14 percent of all Madera households. The majority (98 percent) of these female-headed households (2,040) have children living in them who are under 18 years of age. Within the households where there are no children present, females consistently outnumber males, for both family and non-family members. This may relate to women generally living longer than men and residing with either family or non-family members.

Due to lower incomes, single-headed households often have more difficulties finding adequate, affordable housing than families with two adults. Also, single-headed households with small children may need to pay for childcare, which further reduces disposable income. This special needs group will benefit generally from expanded affordable housing opportunities. More specifically, the need for dependent care also makes it important that housing for single-headed families be located near childcare facilities, schools, youth services, medical facilities, or senior services.

**TABLE I-23: CITY OF FAMILY HOUSEHOLDS**

	Number	Percentage
<b>Households with 1 or more People under Age 18</b>		
Married-Couple Family	5,379	35%
Other Family, Male Householder	780	5%
Other Family, Female Householder	2,040	13%
Non-family, Male Householder	70	0.5%
Non-family, Female Householder	26	0.2%

	Number	Percentage
<b>Households with No People under Age 18</b>		
Married-Couple Family	2,992	20%
Other Family, Male Householder	332	2%
Other Family, Female Householder	587	4%
Non-family, Male Householder	1,334	9%
Non-family, Female Householder	1,785	12%
<b>Total Households</b>	<b>15,325</b>	<b>100%</b>

2008 Claritas Report

### *Homeless Persons*

As elsewhere in the nation, homelessness is usually the end result of multiple factors that converge in a person's life. The combination of loss of employment, inability to find a job because of the need for retraining, and high housing costs lead to some individuals and families losing their housing. For others, the loss of housing is due to chronic health problems, physical disabilities, mental health disabilities, or drug and alcohol addictions, along with an inability to access the services and long-term support needed to address these conditions. The best available data on the homeless population in Madera comes from the Continuum of Care survey discussed below.

The cities and counties of Madera and Fresno have joined to form the Fresno Madera Continuum of Care (FMCoC) to work together to prevent, reduce, and end homelessness in the San Joaquin Valley. Among the Continuum of Care's goals are the following:

- Enhance and stabilize the homeless service and housing provider organizations within the area.

- Increase the amount of affordable, long-term housing for families that are completing transitional housing programs.
- Work with Community Development Corporations in Fresno and Madera to increase the inventory of affordable housing in revitalization areas.
- Implement a Homeless Management Information System to be used for tracking, reporting and coordinating available resources and need.
- Develop and conduct a Homeless Survey to collect data required for gaps analysis and to secure funding.

The Continuum of Care sponsored the Homeless Access to Care Survey, which was conducted March 26–27, 2002, by trained volunteers from multiple agencies that administered surveys to clients visiting their offices. In addition, many agencies sent volunteers out to administer surveys on the street in locations where homeless individuals commonly seek shelter. A total of 1,779 surveys were completed and tabulated for Fresno and Madera counties. Of the 1,779 persons interviewed, 465 were from Madera County. Some facts about the homeless population in the area based on the survey responses are the following:

- Sex – About 52 percent of the homeless population is male.
- Race/Ethnicity – The majority (42 percent) is Latino, with whites at 33 percent and African American at 15 percent.
- Employment Status – Approximately 17 percent of the homeless are employed.
- Veterans – Veterans make up approximately 17 percent of the homeless.

- Ex-Offender – Approximately 20 percent are ex-offenders.
- Domestic – Twenty-four percent are the victims of domestic violence.
- Prior Homelessness – Almost half of those surveyed (49 percent) reported that they had been homeless before.
- Current Housing – Almost 10 percent reported that they were living on the street or in their vehicle, while 18 percent were living in an emergency shelter. Others reported that they were in transitional housing (27 percent) or living with a relative or friend (21 percent).

Facilities and services for homeless people in Madera are provided primarily by the Madera County Community Action Agency, which operates two emergency shelter facilities, a transitional shelter facility, two transitional housing sites (Mount Laura Shelter and the Martha Diaz Center), and a motel voucher program within the City. Additional services, such as motel vouchers through Temporary Assistance to Needy Families (TANF), are provided by the Madera County Welfare Department.

The biannual Point-In-Time Homeless Street Count was completed in the Fresno and Madera region on January 26, 2007. This FMCoC study involved a day-long data collection strategy, using the personal interview method of individuals on the street, in areas known to be frequented by homeless persons, including the perimeters of emergency shelters, soup kitchens, parks, railways, and under bridges. More than 100 community members including homeless service providers, private citizens, public agency representatives, and justice and social service agencies participated in the one-day Point-In-Time count of homeless on the street. Approximately 769 persons in Fresno were interviewed, and 72 persons in Madera were interviewed. The results of the Madera survey are as follows:

- The majority of respondents resided in Madera less than a year, with 54 percent staying at an emergency shelter.

- Of those respondents who stayed in a shelter, 54 percent claim they were not offered services to assist with long-term housing.
- Approximately 80 percent of respondents were single, with 70 percent of respondents being men.
- Almost 60 percent of the respondents were aged 31 to 50 years old.
- 53 percent of the population has been homeless for a year or more.
- 44 percent of the respondents graduated from high school, with 17 percent of respondents having some college education.
- 67 percent of the population claimed to make between \$0 and \$500 per month, with 31 percent of this income derived from food stamps, followed by Medicaid at 24 percent.

In addition to the shelter options provided by the Madera County Community Action Agency, the Madera Rescue Mission provides services for men, women and children, including shelter, three meals a day, showers, and clothing giveaways. According to the City's 2005-2010 Consolidated Plan, there are 70 beds for individuals with emergency shelter needs, 34 transitional beds for individuals, and no permanent supportive housing beds. For families, there are currently no emergency shelter or permanent supportive housing beds, but there are 12 transitional beds for families.

### *Farmworkers*

Farmworkers accounted for 14 percent of the employed persons living in Madera in 2000. The 2000 Census reported a total of 1,972 Madera residents who were employed in farming, forestry, and fishing occupations. Projections for 2008 estimated the number of farming, fishing, and forestry jobs at 2,584, which was about 13 percent of the workforce (persons aged 16 and older).

A special report prepared for the Madera Housing Authority and the Darin M. Camarena Health Centers Inc. provides current information on the needs of farmworkers in Madera County. The study included surveys of agricultural workers to assess the current health and housing options for agricultural workers in Madera and to identify some of the problems that they are facing. The special study consists of surveys of 200 agricultural workers, the Immigrant Voice Survey, and the Agricultural Worker Health and Housing Program (AWHHP) survey, as well as three focus group sessions to discuss current and future health and housing needs of these farmworkers.

Findings from this special study include the following:

- **Large and Growing Families** – Average family size was 5.8 persons. Most of the households had at least one child under the age of 10.
- **Household Income** – A reasonable estimate of the typical hourly pay (or piece work equivalent) for these agricultural workers would be \$6.75 to \$8 per hour. This, combined with the high level of underemployment, results in very low household incomes. The average household income for AWHHP participants was \$12,055.
- **Living Arrangements** - The majority of the AWHHP participants were living in houses (67), followed by apartments (24), single rooms (6), and mobile homes (1).
- **Housing Quality** - Almost half of the AWHHP respondents reported problems with insects or vermin infestation. Other problems included heating and cooling, plumbing, electrical wiring, and sewer. Approximately 10 percent in both surveys cited poor quality housing as the reason for their last move.
- **Lack of Affordable Housing** - The need for more affordable housing options, as either apartment complexes or homes, was the focus of much of the discussion at the three focus group meetings.



- Exploitation by Landlords - With their low incomes and in some cases undocumented status, many workers are vulnerable to being exploited by landlords. Landlords may fail to make necessary repairs, leaving tenants to make repairs on their own. In addition, rental deposits are often excessive.

The study points concludes that the very low wages paid to agricultural workers, the seasonal nature of farm labor, and the rising housing costs in the Central Valley pose serious constraints on the ability of Madera's agricultural workers to secure decent and affordable housing. The ineligibility of undocumented workers for government-sponsored housing programs is a serious problem as well.

According to the City's previous Consolidated Plan (2000-2005), City and County staff routinely receive complaints of single-family units being occupied by groups of farm laborers or families. Investigations by staff showed as many as 10 to 20 residents in a single unit and adjacent sheds. These circumstances present serious health and safety problems and substandard housing conditions, such as electrical hazards and inadequate toilet, shower, heating, and kitchen facilities.

The Consolidated Plan also reported that approximately 1,500 people live in substandard and illegal dwelling units during the summer. Because other people live in legal units that may not be substandard, the total number of farm laborers may be much higher. Many times farm laborers pay more for substandard housing than would be paid for renting standard housing. Because the farm laborer's stay is limited, standard rental housing is difficult to obtain.

The City's most recent Consolidated Plan (2005-2010) did not discuss the needs of farmworkers at length but one can assume that the needs of farmworkers are still present. The updated Consolidated Plan does list Housing Authority homeownership programs, and one program specifically targets farmworkers, the Down Payment Assistance Program-Farm Worker Housing

Grant. This program assists qualified farmworkers afford homeownership and also helps to build and rebuild single-family neighborhoods in the City.

The Housing Authority of the City of Madera is responsible for providing assisted rental housing through its public housing farmworker rental units. The Housing Authority owns 100 units of farm labor housing. Residency is restricted to farm labor families that are U.S. citizens or have residency. The Housing Authority also operates the 50-unit Pomona Ranch Housing Center, which is outside of the City limits, for seasonal farmworkers. In addition, Self Help Housing operates the 40-unit Cottonwood Farm Labor complex.

### *Housing Authority*

The Housing Authority is the primary provider of affordable housing in Madera. The Housing Authority's two main programs, Public Housing and Housing Choice Vouchers (HCV), provide some housing opportunities for extremely low-, very low-, low- and moderate- income families and individuals as well as housing for people with other special needs (senior citizens). The demand for the Housing Authority's programs and services is evidenced by the program waiting lists. Historically the waiting lists have contained thousands of households. For example, according to the 2005-2010 Consolidated Plan, there were 2,784 families waiting for 260 family public housing units and 1,410 families were waiting for one of the City's 725 Housing Choice Vouchers. Elderly households are small but growing percentages of both waiting lists. In total, there are more elderly families on the waiting lists than there are disabled families. From the Housing Authority's perspective, the greatest need for housing assistance is among very low-income and moderate- income (working poor), renter-occupied households (particularly large related households)

## HOUSEHOLD INCOME CHARACTERISTICS

### Housing Costs Compared to Ability to Pay

The following section discusses current (as of February 2008) income levels and ability to pay for housing compared with housing costs. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including monthly allowance for water, gas, and electricity) or monthly mortgage (including taxes). Since above moderate-income households do not generally have problems locating affordable units, these units are frequently defined as those reasonably priced for households that are low- to moderate-income. **Table H-24** shows the definition of housing income limits as published by the State of California (based upon HUD income limits published annually with some adjustment made for local factors) as they are applied to housing units in the City of Madera.

#### *Definitions of Housing Income Limits*

**Extremely Low-Income Unit** is one that is affordable to a household whose combined income is at or lower than 30 percent of the median income for the Fresno MSA (Fresno and Madera Counties) as established by the U.S. Department of Housing and Urban Development (HUD). For 2008, a Madera household of four is considered to be extremely low-income if its combined income is \$16,150 or less (\$1,346/mo. or \$7.76/hr.).

**Very Low-Income Unit** is one that is affordable to a household whose combined income is between 31 and 50 percent of the median income for the Fresno MSA as established by HUD. For 2008 a Madera household of four is considered to be very low-income if its combined income is \$26,900 or less (\$2,242/mo. or \$12.93/hr.).

**Low-Income Unit** is one that is affordable to a household whose combined income is at or between 50 percent and 80 percent of the median income for the Fresno MSA as established by HUD. A household of four is considered to

be low-income in Madera if its combined income is \$43,050 or less (\$3,587.50/mo. or \$20.70/hr.) for the year 2008.

**Median-Income Unit** is one that is affordable to a household whose combined income is at or between 81 percent and 100 percent of the median income for the Fresno MSA as established by HUD. A Madera household of four is considered to be median income if its combined income is \$53,800 or less (\$4,483/mo. or \$25.87/hr.) for the year 2008.

**Moderate-Income Unit** is one that is affordable to a household whose combined income is at or between 101 percent and 120 percent of the median income for the Fresno MSA as established by HUD. In Madera a household of four is considered to be moderate-income if its combined income is \$64,600 or less (\$5,383/mo. or \$31.00/hr.) for the year 2008.

**Affordable Units** are units for which households do not pay more than 30 percent of income for payment of rent (including monthly allowance for utilities) or monthly mortgage and related expenses. Since above moderate-income households do not generally have problems in locating affordable units, affordable units are often defined as those that low- to moderate-income households can afford.

**Table I-24** shows the 2008 state area median income limits for very low-, low-, median- and moderate-income households in Madera County by the number of persons in the household. It also shows maximum affordable monthly rents and maximum affordable purchase prices for homes. For example, a four-person household is classified as lower income (80 percent of median) with an annual income of up to \$43,050. A household with this income could afford to pay a monthly gross rent (including utilities) of up to \$1,076 or to purchase a house priced at \$134,370 or less.

TABLE I-24: COUNTY OF MADERA HOUSING AFFORDABILITY BY INCOME LEVEL

Extremely Low-Income (Households at 30% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$11,300	\$12,900	\$14,550	\$16,150	\$17,450	\$18,750
Max. Monthly Gross Rent (1)	\$283	\$323	\$364	\$404	\$437	\$469
Max. Purchase Price (2)	\$35,190	\$40,230	\$45,360	\$50,310	\$54,450	\$58,410
Very Low-Income (Households at 50% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$18,850	\$21,500	\$24,200	\$26,900	\$29,050	\$31,200
Max. Monthly Gross Rent (1)	\$471	\$538	\$605	\$673	\$726	\$780
Max. Purchase Price (2)	\$58,770	\$67,050	\$75,600	\$83,970	\$90,720	\$97,380
Lower Income (Households at 80% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$30,150	\$34,450	\$38,750	\$43,050	\$46,500	\$49,950
Max. Monthly Gross Rent (1)	\$754	\$861	\$969	\$1,076	\$1,163	\$1,249
Max. Purchase Price (2)	\$94,050	\$107,550	\$120,960	\$134,370	\$145,170	\$155,880
Median Income (Households at 100% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$37,700	\$43,000	\$48,400	\$53,800	\$58,100	\$62,400
Max. Monthly Gross Rent (1)	\$943	\$1,075	\$1,210	\$1,345	\$1,453	\$1,560
Max. Purchase Price (2)	\$117,630	\$134,190	\$151,020	\$167,940	\$181,350	\$194,850

Moderate Income (Households at 120% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$45,200	\$51,700	\$58,100	\$64,600	\$69,800	\$74,900
Max. Monthly Gross Rent (1)	\$1,130	\$1,293	\$1,453	\$1,615	\$1,745	\$1,873
Max. Purchase Price (2)	\$141,120	\$161,370	\$181,350	\$201,600	\$217,980	\$233,910

Notes:

1 Assumes that 30% of income is available for monthly rent, including utilities.

2 Assumes that 30% of income is available to cover mortgage payment, 10% down, taxes, mortgage insurance, homeowners insurance; at 7%, 30 year term fixed mortgage.

Source: California Department of Housing and Community Development, Official State Income Limits for 2008 and Home Affordability Calculator at [www.mortgage101.com](http://www.mortgage101.com).

**Table I-25** below shows HUD-defined fair market rent levels (FMR) for Madera for 2009. In general, the FMR for an area is the amount that would be needed to pay the gross rent (shelter rent plus utilities) of privately owned, decent, safe, and sanitary rental housing of a modest (non-luxury) nature with suitable amenities. FMRs are estimates of rent plus the cost of utilities, except telephone. FMRs are housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. The rents are drawn from the distribution of rents of all units that are occupied by recent movers. Adjustments are made to exclude public housing units, newly built units, and substandard units.

As noted above, a four-person household classified as low-income (80 percent of median) with an annual income of up to \$43,050 could afford to pay \$1,076 monthly gross rent (including utilities). The FMR for a 3-bedroom unit is \$1,213, which is not quite affordable to this household and they would likely have to live in a 2-bedroom unit, which would be considered overcrowded. The gap between affordability and rental prices widens drastically for very low-income families. A four-person household classified as very low-income (50 percent of median) with an annual income of up to \$26,900 could afford to pay only \$673 monthly gross rent and thus could not afford the FMR rent of \$1,213 for a 3-bedroom unit. The same would hold true for households with incomes below 50 percent of median, who could only afford to spend less.

**TABLE I-25: CITY MADERA FAIR MARKET RENTS, FISCAL YEAR 2009**

	Bedrooms in Unit				
	0 BR	1 BR	2 BR	3 BR	4 BR
Fair Market Rent (FMR (2009)	\$623	\$654	\$834	\$1,213	\$1,250

Source: Data Sets, [www.huduser.org](http://www.huduser.org)

**Table I-26** is an abbreviated list of common occupations and their annual associated mean annual incomes for Madera residents. The table shows the amounts that households at these income levels could afford to pay for rent as well as the purchase prices that they could afford to pay to buy a home.

**TABLE I-26: INCOMES AND AFFORDABLE HOUSING COSTS AND FOR SELECTED FAMILIES AND OCCUPATIONS**

Category	Annual Mean	Monthly	Affordable House
	Income	Affordable Rent <sup>1</sup>	Price <sup>2</sup>
<b>Single Earners</b>			
Retail Salesperson	\$24,705	\$618	\$83,070
Office Clerk, General	\$25,035	\$626	\$84,150
Machinist	\$36,532	\$913	\$122,940
Dental Assistant	\$29,870	\$747	\$100,440
Farmworkers and Laborers	\$17,495	\$437	\$58,770
Registered Nurse	\$73,475	\$1,837	\$247,230
Food Service Supervisor	\$31,212	\$780	\$105,030
Correctional Officer	\$69,136	\$1,728	\$232,650
Childcare Worker	\$22,881	\$572	\$76,950
Accounting Clerk	\$32,341	\$809	\$108,810
Maintenance Worker	\$43,109	\$1,078	\$144,990
Engineering Technician	\$36,015	\$900	\$121,140
Elementary School Teacher	\$48,023	\$1,201	\$161,550

Category	Annual Mean	Monthly	Affordable House
	Income	Affordable Rent <sup>1</sup>	Price <sup>2</sup>
<b>Two Wage Earners</b>			
Food Service Supervisor and Retail Salesperson	\$55,917	\$1,398	\$188,190
Maintenance Worker and Office Worker	\$68,144	\$1,704	\$229,320
Farmworker and Childcare Worker	\$40,376	\$1,009	\$135,810
Retired - Average Social Security			
One-person household with only SS	\$12,024	\$301	\$40,320
Two-person household - both retired - only SS	\$24,048	\$601	\$80,910
<b>Minimum Wage Earners (\$8.00 per hour)</b>			
Single Wage Earner	\$16,640	\$416	\$55,980
Two Wage Earners	\$33,280	\$832	\$111,870
<b>SSI (Aged or Disabled)</b>			
One-person household with only SSI	\$7,236	\$181	\$24,210
Couple with SSI	\$10,848	\$271	\$36,450

Notes:

1 Assumes 30% of income devoted to monthly rent, including utilities.

2 Assumes 30% of income devoted to mortgage payment, taxes, mortgage insurance and homeowner's insurance; 10% down at 7%, 30 year term.

Source: Employment Development Department Labor Market Information, 2008

### Home Sales Prices

Home sale prices for the City of Madera were compiled using data provided by Data Quick, an agency that monitors real estate activity nationwide and provides information to consumers, educational institutions, public agencies, lending institutions, title companies, and industry analysts. According to DataQuick, the median sale price for a home in Madera in December of 2007 was \$240,500. One year later in December 2008, the median sale price had declined by 61.90 percent to \$151,750. The median home sale price includes resale single-family homes, new single-family homes, and condominiums.



According to DataQuick, a significant factor that has lowered the median sale price of homes is the large increase in resale homes that are in foreclosed and pre-foreclosure (defaulted mortgages) status. In the second quarter of 2007, there were 215 home mortgages in the County of Madera that were in default. In the second quarter of 2008, the number of mortgages in default was 158 percent higher, with 555 mortgages in default. DataQuick estimates that the median home sale price in Madera will continue to decline as more foreclosed homes are sold below the median price.

Comparing the income data and maximum home purchase price based on the income limits established for lower-income households in **Table I-27** with the median home sale prices reported by DataQuick (December 2008), it is estimated that only those earning slightly more than the median income can afford to purchase a home. Households earning roughly \$48,400 (98 percent AMI) per year earn the minimum amount of monthly income needed to purchase a home at the median price of approximately \$150,000, without being severely cost burdened by a monthly mortgage payment.

**TABLE I-27: COUNTY OF MADERA  
MEDIAN HOME SALE PRICES**

Jurisdiction	December 2008 Units Sold	December 2008	December 2007	% Change
Chowchilla	8	\$158,500	\$230,000	-31%
Coarsegold	5	\$231,090	\$249,000	-7%
Madera	45	\$151,750	\$240,500	-37%
Oakhurst	3	\$270,000	\$263,250	3%
County Total	148	\$165,000	\$242,750	-32%

Source: *dqnews.com*, "California Home Sale Price Medians by County and City," August 2008.

**Table I-28** displays the median market rate rental prices by bedroom gathered as part of a rental survey performed in October 2008. A total of 74 single-family homes and 24 multi-family dwellings were evaluated during the survey. At the time of the survey, 3-bedroom apartments were the most plen-

tiful type of unit for rent. One-bedroom apartments were renting for approximately \$980 per month, which a single person with an income in the very low-, low-, or moderate-income categories would struggle to afford. Rent for a 3-bedroom home or apartment ranged from \$1,050 to \$1,195. A moderate-income family of four would likely be able to afford this rent, but a family with very low- or low-income status would not. These are indications of the continued need to offer programs such as those discussed in the “Current and Past Housing Programs in Madera” section and to continue to pursue other programmatic solutions to the supply of housing affordable to all income levels.

**TABLE I-28: CITY OF MADERA MEDIAN RENT**

Number of Bedrooms	Single-Family		Multi-Family	
	Median Rent	Number of Units Surveyed	Median Rent	Number of Units Surveyed
1 bedroom			\$980	5
2 bedroom	\$750	5	\$1,070	6
3 bedroom	\$1,050	21	\$1,195	13
4 bedroom	\$1,200	37		
5+ bedroom	\$1,325	11		
Total		74		24

Source: PMC rental survey, October 2, 2008.

## ASSISTED HOUSING AND AT-RISK UNITS

### Assisted Housing

Assisted housing is defined as units in which all or part of the costs are subsidized by the public sector so that housing is available to lower-income households at more affordable costs. By Housing and Urban Development (HUD) standards, an affordable unit's monthly cost does not exceed 30 percent of the household's income. Historically, this figure was 25 percent, but it

was raised to 30 percent to more accurately reflect current housing costs. However, financial institutions are using a figure of 30-35 percent of household income for housing costs (principal, interest, taxes, and insurance) as a maximum loan threshold.

### REDEVELOPMENT AGENCY

The City of Madera Redevelopment Agency continually prioritizes increasing and improving the supply of affordable housing in the City. The agency has created affordable housing opportunities for owners and renters by funding projects with public funding and entering into public/private partnerships. According to the 2008-2013 Implementation Plan, the Madera RDA has been responsible for the production of 1,436 units through June 2007. The estimated number of housing units to be developed in the Redevelopment Project Area over the five year planning period (2008-2013) is 751 units. The Agency expects approximately 453 of these units will be for very low- income households. This expectation is based on continuation of the Agency's various housing programs. Based on the growth in assessment values between 2002/2003 and 2007/2008, the authority was able to issue tax allocation bonds in the amount of \$37.5 million, \$7.4 of which was for housing activities. This bond issue will provide most of the Agency's funding for project activities during the Implementation Plan cycle. The projected housing set aside fund revenue is illustrated in **Tables I-29A and I-29B** below.

**TABLE I-29A: ESTIMATE OF HOUSING SET ASIDE FUND REVENUE**

	Estimate 2007-2008	Plan Period				
		1	2	3	4	5
		Estimate 2008-2009	Estimate 2009-2010	Estimate 2010-2011	Estimate 2011-2012	Estimate 2012-2013
Resources						
Beginning Balance	\$1,121,000	\$728,000	\$4,273,000	\$2,241,000	\$426,000	\$8,000

	Estimate 2007-2008	Plan Period				
		1	2	3	4	5
		Estimate 2008-2009	Estimate 2009-2010	Estimate 2010-2011	Estimate 2011-2012	Estimate 2012-2013
2008 Tax Allocation Bond (TAB)	\$0	\$7,436,000	\$0	\$0	\$0	\$0
<b>Revenues</b>						
Housing Set Aside	\$1,460,000	\$1,663,000	\$1,797,000	\$2,112,000	\$42,411,000	\$2,727,000
Investment Earnings	\$26,000	\$24,000	\$61,000	\$44,000	\$28,000	\$27,000
Total Resources	\$1,486,000	\$1,687,000	\$1,858,000	\$2,156,000	\$2,439,000	\$2,754,000
Cumulative Deposits (not including the Beginning Balance)	\$1,486,000	\$3,173,000	\$5,030,000	\$7,186,000	\$9,625,000	\$12,380,000

TABLE I-29B: ESTIMATE OF AGENCY ASSISTED UNITS/EXPENDITURES

Program Activity	Estimate 2007-2008	Plan Period					Totals
		1	2	3	4	5	
		Estimate 2008-2009	Estimate 2009-2010	Estimate 2010-2011	Estimate 2011-2012	Estimate 2012-2013	
Construction Loans	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Down Payment and First Time Homebuyer Assistance	\$10,000	\$10,000	\$140,000	\$15,000	\$140,000	\$15,000	\$320,000

Program Activity	Estimate 2007-2008	Plan Period					Totals
		1	2	3	4	5	
		Estimate 2008-2009	Estimate 2009-2010	Estimate 2010-2011	Estimate 2011-2012	Estimate 2012-2013	
Acquisition/Subdivision	\$0	\$840,000	\$625,000	\$385,000	\$0	\$0	\$1,850,000
New Multi-Family	\$0	\$750,000	\$0	\$750,000	\$0	\$0	\$1,500,000
Targeted SF Rehab	\$350,000	\$350,000	\$350,000	\$350,000	\$200,000	\$200,000	\$1,450,000
Exterior Improvement Grants	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$1,250,000
Acquisition/Infill	\$0	\$600,000	\$600,000	\$250,000	\$250,000	\$250,000	\$1,950,000
Owner Participation Agreements	\$275,000	\$275,000	\$275,000	\$275,000	\$275,000	\$275,000	\$1,375,000
Multi-Family Rehab/Transitional Housing	\$250,000	\$1,150,000	\$250,000	\$250,000	\$250,000	\$250,000	\$2,150,000
<b>Grand Total Expenditures</b>	<b>\$11,845,000</b>						

Agency housing programs include the Infill Program that demolishes dilapidated structures and sells the lots to builders for affordable housing. The Construction Loan Program that provides low interest construction loans through a revolving loan fund for single family homes available to low-income households. The Downpayment Assistance Program is for first time homebuyers and is administered by the City of Madera. The Owner Participation Agreement Program finances the construction of public improvements required for new subdivisions in return for long-term affordability covenants on units sold to low- and very low-income households. In the Property Acquisi-

tion and Subdivision Program, the Agency acquires vacant property, makes necessary public improvements and sells to home builders. Affordability covenants are placed on homes sold to moderate, low and very low-income households. The Targeted Single-family and Multi-family Rehab and Transitional Housing program assists owners of transitional, rental and owner-occupied housing to rehabilitate units. These units have to be available to very low, low and moderate income households. The New Multi-family program has the Agency working with developers of multi-family projects to ensure affordable units are included as part of each development. Finally, the Exterior Improvement Grants program assists the owners of transitional, rental and owner-occupied housing to improve the exterior façade of the units. Residents of the improved units must be very low, low or moderate-income households.

The Redevelopment Agency has also participated in developing and ensuring that the supply of affordable rental units is adequate to meet the demands of low-income households in the City. **Table I-30** provides a summary of the assisted housing projects in the City. The Agency utilizes tax exempt bonds and set-aside funds to subsidize affordable rent levels that are below market rate. A portion of the assisted units is also restricted to lower-income households through the HUD Section 8 program. The Agency intends to continue funding these of programs with focus on providing funding for the property acquisition and subdivision program, acquisition infill, new multi-family construction and rehabilitation and single-family rehabilitation.

**TABLE I-30: PUBLICLY ASSISTED HOUSING PROJECTS**

Multi-Family	Total # of Units	# of Affordable Units	Section 8
Cottonwood Creek <sup>2</sup>	40	40	--
Las Brisas <sup>1</sup>	81	81	--
Madera Apartments <sup>2</sup>	68	65	--
Madera Garden Apartments <sup>2</sup>	65	58	--
Sunrise Terrace	81	81	--
Sherwood Family Apartments <sup>2</sup>	65	65	--

Multi-Family	Total # of Units	# of Affordable Units	Section 8
Crossings	65	65	--
Lakewood Terrace <sup>2</sup>	81	81	--
Valley Vista <sup>2</sup>	60	60	--
The Village of Madera <sup>2</sup>	75	75	--
Yosemite Manor	76	76	76
Total	757	747	--

<sup>1</sup> Senior facility

<sup>2</sup> While these projects were assisted with public funding, no local funding was contributed.

Source: City of Madera, Redevelopment Agency.

### Units at Risk of Conversion

The Department of Housing and Community Development (HCD) defines assisted housing developments as multi-family rental housing projects that receive financial assistance through state and federal funding sources including HUD programs, state and local bond programs, redevelopment programs and those restricted as part of inclusionary or density bonus programs. At-risk projects are considered to be those projects that are subject to governmental regulatory agreements and where the project owners can cancel the regulatory agreement and convert the affordable rents to market-rate rents within the current or subsequent 5-year planning period.

According to the California Housing Partnership Cooperation, the Madera Apartments and Madera Garden Apartments are considered to be at risk. The Madera Apartments contain 68 units, of which 65 units are subsidized. The restrictive clause expiration date of the 65 units is April 18, 2011. The Madera Garden Apartments contain a total of 65 units, 58 of which are subsidized. The restrictive clause expiration of the 58 units expired on August 31, 2001; however the principal loan amount is \$878,424.30 outstanding. At the time the principal is paid in full, the restricted units face the possibility of conversion.

### Cost of Replacing At-Risk Units

Generally, the cost of preserving assisted housing units is estimated to be significantly less than replacing units through new construction. Preserving units entails covering the difference between market rate and assisted rental rates. New construction tends to be less cost efficient because of the cost of land, which is often a limiting factor in the development of affordable housing.

#### *Preservation*

An analysis of the cost to preserve at-risk units includes determining the cost to acquire and rehabilitate the at-risk project as well as determining the monthly subsidy necessary to preserve affordability. In the event that the affordability terms expire on the two at-risk units and the property owners of the projects decide to convert the rental rates of the units to be equal to or more than the fair market rental rates, interested parties (nonprofit, for profit, the RDA) may purchase and rehabilitate the property in order to maintain the affordability of the units. Purchasing the at-risk units depends on the owners' willingness to sell, interested parties to purchase the project, and available funding assistance. Currently, loopnet.com advertises a 10-unit multi-family complex for \$650,000, which is \$65,000 per unit. The average rehabilitation cost in Madera for each unit is \$20,000, which means that the estimated total cost to acquire and rehabilitate each unit is \$85,000. Roughly, the total cost to acquire and rehabilitate the at-risk units (123) is \$10.5 million.

Following the acquisition and rehabilitation of the units, the ongoing cost to preserve affordability is determined by identifying the gap (subsidy) between the assisted rent and the market rent. The exact amount is difficult to estimate because the rents are based on a tenant's income and therefore would depend on the size and income level of the household. **Table I-24** summarized the affordability situation in the city. Following are some general examples of expected subsidies:

An extremely low-income person can only afford up to \$283 per month and the fair-market rental rate in the City for a 1-bedroom unit is \$654 per month.



The subsidy needed would be approximately \$371 per month or \$4,452 per year.

A very low-income family of three can afford \$605 a month and the fair-market rent in the City for a 2-bedroom unit is \$834. The subsidy would be approximately \$229 per month or \$2,784 per year.

A low-income family of four or larger would most likely find it difficult to find suitable housing. To avoid overcrowding, a large low-income family would need to find a single-family unit, and these rents are generally higher than those for multi-family units. A family of four could afford up to \$1,076 per month, and the fair market rent for a 3-bedroom unit is \$1,213. The subsidy would be approximately \$137 per month or \$1,644 per year.

### *Replacement*

The City also has the option of replacing converted units through the construction of a new affordable housing project. The cost of developing a new affordable housing project is typically much higher than acquiring and rehabilitating an existing project, due to development fees and the price of purchasing land. The Pacific Companies, an affordable housing developer, is in the preliminary stages of developing a 65 unit (including manager's unit) affordable housing project called Arbor Point. According to the developer's pro forma calculations, the anticipated financing that is needed to construct Arbor point is \$18,066,212, not including the cost of land, which is equal to roughly \$277,941 per unit. The total construction cost includes a 2,500 square foot clubhouse/office, which is approximately 3 percent of the total square feet of the complex. Subtracting 3 percent from each of the unit cost yields a per-unit cost of roughly \$269,198. The cost to replace the at-risk units (123) is determined by multiplying the total number of at-risk units by the approximate cost to build each unit. That cost would be \$33,111,354 in Madera.

### FUTURE HOUSING NEEDS

Under the state housing element requirement, housing needs are defined in three categories: existing needs, needs of special groups within the community, and projected needs over the next five-year period. Previous sections of this chapter have identified existing needs and needs of special groups. This section focuses on projected housing needs through 2014.

Projected housing needs are the total additional housing units required to adequately house a jurisdiction's projected population through the planning period in units that are affordable, in standard condition, and not overcrowded. These needs include those of the existing population as well as the needs of the additional population expected to reside in the city five years hence.

#### Madera's Share of 2007 to 2014 Housing Needs

Government Code Section 65584 assigns responsibility for developing projections of regional housing need and for allocating a share of this need to localities within the region to regional councils of government or the California Department of Housing and Community Development when there is no local council of government. For Madera County and its two incorporated communities (City of Madera and Chowchilla), HCD prepared and finalized these determinations. Based on a methodology that weighs a number of factors (e.g., projected population growth, employment, commute patterns, available sites), HCD determined quantifiable needs for housing units in Madera County according to various income categories. **Table I-31** depicts Madera's estimated need for the 7½ year period. In its final Regional Housing Needs Allocation (RHNA) figures, HCD allocated 6,299 housing units to the City. This is equivalent to a yearly need of 890 housing units for the 7½ year period. The total allocation is broken down into four income categories. Per AB 2634, the City must estimate the projected number of extremely low-income households and one way to do so is by assuming half of its very low-income RHNA is for extremely low-income. The total assigned very low-income allocation is 1,499 or 24 percent of total units, and approximately 749 of that need is at-

tributed to extremely low-income households, low-income (996 units or 16 percent of total units), moderate-income (1,230 units or 20 percent of total units), and above moderate-income (2,573 units or 41 percent of total units). In other words, of the 6,299 units allocated, 60 percent must be in the affordable range (extremely low-, very low-, low-, moderate-) and 41 percent in the above moderate range.

**TABLE I-31: CITY OF MADERA 2007-2014  
REGIONAL HOUSING NEED BY INCOME CATEGORY**

Income Category	HCD Need Determination	Percentage of Total
Extremely Low	749	11%
Very Low	750	11%
Low	996	16%
Moderate	1230	20%
Above Moderate	2,573	41%
Total	6,299	100%
Average Yearly Need	890	--

Source: Department of Housing and Community Development, 2008

### Residential Development Activity (2005 to 2008)

Over the past four years, Madera has issued building permits for 2,234 new units, nearly half of which were built in 2005. The pace of development rapidly dissipated after that year. **Table I-32** summarizes projects approved, building permits issued, and units constructed by year. Between January 1, 2007 and December 31, 2008, the City has issued permits for 323 units, none of which were for units restricted to households of low- or moderate-incomes. The years 2005 and 2006 were in the previous planning period and units constructed in these years have not been counted towards meeting the housing need in the current planning period, rather they are shown to highlight the rapid decline in housing development.

TABLE I-32: CITY OF MADERA RESIDENTIAL DEVELOPMENT ACTIVITY

Unit Type	Year			
	2005	2006	2007	2008
Single Family	1,027	725	218	71
Multi Family	133	26	23	11
Total	1,160	751	241	82

To relate this building permit activity to the 2007-2014 Regional Housing Need Allocation figures, these building permit figures have been assigned to one of the four income categories specified in the HCD needs allocation. The results of this analysis are shown in **Table I-33**. After accounting for approved and constructed housing units between January 2007, and December 2008, Madera's remaining fair share need is shown in **Table I-33**. Very little residential construction has occurred in the City in the past few years, which has lead to limited progress toward the City's RHNA.

**TABLE I-33: CITY OF MADERA BALANCE OF RHNA  
TO ACCOMMODATE ON VACANT OR UNDERUTILIZED SITES**

Income Category	2007 to 2014 HCD Need Determination	Units Constructed January 1, 2007 - Present	Percentage of Need Met	Balance of Existing Need
Very Low	1,499	0	0	1,499
Low	996	0	0	996
Moderate	1,230	0	0	1,230
Above Moderate	2,573	323	12.6%	2,250
Total	6,299	323	--	5,975

*\* Units include both units constructed and those receiving building permits between January 1, 2007 and December, 2008.*

*Source: Community Development Department, November 2008; Department of Housing and Community Development, December 2008.*

## HOUSING RESOURCES

This section assesses the availability of land and services to meet the needs documented in the previous section. This section inventories Madera's available residentially designated land, calculates the buildout potential of this land, and reviews the adequacy of services to support future housing development.

### Available Land Inventory

Relative to future basic construction needs, it has been indicated that during the period of 2009 and 2014, which is the time frame of this Housing Element, Madera's balance of existing need is 5,975 new units. With a slower residential development market in the past few years, very little has been built in the City during this current RHNA planning period and none of the units constructed so far are restricted to very low-, low- or moderate-income households. The City's major responsibility is to provide adequate sites zoned to meet future construction needs. This section evaluates the City's

available land supply to demonstrate if there is enough residentially zoned land to meet future housing demands, as determined by HCD's RHNA.

*Available Land Currently Planned for Residential Use*

The land inventory identified almost 398 sites (covering 892.92 gross acres) that are residentially designated or are proposed to be rezoned to residential and considered vacant. The complete list of available sites to meet the City RHNA is included in the Housing Element (HE) Appendix. The table in this appendix provides the Assessor's Parcel Number (APN), acreage, zoning, General Plan designation, constraints, maximum capacity and realistic capacity numbers. A description of how this realistic capacity number was determined is provided in the "Analysis of Development Potential Versus Projected Housing Need" section below.

One of the sites included in the inventory in the appendix is the site of the Ventana Specific Plan, adopted in January 2007. The Ventana Specific Plan contains two parcels currently, 047-014-005 and 047-014-007. The plan provides for nine neighborhoods total with two of the neighborhoods zoned appropriately for housing affordable to very low and low income households. As shown in the vacant land table these neighborhoods contain a total of 42.7 gross acres of land for approximately 433 dwelling units, which would be appropriate for very low-income households. Even though the Ventana Specific Plan is a large site, it is still viable for development because it is currently a tentative map that has not yet been subdivided, which means that it is readily available for a developer to subdivide or propose a new project or layout. However, the specific plan calls for this section of the parcels to be built with higher density housing types, which are appropriate densities for lower income households. The remaining land in the Specific Plan is PD (4500), which is appropriate for low- or moderate- income households (in this case we are assuming moderate-income-affordable homes) and PD (6000), which provides 811 potential units for above moderate-income households.

TABLE I-34: CITY OF MADERA VACANT SITE SUMMARY

Income Category	2007 to 2014 HCD Need Determination	Units Constructed January 1, 2007 - December 2008	Balance of Existing Need	Units Provided by Vacant Sites	Surplus Unit Capacity
Very Low	1,499	0	1,499	3,756 <sup>1</sup>	1,261
Low	996	0	996		
Moderate	1,230	0	1,230	1,477	247
Above Moderate	2,573	323	2,250	2,363	113
Total	6,299	323	5,976	7,596	1,621

<sup>1</sup> Included 1,471 units that are being rezoned to PD (1500).

### Analysis of Development Potential Versus Projected Housing Need

As shown in **Table I-33** above, Madera has a net RHNA (after subtracting units already built and approved units between January 2007 and December 2008) of 5,975 housing units for the 2007-2014 RHNA planning period. Of this total, there is a need of 1,499 units for the very low-income category, 996 for low income, 1,230 for moderate income, and 2,250 for above moderate-income households.

As shown in **Appendix A - Housing Element Appendix**, Madera has a total holding capacity of 7,898 (realistic capacity) to 10,251 (maximum capacity) housing units under current zoning, which is more than enough units to satisfy the City's RHNA with either the maximum or realistic capacity numbers. Using the maximum densities for each zoning district, Madera has a total residential holding capacity that is more than the total adjusted RHNA by 3,103.1 units. Using the realistic capacity, Madera has a total residential holding capacity that is more than the total adjusted RHNA by 1,621 units. The "realistic" capacities are based on recent development that has occurred in the City over the past few years. These examples are used to determine a realistic capacity for each site because they demonstrate the number of units

that are actually built on a site after development standards are taken into account. Many of the sites in the inventory are designated for medium densities. Projects currently in the pipeline include Villa de Roma, which will be 180 units on 15 acres with PD (3000) zoning and Medium Density General Plan designation. This equates to 86 percent of the total maximum number of units possible on this site according to its size and zoning. Another project, Foxglove, is also a 180-unit complex on 15 acres in the PD (3000) zone and Medium Density General Plan designation. The development history of multi-family projects built on medium density sites allows the City to conservatively assume a realistic capacity of 80 percent. This is also the case with the site that is in the PD (2000) zone where a recent development, Varbella is building at 87 percent of its maximum density. Additionally the Freedman project planned on a 4.3 acre site in the PD (1500) zone is developing at approximately 58 percent. This was taken into account for the PD (1500) site in the inventory, which was projected to yield 60 percent of the maximum density. Even though this percentage is slightly higher than the development project example, the track record of building more than 80 percent on a consistent basis allows the City to assume that at least 60 percent of this site's maximum number of units will be developed.

The range of zoning of available sites affords the opportunity for a variety of housing types. Present development patterns have single-family detached units in the R-1, PD 6000, and PD 4500 zones; single-family attached units (cluster units, planned developments, and split-lot duplexes) in the PD 6000 and PD 4500 zones; multi-family and mobile home parks in PD 3000 and PD 2000; and duplexes and apartments in R-2, R-3, and PD 1500 zones. Manufactured housing on approved foundation systems may be permitted in most residential zones upon approval by the Zoning Administrator.

In addition to the basic construction needs, the housing needs of each of the four income groups (very low, low, moderate, and above moderate) must be considered. Because capacity for housing production exceeds Madera's total need for new housing during the Housing Element planning period, a primary objective for the City over the Housing Element planning period will be to provide adequate sites to accommodate the housing needs of very low-, low-,



and moderate-income households. The California Department of Housing and Community Development assumes, in general, that the higher the density, the more affordable the housing. It is HCD's position that local jurisdictions can facilitate and encourage affordable housing development by allowing development at higher densities, which helps to reduce per unit land costs.

In regard to lower-income households, rental units would typically be constructed in the R-2, R-3, PD 3000, PD 2000, PD 1500, and Commercial zones. Among the sites listed in **Table I-35** as appropriate to meet the need for units affordable to very low- and low- income households are R3 sites with High Density (HD) proposed General Plan designations, PD (1500) with HD designation and PD (2000) and PD (3000) with Medium Density Residential (MDR) designations. Most of the sites used to show capacity for very low and low-income households are PD (3000), which is described as appropriate for multi-family and mobile home parks. Using the realistic capacity methodology described above and typical developed densities, these sites provide for approximately 1,310 units and another 433 in the Ventana Specific Plan, which provides for ample sites to satisfy the very low-income allocation and another 1,044 units are possible on these sites to fulfill the low-income allocations. In addition, the City will lessen the reliance on the PD (3000) by rezoning 64.4 acres (capacity to hold approximately 1,471 units) of land to PD (1500) a density that allows up to 29 units per acre, well above the City's default density of 20 units an acre (Action Item 1-1-3). Appendix A includes a list of sites that will be rezoned.

### **Zoning to Accommodate Housing Affordable to Lower Income Households**

As mentioned above, the City has a large supply of vacant sites with PD 3000 designation that are suitable to meet the City's fair share allocation of very low- and low-income housing units. The PD 3000 designation allows for an equivalent of up to 15 dwelling units per acre, which is lower than the City's "default" density of 20 dwelling units per acre. The City's default density is an assumed density provided by HCD that is sufficient to use for analyzing available sites to meet the housing needs of lower-income households. Be-

cause the City's allowable density in the PD 3000 zone is lower than their default density, a thorough analysis of market demand/trends, financial feasibility, and recent development experience in the PD 3000 zone must be provided to demonstrate that lower income housing production is feasible in this zone.

#### *Market Demand/Trend*

Between 2005 and 2008 the City experienced a dramatic slowdown in residential development activity. In 2005 the City issued 133 multifamily building permits and by 2008 the number of multifamily permits declined by 92 percent to 11 permits. However, there are 3 larger scale projects in the development pipeline that are located in the PD 3000 zone. Villa de Roma is proposed to develop on approximately 15 acres with 180 single family homes achieving a density of 12 dwelling units per acre. Foxglove Apartments (180 units) are also planned to achieve a density of 12 dwelling units per acre. Additionally, Arbor Point is planned to develop at roughly 13 dwelling units per acre and will provide an additional 65 multifamily units (64 affordable and 1 manager) to the City's housing stock. Each of the three developments described will provide a mixture of housing types (single family, market rate multifamily, and affordable multifamily) in the City's PD 3000 zone, which demonstrates that a variety of housing demands are achieved in the PD 3000 zone.

#### *Financial Feasibility*

As previously discussed, the Arbor Point project is proposed to be developed as a 100 percent affordable housing project. Upon completion, Arbor Point will achieve a density of 13 dwelling units per acre. According to the developer, Pacific Companies and the Housing Authority of the City of Madera (co-partner in the project) the maximum dwelling units per acre (15) in the PD 3000 zone is the most ideal density in Madera to achieve economies of scale that allow developers to provide affordable housing units. This is largely due to the relatively lower cost of land in the area and the higher construction costs associated with building more than two stories. As a result, the allowed

density in the PD 3000 zone facilitates the development of housing affordable to lower income households.

According to the City and local developers, the price of raw land in Madera remains to be less expensive than overall construction costs, which allows developers to construct multifamily housing with units affordable to lower income households at allowed densities in the PD 3000 zone. Three story developments are permitted and encouraged by the City but developers typically only build up to two stories at 80 percent (12 du/ac) of the maximum allowed density (15 du/ac) due to the relatively low cost of land. In addition, a third story often requires the installment of elevators, which also add to the overall cost of the development.

#### *Recent Development Experience*

As shown in the vacant sites inventory located in **Appendix A**, the City has a large supply of vacant PD 3000 sites sufficient to meet the future demand for housing affordable to lower- income households. The planned Arbor Point development provides an example of affordable housing development in the PD 3000 zone. In addition to the allowed density of housing developments in the PD 3000 zone, flexible regulations of Planned Unit Development's (PUD) encourage the development of affordable housing. Single-family attached and detached units are also expected to be the major housing type for moderate- and above moderate-income groups. As indicated above, the currently zoned sites including some in the Ventana plan will provide approximately 727 units appropriate for moderate-income households. The remaining 750 units will be provided through a rezoning program (Action Item 1-1-3) that will rezone 97.03 acres of R1 zoned land to PD (4500) and rezone 64.4 acres of land to PD (1500). For above moderate- income households, there are sites for approximately 2,291 units, which would leave a surplus for approximately 41 units. Many of these are on smaller sites that would hold only one or two units but it is feasible that individual citizens may purchase these lots and

build homes on them, which deems them appropriate for the above moderate allocation.

### **Adequacy of Public Facilities and Infrastructure**

#### *Water*

The City's water supply system consists of a network of interconnected sub-systems serving specific areas in accordance with City policy. Water is supplied by 18 water wells, all of which are located inside the city limits. The City also has a 1 million gallon elevated water storage tank. According to Al Holguin, Water/Sewer Operations Manager, the City has a current (November 2008) pumping capacity of 28,416 gallons per minute (gpm) and an average daily usage of 21 million gallons per day (mgd) during the summer and 5 mgd during the winter. With approximately 12,419 water service connections the City is not currently facing any critical water supply issues or problems and does not anticipate there will be any constraints within the Housing Element planning period (2007-2014) to accommodate the City's current RHNA. The City has recognized the long term constraints to providing adequate infrastructure related to groundwater overdraft issues. The current General Plan update and corresponding EIR will mitigate the groundwater issues associated with housing production beyond the planning period. The City constructed additional wells in December 2002 and in 2003. Two or three wells are planned over the next two years to increase the City's supply of water.

#### *Sewer*

The City of Madera's Wastewater Treatment Plant is located at 13048 Road 21½ in Madera and is a secondary treatment facility. Sewer collection pipelines in the City range between 8 and 42 inches. According to Dave Underwood of the City of Madera's Wastewater Treatment Plant, the Wastewater Treatment Plant has a maximum design capacity of 10.1 million gallons per day (mgd). During wet weather periods where heavy rainfall occurs for an extended amount of time, the flow can increase significantly due to inflow and infiltration. The treatment facility has seen increases in flow of up to 1.0 mil-

lion gallons per day during rainy periods. The City has taken measures to mitigate the inflow and has reduced it significantly. The current average flow the plant is receiving is 5.8 million gallons per day. Plant expansion was completed in March 2008. The plant should not exceed its design capacity for several years to come and is expected to accommodate the City's current RHNA.

To comply with Senate Bill (SB) 1087, the City will immediately forward its adopted Housing Element to its water and wastewater providers so they can grant priority for service allocations to proposed developments that include units affordable to lower-income households.

### **Housing Programs**

#### ***Community Development Block Grant***

The City's 2006/2007 CDBG entitlement was \$986,261. A little more than \$197,000 was allocated for administrative uses to the Fresno/Madera Continuum of Care and the Fair Housing Council of Central California. Almost \$150,000 was granted for public services including the Center for Independent Living, Madera Coalition for Community Justice Youth Leadership, Madera Police Crime Supplemental Patrol, and Madera Parks Kids Kamp Program. The remaining amount was distributed to the City's Neighborhood Revitalization Program, various ADA design projects, storm drainage projects, and a small contingency fund.

#### ***First Time Homebuyer (Down Payment Assistance Program)***

The City of Madera promotes homeownership among first-time homebuyers through a down payment assistance program for households making less than 80 percent of the Madera County area median income. The program is available to individuals or households that have not owned a home within the past three years and the requirements include finding a home within the city limits, contributing at least one month's worth of income toward the purchase price, completion of homeownership classes, securing a good faith estimate

or pre-approval letter for a loan within 30 days. The home may not exceed the Federal Housing Administration's mortgage limits (currently \$425,000). In 2007 and 2008, 21 low-income and 4 very low-income households were assisted through this program.

#### *Owner-Occupied Rehabilitation Program*

The City's Owner-Occupied Rehabilitation Program provides both zero-interest loans and grants to income eligible families whose homes are in need of repairs to ensure the health and safety of occupants. Zero-interest loans are provided to qualified homeowners whose annual gross incomes do not exceed 80 percent of the area median income for Madera. These loans are deferred, payable when there is a change in title to the property. The emergency repair grants are available to households earning up to 50 percent of the area median income. To be eligible, an applicant's property must be owner-occupied, within the city limits, and need rehabilitation to meet the Uniform Building Code or "safe, decent and sanitary" standards. If within the 100-year floodplain, properties must meet flood insurance requirements. If an overcrowding problem is demonstrated, a room addition may be authorized. The City provides recipients with a Rehabilitation Construction Management Contractor to assist them in determining a priority list of rehabilitation needs and a plan to fit those needs within the funding available.

*Abandoned Real Property Registration*

The City recently adopted an ordinance that established a foreclosure monitoring program to prevent potential blight from abandoned properties in the City. The ordinance requires property owners to register their property if it is in any stage of the foreclosure process and is abandoned. Once a property enters into foreclosure, its owner or trustee must inspect it monthly and if it becomes vacant, they must register the property with the City's Neighborhood Revitalization Coordinator within ten days. This requirement remains in effect and an annual registration fee will apply as long as the property is vacant. While the property is vacant, the owner or trustee must ensure the property is maintained and secure and must post a 24-hour contact information for people to call to report any problems at the property. If maintenance and security requirements are not met, a fine of \$1000 per day will be issued. The money collected from fine payments will help pay for the administration of the program. Neighborhood revitalization staff monitor properties in the City on a proactive basis as part of this program. As of May 2009, 100 properties were registered and zero fines had been issued. Neighborhood Stabilization Program (NSP)

The City has also submitted an application for NSP funds in cooperation with the City of Chowchilla. The proposed use of funds is to purchase abandoned and foreclosed properties and rehabilitate the units and/or to assist the RDA in acquiring properties and rehabilitate as needed in the Hughes Neighborhood Network (defined by Pine, Olive, Sunset Avenue, and Highway 99).

The proposed program would expand the City's first time homebuyer program that is HOME funded with some additional criteria for the NSP-funded loans. The loans are provided in the form of deferred payment "silent" second priority loans as "gap" financing toward the purchase price and closing costs of affordable housing units. While the HOME funded loans are available to households with low incomes (up to 80 percent of AMI), the NSP-funded loans may be awarded to moderate-income households earning up to 120 percent of AMI. NSP-funded loans may not be granted for homes built prior to 1978. If repairs to meet health and safety standards or code violations are

needed, they must be addressed before the close of escrow or the homebuyer has the option to use up to \$30,000 of their homebuyer loan (in contrast to only \$10,000 if HOME-funded) to make the necessary repairs. These repairs must be made no later than 6 months after the close of escrow.

### **Redevelopment Agency**

#### ***Construction Loan Program***

The Construction Loan Program that provides low interest construction loans through a revolving loan fund for single family homes available to very low-, low-, and moderate-income households.

#### ***Downpayment Assistance Program***

The City of Madera administers the program for the Agency and works cooperatively with home builders to identify potential qualified low- and very low-income buyers.

#### ***Targeted Single Family and Multi Family Rehab and Transitional Housing***

The Targeted Single-family and Multi-family Rehab and Transitional Housing program assists owners of transitional, rental and owner-occupied housing to rehabilitate units. These units have to be available to very low, low and moderate income households.

#### ***New Multi-Family***

The New Multi-family program has the Agency working with developers of multi-family project to ensure affordable units are included as part of each development.



### *Exterior Improvement Grants*

Exterior Improvement Grants program assists the owners of transitional, rental and owner-occupied housing to improve the exterior façade of the units. Residents of the improved units must be very low-, low- or moderate- income households.

### *Owner Participation Agreements*

The Redevelopment Agency participates with developers in the construction of public improvements. Affordability covenants restrict the sales of the homes to persons and families within the targeted income group. Projects developed using this form of agreement include:

- Elm Estates I (6 lots)
- Mill Site (20 lots)
- Sierra Vista (8 lots)
- Elm Estates II (9 lots)

### *Subdivision Purchases*

The Redevelopment Agency has developed a number of residential subdivisions in southeast Madera. Land is acquired, public improvements are constructed, and the fully developed lots are sold to participating builders. Affordability covenants restrict the sales of the homes to persons and families within the targeted income group.

### *Infill Acquisition*

A key component of the housing program is the acquisition of substandard buildings and incompatible land uses. Following demolition, the lots are sold

to participating builders. To date, over 100 properties have been acquired and redeveloped.

### **ENERGY CONSERVATION OPPORTUNITIES**

State Housing Element law requires an analysis of the opportunities for energy conservation in residential development. Energy efficiency has direct application to affordable housing because the more money spent on energy, the less available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have enough income or cash reserves to absorb cost increases and many times must choose between basic needs such as shelter, food, and energy.

Volatile energy markets have led to renewed widespread interest in energy conservation approaches. Pacific Gas and Electric (PG&E) provides gas and electricity services for the City of Madera. PG&E offers incentives to help consumers save energy and money through a variety of rebate programs and by providing energy saving tips and educational materials to its consumers.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 1998 (effective date of July 1, 1999). Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

The California Subdivision Map Act (Government Code Sections 66473-66498) allows local governments to provide for solar access as follows:

Section 66475.3: For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of a tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sun-

light across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:

- 1) Specifies the standards for determining the exact dimensions and locations of such easements.
- 2) Specifies any restrictions on vegetation, buildings and other objects which would obstruct the passage of sunlight through the easement.
- 3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.
- 4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and cost, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.
- 5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.

The City has adopted the uniform solar energy codes introduced by the International Association of Plumbing and Mechanical Officials. However, the number of installations of solar panels within the community has not been as great as expected. This is due to certain factors. The initial cost of installation of a solar unit is beyond the limits of many families within the community. Furthermore, the prevalence of the fog during winter months reduces the effectiveness of the solar unit.

The City and PG&E play a role in implementation of various other energy conservation measures. An insulation program promoted by the City has become very popular in the community. Under the program, households below

poverty level are eligible for insulation free of charge, and low-income households are eligible nearly free of charge.

### POTENTIAL HOUSING CONSTRAINTS

The provision of adequate and affordable housing can be constrained by a number of factors. This section assesses the various governmental and market factors that may serve as potential constraints to housing development and improvement in Madera.

#### Potential Government Constraints

Local governments have little or no influence upon the national economy or the federal monetary policies which influence it. Yet these two factors most significantly impact the overall cost of housing. The local housing market, however, can be encouraged and assisted locally. Part of the Housing Element's purpose is to evaluate the City's past performance in this regard. By reviewing local conditions and regulations that may impact the housing market, the local government can prepare for future growth through actions that protect the public's health and safety without unduly adding to the cost of housing production.

The facilitation of affordable housing can be constrained by a number of factors inherent in the municipal structure. Some governmental regulations can increase the cost of development, thus constraining the availability of affordable housing.

Although there are several components of housing production which are beyond the control of local government, such as the cost and availability of mortgage capital, labor and materials, there are key elements which are directly controlled by local government and are thus legitimate subjects of inquiry for the Housing Element.

Governmental constraints are those imposed by the government which either limit the number of housing units to be built or increase the costs of those

units which are built. Constraints increase costs by either adding direct specific expenses, such as street improvements or development fees, to the cost of a housing unit or by increasing the time necessary to build the unit, thereby increasing the builder's incidental costs such as interest payments or labor costs. All costs are ultimately passed on to the occupant of the housing unit either in higher mortgage payments or rent.

Governmental constraints can be classified in three basic categories: those which impose regulation, those which add direct costs, and those which result in time delays. Regulations and time delays result in increased costs, but they cannot be calculated as easily as direct costs such as fees. The most obvious and significant factors falling within the influence of local government are:

#### *General Plan Designations and Zoning*

As shown in **Table I-34** below, the General Plan land use designations that allow residential development include four residential designations that permit a range of residential development types.

**TABLE I-35: CITY OF MADERA GENERAL PLAN LAND USE DESIGNATIONS PERMITTING RESIDENTIAL DEVELOPMENT**

General Plan Designation	Residential Use	Density	Minimum Lot Size	Corresponding Zoning Districts
<b>Residential Land Use Designations</b>				
Very Low Density Residential (VLD)	Single-family units	1.5 per net acre	.5 acres	--
Low Density Residential (LD)	Single-family units	3-7 units/ net acre	6,000 sq. ft.	R-A, R-1, PD
Medium Density Residential (MDR)	Zero-lot line single-family units and all multi-family units	8-15 units/ net acre	None	R-2
High Density Residential (HD)	Single-family and multi-family units; intended to be applied to lands within walking distance of existing or planned shopping districts and in Village Centers	16-25 units/ net acre	None	R-3
Residential Reserve (overlay)	Intended for development after the year 2015	Per underlying land use designation	Per underlying land use designation	R-A, R-1, R-2, PD
<b>Commercial Land Use Designation</b>				
Community Commercial	Single-family and multi-family units	n/a residential allowed with special review		Mixed-Use Overlay
<b>Mixed Use Designations</b>				
Village Mixed Use	This category provides for a mix of uses generally corresponding to the Medium Density Residential, High Density Residential, Neighborhood Commercial, and Community Commercial land use categories. This designation is to be applied in the Village Centers and implemented through standard zoning districts, specific plans, planned development, or other methods.	Villages: 6-8 du/acre; Village Centers: 8-18 du/acre	n/a	Mixed Use
Village Reserve	This category applies to lands in Villages which require additional comprehensive planning prior to the submission of development projects.	Per underlying land use designation	Per underlying land use designation	R-A, R-1, R-2, R-3, PD

Source: City of Madera Land Use Element, September 2008

The City is tasked with allowing for the development of an array of housing types that are suitable for all economic segments of the community. The Housing Element must describe how the City's Municipal Code allows for different types of housing to meet the needs of its residents. Housing types include single-family dwellings, duplexes, guest dwellings, mobile homes, group residential homes, multiple unit dwellings, convalescent homes, accessory structures, supportive housing, and single-room occupancy units. **Tables I-36 and I-37** below summarize the housing types permitted by right and those that require a use permit under the City Municipal Code.

As shown in **Table I-36** below, there are eleven residential zoning districts and four commercial zoning districts which allow residential development in the City of Madera. The table shows the residential uses permitted in each district, as well as the minimum lot sizes for each district. For each of these zoning districts, guest units without kitchen facilities are allowed upon administrative approval. Manufactured housing is also allowed in these zoning districts with a zoning administrator permit.

**TABLE I-36: ZONING DISTRICTS PERMITTING RESIDENTIAL DEVELOPMENT**

Zoning District	Residential Uses Permitted	Minimum Lot Area	Minimum Setback (fr/side/rear)	Building Height Limits
RA	Single-family dwellings	12,000 sq. ft.	15/5/15	35 ft.
R-1	Single-family and multi-family dwelling units	6,000 sq. ft.	15/5/15	35 ft.
R-2	Single-family and multi-family dwelling units	3,000 sq. ft.	15/5/15	35 ft.
R-3	Single-family and multi-family dwelling units	1,800 sq. ft.	15/5/15	50 ft.
PD (1500)	Single-family and multi-family dwelling units	1,500 sq. ft.	Same as Residential when applicable	-
PD (2000)	Single-family and multi-family dwelling units	2,000 sq. ft.	Same as Residential when applicable	-

Zoning District	Residential Uses Permitted	Minimum Lot Area	Minimum Setback (fr/side/rear)	Building Height Limits
PD (3000)	Single-family and multi-family dwelling units	3,000 sq. ft.	Same as Residential when applicable	-
PD (4500)	Single-family dwellings	4,500 sq. ft.	Same as Residential when applicable	-
PD (6000)	Single-family dwellings	6,000 sq. ft.	Same as Residential when applicable	-
PD (8000)	Single-family dwellings	8,000 sq. ft.	Same as Residential when applicable	-
PD (12000)	Single-family dwellings	12,000 sq. ft.	Same as Residential when applicable	-
C-1	Single-family and multi-family dwelling units (CUP required)	1,800 sq. ft.	Front setback applies when partially in R zone. 10 ft. (side/rear) abutting Residential	50 ft.
C-2	Single-family and multi-family dwelling units (CUP required)	1,800 sq. ft.	Front setback applies when partially in R zone. 10 ft. (side/rear) abutting Residential	65 ft.
C-N	Single-family; multifamily (CUP required)	5,000-6,000 sq. ft. (interior/corner lots)	10 ft. front and side (15ft. when next to R or PD); no rear (except when next to R or PD)	35 ft.
C-R	Single-family and multi-family dwelling units (CUP required)	5,000-6,000 sq. ft. (interior/corner lots)	10 front, 10 side, no rear except when adjacent to R or PD	24 ft.

Source: City of Madera Zoning Ordinance

**Table I-37** below demonstrates the residential zone districts and the uses that are permitted by administrative approval (requiring no application), permitted through Zoning Administrator approval, or permitted via conditional use permit (CUP) approved by the City of Madera Planning Commission. In all cases, the residential district for which a use is requested must provide the minimum required square footage for the use to be considered. The condi-



tions of the use permit are specific to each use. Generally, the conditions are designed to make the housing for the requested use and the surrounding uses compatible. For example, a residential use for the disabled may provide comprehensive supportive services on site and the use permit condition may require additional parking. Another example is a condition that requires the structure used for residential purposes to meet required ADA provisions or reasonable accommodations. The use permit process provides an opportunity for the proponents of the use to have a dialogue with the neighbors and meet their reasonable concerns or remove the concerns through information.

**TABLE I-37: HOUSING TYPES PERMITTED BY ZONING DISTRICT**

Land Use	RA	R1	R2	R3
Foster homes, rehabilitation facilities, day care centers, and other related facilities, <6 persons	P	P	P	P
Single-family housing	P	P	P	P
Temporary emergency shelters	P	P	P	P
Second dwelling unit	ZA	P	ZA	
Detached dwellings with no kitchen	P	P	P	P
Multi-family housing			P	P
Two-family housing/duplexes			P	P
Mobile homes/manufactured homes	ZA	ZA	ZA	ZA
Assisted living facilities for elderly		CUP	CUP	CUP
Foster homes, rehabilitation facilities, day care centers, and other related facilities, 7 or more persons		CUP	CUP	CUP
Senior citizen congregate care housing			CUP	P
Rooming/boarded houses				CUP
Hotels, motels, bungalow courts, and dwelling groups				CUP
Rest homes and convalescent hospitals				CUP

Land Use	RA	R1	R2	R3
Dormitory				CUP
Fraternity/sorority				CUP
Emergency Shelters <sup>1</sup>	P	P	P	P
Transitional/Supportive Housing <sup>1</sup>	P	P	P	P

CUP=Conditional Use Permit

P= Permitted

ZA=Zoning Administrator

Source: City of Madera Zoning Ordinance

<sup>1</sup> Emergency shelters, transitional and supportive housing types would be considered under the “foster homes, rehabilitation facilities, day care centers, and other related facilities which provide housing for six or fewer unrelated persons” category according to Section 10-3.504 of the City of Madera Municipal Code.

### ***Parking Requirements***

The City requires one covered and one uncovered parking space for each single-family unit and multi-family unit. For multi-family units, the Zoning Ordinance requires one guest parking space for every four units. For senior citizen housing projects, one covered parking space for each unit is required. In addition, one guest parking space is required to be provided at the rate of one space for every four units.

The City requires 1.5 parking spaces for each 1-bedroom single-family unit and two spaces for single-family units containing more than 1 bedroom (one covered and one uncovered). In addition to the parking spaces required for single-family units, all projects with six or more units are required to provide off-street parking for visitors. For these units, one space for the first four units and one space for each four units thereafter is required.

For senior citizen housing projects, one covered parking space for each unit is required. In addition, one guest parking space is required to be provided at the rate of one space for every four units. Furthermore, employee parking is required to be provided at a rate of one space for every two employees, and parking for a manager's quarters is required at the standard residential rate.

*Density Bonus*

According to the Madera Zoning Ordinance, the City will grant a 25 percent density bonus over the housing unit density allowed by the existing zoning if the developer agrees to meet one of the following conditions:

- 10 percent of the units are for very low-income households,
- 20 percent of the units are for low-income households; or
- 50 percent of the units are for senior citizens and at least 10 percent of the units are for very low-income senior citizens, or at least 20 percent of its units are for low-income senior citizens.

The City may provide additional incentives for the developer, unless the City Council finds that additional incentives are not necessary to make the proposed development economically feasible.

As stated in the Zoning Ordinance, additional possible incentives include the following:

- A reduction in site development standards or a modification of zoning code requirements or architectural design requirements which exceed minimum building standards approved by the State Building Standards Commission as provided in the California Health & Safety Code.
- Approval of mixed use zoning in conjunction with housing development consisting of commercial, office, industrial, or other land uses which will reduce the cost of the housing development, if such land uses are compatible with the housing development and the existing or planned development in the area, and consistent with the General Plan.

In 2004, Senate Bill (SB) 1818 altered the state density bonus provisions throughout the state. Effective January 1, 2005, SB 1818 increased the maximum bonus from 25 to 35 percent and changed the eligibility thresholds for projects. It also required localities to grant additional incentives and allowed bonuses for land donation. Under the new density bonus law, there are provisions for projects that include affordable housing (to low- and very low-income), senior housing, donations of land, condominium conversions, and child care facilities. The law also allows for concessions and incentives, waivers and reductions or reduced parking requirements. A developer may apply for one to three concessions or incentives on a sliding scale depending on how many affordable units are proposed. The concessions are: reduction in site development standards and modifications of zoning and architectural design requirements, mixed use zoning or other regulatory incentives or concessions. In addition, a developer may ask for waivers of any number of development standards if they can demonstrate the waiver is needed to make the project economically feasible. A reduction in parking requirements is also allowed for senior projects or developments that provide affordable units.

### *Secondary Dwelling Units*

One type of housing appropriate for lower-income persons is second dwelling units. "Second unit" means an attached or a detached residential dwelling unit which provides complete independent living facilities for one or more persons. It includes permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the single-family dwelling is situated. A second unit also includes attached or detached efficiency units, or manufactured homes, as defined in Sections 17958.1 and 18007 of the Health and Safety Code.

Assembly Bill (AB) 1866 (Chapter 1062, Statutes of 2002), also known as the "second unit law," amended the California Government Code to facilitate the development of second units. This amendment now requires localities to allow second units ministerially without discretionary review or hearings. To be considered a ministerial review, the process used to approve second units must "apply predictable, objective, fixed, quantifiable and clear standards."

Applications for second units should not be subject to onerous conditions of approval or public hearing process or public comment.

The second unit law established maximum standards for second units on lots zoned for residential use that contain existing single-family dwellings. No other standards can be applied to the approval of second units than those listed in Section 95852.2(b) of the Government Code, except the City may require that the primary structure be owner-occupied. The City may apply the following standards:

- The unit is not intended for sale and may be rented;
- The lot is zoned for single-family or multi-family use;
- The lot contains an existing single-family dwelling;
- The second unit is either attached to the existing dwelling and located within the living area of the existing dwelling or detached from the existing dwelling and located on the same lot as the existing dwelling;
- The increased floor area of an attached second unit shall not exceed 30 percent of the existing living area;
- The total area of floor space for a detached second unit shall not exceed 1,200 square feet;
- Requirements relating to height, setback, lot coverage, architectural review, site plan review, fees, charges, and other zoning requirements generally applicable to residential construction in the zone in which the property is located;
- Local building code requirements which apply to detached dwellings, as appropriate; and

- Approval by the local health officer where a private sewage disposal system is being used, if required.

According to the City's Municipal Code, detached dwellings without kitchen facilities are permitted in all residential zones. Second dwelling units with kitchen facilities on the same lot as primary residence are allowed with a Zoning Administrator approval and units on R-1 lots are permitted uses subject to the following standards:

- A) Secondary units shall conform to the height, open space, lot coverage, parking, and setback requirements of the R-1 zone along with other requirements of the zoning code and other applicable city codes.
- B) Either the primary or secondary unit may be for rental purposes and neither unit may be sold separately.
- C) No application under this [Municipal Code] section shall be considered for any lot less than 6,000 square feet in area.
- D) The secondary unit shall provide separate, independent living quarters for one household and may be detached but shall be similar in architectural style to the existing primary residence.
- E) The increased floor area of an attached secondary unit shall not exceed 30 percent of the existing living area. The total area of floor space for a detached secondary unit shall not exceed 1,200 square feet.
- F) An additional 500 square feet of useable open space shall be required for the secondary unit, bringing the total open space requirement for both the primary residence and the secondary unit to 1,500 square feet.
- G) Utilities:

- 1) All detached secondary residential units shall have completely separate utilities, such as sewer, water, gas, and refuse collection.
- 2) All utilities shall be adequate to serve both residential units. This shall be based on an evaluation by the Community Development Director/City Engineer of the existing level of development in the neighborhood, and the potential for increased density related to the existing capacity in the utilities serving the neighborhood.
- 3) Secondary units shall not be located over underground utilities serving the primary unit.
- H) Secondary units shall be provided with at least one covered parking space, in addition to parking required for the existing residence.
- I) Development impact fees to be charged shall be based on the multi-family rate.
- J) The application for a permit processed under the provisions of this section shall be limited to owner-occupants.

These conditions of approval for secondary dwelling units closely resemble those listed in the second unit law. However, some changes are required to ensure full compliance with this legislation. Currently, secondary units with kitchen facilities are permitted in the R1 zone with a zoning administrator permit. However, a recent change in state law, Assembly Bill (AB) 1866, requires secondary dwelling units to be allowed ministerially or without any discretionary review in all residential zones. A zoning administrator permit does require the Zoning Administrator (Planning Director) to approve each application and to hold a public hearing.

As a result, Action Item 4-5-4 requires these units types to be allowed in all residential zones and provides language to change the regulatory review necessary to comply with AB 1866. In addition, the City will omit the condition that precludes second unit development of lots less than 6,000 square feet.

This requirement serves as a potential constraint to the development of secondary dwelling units in residential zones outside of the R1 zone, which conflicts with the second unit law. The City will implement Action Item 4-5-2 to address this compliance issue.

### *Manufactured Housing*

Manufactured housing can provide quality housing at a reasonable price. The recent trend in state legislation has been to encourage homeowners to place and finance manufactured homes on single-family lots. As a result, mobile homes as well as factory-built housing may now be taxed as real estate and may be set on permanent foundations, in common with conventional site-built housing.

California SB 1960 (1981) prohibited local jurisdictions from excluding manufactured homes from all lots zoned for single-family dwellings; in other words, limiting the location of these homes to mobile home parks is forbidden. However, SB 1960 does allow the local jurisdiction to designate certain single-family lots for manufactured homes based on compatibility for this type of use.

The City of Madera Zoning Ordinance permits manufactured housing in most residential zones upon approval by the Zoning Administrator. Therefore, the Zoning Ordinance does not act as a constraint to manufactured housing.

### *Emergency Shelters*

In effect since January 1, 2008, Senate Bill (SB) 2 (Cedillo, 2007) requires the City to allow emergency shelters without any discretionary action in at least one zone that is appropriate for permanent emergency shelters (i.e., with commercial uses compatible with residential or light industrial zones in transition), regardless of its demonstrated need. The goal of SB 2 was to ensure that local governments are sharing the responsibility of providing opportunities for the development of emergency shelters. To that end, the legislation also requires that the City demonstrate site capacity in the zone identified



to be appropriate for the development of emergency shelters. Within the identified zone, only objective development and management standards may be applied, given they are designed to encourage and facilitate the development of or conversion to an emergency shelter. Those standards may include:

- 1) The maximum number of beds or persons permitted to be served nightly by the facility;
- 2) Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone;
- 3) The size and location of exterior and interior on-site waiting and client intake areas;
- 4) The provision of on-site management;
- 5) The proximity to other emergency shelters provided that emergency shelters are not required to be more than 30 feet apart;
- 6) The length of stay;
- 7) Lighting; and
- 8) Security during hours that the emergency shelter is in operation.

In Madera, emergency shelters are considered under the “foster homes, rehabilitation facilities, day care centers, and other related facilities which provide housing for six or fewer unrelated persons” category according to Section 10-3.504 of the City of Madera Municipal Code. These housing types are permitted in the RA, R1, R2 and R3 zones. However, the City must provide for shelters for more than 6 persons as well. Action Item H-4.4.1 commits the City to an amendment of its zoning ordinance to ensure compliance with SB 2

guidelines. As stated in Action Item H-4.4.1, a large amount (approximately 212 acres) of Heavy Commercial (C-2) land is vacant and available in the City. The C-2 district is an appropriate zone to permit emergency shelters because it is proximal to transportation corridors and it permits a variety of retail and other services that are permitted in the Light Commercial (C-1) district such as barber services, banks, drug stores, food store, offices, restaurants, laundromats and a variety of others uses. In addition, the development standards for the C-2 district facilitates the development of an emergency shelter as there are no setbacks or yard requirements unless it abuts a residential area, there is a very low minimum lot size requirement (2,000 square feet) and the district allows building heights of up to 65 feet by right.

The City has set forth six criteria for the administrative review of emergency shelters. Each provision is set to ensure consistency with local ordinances and state health and safety standards and is compliant with the requirements of SB 2.

#### *Transitional and Supportive Housing*

Transitional housing is defined in Section 50675.2 of the Health and Safety Code as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms such as group housing and multi-family units and may include supportive services to allow individuals to gain necessary life skills in support of independent living.

Supportive housing is defined by Section 50675.14 of the Health and Safety Code housing with linked on-site or off-site services with no limit on the length of stay and is occupied by a target population as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose disabilities originated before the age of 18). Services linked to supportive housing are usually focused on retaining housing, living and working in the community, and/or health improvement.

SB 2 requires that transitional and supportive housing types be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone. Both transitional and supportive housing types must be explicitly permitted in the municipal code. Currently, transitional and supportive housing types are considered part of the “foster homes, day care facilities, rehabilitation center and other related facilities which provide housing for six or fewer unrelated persons category.” Transitional and supportive housing types for more than six persons require a conditional use permit. As described in Program H-4.4.4, the City will include the definitions of transitional and supportive housing in the municipal code and will ensure they are treated as residential uses.

In compliance with SB 2, these types of facilities for six or fewer persons are allowed by right in all residential zones. In an effort to clarify the Zoning Ordinance and to further comply with SB 2, the City will add definitions of both transitional and supportive housing as defined in the Health and Safety Code Sections 50675.2 and 50675.14, respectively. In addition, the Zoning Ordinance will be amended to explicitly allow “emergency shelters” in the code as defined by California Health and Safety Code Section 5080.1. The state code defines an emergency shelter as “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.”

Under the City’s current Zoning Ordinance, emergency shelters, transitional and supportive housing types are possible in a wide variety of zones, depending on type and size. Smaller emergency and transitional facilities for fewer than six individuals would be permitted in all residential zones. Emergency shelters and transitional or supportive housing facilities for more than six individuals are permitted in the R-3, C-1, and C-2 zones with conditional use permit approval.

### ***Group Homes***

The Madera Zoning Ordinance allows group homes and other related facilities (six or fewer persons) in residential zones upon administrative approval.

Administrative approval does not require any kind of application or staff review. Group homes that provide housing for more than six persons are allowed in residential zones upon obtaining a conditional use permit from the Planning Commission. These facilities are also allowed with a use permit in the Light Commercial (C-1) and Heavy Commercial (C-2) zones. Group homes are not permitted in any other zones.

#### *Persons with Disabilities*

As part of a governmental constraints analysis, Housing Element law requires each jurisdiction to analyze potential governmental constraints to the development, improvement, and maintenance of housing for persons with disabilities, demonstrate local efforts to remove any such constraints, and provide for reasonable accommodations for persons with disabilities through programs that remove constraints.

The City provides for a variety of housing intended to care for the special needs of the disabled. Group home housing types that house six or fewer people are allowed by right in all residential zones and those that house more than seven persons are permitted with a conditional use permit in the R-1, R-2 and R-3 zones. There are no restrictions on the location of any group care homes in the City and there are no special conditions specifically for larger group homes. Even though a conditional use permit is required, the same public notices are posted as other use permits. Additionally, the City has occupancy standards for unrelated persons with a family definition as follows: “one or more persons living as a single housekeeping unit in a dwelling unit, including necessary domestic servants”.

Other potential constraints on housing for persons with disabilities are not present in the City including: the City continually monitors its zoning laws, policies and practices for compliance with fair housing law and will continue to maintain compliance through the implementation of the programs under Policy H-4.9. The City allows reductions in parking requirements for developments that contain special needs housing. The City has adopted the 2007/2008 Uniform Building Code and has not added any local provisions.

While it has considered universal design elements, the City has not adopted these into its code. Discussions relative to this type of amendment are in their infant stages and are ongoing.

If a person with a disability wants to request housing retrofit for accessibility, they must apply for a building permit. However, the City does not have any processes for individuals with disabilities to make requests for reasonable accommodations with respect to zoning, permit processing, or building laws, however there is an active ADA advisory committee created to advise the City Council on issues related to the needs of individuals with disabilities. Per Action Item H-4.7.1, the City will develop a formalized reasonable accommodation procedure to remove constraint on housing for persons with disabilities and will make information available about requesting reasonable accommodation. Although the City does not have any local building requirements for disabled persons' accessibility, the City does follow California's accessibility laws which require the following for multi-family residential developments:

- Multi-family developments containing 4-20 units only require that all of their ground floor units are adaptable (interior modifications) and meet accessibility requirements.
- Multi-family developments containing greater than 20 units require that 2 percent of the total units are adaptable and the remainder of the units is accessible.
- Single-family residential developments are exempt from accessibility requirements, but accessibility features for a single-family home may be added at the request of a homeowner.

### **Extremely Low-Income Households**

#### ***Housing for Extremely Low-Income Households***

Assembly Bill 2634 (Lieber, 2006) requires the quantification and analysis of existing and projected housing needs of extremely low-income households.

This need is demonstrated in **Table I-3** and the accompanying narrative. The number of households estimated to be in the extremely low-income category is 3,002. Additionally, as stated in the Housing Authority section above, the 2005-2010 Consolidated Plan stated that 70 percent of the 3,509 (2,456) families on the public housing and voucher waiting lists were extremely low-income. Elements must also identify zoning to encourage and facilitate supportive housing and single-room occupancy units (SROs).

Extremely low-income households typically comprise persons with special housing needs including, but not limited to, persons experiencing homelessness or near-homelessness, persons with substance abuse problems, and persons with mental illness or developmental disabilities. The Institute for Local Government's (ICG) Housing Resource Center defines an SRO as "a type of residential hotel offering one-room units for long-term occupancy by one or two people...and may have a kitchen or bath facilities (but not both) in the room." The City does not explicitly define SROs in the Zoning Ordinance, but has defined "boardinghouse" in the Zoning Ordinance (Section 10-3.205) as "a dwelling other than a hotel where lodging and/or meals for three or more persons are provided for compensation." The City's Zoning Ordinance currently allows boarding or rooming houses with a conditional use permit (CUP) in the R-3 zone, which is a high density residential zone. Action Item 4-5-1 states that the City will amend the Zoning Ordinance to add the definition of a single-room occupancy unit or "SRO" to the current boardinghouse definition. Action Item 4-5-1 requires the City to amend its code to explicitly define SROs as a use in the zoning code.

### *Farmworker Housing*

In Madera, permanent rental housing affordable to low- and very low-income households is the main type of housing for permanent farmworkers. Locations identified for multi-family residential would provide sites for this group. Most housing specifically for farmworkers exists in the unincorporated county. The only farmworker complex within the city limits is the 40-unit Cottonwood Farm Labor complex operated by Self Help Housing.

Seasonal farmworkers stay primarily in boardinghouses and secondary dwelling units. Boardinghouses are a housing alternative which offers the most reasonably priced lodging for seasonal farmworkers. The City allows boardinghouses and bungalow courts in the R-3 zone with a use permit.

### *Growth Control/Growth Management*

The City is in the process of developing Growth Control policies in the General Plan update.

### *Design Criteria*

Other than the standards related to the Planned Development process, the City does not have a design review process or a set of design criteria for new residential development. The PD process allows for special design review criteria to ensure that the maximum utility of a site is realized. The utility of sites are maximized through the PD process by allowing variations from the Zoning Ordinance, like clustering and density transfers. The City is also in the process of developing Design Review policies in the General Plan update.

### *Open Space Requirements*

Land use controls which can impact a city's ability to provide affordable housing include open space and off-street parking requirements. Because these on-site improvements are land-intensive, they increase the cost of land development by reducing the unit density while adding landscaping and parking area development costs. Open space and parking standards are typically determined by surveying similar communities and what the local experience has indicated is appropriate. The City of Madera off-street parking requirements for all residential land uses reflect typical standards found elsewhere around the state, especially among similarly sized communities. The standard parking requirement for apartment development is two spaces for apartments with two or more bedrooms, with guest parking required at 25 percent of the num-

ber of units. This standard provides for adequate off-street parking for tenants and visitors and permits emergency vehicle access and circulation.

Open space standards do not exceed those used in other cities of comparable size. In Madera, these standards reflect a strong community value in open space and the role it plays in the overall quality of life of the City's residents. The standard for conventional single-family residential lot-by-lot development is 60 percent open space (or 40 percent coverage). This requirement is inclusive of driveways, uncovered patios and swimming pools, or other hardscape intended for outdoor use. In considering a minimum 4,500 square foot lot, the site coverage would need to be in excess of 1,800 square feet to exceed this standard. Planned development procedures provide for the clustering of residential units and the concentration of open space for common use. Indeed, the City has consistently encouraged this type of development as one method of providing different housing types at more affordable levels.

According to the Madera Zoning Ordinance, the minimum useable open space for each residential unit is shown in **Table I-38**:

**TABLE I-38: CITY OF MADERA MINIMUM OPEN SPACE REQUIREMENTS**

Zoning District	Square Footage
R-A	2,000 sf
R-1	1,000 sf
R-2	750 sf
R-3	500 sf
PUD	750 sf

*Source: City of Madera Zoning Ordinance*

In addition to the minimum open space requirements above, the City requires that buildings located on a lot in an R-1 zone shall not exceed a cumulative



floor area of 1,400 square feet plus 20 percent of the site area on which those buildings are located.

For apartment projects containing 50 or more units, one or more amenities are required such as a community room, storage facility, basketball court, swimming pool, tennis court, putting green, lawn bowling, tot lot, or outdoor cooking facilities or barbecues.

### *Building Codes and Enforcement*

Building standards are essential to ensure safe housing, although some codes and standards may constrain the development or preservation of affordable housing. The City of Madera has adopted the California Government Code 50022.1 through 50022.6, the texts of those certain publications of the International Conference of Building Officials, the International Association of Plumbing and Mechanical Officials, the Western Fire Chiefs Association and the National Fire Protection Association, together with parts of the appendices thereto, the 2007 California Building Code, based on the 2006 International Building Code, the 2007 California Mechanical Code, based on the 2006 Uniform Mechanical Code, the 2007 California Fire Code, based on the 2006 International Fire Code, the 2007 California Plumbing Code, based on the 2006 Uniform Plumbing Code, the Uniform Swimming Pool, Spa and Hot Tub Code - 2006 Edition, the 2007 California Electrical Code, based on the 2005 National Electrical Code, the 2007 Energy Code, and the 2006 International Existing Building Code. The CODE was last amended on October 1, 2008.

Building codes and their enforcement can increase the cost of housing and impact the feasibility of rehabilitating older properties that must be upgraded to current code standards. In this manner, building codes and their enforcement could potentially act as a constraint on the amount of housing and its affordability. The City operates a code enforcement program employing seven full-time and three part-time Code Enforcement Officers. Enforcement involves ensuring that development within the City conforms to the standards contained in the Madera Municipal Code, which includes the above Uniform

Codes by reference. However, the codes enforced by Madera are similar to the codes enforced by most other cities in the region and are necessary to promote the minimum standards of safety and accessibility to housing. Thus, the codes are not considered to be an undue constraint on housing investment. The code enforcement process is initiated both by resident complaints and through the observation of code violations by enforcement staff. The City has had a housing rehabilitation program in the past where the efforts of code enforcement officials would be coordinated to target areas where rehabilitation needs are most prevalent. However, the program has limited funding and is currently not very active.

#### *On-/Off-Site Improvement Requirements*

The City of Madera requires that developers complete certain site improvements in conjunction with new housing development. The following are required improvements for residential subdivisions with five or more parcels according to City Standard Specifications:

- Storm drainage system;
- Sanitary sewer system and domestic water system including water meters;
- Electric, telephone, and cablevision facilities; and
- Street infrastructure including curb and gutters, sidewalks, streetlights (galvanized steel), and fire hydrants.

On-site improvements vary with the type of project proposed. The improvements are guided by City Code and Standard Specifications. The right-of-way improvements can be a major cost of development; but they are essential to orderly development, the provision of services, and the health and safety of residents. An action taken by the City to reduce these costs to some extent was the adoption of the 50-foot Residential Access Street Standard. This standard allows for a narrower pavement width and contiguous sidewalk,

along with a narrower right-of-way, all of which will lower the cost of residential development.

The General Plan also recommends automatic irrigation systems for medium and high density residential projects. This recommendation, along with low maintenance and drought-tolerant plants, should reduce the long-term costs for these types of projects. The state in its mandatory water efficiency regulations indicates that the cost of installing and maintaining water-efficient landscapes should not exceed the costs of other landscaping. Any actual differential should be offset by lower maintenance costs in a very short time.

*Development Fees and Other Exactions Required of Developers*

**Table I-39a** indicates the building and impact fees in 2008 for a typical 1,500 square foot 2 bathroom single-family home in the City of Madera. The sewer and water fees vary depending on which one of the four quadrants the a development will be located. The “typical” example provided in **Table I-39a** is based on fees for the Southeast quadrant where much of the RDA- assisted housing development has tended to occur in recent years.

**TABLE I-39A: CITY OF MADERA AVERAGE PERMIT FEE FOR SINGLE-FAMILY DEVELOPMENT**

2008 Development Impact Fees	
Building Permit Valuation Fee (Per Standard Tables)	\$714.00
Construction Plan Check (60% of Valuation)	\$475.00
Permit Prep Fees	\$31.00
Plan Archival Fees	\$15.00
Electrical Permit	\$45.00
Mechanical Permit	\$16.80
Plumbing Fee	\$42.60
Building Permit Fee – Energy	\$75.00

2008 Development Impact Fees	
Seismic Fee	\$30.00
School District Impact Fees (\$5.65/s.f.)	\$8,475
Typical Southeast SFD Development Impact Fees <sup>1</sup>	\$14,992.38
<b>Total Building Permit and Impact Fees</b>	<b>\$24,911.78</b>

Sources: City of Madera Community Development Department-Building Division, 2008

<sup>1</sup> Development Impact Fees include administrative, fire, police, parks, public works, sewer, storm drain, streets transportation facility, traffic signal, water impact, and wastewater impact fees.

**Table I-39b** lists the estimated building fees for multi-family development based on 2008 building and development impact fee requirements. The fees in the following table are based on a “typical” multi-family development of a 4-plex with 700 square foot, 1 bathroom units in the Southeast quadrant of the City.

The building and development impact fees shown in Tables I-38a and I-38b are not considered constraints to development of multi-family housing because the total fees for a “typical” multi-family projects are approximately half of the fees applied to a single-family unit.

**TABLE I-39B: CITY OF MADERA AVERAGE PERMIT FEE  
FOR MULTI-FAMILY DEVELOPMENT IMPACT FEES**

2008 Development Impact Fees	
Building Permit Valuation Fee (Per Standard Tables)	\$255.00
Construction Plan Check (60% of Valuation)	\$192.00
Permit Prep Fees	\$31.00
Plan Archival Fees	\$15.00
Electrical Permit	\$21.00
Mechanical Permit	\$12.00

2008 Development Impact Fees	
Plumbing Fee	\$36.00
Building Permit Fee – Energy	\$37.00
Seismic Fee	\$14.00
School District Impact Fees (\$5.65/s.f.)	\$3,955.00
Typical Southeast SFD Development Impact Fees <sup>1</sup>	\$9,318.88
<b>Total Building Permit and Impact Fees</b>	<b>\$13,886.88</b>

Sources: City of Madera Community Development Department-Building Division, 2008

<sup>1</sup> Development Impact Fees include administrative, fire, police, parks, public works, sewer, storm drain, streets transportation facility, traffic signal, water impact, and wastewater impact fees.

Certain residential projects that require General Plan amendments, zoning code changes, or other planning-related functions require fees in addition to those listed above. Some of these costs are summarized in **Table I-40** below. Again, cost increases have occurred since 2002, with the largest increases listed for a General Plan amendment, a difference of \$1,560. The cost for a Negative Declaration decreased by \$80 from 2002 to 2008.

**TABLE I-40: CITY OF MADERA PLANNING FEES, 2002 AND 2008**

	2002	2008
General Plan Amendment	\$2,070	\$3,630
Rezoning (minor/major)	\$1,860/\$2,220	\$2,630/\$3,630
Use Permit (for residential zones only)	0-25 units - \$1,090	\$1,680
	25+ units - \$1,710	\$1,830
Site Plan Review	0-25 units - \$370/\$620	\$920/\$1,560
(Less than 1,200 sf/More than 1,200 sf & 0-25 units)	25+ units - \$1,280	\$2,290 + 50% of Full
Negative Declaration	\$350	\$270

	2002	2008
Environmental Impact Report	\$1,170+cost	\$1,180 + 10% of Cost

Source: City of Madera Community Development Department, 2002 and 2008

### *Processing and Permit Procedures*

Processing time for projects in the City of Madera is generally minimal. Multi-family projects in residential zones are permitted uses and therefore require only administrative review. A project can be approved and under way for building permit applications in as little as two to four weeks. This procedure, identified as a site plan review application, was established in 1988. It better defines application procedures and project requirements and streamlines the process for many larger developments which might otherwise be subject to use permit approval.

In Planned Development zones, a precise plan is required for the project and must be approved by the Planning Commission. The formal review period is four weeks. The time before approval typically ranges from four to six weeks and varies with time between the submittal date and the next regularly scheduled Planning Commission meeting. Use permits are required for residential uses in commercial zones. The review period is the same as that for precise plans. It cannot be reduced due to the public hearing and environmental review notification requirements. Use permits have a 15-day appeal period and are void after one year unless building permits are obtained. Extensions of this time frame may be requested if a project requires a longer period of time in which to obtain financing and prepare building and improvement plans.

The formal review period for tentative subdivision maps is four to six weeks. The applicant's preparation time and preliminary staff review may increase the time frames for subdivisions. The time frame often depends on the accuracy and adequacy of the initial plans. A requirement for an environmental impact report (EIR) will lengthen the process but an EIR can be processed simultaneously with the map. Review and processing times for tentative maps are minimal in the City of Madera since the City Council has delegated

the decision-making process to the Planning Commission. Parcel maps for less than five parcels are approved by the City's Development Review Committee so processing time is only limited to the public hearing notification time frame.

The processing time for projects has been kept to a minimum. Staffing levels in the various departments responsible for development review are also kept to a minimum and may result in a slight increase in the time for processing of projects when the workload is heavy. The adequacy and accuracy of plans varies significantly among the various developers. Procedural guidelines have been developed and checklists have been made available for applicants to reduce time in the preliminary plan preparation phases. Revised application forms have also been created which contain an outline of procedures and application submittal requirements.

#### ***Multi-Family Residential Permit Processing and Procedures***

Multi-family residential development (3 or more units) proposed for the R-1, R-2, and R-3 zoning districts require a site plan review application that requires administrative approval, which typically takes approximately two weeks. Multi-family development proposed in the Commercial and Planned Development zones requires Planning Commission approval, which can take approximately one to two months. Conditional use permits are also required for residential development in Planned Development zones and all Commercial zones with the exception of the Neighborhood Commercial (C-N) zone.

#### ***PUD Zone Districts***

The review of a precise plan for a PUD zone district is essentially the same review as in a standard site plan review for other zone districts; both look at the same issues of design, neighborhood compatibility, and functionality. However, rather than having to hold to the standard development criteria of a given zone, Planned Unit Developments "PUD" zone districts allows projects to be developed in consideration of the context of the specific site and the project's design features. The City's standards are allowed to be replaced

with provisions that allow for more creative and efficient use of space and resources such as clustering, density transfers, reduced setbacks, shared facilities, etc. The City also has provisions that allow special needs housing to increase densities and decrease requirements such as parking and open space.

In an effort to streamline the processing of developments in the PUD zone, the City has development design guidelines in place and developers are encouraged to utilize previously set standards. These tools allow developers to utilize new innovations in designs and technologies to create quality housing without being solely limited to status-quo development regulations, while at the same time providing them with quick ready-made options and guidance for standards that are acceptable for development in the City.

Homes in the PUD zone districts typically are developed as one or two story units, but there are no height restrictions. The PUD zones require open space equal to the R-3 zone district (750 sq.ft./unit). However, PUD zones do not have the minimum dimension requirements as in all other residential zone districts. Parking requirements are the same for all residential zones, but may be reduced in a precise plan if the type and design of the project warrant it.

Processing of precise plans generally take 4-6 weeks from submission to Planning Commission Decision. This is slightly longer than processing a by-right application in a non PUD zone district (3-4 weeks). Projects that are concerned with expediting the required approvals necessary to begin construction are allowed to process the checking of improvement plans simultaneously, which takes the same amount of time or longer than the approval of a precise plan. Hence, a precise plan does not delay development. The cost to process a precise plan is actually slightly less (\$100) than processing a site plan in a non PUD zone district.

Overall a PUD zone district allows development more flexibility and can reduce unneeded development requirements. The processing does not cost



any more than the standard development process or delay final construction approval.

Following initial plan approval from either administrative staff or the Planning Commission, application for required building permits may commence. A site utility and grading permit and electrical, mechanical, and plumbing permit are the permits required for multi-family residential developments.

### **Potential Non-Governmental/Market Constraints**

All resources needed to develop housing in Madera are subject to the laws of supply and demand, meaning that these resources may not always be available at prices which make housing development attractive. Thus, cost factors are the primary non-governmental constraints upon development of housing in Madera. This is particularly true in the case of housing for low- and moderate-income households, where basic development cost factors such as the cost of land, required site improvements, and basic construction are critical in determining the income a household must have in order to afford housing.

#### ***Availability of Financing***

The ability for individual persons or households to obtain financing for homeownership is also a potential constraint to lower-income household obtaining affordable housing. The Home Mortgage Disclosure Act (HMDA) is a federal law enacted in 1975 that requires mortgage lenders to collect, report, and disclose information about their mortgage applications, originations, and purchases. HMDA was designed to provide the public with loan data that can be used to assess how financial institutions are serving the housing needs of their communities. HMDA record provides some measure of the availability of financing for homes in Madera.

**Table I-41** displays the aggregate loan applications processed in the Madera Metropolitan Statistical Area (MSA) as reported by individual lending institutions within the MSA for the years 2005, 2006, and 2007. In 2005, 6,534 loan applications were processed and 67 percent of those were approved (4,408).

In 2006, there were 175 less applications (6,359) completed and 287 less applications approved (4,121). During 2007, there was a significant decline in the total applications completed from the prior two years. In 2007, there were 2,937 applications completed, a decline of 54 percent from the previous year. Of the total applications completed in 2007, 59 percent were approved, which was a decline in the percentage of approved loans from 2005 and 2006.

The decline in total applications processed between 2005 and 2007 is not unique to the City of Madera. Fresno, a neighboring city, had a decline of 41 percent in total applications received between 2006 and 2007. The 6 percent decline in the percentage of approved loans between 2006 (65 percent) and 2007 (59 percent) in Madera was twice as high as the percentage decline in Fresno, which experienced a 3 percent decline from 2006 (67 percent) to 2007 (64 percent).

As seen in **Table I-41**, the percentage of approved loans has declined over the reported years, while the percentage of denied loans has increased. In 2007, the majority of Census tracts within Madera reported a similar trend in the rising percentage of denied applications and decreasing percentage of approved applications. Census tract 0006.01 is the only Census tract in 2007 in Madera in which the total number of denied applications exceeded the total number of approved applications. According to the 2000 Census, this tract had the 83rd highest rate of unemployment amongst California Census tracts and a poverty rate of 41 percent.

The overall availability of financing in the City of Madera as compared to Fresno is not a constraint for residents to become homeowners.

TABLE I-41: MADERA MSA HOME MORTGAGE DISCLOSURE ACT DATA

Home Purchase Loans							
Year	Approved		Denied		Withdrawn/ Incomplete		Total Loan Applications
	Madera MSA	% Total Loan Applications	Madera MSA	% Total Loan Applications	Madera MSA	% Total Loan Applications	Madera MSA/MD
2005	4,408	67.46%	1,225	18.75%	901	13.79%	6,534
2006	4,121	64.81%	1,380	21.70%	858	13.49%	6,359
2007	1,738	59.18%	844	28.74%	355	12.09%	2,937
Totals	10,267	64.86%	3,449	21.79%	2,114	13.35%	15,830

Source: Federal Financial Institutions Examination Council: Home Mortgage Disclosure Act, 2005, 2006, 2007.

Note: Loans approved include loans originated and loans approved, not accepted.

### Federal and State Actions

While financing availability is a non-governmental constraint, various state and federal government policies can have significant impacts on the affordability of housing. Most important of these policies are those federal monetary policies that influence interest rates. Interest rates affect both construction costs (construction loans) and long-term mortgage costs, thereby having a significant direct impact on the affordability of housing (California Statewide Plan Update, 1990). The volatility of interest rates is demonstrated by the fact that within the last 20 years, mortgage rates have been as high as 13 percent and as low as 5 percent. Construction financing has been even more volatile. The federal government has increased the per-capita limits on tax-exempt bonds and the Low Income Housing Tax Credit Program. That change provides more allocation authority for states, which simply means more supply of funds. The federal government has significantly reduced its involvement in direct construction programs to meet the housing needs of low- and very low-income households. However, it has worked with local housing authorities to make the Section 8 program more efficient and effective. Additionally, HUD has worked aggressively with private sector owners

of older assisted housing projects in an effort to keep them affordable. It is now much easier for owners to sell to nonprofits and for-profits who are willing to enter into new regulatory agreements.

#### *Land Costs*

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

According to a local developer, a finished lot of 6,000 square feet in size (60 ft. by 100 ft.) containing water, sewer, electric, gas and cable connections costs approximately \$35,000 to \$50,000. In addition to the cost of the raw land, new housing prices are influenced by the cost of holding land while development permits are processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect inflation will have on the cost of construction and labor. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

#### *Development Costs*

##### *Construction Costs*

According to a local developer, construction cost which includes labor and material is approximately \$80.69 per square foot. Therefore, a 4 bedroom, 2 bathroom, 2 car garage, 1,330 square foot house built on a concrete slab would cost an estimated \$107,317 to construct.

*Total Housing Development Costs*

As shown in **Table I-42**, the total of all housing development costs discussed above for a typical entry-level single-family home (1,500 square feet) is \$172,784, including land, site improvements, construction costs, fees and permits (as shown in **Table I-39a**). Permit and plan check fees are based on a 1,330 square foot house with two baths and an attached garage built on a concrete slab. This figure does not include developer profit, school district fees, marketing, or financing costs. This is a great increase from the original figures quoted by the same developer in 2002, an almost \$31,000 increase in development costs. The original house quoted in 2002 was an estimate for a 6,500 square foot lot, with a 1,500 square foot house used as an example.

**TABLE I-42: CITY OF MADERA SINGLE FAMILY HOUSING DEVELOPMENT COSTS**

	2002	2008
Finished Lot Price	\$35,000	\$43,000
Total Construction Cost	\$78,000	\$107,317
Development Impact Fees	\$9,374	\$24,911.78
Permit Preparation Fee	\$31	Included above
Developer Profit (15 %)	19,162	Not included
Plan Check Fee	\$343	Included above
Total Housing Development Cost	\$141,910	\$172,784

Source: Mike Pistoiresi, 2002, DMP Construction 2008

The specifications for the hypothetical house used for this analysis were chosen to define it as an entry-level family home.

An additional element to note is that other factors are expected to drastically affect the pricing of local homes in the short term. Increased oil prices have caused the cost of materials to skyrocket. While area contractors have been able to absorb the increase for the past year, they will no longer be able to do

so. It has become difficult to have prices fixed on any commodity for a period longer than 30 days. For copper wire and piping, a price guarantee can only be made for 24 hours. Another issue that has also come into play is the fact that there is now a surplus of subcontractors for the small amount of work available. The initial result is that developers can garner very competitive pricing for their work. However, this surplus will soon be gone as many of the subcontractors can no longer afford to be in business with the severe decline in work. Therefore eventually it is anticipated that local developers will be faced with less contractors available and hence higher prices



## CHAPTER 7: HOUSING ELEMENT

### GOALS, POLICIES AND ACTION ITEMS

Under California law, the housing element must include the community's goals, policies, quantified objectives, and housing programs for the maintenance, improvement, and development of housing.

This Housing Element includes eight goal statements. Under each goal statement, the element sets out policies that amplify the goal statement. Implementation programs are listed at the end of the corresponding policy or group of policies and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Several of the implementation programs also have quantified objectives listed.

Definitions of goals, policies and implementation action items are given in the introduction section of the General Plan. The Housing Element also has includes quantified objectives for the action items, which is defined below.

*Quantified Objective:* The number of housing units that the City expects to be constructed, conserved, or rehabilitated, and the number of households the City expects will be assisted through Housing Element programs based on general market conditions during the time frame of the Housing Element.

Housing element law recognizes that in developing housing policy and programs, identified housing needs may exceed available resources and the community's ability to satisfy these needs. The quantified objectives of the housing element therefore need not be identical to the identified housing need but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame.



**GOAL H-1****NEW RESIDENTIAL CONSTRUCTION**

**To assure an adequate number of sites available for housing to meet the projected needs of all economic segments of the community.**

**Policy H-1.1 ►****AVAILABLE SITES FOR NEW CONSTRUCTION**

The City shall ensure continued availability of suitable sites for construction of a variety of housing through regular review and, if necessary, amendment of the General Plan and Zoning Map.

**Action Item H-1.1.1**

The City shall continue to maintain an inventory of land owned by the City, Housing Authority, and Redevelopment Agency within the City and its sphere of influence and will analyze that land for potential housing sites.

*Responsibility: Community Development Department*

*Funding Source: City General Fund (staff time), Redevelopment Agency, and Community Development Block Grant funds*

*Time Frame: Ongoing*

**Action Item H-1.1.2**

The City will cooperate with the Redevelopment Agency, Housing Authority and its affiliated non profit organization, and other low income housing developers to identify suitable sites and projects for affordable housing throughout the City, with the intent to avoid concentrating affordable housing opportunities in a limited number of neighborhoods.

*Responsibility: Madera Redevelopment Agency, Housing Authority*

*Funding Source: Madera Redevelopment Agency and Housing Authority*

*Time Frame: Ongoing*

**Action Item H-1.1.3**

To fulfill the requirements of its regional housing need allocation, the City will rezone the following parcels of land to PD (4500), or equivalent zone district with allowances for equal or greater density, with the intention of making these parcels appropriate for the development of housing types affordable to moderate-income households:

- 19.09 acres of land currently zoned R1 (APN 012-480-009)
- 19.55 acres of land currently zoned R1 (APN 012-460-001)
- 10.31 acres of land currently zoned R1 (APN 003-200-004)
- 2.75 acres of land currently zoned R1 (APN 005-220-006)
- 38.34 acres of land currently zoned R1 (APN 008-180-005)
- 2.51 acres of land currently zoned R1 (APN 004-170-009)
- 4.50 acres of land currently zoned R1 (APN 045-142-019)

To fulfill the requirements of its regional housing need allocation, the City will rezone the following parcels of land to PD (1500), and redesignate these sites to General Plan High Density with the intention of making these parcels appropriate for the development of housing types affordable to extremely low-, very low-, and low-income:

- 3.25 acres of land currently zoned PD 3000 and General Plan designated Low Density (APN 005-110-024)
- 3.52 acres of land currently zoned PD 3000 and General Plan Designated Medium Density (APN 005-180-001)
- 0.96 acres of land currently zoned R2 and General Plan designated Medium Density (APN 006-250-014)
- 4.21 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 012-253-001)

- 2.44 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 012-253-002)
- 1.83 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 012-260-003)
- 2.15 acres of land currently zoned PD 3000 and General Plan designated Low Density (APN 038-134-007)
- 2.01 acres of land currently zoned PD 3000 and General Plan designated Low Density (APN 038-134-008)
- 2.61 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 012-390-001)
- 4.08 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 045-142-017)
- A 8 acre portion of a 75 acre parcel of land currently zoned PD 6000 and General Plan designated Low Density (APN 012-480-005)
- 1.01 acres of land currently zoned C-1 and General Plan designated Commercial (APN 038-123-001)
- 4.08 acres of land currently zoned C-1 and General Pan designated Commercial and Medium Density (APN 038-123-002)
- 0.51 acres of land currently zoned C-1 and General Plan designated Commercial (APN 038-123-003).
- .71 acres of land currently zoned C-1 and General Plan designated Commercial (APN 038-123-005).
- 4.43 acres of land currently zoned PD 4500 and General Plan designated Medium Density (APN 045-142-020)
- 0.30 acres of land currently zoned CH and General Plan designated Commercial (APN 011-320-005)

- 3.97 acres of land currently zoned and General Plan designated Commercial (APN 011-320-006)
- 1.62 acres of land currently zoned R1 and General Plan designated Medium density (APN 006-360-015)
- 0.75 acres of land currently zoned R1 and General Plan designated Medium Density (APN 006-360-013)
- 0.70 acres of land currently zoned R1 and General Plan designated Medium Density (APN 006-360-014)
- 0.94 acres of land currently zoned R1 and General Plan designated Medium Density (APN 006-360-012)
- 1.42 acres of land currently zoned R2 and General Plan designated Medium Density (APN 006-250-013)
- 1.38 acres of land currently zoned PD 4500 and General Plan designated Low Density (APN 012-260-004)
- 1.39 acres of land currently zoned PD 4500 and General Plan designated Low Density (APN 012-260-007)
- 7.52 acres of land currently zoned PD 3000 and General Plan designated Medium Density (APN 012-270-002)
- 7.52 acres of land currently zoned R1 & PD 2000 and General Plan designated LD (APN 012-460-002)

The location of these sites is illustrated in the map contained in Appendix A - Housing Element Appendix.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund

*Time Frame:* February 2011

The location of these sites is illustrated in the map contained in Appendix A - Housing Element Appendix.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund

*Time Frame:* August 2010

#### **Action Item H-1.1.4**

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Most assisted housing developments utilizing State or federal financial resources include 50 to 150 units. The City will provide incentives and technical assistance through the processing of subdivision or larger sites located in Specific Plans and Special Planning Areas to facilitate development of a variety of housing types and affordability consistent with typical developments affordable to lower income households. The City will offer the following incentives for the development of affordable housing including but not limited to: priority processing for subdivision maps that include affordable housing units, expedited review for the subdivision of larger sites into buildable lots where the development application can be found consistent with the General Plan, applicable Specific Plan and master environmental impact report, financial assistance (based on availability of federal, state, local foundations, and private housing funds, and modification of development requirements, such as reduced parking standards for seniors, assisted care, and special needs housing on a case-by-case basis.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund

*Time Frame:* August 2010

**Policy H-1.2▶**

The City shall promote infill development and reuse of underutilized parcels, consistent with maintaining or enhancing the positive qualities of the surrounding neighborhoods. Underutilized parcels are non-residential sites that can be realistically developed with residential uses or currently developed residential sites that could realistically be developed with more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

**Action Item H-1.2.1**

The City shall identify potential infill sites including smaller (parcels less than one quarter of an acre) vacant and underutilized parcels. The City shall create an inventory of these sites and make the list available at the Planning and Building Department permit counter.

*Responsibility:* Community Development Department, Redevelopment Agency

*Funding Source:* City General Fund (staff time), RDA funds

*Time Frame:* By December 2010; ongoing

**Action Item H-1.2.2**

In cooperation with the Redevelopment Agency and Housing Authority and its affiliated non profit organization, the City shall work with interested for-profit and non-profit developers in consolidating infill parcels designated for multi-family residential development.

*Responsibility:* Community Development Department, Redevelopment Agency, Housing Authority

*Funding Source:* City General Fund, Redevelopment Agency

*Time Frame:* By December 2010; ongoing

**Action Item H-1.2.3**

The City will explore the feasibility of establishing a housing fee program that would provide fiscal incentives for infill and affordable housing projects.

*Responsibility:* Community Development Department

**Policy H-1.3►**

*Funding Source:* City General Fund

*Time Frame:* By December 2012; with annual re-evaluations as appropriate

#### **Action Item H-1.2.4**

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The City will ensure compliance with the State Density Bonus by amending its Zoning Ordinance to reflect amendments to State Density Bonus law.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund

*Time Frame:* By September 2010

Where appropriate, the City shall encourage developers/ builders to develop their projects at the maximum density allowed under the General Plan land use designations and zoning provisions.

#### **Action Item H-1.3.1**

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The City shall review and potentially amend its Zoning Ordinance to include minimum densities in the medium and high density zones unless there are issues of site constraints or the affordability of the units would be compromised. Policy LU-6 in the City's draft Land Use Element states that the City will establish density ranges and encourage a target density within that range by requiring an explanation for not building at the higher end of the range. Note to Reader: this language will be adjusted as the land use element language is finalized.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund

*Time Frame:* By December 2011

**Policy H-1.4►**

The City shall continue to maintain a land management computer program for purposes of tracking vacant land and housing and development activity.

**Action Item H-1.4.1**

The City shall develop and maintain data via its GIS system to track and maintain an inventory of vacant land by zoning classification along with a subdivision activity list for reference in the evaluation of available sites for housing development activity. This data will also be used to report housing construction and occupancy in group quarters for the State Department of Finance's preparation of annual population estimates.

*Responsibility:* Community Development Departments

*Funding Source:* City General Fund, Redevelopment Agency

*Time Frame:* Ongoing updates

**INFRASTRUCTURE IMPROVEMENTS****Policy H-1.5►**

The City shall seek implementation of all public service master plans to facilitate construction of infrastructure improvements to serve developing areas. This policy is echoed in the City's draft Circulation Element policy CI-1 and Action Item CI-1.1.

**Action Item H-1.5.1**

The City shall cooperate with developers, property owners, and other stakeholders to complete major public facilities identified in public service master plans, including the Avenue 16 and Ellis Avenue interceptor.

*Responsibility:* City Council, Community Development Department

*Funding Source:* City impact fees, Redevelopment Agency, Private Development

*Time Frame:* Ongoing



**GOAL H-2****Policy H-2.1 ►****RESOURCES AND COORDINATION**

**To foster interagency coordination between the City, private developers, and nonprofit entities to support the creation of new affordable housing opportunities in the city.**

The City shall encourage continuation and expansion of the programs of the Housing Authority and its affiliated non profit organization to address the housing needs of lower- income persons in the community.

**Action Item H-2.1.1**

The City shall continue to support the use of Housing Authority's affiliated nonprofit housing organization (Madera Opportunities for Resident Enrichment and Services-MORES) in cooperation with the partner agencies and other stakeholders.

*Responsibility:* Community Development, Housing Authority

*Funding Source:* City funding along with state and federal sources

*Time Frame:* On going.

**Action Item H-2.1.2**

The City shall consider establishing a Staff Advisory Committee consisting of staff representatives from the City, Housing Authority, and Redevelopment Agency to coordinate housing activities and programs, to advise the respective agencies on affordable housing issues, to help set priorities for funding, to recommend policies for administration of the affordable units, and to identify regulatory barriers to affordable housing.

*Responsibility:* Community Development Department

*Funding Source:* City of Madera, Housing Authority, and Redevelopment Agency

*Time Frame:* The City will evaluate the feasibility of establishing a Housing Advisory Committee by June 2011.

**Policy H-2.2▶**

The City shall continue to coordinate with Madera County and the Madera County Local Agency Formation Commission to ensure consistency with LAFCO policies and procedures.

**Action Item H-2.2.1**

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The City shall continue to coordinate with the County of Madera and the Madera County Local Agency Formation Commission (LAFCO) to ensure an orderly pattern of urban growth with adequate provision of urban services as well as consistency with all rezoning and annexation applications. For more details on how the City is addressing these issues, please refer to the updated Land Use and Circulation elements.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund and regular staffing

*Time Frame:* Ongoing

**Policy H-2.3▶**

The City shall continue to work with and assist those developers who are willing to provide low-income housing.

**Action Item H-2.3.1**

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The City shall take all necessary and proper action to expedite the processing and approval of projects with units specifically set aside for lower-income or special needs households.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time)

*Time Frame:* Ongoing

**Action Item H-2.3.2**

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The City shall continue to encourage private developers to make application for State and Federal tax credits, USDA funding, or California Housing Finance Agency Subsidized Rental allocations which provide subsidized interest rates and operation subsidies to developers of rental housing projects. Information on the program will be provided through various City departments and appropriate agencies.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time)

*Time Frame:* Ongoing

**Action Item H-2.3.3**

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The City shall continue to provide incentives to developers and property owners for the construction of affordable housing including density bonuses for units for lower-income, senior and large-family households.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time), Redevelopment Agency

*Time Frame:* Ongoing

**Action Item H-2.3.4**

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The City shall establish implementation policies for its Development Impact Fee Program which specify how adjustments, credits, or waivers will be made for infill projects that involve redeveloping and/or remodeling existing residential units.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund (staff time)

*Time Frame:* December 2010

**Policy H-2.4►****FUNDING/SUBSIDIES**

The City shall continue to financially support the development of affordable housing by leveraging state and federal funds available to the City.

**Action Item H-2.4.1**

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The City's Grants Administration Division will continue to increase the supply of affordable housing by obtaining state and federal funding for programs including the Down Payment Assistance Program, which provides long-term support for lower-income families and first-time homebuyers.

*Responsibility:* City's Grants Administration

*Funding Source:* General Fund to apply for state and federal grant funds

*Time Frame:* Ongoing

**Action Item H-2.4.2**

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The City shall work cooperatively with its Redevelopment Agency to ensure housing set-aside funds are utilized to reach common goals of the two entities including the purchase of infill lots for very low- and low-income housing, and the development of housing for special needs groups.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time)

*Time Frame:* Ongoing

**Policy H-2.5►****REVIEW AND MONITORING OF HOUSING ACTIVITIES**

The City shall track affordability levels in the city by monitoring changes in housing sales prices and rental rates.

**Action Item H-2.5.1**

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The City shall, in cooperation with the Housing Authority, maintain and expand a comprehensive annual monitoring program to document the affordability levels (sales price or rental rates) for all new units constructed each year. The City shall also regularly monitor housing sales price trends of existing units.

*Responsibility:* Community Development Department, Housing Authority, Redevelopment Agency

*Funding Source:* General Fund (staff time)

*Time Frame:* Determine feasibility of establishing a program by June 2012.

**Policy H-2.6►**

The City shall review the Housing Element annually and update the document per the state's schedule.

**Action Item H-2.6.1**

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An annual progress report will be made to the Planning Commission and City Council on the status of housing programs, recommended updates, and availability of sites to meet construction needs. The City shall submit annual reports to the California Department of Housing and Community Development. The City shall also review the General Plan to retain internal consistency.

*Responsibility:* Planning Department, Planning Commission, and City Council

*Funding Source:* City General Fund

*Time Frame:* By April annually

**GOAL H-3****Preservation of Rehabilitation of Housing**

Conserve and improve the existing housing stock and ensure housing affordability to all income groups by providing for a variety of housing types, sizes, price ranges, and densities compatible with the existing character and integrity of residential neighborhoods.

**Policy H-3.1 ►**

The City shall use its best efforts to ensure the preservation of subsidized housing units at risk of converting to market-rate housing.

**Action Item H-3.1.1**

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The City, in cooperation with the Housing Authority, shall facilitate tenant education for residents of at-risk development as a part of an early warning system for tenants who are living in assisted housing units that are two years away from potentially converting to market-rate units.

*Responsibility:* Community Development Department, Redevelopment Agency

*Funding Source:* City General Fund (staff time)

*Time Frame:* Annually beginning in June 2010; ongoing

**Action Item H-3.1.2**

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The City, in cooperation with the Housing Authority, shall respond to notices of intent to pre-pay and will meet with property owners of local subsidized housing units when a project is at risk of converting to market rate. The City will contact the owners about their plans and, as necessary, identify potential buyers and possible sources of funding and will facilitate tenant education efforts.

*Responsibility:* Community Development Department, Housing Authority

*Funding Source:* City General Fund (staff time)

*Time Frame:* Annually beginning in June 2010; ongoing

**Policy H-3.2►**

Continue to support the Housing Choice Voucher (Section 8) programs.

**Action Item H-3.2.1**

In the past, there has been a need to inform rental property owners, landlords, and property managers about the benefits of participating in the Housing Choice Voucher (Section 8) programs. Presently, this is not the case in Madera but the City will work with the Housing Authority to make the Housing Choice Voucher (Section 8) program as successful as possible, given the annual allocation of vouchers and funding by HUD.

*Responsibility: Community Development Department and Housing Authority*

*Funding Source: General Fund, Community Development Block Grant funding, and Department of Housing and Urban Development funds*

*Time Frame: Annually*

**Action Item H-3.2.2**

The City shall continue to administer the Housing Choice Voucher (Section 8) Housing Program to provide housing opportunities for lower-income households.

*Responsibility: Madera Housing Authority*

*Funding Source: HUD Section 8 funds*

*Time Frame: Ongoing, annual applications based on meeting eligibility requirements*

**Policy H-3.3►**

Promote and publicize the City's Housing Programs.

**Action Item H-3.3.1**

The City shall continue to publicize its housing programs to residents and provide information on subsidized housing within the city. The City shall use its website, newsletter, and other forms of media to provide information (e.g., for information on affordable rental units, housing rehabilitation programs, the Down Payment Assistance Program, resources for homeless, etc.) to residents on affordable housing in Madera as well as information on fair housing services. As staff and budget resources

**Policy H-3.4►**

permit, the City should consider providing information through periodic mailings to residents.

*Responsibility: Grants Administration, Housing Authority*

*Funding Source: City General Fund*

*Time Frame: Provide website updates bi-annually beginning in January 2010*

**IMPROVEMENT OF HOUSING**

The City shall work to improve housing availability and conditions of lower-income households.

**Action Item H-3.4.1**

The City shall continue to work with property owners to abate dilapidated, hazardous buildings while pursuing funding sources for an active abatement program.

*Responsibility: Redevelopment Agency; Community Development Department*

*Funding Source: Redevelopment Agency*

*Time Frame: Ongoing*

**Action Item H-3.4.2**

The City shall continue the Housing Rehabilitation Program in the city and rehabilitate and therefore preserve at least 10 housing units through rental agreements and/or deed restrictions for targeted income families.

*Responsibility: City Grants Administration Division, Neighborhood Revitalization Department, Redevelopment Agency*

*Funding Source: Grants Funding, Redevelopment Agency – The City shall utilize available funding through grants and the Redevelopment Agency as a source to improve housing availability and conditions of lower-income households.*

*Quantified Objective: Maximize housing opportunities for low-income persons (approximately 10 total, mostly for very low-income households).*

*Time Frame: Ongoing, as funds become available*



**Action Item H-3.4.3**

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The City shall continue to explore funding sources other than Community Development Block Grant funds to promote housing rehabilitation throughout the community.

*Responsibility: Neighborhood Revitalization Department, Grants Administration Division, Redevelopment Agency*

*Funding Source: City General Fund, State and Federal Grants*

*Time Frame: Ongoing as funds are available and NOFAs are released*

**Action Item H-3.4.4**

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The City shall continue to explore sources of funding for the Neighborhood Improvement Program, as well as continue to develop new programs to improve the city's neighborhoods.

*Responsibility: Neighborhood Revitalization Department*

*Funding Source: City General Fund, Community Development Block Grant, Redevelopment Agency*

*Time Frame: Ongoing*

**Action Item H-3.4.5**

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The City shall consider the creation of a program to perform regular inspections of multi-family projects to maintain and preserve the livability of the units and to minimize the impacts of blighting influences over time.

*Responsibility: Neighborhood Revitalization Department, Community Development Department*

*Funding Source: City General Fund (staff time)*

*Time Frame: December 2010*

**Policy H-3.5►****Action Item H-3.4.6**

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The City shall continue to implement an abandoned real property registration program as a mechanism to protect residential neighborhoods from becoming blighted through the lack of adequate maintenance and security of abandoned properties.

*Responsibility:* Neighborhood Revitalization Department, Finance Department

*Funding Source:* City General Fund (staff time)

*Time Frame:* Adopted ordinance May 2009; Ongoing

The City shall continue its vigorous code enforcement efforts on residential units to alleviate hazardous conditions and achieve a safe and healthful living environment for all residents.

**Action Item H-3.5.1**

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The City shall continue to maintain the Rental Housing Unit Business License requirement to assist in funding code compliance (Neighborhood Revitalization) efforts relative to housing maintenance violations.

*Responsibility:* Finance Department

*Funding Source:* Funds from license requirement

*Time Frame:* Ongoing

**Policy H-3.6►****Policy H-3.7►****Action Item H-3.5.2**

The City shall continue the Comprehensive Street Maintenance Program and other service system maintenance and improvement programs.

*Responsibility:* Public Works Department, in conjunction with Engineering Division on improvement projects

*Funding Source:* Measure T and state and federal sources

*Time Frame:* Annual review in conjunction with City's Capital Improvement Budget; ongoing

**AESTHETICS**

The City shall encourage the preservation and enhancement of architecturally significant structures.

**Action Item H-3.6.1**

The City shall support efforts to preserve and restore historically and architecturally significant structures through cooperative efforts with private individuals and groups, by providing staff assistance on planning and code issues.

*Responsibility:* Private sector with assistance from Planning Department and Building Department, Redevelopment Agency

*Funding Source:* Private and City funding along with Redevelopment Agency

*Time Frame:* Ongoing

The City shall require residential project design to reflect and consider natural features, circulation, access, and the relationship of the project to surrounding uses.

**Policy H-3.8►****Action Item H-3.7.1**

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The City will consider amending its zoning ordinance and adopting design guidelines that require residential project designs to reflect and consider natural features, circulation, access, and the relationship of the project to surrounding uses.

*Responsibility: Planning Department*

*Funding Source: General Fund ( Staff Time)*

*Time Frame: December 2011*

The City shall require quality design and appearance of all new development so that they add value to the community's built environment and reduce potential for community objection.

**Action Item H-3.8.1**

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The City will consider amending its zoning ordinance and adopting design guidelines that requires project designs to reflect and consider natural features, circulation, access, and the relationship of the project to surrounding uses.

*Responsibility: Planning Department*

*Funding Source: General Fund (Staff Time)*

*Time Frame: December 2011*

*More detailed policies and action items are contained in the Community Design element, particularly under Goal 7: Preserve and Enhance the Character of Existing Residential Neighborhoods and Goal 9: Preserve the Historic Character of the Downtown*

**GOAL H-4****Special Needs and Equal Opportunity**

To provide decent housing and quality living environment for all Madera residents regardless of age, race, religion, sex, marital status, ancestry, national origin, color, disability, or economic level and to provide a range of housing services for households with special needs.

**Policy H-4.1 ►****DEVELOPMENT OF SPECIAL NEEDS HOUSING**

Assist in increasing the supply of housing that meets the needs of seniors, physically and mentally disabled, farm workers, single-headed households, and extremely low- and very low-income households.

**Action Item H-4.1.1**

The City shall continue to work with nonprofit housing developers to encourage the development of rental housing for extremely low- and very low-income seniors and persons with disabilities through the HUD Section 202 and Section 811 programs as well as state programs, such as the Multifamily Housing Program.

*Responsibility:* Community Development Department, Redevelopment Agency, Housing Authority

*Funding Source:* General Fund (staff time); Redevelopment Agency, state funding

*Time Frame:* Ongoing

**Action Item H-4.1.2**

The City will continue to encourage voluntary implementation of adaptability measures in to new and major rehabilitation units and advocate the use of Universal Design features that can be incorporated into new houses, condominiums and townhomes. The City, Redevelopment Agency, or Housing Authority may consider adopting ordinances or policies to require publicly funded housing to incorporate such features.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time)

**Policy H-4.2►**

*Time Frame: December 2010; ongoing*

**LARGE FAMILIES**

The City shall provide incentives to developers to address special needs housing including housing for large families (families with five or more members).

**Action Item H-4.2.1**

The City shall provide incentives, such as, density bonuses and reduced set backs to assist developers of affordable single-family and multi-family residential projects that build a portion of their units for large families.

*Responsibility: Planning Department,*

*Funding Source: City General Fund (staff time)*

*Time Frame: Ongoing*

**HOMELESS****Policy H-4.3►**

The City shall cooperate with community-based organizations that provide services or information regarding the availability of services to the homeless.

**Action Item H-4.3.1**

The City shall continue to recognize and encourage the efforts of the Community Action Partnership of Madera County and the Rescue Mission to feed and house the homeless.

*Responsibility: Community Development Department, Housing Authority*

*Funding Source: City General Fund (staff time)*

*Time Frame: Ongoing*

**Action Item H-4.3.2**

The City shall work with the Fresno Madera Continuum of Care, the Community Action Partnership of Madera County, local faith-based organizations, and other community groups to continue to seek additional funding to help develop additional emergency shelter and transitional housing facilities in Madera.

*Responsibility: Community Development Department, Grants Administration Division, Housing Authority*

*Funding Source: General Fund along with possible state and federal sources*

*Time Frame: Ongoing*

**Policy H-4.4►**

Permit emergency shelters and transitional housing in accordance with state law.

**Action Item H-4.4.1**

To ensure compliance with Chapter 633, Statutes of 2007 (SB 2), the City will amend its zoning ordinance to explicitly allow for emergency shelters by providing a definition of “emergency shelter” as included in the California Health and Safety Code Section 5080.1, which is “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.”

The City shall also amend its zoning ordinance to administratively allow emergency homeless shelters in the C-2 (Heavy Commercial) zone district in accordance with Government Code Section 65582 subject to the following criteria:

- Shelters shall not be located within 300 feet of another Shelter.
- Shelters shall limit the duration of individual's stays to preclude long term housing.
- Shelters shall be limited to a maximum occupancy of 30 beds or less.
- Shelter shall have qualified supervision on site during all hours of operation.
- Shelter facilities shall have adequate lighting and security features to deter criminal activity at its facilities.
- Shelters shall not be located within 2,000 feet of any public or private school or park, or any designated facility where children gather.

The C-2 (Heavy Commercial) zone is appropriate for this use as it allows for a variety of retail and other service uses that accommodate the needs of residents of emergency shelters. Emergency shelters in the C-2 shall only be subject to the same development and management standards that apply to other allowed uses in the zone. There are approximately 212 acres of vacant C-2 land, much of which is located along major transportation corridors.

*Responsibility:* Community Development Department

*Funding Source:* General Fund (staff time)

*Time Frame:* By August 2010

#### **Action Item H-4.4.2**

The City shall provide assistance to the development of local emergency shelters by expediting permit processing for any applications required under the local Zoning Ordinance.



*Responsibility: Community Development Department*

*Funding Source: General Fund (staff time)*

*Time Frame: Ongoing*

#### **Action Item H-4.4.3**

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The City shall support legislation that creates funds for emergency shelters that include administration costs and/or are of sufficient amounts that allow for program start-up and acquisition of emergency housing facilities.

*Responsibility: Community Development Department, Madera Housing Authority, and the Community Action Partnership of Madera County*

*Funding Source: General Fund (staff time)*

*Time Frame: Ongoing*

#### **Action Item H-4.4.4**

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Transitional and supportive housing types are also considered under the “foster homes, rehabilitation facilities, day care centers, and other related facilities which provide housing for six or fewer unrelated persons” category and are allowed without review in all residential zones. However, to ensure compliance with SB 2, the City will add specific definitions of both “transitional” and “supportive” housing as defined in Sections 50675.2 and 50675.14, respectively, of the Health and Safety Code, which does not specify the number of persons, and will ensure both housing types are regulated the same as other uses of the same type in the same zone.

*Responsibility: Community Development Department*

*Funding Source: General Fund (staff time)*

*Time Frame: August 2010*

**Policy H-4.5►****EXTREMELY LOW-INCOME HOUSEHOLDS**

The City shall recognize the housing needs of extremely low-income persons (30 percent of AMI) and encourage development of housing to meet these needs.

**Action Item H-4.5.1**

The City will amend its Zoning Ordinance to clarify the definition of single-room occupancy units, which are similar to the current use category of boardinghouses and guest dwellings. The amendment will also describe specific development standards for these units.

*Responsibility:* Community Development Department

*Funding Source:* City General Fund (staff time)

*Time Frame:* August 2010

**Action Item H-4.5.2**

To support the creation of housing affordable to extremely low-income households. The City shall continue to seek and pursue state and federal funds annually, or as funding becomes available, and will prioritize a portion of the redevelopment set-aside funds to encourage the development of extremely-low income housing.

*Responsibility:* Community Development Department, Grants Department and Redevelopment Agency

*Funding Source:* City General Fund (staff time), RDA set-aside funds

*Time Frame:* August 2010

**Action Item H-4.5.3**

Use state and federal programs for which the City would be the applicant, or a co-sponsor, and work with nonprofit and for-profit developers to make use of those programs directed to homebuilders. In particular, the City will seek available funding or support funding applications by others to provide for housing for extremely-low income households, in-

cluding transitional housing. For some of these programs, the City would act as a sponsor for an interested developer. Specific programs which the City may use, funding permitting, are:

- Community Development Block Grant Program,
- California Housing Finance Agency programs,
- Department of Housing and Urban Development programs to finance housing, and
- State and federal programs aimed at providing housing and related services to homeless individuals.

*Responsibility: Community Development Department, Grants Department and Redevelopment Agency*

*Funding Source: City General Fund (staff time), RDA set-aside funds*

*Time Frame: Ongoing*

#### **Action Item H-4.5.4**

The City will ensure compliance with “second dwelling unit law” (AB 1866) by reviewing and amending its Zoning Ordinance to consider second dwelling units permitted uses in all residential zones ministerially, that is, without any discretionary review or a public hearing. The amendment will ensure that second units are allowed uses in all residential zones and require only ministerial review by the Zoning Administrator without any excessive burdensome conditions of approval. In addition, the City will omit the condition that precludes second unit development on lots of less than 6,000 square feet. This requirement serves as a potential constraint to the development of secondary dwelling units in residential zones outside of the R1 zone, which conflict with the second unit law.

*Responsibility: Community Development Department*

*Funding Source: City General Fund (staff time)*

*Time Frame: August 2010*

**Policy H-4.6►****SENIORS**

The City shall encourage affordable independent/semi-independent living accommodations for Madera's senior population.

**Action Item H-4.6.1**

The City shall monitor the demand for senior housing to ensure that the needs of seniors are being met on an ongoing basis and encourage the development of a full range of senior housing while also finding ways to incorporate adjacent service facilities, where appropriate including affordable independent/semi-independent living accommodations for Madera's senior population.

*Responsibility:* Housing Authority

*Funding Source:* Housing Authority (staff time)

*Time Frame:* Ongoing

**Policy H-4.7►****PERSONS WITH DISABILITIES**

Encourage greater access to housing for persons with disabilities.

**Action Item H-4.7.1**

Government Code Section 65583(c)(3) requires the housing element provide a program to "address and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing for persons with disabilities. The program shall remove constraints to and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities." A request for reasonable accommodation may include a modification or exception to the rules, standards and practices for the siting, development and use of housing or housing-related facilities that would eliminate regulatory barriers and provide a person with a disability equal opportunity to housing

of their choice. The City currently evaluates the need for reasonable accommodations for persons with disabilities on a case-by-case basis. The City will develop a more formalized reasonable accommodation procedure that will provide an administrative exception process in building and land use matters for housing for persons with disabilities. The process may include minimal review by the Planning Director and may include the following criteria:

- The request for reasonable accommodation will be used by an individual with a disability protected under fair housing laws.
- The requested accommodation is necessary to make housing available to an individual with a disability protected under fair housing laws.
- The requested accommodation would not impose an undue financial or administrative burden on the City.
- The requested accommodation would not require a fundamental alteration in the nature of the City's land use and zoning program.

Additionally, the City will ensure information is available on how to request a reasonable accommodation with respect to zoning, permit processing or building laws at the Planning counter and on the City's website.

*Responsibility: Planning Department*

*Funding Source: City General Fund*

*Time Frame: By December 2010*

**Policy H-4.8►****Action Item H-4.7.2.**

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The City shall continue to work to create and disseminate a public information brochure on reasonable accommodation for disabled persons and provide that information on the City's website.

*Responsibility:* Planning Department

*Funding Source:* City General Fund

*Time Frame:* By June 2011

**FARM WORKERS**

The City shall promote farmworker housing that meets the basic City safety standards and assists in the reduction of the total number of substandard farmworker units, by facilitating the construction, rehabilitation, and demolition projects through expedited processing and funding assistance where applicable.

**Action Item H-4.8.1**

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The City shall identify farmworker housing that is in substandard condition and seek means to improve such conditions through active code enforcement and housing assistance programs.

*Responsibility:* Neighborhood Revitalization Department

*Funding Source:* Federal and state funds

*Time Frame:* Ongoing

**Action Item H-4.8.2**

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The City shall review the Zoning Ordinance and ensure that it adequately supports the development of farmworker housing within appropriate zoning districts. The City will review and amend the Zoning Ordinance if necessary to be compliant with Health and Safety Code Sections 17021.5 and 17021.6. Larger farmworker housing projects may be reviewed on a case-by-case basis to ensure at least all of the following

criteria are appropriately addressed:

- Hours of operation of supportive services provided on-site;
- External lighting and noise;
- Traffic abatement;
- Compliance with county and state health and safety requirements for food, medical, and other supportive services provided on-site.

*Responsibility: Community Development Department*

*Funding Source: City General Fund (staff time)*

*Time Frame: December 2010*

### **Action Item H-4.8.3**

The City will work closely with local agricultural employers to identify sites appropriate for farmworker housing and available funding sources, through the State Department of Housing and Community Development and United States Department of Agriculture's Rural Development programs when necessary.

*Responsibility: Community Development Department*

*Funding Source: City General Fund (staff time)*

*Time Frame: Bi-annually contact developers and ongoing on an as-needed basis*

## **FAIR HOUSING**

The City shall work to eliminate arbitrary housing discrimination and promote housing opportunities for all persons regardless of their race, color, religion, sex, national origin, ancestry, marital status, age, household composition or size, or any other arbitrary factor.

### **Policy H-4.9►**

**Action Item H-4.9.1**

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The City's Grants Administration Division shall continue to update its report on impediments to fair housing per the State's required update schedule and act in support of equal housing opportunities for all persons in Madera through enforcement of, and direct response to, all claims of unlawful practices prohibited by the Fair Housing Policy through the FHCC or other similar service provider.

*Responsibility: Grants Administration Division*

*Funding Source: Grants Administration Division; City General Fund (staff time)*

*Time Frame: Annually conduct public information seminar*

**Action Item H-4.9.2**

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The City shall maintain its contract with the Fair Housing Council of Central California (FHCCC) or provide services in an alternative manner in order to provide fair housing education services, complaint resolution, and silent buyer services.

*Responsibility: Community Development Department and FHCCC*

*Funding Source: Community Development Block Grant, or other, state or federal grant funds*

*Time Frame: Annually*



**GOAL H-5****Smart Growth and Energy Efficiency**

**Facilitate smart growth patterns that lead to an efficient, safe, attractive, and vibrant community and encourage energy efficiency in all existing and new housing stock.**

**MIXED-USE DEVELOPMENT****Policy H-5.1 ►**

The City shall examine its processes and policies to ensure facilitation of opportunities for horizontal and vertical mixed-use development in suitable areas, including the Downtown District and Cores as specified in the Land Use Element of the General Plan. Vertical mixed use means that commercial and residential uses are developed on different stories of a single building, while horizontal mixed use developments integrate use types in a "flat" arrangement, like a residential complex situated behind a retail/commercial space. Within each mixed use type the goal is to provide multiple use types on a single lot. Horizontal mixed-uses may contain a single or multiple structures on one site.

**Action Item H-5.1.1**

The City will continue to support innovative ways to incorporate mixed uses in new development. The program will also be supported by the creation of the Village Mixed Use designation in the General Plan update.

*Responsibility:* Community Development Department, Redevelopment Agency

*Funding Source:* City General Fund

*Time Frame:* Project-by-project basis; ongoing

**Policy H-5.2►****JOBS HOUSING BALANCE**

The City shall make the attraction of industrial, office, commercial, and industrial development a high priority in an effort to promote the creation of new jobs in the community, improve the financial resources of residents, and create a balanced community that is more resistant to economic downturns.

**Action Item H-5.2.1**

The City shall improve the jobs/housing balance through the development of housing in proximity to jobs and both in proximity to public transportation. The City shall increase the supply of affordable housing and support efforts to match job income and housing affordability levels.

*Responsibility: Community Development Department*

*Funding Source: City General Fund*

*Time Frame: Project-by-project basis; ongoing*

**Policy H-5.3►****MOBILITY, LIVABILITY, AND TRANSIT SUPPORT**

The City shall promote residential development patterns that protect and improve air quality through alternative modes of transportation. More detailed information on mobility, livability and transit support is available in the City's updated Land Use and Circulation Elements.

**Policy H-5.4►****Action Item H-5.3.1**

The City shall enhance community livability by promoting:

- Opportunities for transit use including improved bus access and enhanced walking and biking facilities.
- Increased connectivity between residential and non-residential uses (i.e., commercial, industrial, and institutional uses). Encourage residential project sites to be designed to increase the convenience, safety, and comfort of people using public transportation, walking, or cycling and coordinate with transit providers to ensure that transit routes are in proximity to high density housing sites.

*Responsibility:* Community Development Department, Transit Division, Housing Authority

*Funding Source:* General Fund along with possible state and federal sources

*Time Frame:* Ongoing

**SOCIAL JUSTICE AND EQUITY**

The City shall improve conditions in disadvantaged neighborhoods, ensure environmental justice, and increase access to jobs, housing, and public services for all residents in the region. These topics are also addressed in the City's updated Sustainability Element.

**Action Item H-5.4.1**

To ensure equal access to housing and jobs, the City will work with the Fair Housing Council of Central California (FHCCC) or other service provider to update its report on impediment to fair housing.

*Responsibility:* Community Development Department, Redevelopment Agency, and Grants Administration Division

*Funding Source:* Community Development Block Grants

*Time Frame:* Annually

**Policy H-5.5►****Action Item H-5.4.2**

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To ensure the improvement of disadvantaged neighborhoods, the City will continue its Neighborhood Revitalization program, which is designed to ensure the absence of blight, nuisances, and to maintain a clean environment for citizens.

*Responsibility: Community Development Department, Redevelopment Agency, and Grants Administration Division*

*Funding Source: Community Development Block Grants*

*Time Frame: Annually*

**GENERAL PLAN CONSISTENCY**

The City shall continue to review development proposals for General Plan consistency and for logical and efficient extension of services. Additional policies and actions to ensure consistency are stated in the City's Land Use Element.

**Action Item H-5.5.1**

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The City shall continue to review development proposals for consistency with the General Plan, including the Housing Element, in addition to maintaining internal consistency between the mandatory elements of the General Plan. The City shall prepare annual reports for submission to the California Department of Housing and Community Development.

*Responsibility: Community Development Department, Planning Commission, and City Council*

*Funding Source: City General Fund*

*Time Frame: Ongoing through annual reports provided to the Planning Commission and City Council*

**Policy H-5.6►****ENERGY CONSERVATION**

The City shall promote the use of energy conservation measures in residential units to conserve energy as well as reduce household utility costs. This policy is also echoed in the City's updated Conservation element, particularly Goal 12 Energy, Policy CON-37: All public and private development—including homes, commercial, and industrial— should be designed to be energy-efficient and Policy CON-37.1: The City shall work with the local energy providers and developers on voluntary incentive based programs to encourage the use of energy efficient designs and equipment.

**Action Item H-5.6.1**

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The City shall encourage the continuation of energy conservation programs offered through PG&E, when available, including low interest financing of energy conservation measures.

*Responsibility:* Grants Administration Division, Redevelopment Agency,

*Funding Source:* State and federal grant and private utility company programs

*Time Frame:* Ongoing

**Action Item H-5.6.2**

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The City shall continue to incorporate energy conservation measures into housing rehabilitation work, especially insulation and weather stripping.

*Responsibility:* Grants Administration Division, Redevelopment Agency

*Funding Source:* State and federal grant and private utility company programs

*Time Frame:* Ongoing

**Action Item H-5.6.3**

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The City shall continue to seek out and utilize available funds for weatherization and energy conservation work in homes.

*Responsibility: Community Development Department and the Community Action Partnership of Madera County*

*Funding Source: State and federal grant and private utility company programs*

*Time Frame: Ongoing (subject to availability of funds)*

**Action Item H-5.6.4**

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The City shall consider the adoption of a program which requires all publicly funded residential projects involving new construction and major renovation to utilize and/or incorporate energy efficient appliances.

*Responsibility: Community Development Department, Redevelopment, Housing Authority*

*Funding Source: City General Fund (staff time), Redevelopment Agency, Housing Authority, State and Federal Funds*

*Time Frame: December, 2010*

**Action Item H-5.6.5**

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The City shall consider the adoption of a Voluntary Energy Independence Program which allows property owners to install solar equipment (or major energy efficient appliances/building systems) with up-front costs financed by public or private funding. Under this program, the costs of the equipment would be paid off by the property owner through a special tax attached to the property tax bill.

*Responsibility: Grants Administration Department*

*Funding Source: City General Fund (staff time), Redevelopment Agency, Private Funding*

*Time Frame: December, 2011*

## QUANTIFIED OBJECTIVES

One of the requirements of state law (California Government Code, Section 65583[b]) is that the Housing Element contain quantified objectives for the maintenance, preservation, improvement, and development of housing. State law recognizes that the total housing needs identified by a community may exceed available resources and the community's ability to satisfy this need. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall, however, establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved over a five-year time period.

**Table II-1** summarizes the quantified objectives for the construction, rehabilitation, or conservation of units during the time frame of the Housing Element (2009–2014). Residential building has slowed in general as of December 2008 and it is unclear when the industry will regain its momentum to the level of development experienced in the last Housing Element cycle. As a result of the downward trend in building, the City's 2009–2014 quantified objectives are significantly lower than its regional need allocations and even less than the last planning period's objectives.

**TABLE II-1: SUMMARY OF QUANTIFIED OBJECTIVES**

Objective Category/Program	Income Level					Total
	Extremely Low	Very Low	Low	Moderate	Above Moderate	
Fair Share Allocation						
HCD Housing Needs Determination (2007–2014)	749	750	996	1,230	2,573	6,299
Permit Development Activity (2007–2008)	0	0	0	0	317	317
Remaining Need (2009–2014)	749	750	996	1,230	2,256	5,982
New Construction	50*	147*	75*	438	1,109*	3,065*
Conservation/Preservation Of At-Risk Units	0	41**	41**	41**	--	123

Objective Category/Program	Income Level					Total
	Extremely Low	Very Low	Low	Moderate	Above Moderate	
Rehabilitation	0	8	2	0	--	10
<b>Total</b>	<b>799</b>	<b>196</b>	<b>118</b>	<b>479</b>	<b>1,109</b>	<b>3,198</b>

\* Projection based on development since the beginning of the City's RHNA period (January 1, 2007), on a pipeline affordable project, Arbor Point, which is planned to provide 49 very low-income units and 15 low-income units and on the current development activity (or lack of) in the City. These numbers were used as a basis to project over the remaining five-year period taking the current development climate into account.

\*\* Based on the preservation of the Madera Apartments and the Madera Garden Apartments, which have a total of 123 subsidized units.

### GENERAL PLAN CONSISTENCY

State law requires that the Housing Element contain a statement of “the means by which consistency will be achieved with other general plan elements and community goals” (California Government Code, Section 65583[c] [6] [B]). This requires an evaluation of two primary characteristics: (1) an identification of other General Plan goals, policies, and programs that could affect implementation of the Housing Element or that could be affected by the implementation of the Housing Element; and (2) an identification of actions to ensure consistency between the Housing Element and affected parts of other General Plan elements.

The Housing Element policies and programs were developed subject to the constraints of the policies and programs constrained in the other General Plan elements. Of all the other General Plan elements, the Housing Element is most closely related to the Land Use Element in the General Plan because the Land Use Element specifies the lands within the city that may be utilized for housing development. The Housing Element update effort coincides with the City's General Plan update. Careful attention has been paid to ensuring that there is consistency between the policies of the updated elements, particularly the Land Use Element. Additionally, the proposed General Plan designations were used in the housing site inventory to determine each site's appropriateness for residential development.

The Housing Element goals, policies, and program have been cross-referenced with other existing elements and, as the General Plan update pro-



gresses; the City is committed to maintaining consistency with the Housing Element goals, policies, and programs.

### **PUBLIC PARTICIPATION**

Housing Element law requires the City to make a diligent effort to facilitate the participation of all segments of the community during the preparation of its Housing Element update. The City of Madera has attempted to engage a variety of citizens and housing stakeholders by engaging an Advisory Committee made up of seven members of the community. The public is also noticed of these meetings via Planning Department press releases that are posted on the City's General Plan website. All press releases, PowerPoint presentations and drafts are all posted on the General Plan website ([www.maderageneralplan.com](http://www.maderageneralplan.com)). Anyone can also sign up for e-newsletters through the website or send comments on any part of the General Plan at any time.

Advisory Committee meetings occur once a month during the General Plan Update and each meeting features two elements. Public are invited to each meeting and the press releases provide notice of which elements will be discussed at each session. Members of the public are encouraged to sign in and submit written comments at each meeting even if the topic of their comments is not specific to the elements on the agenda for that meeting. For examples, the December meeting featured presentations on the noise history/cultural resources and sustainability but a written comment was received about housing needs in the City. The comments stated that Madera needs more “public housing” for seniors, disabled and low income persons in safe neighborhoods and close to bus routes, shopping centers and medical facilities.

The Housing Element was a featured topic at two Advisory Committee meetings. The first meeting took place on May 28, 2008 when the City was just beginning the update process for the Housing Element. For many in attendance at the meeting, this was the first introduction to Housing Element. The presentation focused on what the purpose, content and requirements of a Housing Element are as well as exploring examples of real life household income and housing affordability examples to demonstrate who needs housing in Madera. This purpose of this portion of the presentation was to “drive home” who lower- and moderate- income households in Madera really are

and to discourage negative stereotypes of who may be in need of affordable housing in the community. This was done by providing examples of hypothetical “families” and their incomes (derived from actual wage data for Madera County) and then based on their income and family size, what was affordable for them to spend on housing. The remainder of the presentation presented the results of the “review and revise” portion of the Housing Element update whereby the Advisory Committee and/or public could weigh in on the decisions to “continue”, “modify” or “delete” existing Housing Element programs based on how well they were implemented.

The second Advisory Committee Meeting that the Housing Element was presented took place in January 26, 2009. At this point, much of the document had been updated but the City was still developing policies. Because a great deal of time had passed since the last Housing Element Advisory Committee session, the real life examples of household incomes and housing affordability were presented again with some updated data including discussion of the effects of the dramatic changes in the housing market on housing opportunities for lower- and moderate-income households. The City also presented key policy issues that it expected to be in the public review draft. Many people in attendance had questions about the Housing Element content and the data presented. A representative from the Housing Partnership for the Disabled attended and presented a request for the City to consider the inclusion of a Universal Design ordinance similar to that of the City of Fresno where housing projects built with state or federal grant money are required to use Universal Design techniques. The City has added a program to encourage and support voluntary inclusion of Universal Design measures in new development.

When the public review draft of the Housing Element was ready for viewing, the City posted the draft on its General Plan website and sent letters directly to area stakeholders inviting them to view the draft and to attend a feedback session with the City’s Planning Director. Invitations were sent to 60 stakeholders for one of eight discussion sessions with the Planning Director. Sixteen stakeholders attended the sessions. Most of the attendees discussed the purpose and progress of the Housing Element but few had specific comments or requested changes to the document. The following is a summary of the comments and topics of discussion:

- President Madera Ministerial Association - Reviewed the features and various policies within the element and discussed the location of new multifamily low income development.
- Public Health Education Coordinator – AIDS - Reviewed the features and various policies within the element, discussed the difficulty of finding appropriate housing for their clientele due to a combination of issues but had no specific comments or requests for changes.
- Behavioral Health Program Coordinator, Madera County Health Department – Also reviewed the features and various policies within the element, discussed the difficulty of finding appropriate housing for their clientele due to a combination of issues, discussed coordinating efforts to partner with other multifamily development projects to utilize one time funds (1.2 Mil) for new housing for mentally disabled.
- Executive Director, Fair Housing Counsel of Central California - Discussed the status and process of adopting the element, and the various issues and programs in Madera relative to fair housing practices. They feel that the element does not have legally adequate provisions for a fair housing program and discussed some suggested actions/policies. The City is still awaiting written comments from the Counsel but is confident that its existing fair housing programs are adequate.
- ADA Council Members - Discussed the purpose and progress of the Housing Element. Discussed the accommodation policy and the possibility of considering means of implementing universal design.
- Planning Director, Madera County - Reviewed the progress of the element. Discussed the implications of the element relative to the existing agreement for RHNA transfers precipitated by annexations. Agreed that the element does not conflict with or change the existing agreement on the subject which is contained in a tax sharing MOU with the County. No requests for changes.
- Madera County Planning - Reviewed the progress of the element and briefly discussed the policy of limiting County development projects in close proximity to the City. No specific comments or suggestions.

- Realtors - Reviewed the features and various policies within the element, discussed the state of sales with the housing market. No specific recommendations for amendments.
- County Superintendent of Schools - Reviewed the features and various policies within the element and discussed the state of sales with the housing market and impact fee issues that affect housing including school fees. No specific recommendations for amendments.

An announcement was also made at the January Advisory Committee meeting that the City was intending to have a public review draft ready to view online or at the City offices by February 13, 2009.

The public review draft was available for nearly seven weeks before submittal to the State Department of Housing and Community Development (HCD) for its initial 60-day review. The draft will continue to be available for public review throughout this 60 day period. All comments will be seriously considered and incorporated as appropriate into the final draft of the City's 2009 Housing Element before it is adopted as part of the updated General Plan.

### **REVIEW AND EVALUATION OF PREVIOUS HOUSING ELEMENT**

Government Code, Section 65588(a)(2) "Review and Revision" requires that each local government review its Housing Element as frequently as appropriate to evaluate the effectiveness of the Housing Element in attainment of the community's housing goals and objectives. This section reflects the actual housing activities that were accomplished since the last Housing Element.

TABLE II-2: REVIEW AND EVALUATION OF PREVIOUS HOUSING ELEMENT

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/ Modify/Delete
<b>New Residential Construction (Goal HE-1)</b>					
<b>Available Sites for New Construction</b>					
<b>Program 1-1</b> – The City shall continue to maintain an inventory of government-owned land within the city and its sphere of influence and will analyze that land for potential housing sites. The City shall encourage the development community to build that inventory of property through acquisition of tax delinquent sales.	Increase the supply of affordable housing through reductions in initial land costs	City	On-going	<p><b>Progress:</b> The City has begun to develop an inventory of city-owned property and Housing Authority properties but not for other governmental agencies. No sales of tax delinquent properties have occurred. The City is now in the process of inventorying Redevelopment Agency-owned sites. The inventory will not include sites owned by other governmental agencies (such as the County).</p> <p><b>Effectiveness:</b> Some of the program has been completed and the City is in process of further accomplishing this program. The lack of tax delinquent sales could be attributed to the current housing market but may, in the future, be viable options for encouraging development.</p>	<p><b>Appropriateness:</b> The program should be modified by changing the language that the City will continue to inventory sites owned by city, Housing Authority and Redevelopment Agency.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 1-2</b> - The City shall identify potential infill sites (including smaller vacant and underutilized parcels). The City shall create an inventory of these sites and make them available at the Planning and Building Department permit counter.	Encourage opportunities for infill development	Community Development Department, Redevelopment Agency	On-going	<b>Progress:</b> Partially completed. Did a rural interface study about 1 ½ years ago. The survey looked at underutilized parcels on the edges of the City. Will continue analysis for the entire City.  <b>Effectiveness:</b> The program has been fairly successful and as staff time permits, will continue to be fulfilled.	<b>Appropriateness:</b> The program should be continued.
<b>Program 1-3</b> - The City will utilize its Redevelopment Agency to identify suitable sites and projects for affordable housing, and will provide funding assistance for acquisition or development of those projects.	Increase the supply of affordable housing through reductions in initial land costs, or reduction in the costs of providing infrastructure	Madera Redevelopment Agency	On-going	<b>Progress:</b> The identification of suitable sites is part of an ongoing Redevelopment Agency program. The Redevelopment Agency has developed a number of residential subdivisions in Southeast Madera. Land is acquired, public improvements are constructed, and the fully developed lots are sold to participating builders. Affordability covenants restrict the sales of the homes to persons and families within the targeted income group.  Recently, the City identified the Sugar Pine subdivision (25 affordable units) as a suitable site for affordable housing and has recently begun making necessary improvements (curbs, gutters, sidewalks)	<b>Appropriateness:</b> Continue

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>for this subdivision.</p> <p><b>Effectiveness:</b> The Redevelopment Agency and City grants departments function independently of each other. The Redevelopment Agency uses its set-aside funds to acquire land and install improvements. The City works with the Redevelopment Agency when necessary writing grants to provide funding if needed.</p>	
<p><b>Program 1-4</b> – The City shall amend its Zoning Ordinance to include intent language that encourages all residential projects to build at the high end of the density range unless there are issues of site constraints or the affordability of the units would be compromised.</p>	<p>To encourage higher densities that allow greater affordability of housing units</p>	<p>City Council, Community Development Department</p>	<p>FY 2004</p>	<p><b>Progress:</b> The City has not adopted zoning amendments but a zoning ordinance update is funded.</p> <p><b>Effectiveness:</b> Instead of encouraging building at higher end of density range (this is difficult), the plan is to develop an amendment that will provide a more targeted range of allowable densities. Perhaps this will include setting a higher floor density. This will encourage developers to build at densities that result in a better use of land. The ranges will be within parameters of GP densities and for SP's and Master Plans, developers would have to meet the average.</p>	<p><b>Appropriateness:</b> Modify to reflect intent to provide a more focused density range for residential zones.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<p><b>Program 1-5</b> - The City shall continue to review development proposals for consistency with the General Plan, including the Housing Element, in addition to maintaining internal consistency between the mandatory elements of the General Plan. The City shall prepare annual reports for submission to the Department of Housing and Community Development.</p>	<p>Approval of Development proposals that are consistent with and carry out the intent of the General Plan, and Housing Element. The intent is to insure compliance with residential density requirements and implementation of residential development standards and Housing Element policy. The program is also to insure that the General Plan remains internally consistent and continue to meet the housing needs of the community</p>	<p>Community Development Department, Planning Commission, and City Council</p>	<p>On-going (through annual reports provided to the Planning Commission and City Council)</p>	<p><b>Progress:</b> The City has continued to review development proposals for consistency with the General Plan, including the Housing Element.</p> <p>The City has not prepared annual reports for submission to the Department of Housing and Community Development.</p> <p><b>Effectiveness:</b> This program has not been completely fulfilled because the City has not completed its Housing Element Annual Reports but will continue to pursue this program during the coming planning period.</p>	<p><b>Appropriateness:</b> The City will continue this program as it is required by State law.</p>



Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Infrastructure Improvements</b>					
<b>Program 1-6</b> - The City shall cooperate with the County of Madera and property owners in the area to complete the west side interceptor and construct the Avenue 16 and Ellis Avenue (realigned from Avenue 17) interceptor.	To complete the west side trunk line to Ellis Avenue and construct an interceptor line east along Ellis Avenue to allow for orderly, economic, and efficient growth and development on the east side of the city	City Council, Community Development Department	FY 2004	<p><b>Progress:</b> The City has cooperated with the County of Madera and property owners in the area to complete the west side interceptor and has received funding from the County.</p> <p><b>Effectiveness:</b> The program was not completely fulfilled and the City will continue to work with the County to ensure adequate infrastructure is provided.</p>	<p><b>Appropriateness:</b> The City will continue this program (except will take out reference to Avenue 17 reference).</p>
<b>Program 1-7</b> - The City shall implement all public services master plans to facilitate construction of an adequate storm drainage system to serve developing areas.	An effective system to accommodate new development within the community.	City Engineering Division	On-going	<p><b>Progress:</b> The City has not yet completely implemented all public service master plans to facilitate construction of an adequate storm drainage system to serve developing areas. Current incomes from impact fees that fund these type of improvements are declining. The City has undertaken an update of impact fees, which will give funding to strengthen the Capital Improvement Plan (CIP) program. After the General Plan update is completed, the City will update its Master plans</p>	<p><b>Appropriateness:</b> The program is a work-in-progress and therefore is appropriate to continue but in a modified form that states that the City will update and implement these fees.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>where needed and adjust impact fees accordingly.</p> <p><b>Effectiveness:</b> The City has begun implementing these plans but will wait to complete their implementation until after the updated General Plan is adopted.</p>	
<b>Interagency Cooperation</b>					
<p><b>Program 1-8</b> - The City shall consider initiating the creation of a non-profit housing corporation. This would be in cooperation with the County, the Redevelopment Agency, and the Housing Authority.</p>	<p>To find a private agency that could seek funding not available to public agencies, and encourage development of housing opportunities, such as self-help projects</p>	<p>City ,County, Housing Authority</p>	<p>FY 2005</p>	<p><b>Progress:</b> The non-profit housing corporation has been established and utilized by the Housing Authority.</p> <p><b>Effectiveness:</b> The program was accomplished by the Housing Authority instead of the City.</p>	<p><b>Appropriateness:</b> The Housing Authority utilizes the non-profit housing corporation but the City will continue to support the non-profit and the Housing Authority with any type of technical assistance it can offer.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 1-9</b> - The City shall consider establishing a Housing Advisory Commission/Committee to advise the City Council, Housing Authority, and Redevelopment Agency on affordable housing issues and programs and help set priorities for funding, policies for administration of the affordable units, and identifying regulatory barriers to affordable housing, etc.	Create committee to serve as a sounding board for housing issues and review local policies and ordinances	City	FY 2004	<b>Progress:</b> The City has not been able to facilitate the establishment of a Housing Advisory Commission/Committee to advise the City Council, Housing Authority, and Redevelopment Agency because the RDA is an independent entity.  <b>Effectiveness:</b> This program was not effectively implemented in the last planning period even though a Housing Advisory Commission was considered but not formed.	<b>Appropriateness:</b> The City could still evaluate the feasibility and worth of establishing such a Commission so it will be continued.
<b>Program 1-10</b> - The City shall continue to promote orderly growth and logical extension of urban services through coordination and cooperation with the County of Madera and other local service agencies.	Orderly growth with full provision of urban services in the urban area. The intent is to make the provision of urban level services cost efficient, and therefore residential development as affordable as possible	Community Development Department	On-going	<b>Progress:</b> The City has continued to promote orderly growth and logical extension of urban services through the coordination and cooperation with the County of Madera and other local service agencies. An example is the Ellis Sewer line, which is an extension of sewer services to Self Help Enterprises via County Service Area #3, for which the City already provides sewer capacity.  <b>Effectiveness:</b> This program was effectively implemented and will continue to be an appropriate guideline.	<b>Appropriateness:</b> The City will continue this collaborative work.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 1-11</b> – The City shall continue to coordinate with the Madera County Local Agency Formation Commission to ensure all rezoning and annexation applications are consistent with their policies and procedures.	Ensuring consistency with Local Agency Formation Commission (LAFCO) policies and procedures	Community Development Department	FY 2003; On-going	<p><b>Progress:</b> The City has continued to coordinate with the Madera County Local Agency Formation Commission to ensure all rezoning and annexation applications are consistent with their policies and procedures.</p> <p><b>Effectiveness:</b> This program was successfully implemented as part of the rezoning and annexation procedure.</p>	<b>Appropriateness:</b> The City will continue to work with Local Agency Formation Commission as necessary.
<b>Working with the Development Community</b>					
<b>Program 1-12</b> - The City shall continue to work with and assist those developers who are willing to provide low-income housing. The City shall take all necessary and proper action to expedite the processing and approval of such projects.	Increase the supply of affordable housing through reductions in the costs of processing time and permit fees	City	On-going, as requested	<p><b>Progress:</b> The City exhibited great deference in the processing of affordable housing projects with as much expediency as feasible, an example being the 65 unit Arborpoint affordable housing project. No reduction in fees was provided. It should be noted that no request for a reduction in fees was ever made, the City fee schedule being considerably lower than other municipalities. The City has facilitated many low-income developments. The City's Redevelopment Agency works to acquire land and install improvements and then sells these lots to affordable housing develop-</p>	<b>Appropriateness:</b> This program is appropriate to continue.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>ers. Some examples include Sunrise Terrace, a 52-unit project was built with an Redevelopment Agency loan and tax credits, Las Brisas, an 81-unit senior project developed with an Redevelopment Agency grant and tax credits, Sherwood Apartments, a 65 units tax credit property, the Crossings development, a 65 unit project that used Redevelopment Agency grants, tax credits and Joe Serna funds.</p> <p><b>Effectiveness:</b> The City has remained committed to providing these types of incentives when requested but the City's fees are already some of the lowest in the area. When affordable units are built, they are processed as quick as possible as stated in the program.</p>	
<p><b>Program 1-13</b> - The City shall continue to encourage private developers to make application for California Housing Finance Agency Subsidized Rental which provide subsidized interest rates and operation subsidies to developers of rental housing projects. Information on the pro-</p>	<p>Increase the supply of affordable housing through reductions in the costs of financing projects</p>	<p>City</p>	<p>On-going</p>	<p><b>Progress:</b> The City talks to developers about programs available but they are not always receptive so this program has not seen much progress.</p> <p><b>Effectiveness:</b> This program has not been very effective during the past planning term. The City's planning staff works closely with devel-</p>	<p><b>Appropriateness:</b> The City will continue this program.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
gram will be provided through various City departments and agencies, and distributed by the Housing Advisory Commission, the Building Industry Association, and the Board of Realtors.				opers to notify them of all applicable programs and incentives but very little rental housing has been proposed in recent years.	
<b>Affordable Housing Incentives</b>					
<b>Program 1-14</b> - The City shall establish a program to make property owners and developers aware of the density bonus provision in the Municipal Code. The City shall also consider a waiver or reduction of fees in conjunction with the provision of housing for senior citizens or lower income families. Programs to encourage development of both smaller and larger housing units within a project, such as granting of additional incentives, should be considered.	To encourage the private sector to satisfy as much of the community's housing as possible. However, the City and its agencies will continue to do whatever it can to insure that unmet needs are satisfied	Private sector with City responsible for zoning of adequate sites for new housing units. City in conjunction with the Housing Authority and the Redevelopment Agency	On-going	<p><b>Progress:</b> So far, the City has not provided any fee waivers to developers of senior or lower income family developments. The City's effort to get different housing types is ongoing. The City does make people aware of these options and density bonuses are discussed most often.</p> <p><b>Effectiveness:</b> This program's effectiveness is hard to gauge because it includes more than one topic. One, the density bonus is the most popular and will continue to be discussed with developers. Two, the waiver or reduction for senior and/or lower income projects has been considered but not implemented. Three, encouraging a range of housing units types is often the goal but the program needs some revision.</p>	<b>Appropriateness:</b> The three parts of this program should be broken out into separate programs and the language should be refined. The diversity of housing types will be a priority of this program and the other two topics will be separate programs.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Funding/Subsidies</b>					
<b>Program 1-15</b> - The Redevelopment Agency shall continue to support the Construction Loan Program and Down Payment Assistance Program to provide long-term support for lower income families and first-time homebuyers.	Create opportunity for additional affordable units, as well as greater ability to conserve and protect those in existence	City Redevelopment Agency and Housing Authority	On-going	<p><b>Progress:</b> The City has provided 25 Down Payment Assistance Program loans for first-time homebuyers since the beginning of 2007. Four of these loans were given to families meeting the very low-income criteria (between 30 and 50% AMI) and the remaining 21 were given to low income families (50 to 80% AMI).</p> <p><b>Effectiveness:</b> The RDA does not administer these programs; the City grants department administers these programs directly. The programs are very successful as demonstrated by the continual waiting lists for the programs.</p>	<b>Appropriateness:</b> The program will be modified to reflect the City's role in the administration of these programs and the City will continue this role.
<b>Program 1-16</b> - The City shall consider utilizing its Redevelopment Agency housing set-aside funds for the purchase of infill lots for very low and low income housing, to be used for the development of assisted housing. (5)	Increase the supply of affordable housing through reductions in initial land costs	Redevelopment Agency	On-going	<p><b>Progress:</b> The City has not been involved in the use of the Redevelopment Agency set-aside funds so far.</p> <p><b>Effectiveness:</b> Since the Redevelopment Agency and the City are separate entities, it is challenging to provide specific goals regarding the use of set-aside funds. However, the City should continue to pursue</p>	<b>Appropriateness:</b> It is appropriate for the City to continue a close relationship with the Redevelopment Agency to prioritize the use of set-aside funds to reach common

# HOUSING ELEMENT

## CHAPTER 7

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				cooperative efforts with the Redevelopment Agency to utilize set-aside funds whenever possible. The City will work with the Redevelopment Agency to determine appropriate goals for the use of set-aside funds as well.	goals of the two entities. The program language will be modified slightly to change the responsible agency for this program to the City and to work with the Redevelopment Agency to establish common goals.
<b>Program 1-17</b> –The City shall review potential State and Federal funding sources for affordable housing programs and submit funding applications as appropriate.	Increase the supply of affordable housing by obtaining State and Federal funding	City	FY 2004; On-going	<p><b>Progress:</b> The City's grant administration department reviews potential State and Federal funding sources on a regular basis for affordable housing programs and submits applications when appropriate.</p> <p><b>Effectiveness:</b> The City's grants department successfully manages and reviews Notices of Funding Available to acquire appropriate grants for the City.</p>	<b>Appropriateness:</b> The Grants department is very active and continually secures funding for housing program so this will be continued.



Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Review and Monitoring of Housing Activities</b>					
<b>Program 1-18</b> - The City shall consider establishing and implementing a comprehensive annual monitoring program to document the sales price or rental rates for all new units constructed in the previous year and to determine housing affordability levels. The City shall also regularly monitor housing sales price trends of existing units.	Ongoing assessment of housing needs and program evaluation	Community Development Department, Redevelopment Agency	2003; annually	<p><b>Progress:</b> The City has not yet implemented a comprehensive annual monitoring program to document the sales prices or rental rates for all new units constructed in the previous year to determine housing affordability levels.</p> <p><b>Effectiveness:</b> The program was not effective during the last planning period but if staff time and funding permit, this program should be pursued in the future.</p>	<b>Appropriateness:</b> This would be a valuable tool in continually assessing housing needs so it will be continued.
<b>Program 1-19</b> - The City shall review the Housing Element annually and update it every five years. The City shall also review the General Plan to retain internal consistency. An annual progress report will be made to the Planning Commission and City Council on status of housing programs, recommended updates, and availability of sites to meet construction needs. The City shall submit annual reports to the Department of Housing and Community Development.	An annual report on status of housing, the Housing Element, and the General Plan	Community Development Department, Planning Commission, and City Council	On-going, May of each year	<p><b>Progress:</b> No annual reports have been done but have updated the Housing Element on the 5-yr cycle.</p> <p><b>Effectiveness:</b> The City has not been successful in submitting Housing Element Annual Reports during the last planning period.</p>	<b>Appropriateness:</b> The program language should be slightly modified to state that the City will do annual reports and update HE per the State's schedule for each tasks.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<p><b>Program 1-20</b> - The City shall consider establishment of a mechanism whereby all of the housing programs in the city are monitored relative to actual housing applications. The City shall tabulate available units, along with inquiries or requests for services, on a regular basis in order to better judge total housing needs.</p>	Ongoing assessment of housing needs and program evaluation	Housing Authority	2003; On-going	<p><b>Progress:</b> Continual tracking is very difficult and time consuming. The City Planning, Redevelopment Agency, Housing Authority, and Grants Departments are all involved in housing projects and communication between the departments is good but they don't yet have a system to tabulate this data.</p> <p><b>Effectiveness:</b> The program as it is organized may not be the most effective for success. The same intent of the program is created through the City's visioning process and Housing Element Annual Reports.</p>	<p><b>Appropriateness:</b> The City will modify this program to focus on ensuring compliance with the Housing Element and the City's visioning process. The City's commitment to accomplishing annual Housing Element reports will bolster this program as well.</p>
<p><b>Program 1-21</b> - The City shall continue to maintain an inventory of vacant land by zoning classification along with a subdivision activity list for references in the evaluation of available sites for housing development.</p>	Current list of vacant land	Community Development Department	On-going, Biannual update	<p><b>Progress:</b> The City has maintained an inventory of vacant land by zoning classification along with a subdivision activity list. The City now maintains a vacant site and zoning layer in its GIS system and do keep subdivision activity lists.</p> <p><b>Effectiveness:</b> This program has been implemented satisfactorily and the City continues to expand its GIS capabilities and land information system.</p>	<p><b>Appropriateness:</b> The City will continue to maintain these lists.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 1-22</b> - The City shall develop and maintain a land management computer program for purposes of tracking development and providing a database for housing and development activity.	A current and readily accessible database including condition of housing data	City Finance and Community Development Departments	2004; on-going updates	<p><b>Progress:</b> GIS software now being used but so far there is no tracking for housing development.</p> <p><b>Effectiveness:</b> The City is in the process of building a system that will allow this program to be successfully implemented but has not yet been able to fully achieve this.</p>	<b>Appropriateness:</b> The program language will be modified to state that the City shall continue to expand or develop and maintain data via its GIS system to track development activity.
<b>Program 1-23</b> – The City shall continue to collect data on housing construction and occupancy in group quarters for the State Department of Finance's preparation of annual population estimates and related housing data.	Annual compilation of development activity	Community Development Department	Annual and on-going	<p><b>Progress:</b> The City has continued to collect data on housing construction and occupancy in group quarters for the State Department of Finance's preparation of annual population estimates and related housing data.</p> <p><b>Effectiveness:</b> This program has been successfully implemented.</p>	<b>Appropriateness:</b> The program will be continued.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Preservation of Affordable Housing (Goal HE-2)</b>					
<b>Program 2-1</b> - The City will sponsor an annual public information program in conjunction with the Housing Authority to inform rental property owners, landlords, and property managers about the benefits of participating in the Section 8 Programs.	Provide affordable housing through an available rent subsidy program	City and Housing Authority	On-going	<p><b>Progress:</b> The City has sponsored annual public information programs to inform rental property owners, landlords, and property managers about the benefits of participating in Section 8 Programs (now called Housing Choice Vouchers). Through the City's visioning process and annual town hall meeting, the Housing Authority and other service agencies come and present information about what programs are currently available.</p> <p><b>Effectiveness:</b> This program has been successfully implemented but this program may not be needed. Recent local experience has been that there are not enough vouchers available to meet the level of interest expressed by property owners and landlords as it is. The Housing Authority and the City believe that supply of willing landlords to participate hasn't been the problem but that the supply of the appropriate amount of vouchers from HUD has been.</p>	<p><b>Appropriateness:</b> This program will be modified to monitor the voucher program to ensure that willing landlords is not an issue for the City's program in the future.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 2-2</b> – The City shall utilize Section 8 Housing Choice Voucher Program, as available; to subsidize housing costs for lower income households.	Funding for additional households each year, as funds are available	Housing Authority	On-going, annual applications based on meeting eligibility requirements	<p><b>Progress:</b> The City supports the Housing Authority as it utilizes the Section 8 (Housing Choice Voucher) Program. Five of the seven City Council members are on the Housing Authority board.</p> <p><b>Effectiveness:</b> The City or the Housing Authority does not have much control over the number of vouchers the City receives but the City will continue to support the efforts of the Housing Authority's efforts to manage the voucher program.</p>	<b>Appropriateness:</b> The City will continue the program.
<b>Program 2-3</b> - The City shall continue to administer the Section 8 Housing Program to provide housing opportunities for lower income households.	Provision of available Housing Choice Vouchers for housing lower income persons	Housing Authority	On-going	<p><b>Progress:</b> The City continued to support the Housing Authority's efforts to administer the voucher program.</p> <p><b>Effectiveness:</b> It should be clarified that the Housing Authority does this and the City elicits the Housing Authority to administer these programs.</p>	<b>Appropriateness:</b> Modify to combine with program 2-2.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<p><b>Program 2-4</b> - The City shall monitor the status of affordable housing projects in the city with expiring affordability covenants and endeavor to maintain their affordability. The City should monitor the status of these projects, contact the owners about their plans, and, as necessary identify potential buyers and possible sources of City funding.</p>	<p>To protect projects (i.e., Madera Apartments and Madera Gardens) at risk of conversion during the timeframe of this Housing Element</p>	<p>City</p>	<p>On-going</p>	<p><b>Progress:</b> The City does not have a formal process in place to monitor status of affordable housing projects. However, the intent of the program is accomplished unofficially through various agencies. If a notice to convert the units to market-rate, the City's work with the property owner to preserve these units. Madera only has one project with at-risk units and so far, to plan to convert these units are known.</p> <p><b>Effectiveness:</b> The City does not have very many assisted projects to monitor so this has not been a priority. However, if needed, the City has an active grants department that could work to preserve the units at risk. The program could be strengthened to be an annual program.</p>	<p><b>Appropriateness:</b> This program will be continued but will be an annual program.</p>
<p><b>Program 2-5</b> - The City shall develop an early warning system for tenants who are living in assisted housing units that are two years away from potentially converting to market rate units.</p>	<p>To prevent residents from being unexpectedly displaced.</p>	<p>Housing Authority</p>	<p>FY 2004</p>	<p><b>Progress:</b> The City has not developed an early warning system for tenants who are living in assisted housing units that are two years away from potentially converting to market rate units.</p> <p><b>Effectiveness:</b> This program was not implemented in the last planning period and, therefore, it was not</p>	<p><b>Appropriateness:</b> Due to the importance of continuing to provide affordable housing to tenants currently receiving assistance, the City will continue this</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				effective.	program.
<b>Program 2-6</b> –The City shall publicize its housing programs to residents and provide information on subsidized housing within the City. The City shall use its web site to provide information (e.g., for information on affordable rental units, housing rehab programs, the down payment assistance program, resources for homeless, etc) to residents on affordable housing in Madera as well as information on fair housing services. As staff and budget resources permit, the City should consider providing information through periodic mailings to residents.	Educate public regarding subsidized housing opportunities.	City and Housing Authority	2004	<p><b>Progress:</b> The City makes housing program information available by providing information at the annual fair, town hall meeting, and other booths when available. The City also does a quarterly newsletter with utility bills when relevant information needs to be shared.</p> <p><b>Effectiveness:</b> This program has been effectively implemented demonstrated by the interest and use of the City's housing programs.</p>	<p><b>Appropriateness:</b> This program is appropriate to continue as an effective tool for advertising available housing programs.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Maintenance of Existing Housing Stock (Goal HE-3)</b>					
<b>Program 3-1</b> – The City shall continue to work with property owners to abate dilapidated, hazardous buildings while pursuing funding sources for an active abatement program.	To abate ten unsafe structures per year	Redevelopment Agency	On-going	<p><b>Progress:</b> The City has a neighborhood revitalization division that has City and Redevelopment Agency functions which includes code enforcement. There have been several good attempts at abating small dilapidated areas.</p> <p><b>Effectiveness:</b> That the City has this specialized division means that this program was successfully implemented and will continue to be a focus of the City.</p>	<b>Appropriateness:</b> The City will continue to fund the Neighborhood Revitalization Department and its efforts to work to correct dilapidated housing conditions and neighborhood blight issues.
<b>Program 3-2</b> - The City shall utilize available funding through the Redevelopment Agency as a source to improve housing availability and conditions of lower income households.	To maximize housing opportunities for low-income persons	Redevelopment Agency	On going, as funds become available	<p><b>Progress:</b> The Madera Redevelopment Agency has been able utilize Redevelopment Agency set-aside funding to improve housing availability and conditions of lower income households. Since the 2003-2004 (the fiscal year following the adopted of the last Housing Element), the Redevelopment Agency has assisted with a number of affordable project in the Redevelopment Project Area. A total of 97 for sale units, of which 35 were for very low-income households and</p>	<b>Appropriateness:</b> The City Redevelopment Agency will continue to use its set-aside funds for multi-family rehabilitation.



Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>62 were affordable for low or moderate-income households. 113 for rent units were also assisted, 36 were affordable to very low-income households and 77 were affordable to low or moderate-income households. Of all these units, 26 (2 owner-occupied and 24 renter-occupied) units have been assisted.</p> <p><b>Effectiveness:</b> The City's Redevelopment Agency has successfully implemented many rehabilitations through its multi-family rehabilitation program during the last planning period.</p>	
<p><b>Program 3-3</b> - The City shall continue the Housing Rehabilitation Program in the city, and preserve at least 55 housing units through rental agreements for targeted income families.</p>	<p>Rehabilitation of 8 to 10 single-family units/year depending on funding availability</p>	<p>Housing Authority</p>	<p>Annual application; on-going</p>	<p><b>Progress:</b></p> <p>There are essentially two rehabilitation programs in the City. The Owner-Occupied Rehabilitation Loan and Grant Program was initially funded with HOME funds but now is more of a Revolving Loan Fund using program income from earlier rehabilitation loans. The program has assisted four households in 2007 and 2008. Each of these four households earned 50% or less of the County AMI and were given a combination grant/loan where up to \$10,000 was given as a grant and</p>	<p><b>Appropriateness:</b> It is appropriate to continue a rehabilitation program in the City but the quantified objective for this program will need to be modified to be more appropriate for the City's current program.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>the remainder of funding needed was given in a zero-interest loan. The other rehabilitation program is through the Redevelopment Agency. The City's Redevelopment Agency has rehabilitated 321 rental units since 1994 and 24 during this planning period (2007-2014. Owner-occupied units are also eligible for assistance and 248 for sale units have been assisted by the Madera Redevelopment Agency since 1994; 2 during this planning period.</p> <p><b>Effectiveness:</b> The City did not achieve the rehabilitation of the 55 units called out in the program. This is unrealistic for the program and its current funding source. The City's HOME funds are now used for first time homebuyer program.</p>	
<p><b>Program 3-4</b> - The City shall continue to apply for and utilize the State's Deferred Payment Rehabilitation Loan Program, within the City's ability to administer the program and commit to annual ongoing monitoring programs. The current rehab program is not funded through HOME.</p>	<p>To supplement Community Development Block Grant funds for rehabilitation of multi-family units, as funds become available</p>	<p>Housing Authority</p>	<p>Ongoing as funds are available</p>	<p><b>Progress:</b></p> <p>To the City's knowledge, this program is no longer available. It previously utilized HOME funds for Owner-Occupied Residential Rehabilitation (OOR) in 1996 and 1997 but has not applied for HOME OOR since then. The repayments of rehab loans originally funded through the State Block Grant Program dur-</p>	<p><b>Appropriateness:</b> This program shall be modified to state that the City will continue to pursue funds for its current Owner-Occupied Rehabilitation Loan</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				<p>ing the 80's provides the City with a pool of funds that works like a Revolving Loan Fund (RLF). This program is no longer available. Repayment of past rehabilitations will replenish the RLF and additional households will be assisted at that time.</p> <p><b>Effectiveness:</b> Since this program is somewhat outdated, it is difficult to evaluate its effectiveness. However, the City does have an owner-occupied rehabilitation program that is currently active even though it can only assist a few households per year because of the cost of rehabilitation needs and the amount of money the City has been able to secure for this purpose in recent years.</p>	and Grant Program.
<b>Program 3-5</b> - The City shall continue to explore funding sources other than Community Development Block Grant funds as well as other means to promote housing rehabilitation throughout the community.	An active City-wide Housing Rehabilitation Program to conserve existing residential neighborhoods	Housing Authority	On-going	<p><b>Progress:</b></p> <p>Exploring funding sources is an ongoing effort for the City's grants department. Most housing programs are currently funded through CDBG and Redevelopment Agency set-aside funds.</p> <p><b>Effectiveness:</b> The City has pursued additional funding while also</p>	<b>Appropriateness:</b> The City will continue to pursue additional funds as deemed appropriate by City staff.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				focusing on implementing current programs.	
<b>Program 3-6</b> - The City shall continue to explore new sources toward establishment of a Neighborhood Improvement Program, as well as development of new programs.	Safe and sound housing units and adequate infrastructure	City and Redevelopment Agency	On-going	<p><b>Progress:</b></p> <p>The Neighborhood Revitalization that is run out of the Redevelopment Agency but also has City function works on neighborhood improvement and additional funding sources are continually sought for these efforts.</p> <p><b>Effectiveness:</b> This program was completed. The division was established and is partially funded through the Rental Business License program.</p>	<b>Appropriateness:</b> The program will be modified to state that the City will continue to seek funding sources.
<b>Special Needs</b> (Goal HE-4)					
<b>Program 4-1</b> – The City shall continue to maintain public housing units for the elderly, farm laborers, and other lower income households.	Maintenance of the existing elderly units, farm labor units, and other units	Housing Authority	On-going	<p><b>Progress:</b> Public Housing units are managed and maintained by the Housing Authority, not the City directly.</p> <p><b>Effectiveness:</b> The Housing Authority successfully implements this program on an on-going basis.</p>	<b>Appropriateness:</b> The program will be modified to clarify the language that the City doesn't maintain public housing units.
<b>Program 4-2</b> – The City shall	Encourage the	Community De-	On-going	<b>Progress:</b> The City works with non-	<b>Appropriate-</b>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
work with nonprofit housing developers to encourage the development of rental housing for extremely-low and very-low income seniors and persons with disabilities through the HUD Section 202 and Section 811 programs as well as State programs, such as the Multifamily Housing Program.	development of rental housing for extremely-low and very-low income seniors and persons with disabilities	velopment Department		<p>profit housing developers to encourage the development of rental housing for extremely low- and very low-income seniors and persons with disabilities through HUD Section 202 and Section 811 Programs as well as State programs, such as the Multifamily Housing Program by providing technical assistance with application processes and informing developers of these opportunities. The City's RDA recently rehabilitated and converted 174 market-rate units, 139 of which are affordable to lower-income through the Multi-family Rehabilitation Program.</p> <p><b>Effectiveness:</b> The Redevelopment Agency program is very active in getting single-family lots ready to sell to non-profit developers but very little multi-family building activity has occurred overall.</p>	<b>ness:</b> The City will continue providing technical assistance to all developers but especially non profit developers.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Large Families</b>					
<b>Homeless</b>					
<b>Program 4-3</b> – The City shall work with the Fresno Madera Continuum of Care, the Madera County Community Action Agency, local faith-based organizations, and other community groups to continue to seek additional funding to help develop additional emergency shelter and transitional housing facilities in Madera.	Create a source of housing for the homeless, or emergency housing for families	Housing Authority  Change to various Continuum of Care, faith based	FY 2004; On-going	<b>Progress:</b> No shelters or transitional housing facilities were built in the last planning period. The City continues to work with the Continuum of Care and social service organizations.  <b>Effectiveness:</b> The City provides zoning to allow for emergency shelters and transitional housing and cooperates as necessary with service agencies to secure funding.	<b>Appropriateness:</b> This is an ongoing program.
<b>Program 4-4</b> - The City shall support legislation that create funds for emergency shelters that include administration costs and/or are of sufficient amounts that allow for program start-up and acquisition of emergency housing facilities.	Provision of emergency shelters for the homeless.	Housing Authority and the Community Action Partnership of Madera County	On-going	<b>Progress:</b> The City recently sent a letter of support for new housing legislation.  <b>Effectiveness:</b> The intent of the program was accomplished by supporting SB 2, which requires more flexible zoning for emergency shelters and transitional housing.	<b>Appropriateness:</b> The program should be continued.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Seniors</b>					
<b>Program 4-5</b> - The City shall monitor the demand for senior housing to ensure that their needs are being met on an on-going basis.	Identify unmet need for senior housing	Community Development Department Housing Authority	On-going	<p><b>Progress:</b> The Housing Authority and non-profit organizations work to monitor senior housing needs. The City will support any efforts to meet senior housing needs when necessary.</p> <p><b>Effectiveness:</b> The City successfully supports efforts to provide for senior housing needs.</p>	<p><b>Appropriateness:</b> The program should be modified to state that the City works with HA to monitor demand.</p>
<b>Persons with Disabilities</b>					
<b>Program 4-6</b> -The City shall amend its Municipal Code as necessary to provide individuals with disabilities reasonable accommodation in rules, policies, practices, and procedures that may be necessary to ensure equal access to housing.	Provide reasonable accommodation for individuals with disabilities	Community Development Department	FY 2004	<p><b>Progress:</b> Has established and funded an advisory committee for citizens with disabilities and continues to get information and requests for changes to the code. The City continues to consider the requests and comments of the advisory committee.</p> <p><b>Effectiveness:</b> This program was successfully implemented and will continue to be pursued.</p>	<p><b>Appropriateness:</b> The City will modify the program to state that the City shall continue to consider amendments to code where it finds procedures necessary to ensure accessibility.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Program 4-7-</b> The City shall create a public information brochure on reasonable accommodation for disabled persons and provide that information on the City's website.	Educate public regarding reasonable accommodation law	Community Development Department	FY 2004	<p><b>Progress:</b> The advisory committee is working on creating a public information brochure on reasonable accommodation for disabled persons and this information will be provided on the City's website.</p> <p><b>Effectiveness:</b> This program was successfully implemented and will continue to be pursued.</p>	<b>Appropriateness:</b> The program language will be slightly modified to state that the City will continue to provide information of reasonable accommodation and disseminate.
<b>Farmworkers</b>					
<b>Program 4-8 -</b> The City shall identify farmworker housing that is in substandard condition and seek means to improve such conditions through active code enforcement and housing assistance programs.	Reduce the amount of persons living in substandard conditions	Housing Authority	FY 2005	<p><b>Progress:</b> The City has not recorded any substandard farmworker housing in recent years.</p> <p><b>Effectiveness:</b> Identifying farmworker housing that is in substandard condition is an ongoing effort.</p>	<b>Appropriateness:</b> It will be more appropriate for this program to be the responsibility of the code enforcement department and the neighborhood revitalization program. They will continue to monitor and mitigate substandard housing of all kinds including for farm-



Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
					workers.
<b>Program 4-9</b> – The City shall review the Zoning Ordinance and ensure that it adequately supports the development of farmworker housing within appropriate zoning districts.	Remove barriers to the development of farmworker housing	Community Development Department	FY 2004	<p><b>Progress:</b> The City has reviewed the Zoning Ordinance to ensure that it adequately supports the development of farmworker housing within appropriate zoning districts.</p> <p><b>Effectiveness:</b> The City accomplished this program and is continually aware of farmworker needs.</p>	<b>Appropriateness:</b> The program should be modified to state that the City will continue to do this for all special needs groups.
<b>Equal Opportunity (Goal HE-5)</b>					
<b>Program 5-1</b> - The City shall continue to update its report on impediments to fair housing and action in support of equal housing opportunity for all persons in Madera through enforcement of, and direct response to all claims of unlawful practices prohibited by the Fair Housing Policy. The City shall also continue with its monitoring program and public information seminar.	Implementation of the City's Fair Housing Policy, along with revisions to make infractions a violation of the Municipal Code and enforceable by City Staff	Housing Authority, Redevelopment Agency, Community Development Department, under the direction of Fair Housing Coordinator	On-going	<p><b>Progress:</b> The City has not continued to update its report on impediments to fair housing nor has it conducted its own information seminars on fair housing but continues to support equal housing opportunities for all persons in Madera through referrals to the Fair Housing Council of Central California in Fresno.</p> <p><b>Effectiveness:</b> The City has not updated its Analysis to Impediment or held information seminars because it has opted to contract this function to the Fair Housing Council of Central California. In coming</p>	<b>Appropriateness:</b> Ensuring fair housing services is important for the City residents so this program will be continued but combined with program 5-2. If the City brings this service in-house, it will conduct these seminars and draft an updated AI.

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				years, it is a possibility that this function will be brought in-house but this depends on the response by Fair Housing's and/or potentially other entities' responses to the City's invitation to provide this service in the next funding round (beginning late January 2009).	
<b>Program 5-2</b> - The City shall maintain its contract with the Fair Housing Council of Central California in providing fair housing education services, complaint resolution, and silent buyer services.	Implementation of the City's Fair Housing Policy	City and Fair Housing Council of Central California	Annually	<p><b>Progress:</b> The City addresses this need by providing contact information for the Fair Housing Council of Central California to residents with fair housing complaints. Previously, the City provided this agency some CDBG dollars to staff a part-time person in Madera; however, lack of funding has prevented the City from continuing this practice for the past two fiscal years.</p> <p><b>Effectiveness:</b> This City has fully implemented this program on an annual basis to ensure its residents have fair housing resources available to them.</p>	<p><b>Appropriateness:</b> The City will continue to contract with the Fair Housing Council of Central California.</p>

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Neighborhood Preservation (Goal HE-6)</b>					
<b>Program 6-1</b> – The City shall support efforts to preserve and restore historically and architecturally significant structures through cooperative effort with private individuals and groups by providing staff assistance on planning and code issues.	To recognize and preserve significant structures in Madera	Private sector with assistance from Planning and Building Divisions, and the Redevelopment Agency	On-going	<p><b>Progress:</b> This program is ongoing. The City will probably designate a preservation area in General Plan update process.</p> <p><b>Effectiveness:</b> The program provides policy support for preservation efforts.</p>	<b>Appropriateness:</b> The intent of the program will be continued through this program. The language of the program will depend on the General Plan update process.
<b>Maintenance</b>					
<b>Program 6-2</b> - The City shall continue to maintain the Rental Housing Unit Business License requirement to assist in funding code compliance efforts relative to housing maintenance violations.	To assist in funding code compliance efforts.	Finance Department	On-going	<p><b>Progress:</b> The City has continued to maintain the Rental Housing Unit Business License requirement and as of January 1, 2008 the City had opened approximately 84 rental license accounts. Within these 84 accounts, there are approximately 344 rental units.</p> <p><b>Effectiveness:</b> The City continues to implement this program successfully and because of it, is able to maintain its code enforcement efforts, which is a high priority for the</p>	<b>Appropriateness:</b> The program will be continued because it is a vital funding source for code compliance efforts.

# HOUSING ELEMENT

## CHAPTER 7

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
				City.	
<b>Program 6-3</b> - The City shall continue the Comprehensive Street Maintenance Program and other service system maintenance and improvement programs.	To maintain and improve existing level of services in residential areas (streets, water, sewer, and storm drainage)	Public Works Department, in conjunction with Engineering Division on improvement projects	Annual review in conjunction with City Budget, activity; on-going	<p><b>Progress:</b> The City continued to use the comprehensive street maintenance program and other programs to maintain and improve services (water, sewer, drainage) in residential areas through the use of Capital Improvement Programs (CIPs) and Community Facilities Districts (CFDs).</p> <p><b>Effectiveness:</b> The City successfully implements this program on an on-going basis as needed.</p>	<b>Appropriateness:</b> As a successful program, it is appropriate to continue this program as is.
<b>Energy Conservation</b> (Goal HE-7)					
<b>Program 7-1</b> - The City shall continue to incorporate energy measures into Housing Rehabilitation work, especially insulation and weather stripping.	To conserve energy and reduce utility costs for low-income families; 8 to 10 units/year	Housing Authority Rehabilitation Division	On-going	<b>Progress/Effectiveness:</b> The City is currently looking into solar options now.	<b>Appropriateness:</b> Continue
<b>Program 7-2</b> – The City shall continue to seek out and utilize available funds for weatherization and energy conservation work in homes.	Conservation of energy and reduced housing costs for elderly and lower income house-	Community Development Department, Housing Authority Rehabilitation Division; current	On-going (subject to availability of funds)	<b>Progress:</b> The City did not seek out funds specifically for weatherization assistance but this is a component of its owner-occupied rehabilitation program. The City's rehabilitation program assisted four households	<b>Appropriateness:</b> Pursuing energy conservation options as part of housing rehabilitation

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
	holds	funds available through Self-Help Enterprises; the Fresno County Economic Opportunities Commission; and the Community Action Partnership of Madera County		<p>in 2007 and 2008. Additionally, the City encourages potential rehabilitation applicants to utilize energy conservation opportunities provided by PG&amp;E, which has provided some assistance to both residential and commercial customers within the last two fiscal years. Even though PG&amp;E exhausted their funds for this program, the City would encourage residents to pursue any future program PG&amp;E may offer.</p> <p><b>Effectiveness:</b> The City was unable to seek specific funds for weatherization but still attempted to make these types of services available to Madera residents. Considering the difficulty in obtaining enough funding to meet the demand for the City's owner-occupied rehabilitation program, the City will likely have to continue to make weatherization a component of its rehabilitation program rather than a separate program with separate funding.</p>	programs in highly appropriate, especially as energy costs rise so the City will continue this program

Housing Program	Objectives	Responsible Agency/Dept	Time-Frame	Accomplishments	Continue/Modify/Delete
<b>Smart Growth</b> <b>(Goal HE-8)</b>					
<b>Mixed Use Development</b>					
<b>Program 8-1</b> – The City shall identify other communities, similar to Madera, that have successfully completed horizontal mixed-use projects. The City shall make information regarding successful models available to local developers.	Encourage developers to attempt horizontal mixed use projects	Community Development Department, Redevelopment Agency	FY 2005	<p><b>Progress:</b> Thus far, the City has not implemented any mixed use designations but it is continually looking at mixed use options. There is still some debate about what type of mixed uses will work for the City. The updated General Plan Land Use Element has incorporated a Village Mixed use designation.</p> <p><b>Effectiveness:</b> The program may be too specific as the City is not convinced how mixed-uses will fit in to the community.</p>	<p><b>Appropriateness:</b> The program will be modified to continue to consider and support mixed use and viable economic formats for the local economic base.</p>

## HOUSING ELEMENT (HE) APPENDIX

**Table HE-1** summarizes the location, size, and the estimated number of potential housing units which could be accommodated on each site. The table also makes a distinction between the development potential developed at a typical density (i.e., the density that has actually been built over the last several years) or realistic unit capacity versus the maximum allowed density under a particular zoning district. **Figure HE-1 (map)** shows the location and boundaries of the areas referred to in **Table HE-1**. The table provides a list of sites by zoning and General Plan designation to illustrate each site's appropriateness for the "appropriate income category" indicated in the far-right column. These "appropriate income category" assignments are approximations and some sites will designated as appropriate for very low are also inherently appropriate for low income units and vice versa so there is flexibility within these sites that enables the City to satisfy its very low- and low-income allocations.

**TABLE HE-1: VACANT SITES TO MEET RHNA**

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
Sites to be Rezoned to PD (1500) <sup>1</sup>							
045-142-020	4.43	PD (4500) to PD (1500)	MD to HD	No	128	102	Very Low/Low
045-142-017	4.08	PD (3000) to PD (1500)	MD to HD	No	118.3	94	Very Low/Low
006-250-014	0.96	R2 to PD (1500)	MD to HD	No	27.8	22	Very Low/Low

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-253-001	4.21	PD (3000) to PD (1500)	MD to HD	No	122.1	97	Very Low/Low
005-180-001	3.52	PD (3000) to PD (1500)	MD to HD	Yes	102.1	81	Very Low/Low
005-320-043	3.25	PD (3000) to PD (1500)	LD to HD	No	94.2	75	Very Low/Low
012-390-015	2.61	PD (3000) to PD (1500)	MD to HD	No	75.6	60	Very Low/Low
012-253-002	2.44	PD (3000) to PD (1500)	MD to HD	No	70.7	56	Very Low/Low
003-240-001	2.15	PD (3000) to PD (1500)	LD to HD	No	62.3	49	Very Low/Low
003-240-002	2.01	PD (3000) to PD (1500)	LD to HD	No	58.2	46	Very Low/Low
012-260-003	1.83	PD (3000) to PD (1500)	MD to HD	No	53.1	42	Very Low/Low
012-480-005	8.00	PD (6000) to PD (1500)	LD to HD	No	232	185	Very Low/Low



# HOUSING ELEMENT APPENDIX

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-390-015	2.60	PD (3000) to PD (1500)	MD to HD	No	76	60	Very Low/Low
011-320-005	0.30	CH to PD (1500)	C to HD	No	9	7	Very Low/Low
011-320-006	3.97	CH to PD (1500)	C to HD	No	115	91	Very Low/Low
006-360-015	1.62	R1 to PD (1500)	MD to HD	No	47	37	Very Low/Low
006-360-013	0.75	R1 to PD (1500)	MD to HD	No	22	17	Very Low/Low
006-360-014	0.70	R1 to PD (1500)	MD to HD	No	20	16	Very Low/Low
006-360-012	0.94	R1 to PD (1500)	MD to HD	No	27	22	Very Low/Low
006-250-013	1.42	R2 to PD (1500)	MD to HD	No	41	33	Very Low/Low
012-260-004	1.38	PD (4500) to PD (1500)	LD to HD	No	40	32	Very Low/Low
012-260-007	1.39	PD (4500) to PD (1500)	LD to HD	No	40	32	Very Low/Low
012-260-007	7.52	PD (3000) to PD (1500)	MD to HD	No	218	173	Very Low/Low

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
038-123-001	1.01	C-1 to PD (1500)	C to HD	No	29.2	23	Very Low/Low
038-123-002	4.08	C-1 to PD (1500)	C to HD	No	118.3	95	Very Low/Low
038-123-003 <sup>2</sup>	0.51	C-1 to PD (1500)	C to HD	No	14.79	12	Very Low/Low
038-123-005	0.71	C-1 to PD (1500)	C to HD	No	20.5	16	Very Low/Low
<b>Subtotal of Sites to be Re-zoned</b>	<b>68.4</b>				<b>1,882.2</b>	<b>1,575</b>	
013-070-013	2.11	PD (2000)	MD	No	46.1	36	Very Low/Low
006-070-003	3.54	R3	HD	No	85.6	68	Very Low/Low
003-160-024	0.98	R3	HC	No	23.7	19	Very Low/Low
006-190-048	0.64	R3	HD	No	15.6	12	Very Low/Low
011-330-007	14.75	PD (3000)	MD	Yes	213.8	171	Very Low/Low
012-260-001	8.92	PD (3000)	MD	No	129.3	103	Very Low/Low
011-330-011	8.84	PD (3000)	MD	Yes	128.1	102	Very Low/Low
012-260-002	5.87	PD (3000)	MD	No	85.1	68	Very Low/Low

# HOUSING ELEMENT APPENDIX

APPENDIX A

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
008-142-034	4.3	PD (1500)	HD	No	104.1	62	Very Low/Low
012-460-002	8.8	PD (2000)	HD	No	213.0	170	Very Low/Low
047-014-005	42.7	PD (3000)	MD (Ventana Specific Plan)	Yes	619.0	433	Very Low/Low
045-142-019	4.56	PD (3000)	MD	No	66.1	52	Very Low/Low
045-142-020	4.48	PD (3000)	MD	No	65.0	51.97	Very Low/Low
012-460-002	9.0	PD (2000)	HD	No	196.2	156	Very Low/Low
003-200-003	4.93	R2	MD	No	71.6	57	Very Low/Low
013-070-042	15.12	PD(3000)	MD	No	219.3	175	Very Low/Low
011-330-001	8.76	PD (3000)	MD	No	127	101	Very Low/Low
005-210-002	4.67	PD (3000)	MD	No	67.7	54	Very Low/Low
003-210-032	4.45	PD (3000)	MD	No	64.5	51	Very Low/Low
012-270-002	4.15	PD (3000)	MD	No	60.2	48	Very Low/Low
005-210-001	4.03	PD (3000)	MD	No	58.5	46	Very Low/Low

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
005-210-003	3.42	PD (3000)	MD	No	49.6	39	Very Low/Low
012-254-001	2.58	PD (3000)	MD	No	37.4	29	Very Low/Low
012-254-002	2.49	PD (3000)	MD	No	36.1	28	Very Low/Low
038-142-012	1.7	PD (3000)	LD	No	24.7	19	Very Low/Low
038-142-015	1.51	PD (3000)	LD	No	22	17	Very Low/Low
012-270-001	1.49	PD (3000)	MD	No	21.6	17	Very Low/Low
012-270-002	1.45	PD (3000)	MD	No	21	16	Very Low/Low
012-280-013	1.43	PD (3000)	MD	No	20.8	16	Very Low/Low
038-142-011	1.43	PD (3000)	LD	No	20.7	16	Very Low/Low
003-210-031	0.59	PD (3000)	MD	No	8.5	6	Very Low/Low
045-142-019	4.08	PD (3000)	MD	No	59.2	47	Very Low/Low
<b>Subtotal Very Low/Low</b>	<b>187.7</b>				<b>2981.1</b>	<b>2,285</b>	
012-200-044	0.24	PD (1500)	HD	No	6.8	4	Moderate
011-032-014	1.32	PD (1500)	LD	No	38.3	22	Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
038-134-005	0.52	PD (3000)	LD	No	7.5	6	Moderate
008-051-009	0.76	PD (3000)	LD	No	11	8	Moderate
008-051-022	0.61	R2	LD	No	8.9	7	Moderate
008-052-022	0.54	R2	LD	No	7.9	6	Moderate
012-480-009 <sup>3</sup>	19.09	R1 (PD (4500))	LD	No	183.3	146	Moderate
012-460-001 <sup>3</sup>	19.55	R1 (PD (4500))	LD	No	187.7	150	Moderate
003-200-004 <sup>3</sup>	16	R1 (PD (4500))	LD	No	160	128	Moderate
005-220-006 <sup>3</sup>	2.75	R-1 (PD (4500))	LD	No	26.4	21	Moderate
004-170-009 <sup>3</sup>	2.51	R-1 (PD (4500))	LD	No	25.1	20	Moderate
045-142-019 <sup>3</sup>	4.5	PD(4500)	MD	No	45	36	Moderate
008-180-005 <sup>3</sup>	38.34	R-1 (PD (4500))	LD	No	368.1	294	Moderate
013-070-013	2.23	PD(4500)	MD	No	21.4	17	Moderate
038-162-002	5.08	PD (4500)	LD	No	48.7	38	Moderate
038-133-001	5.02	PD (4500)	MD	No	48.2	38	Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
009-350-006	4.73	PD (4500)	MD	No	45.4	36	Moderate
038-161-015	2.74	PD (4500)	LD	No	26.3	21	Moderate
038-162-008	2.69	PD (4500)	LD	No	25.9	20	Moderate
008-022-022	2.66	PD (4500)	LD	No	25.5	20	Moderate
005-014-002	2.56	PD (4500)	LD	No	24.6	19	Moderate
038-161-002	2.51	PD (4500)	LD	No	24.1	19	Moderate
038-090-036	2.38	PD (4500)	LD	No	22.9	18	Moderate
004-170-002	2.35	PD (4500)	LD	No	22.6	18	Moderate
005-140-048	2.26	PD (4500)	LD	No	21.7	17	Moderate
038-133-004	2.21	PD (4500)	LD	No	21.3	17	Moderate
012-260-007	1.39	PD (4500)	LD	No	13.3	10	Moderate
012-260-004	1.38	PD (4500)	LD	No	13.3	10	Moderate
005-013-007	1.14	PD (4500)	LD	No	11	8	Moderate
038-162-005	0.93	PD (4500)	LD	No	9	7	Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
038-162-006	0.9	PD (4500)	LD	No	8.6	6	Moderate
038-161-003	0.9	PD (4500)	LD	No	8.6	6	Moderate
038-161-008	0.88	PD (4500)	LD	No	8.5	6	Moderate
038-162-007	0.83	PD (4500)	LD	No	8	6	Moderate
012-260-005	0.54	PD (4500)	LD	No	5.1	2	Moderate
005-015-006	0.37	PD (4500)	LD	No	3.6	2	Moderate
038-133-009	0.36	PD (4500)	LD	No	3.4	2	Moderate
038-133-008	0.35	PD (4500)	LD	No	3.3	2	Moderate
012-260-009	0.33	PD (4500)	LD	No	3.1	2	Moderate
008-062-006	0.28	PD (4500)	LD	No	2.7	2	Moderate
008-062-024	0.26	PD (4500)	LD	No	2.5	2	Moderate
011-330-008	2.97	R1	MD	Yes	22	17	Moderate
006-360-012	0.94	R1	MD	No	7	5	Moderate
006-360-017	0.75	R1	MD	No	5	4	Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-360-014	0.7	R1	MD	No	5	4	Moderate
011-330-001	0.47	R1	MD	No	3	2	Moderate
012-054-005	0.4	R1	MD	No	3	2	Moderate
006-360-019	0.25	R1	MD	No	2	1	Moderate
012-043-015	0.22	R1	MD	No	2	1	Moderate
047-014-005 and 047-014-007	29.6	PD (4500)	LD	Yes	284	200	Moderate
011-342-044	0.20	PD (3000)	MD	Yes	3	2	Moderate
003-093-006	0.15	R3	HD	No	4	2	Moderate
003-051-008	0.15	R3	HD	No	4	2	Moderate
003-093-008	0.15	R3	HD	No	4	2	Moderate
003-093-003	0.14	R3	HD	No	4	2	Moderate
003-051-011	0.14	R3	HD	No	3	2	Moderate
008-052-044	0.24	R2	MD	No	4	2	Moderate
008-061-028	0.17	R2	MD	No	3	2	Moderate



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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-280-015	0.27	PD (3000)	MD	No	4	3	Moderate
010-212-001	0.20	R3	HD	No	5	3	Moderate
010-052-011	0.17	R3	MD	No	4	3	Moderate
008-061-008	0.34	R2	MD	No	5	3	Moderate
007-022-003	0.26	R3	HD	No	6	4	Moderate
007-022-002	0.24	R3	HD	No	6	4	Moderate
010-212-002	0.23	R3	HD	No	6	4	Moderate
010-191-001	0.22	R3	HD	No	5	4	Moderate
007-022-014	0.29	R3	HD	Yes	7	5	Moderate
007-022-011	0.26	R3	HD	No	6	5	Moderate
010-192-004	0.32	R3	HD	No	8	6	Moderate
006-010-006	0.37	R3	HD	Yes	9	7	Moderate
<b>Subtotal Moderate</b>	<b>192.09</b>				<b>2,310.7</b>	<b>1,477</b>	
008-142-035 <sup>4</sup>	4.42	PD1500	HD	No	72	72	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-360-016	0.71	R1	MD	No	5	4	Above Moderate
006-450-011	31.44	PD (6000)	LD	No	228	182	Above Moderate
006-380-026	10.87	PD (6000)	LD	Yes	79	63	Above Moderate
006-390-011	9.34	PD (6000)	LD	No	68	54	Above Moderate
006-380-022	7.88	PD (6000)	LD	No	57	45	Above Moderate
012-133-044	7.35	PD (6000)	LD	No	53	42	Above Moderate
006-380-006	5.44	PD (6000)	LD	Yes	39	31	Above Moderate
012-133-009	5.16	PD (6000)	LD	No	37	29	Above Moderate
006-451-019	0.95	PD (6000)	LD	No	7	5	Above Moderate
006-380-009	23.39	PD (8000)	LD	No	126	101	Above Moderate
006-380-010	43.09	PD (8000)	LD	Yes	233	186	Above Moderate
006-380-026	2.68	PD (8000)	LD	No	14	11	Above Moderate
006-430-033	1.94	PD (8000)	LD	No	10	8	Above Moderate
006-433-005	0.32	PD (8000)	LD	Yes	2	1	Above Moderate

# HOUSING ELEMENT APPENDIX

APPENDIX A

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-431-041	0.27	PD (8000)	LD	No	1	1	Above Moderate
006-511-020	0.25	PD (8000)	LD	No	1	1	Above Moderate
006-433-002	0.23	PD (8000)	LD	No	1	1	Above Moderate
006-380-011	4.72	PD (12000)	LD	Yes	17	13	Above Moderate
011-330-001	8.68	R1	LD	No	63	50	Above Moderate
035-180-015	7.69	R1	LD	No	56	44	Above Moderate
035-180-011	6	R1	LD	No	43	34	Above Moderate
035-150-018	5.84	R1	LD	No	42	33	Above Moderate
035-180-008	5.36	R1	LD	No	39	31	Above Moderate
035-180-007	5.24	R1	LD	No	38	30	Above Moderate
009-440-007	5	R1	LD	No	36	29	Above Moderate
035-150-017	4.04	R1	LD	No	29	23	Above Moderate
008-130-009	3.14	R1	LD	No	23	18	Above Moderate
011-260-004	2.37	R1	LD	No	17	13	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-460-009	1.18	R1	LD	No	9	6	Above Moderate
009-460-004	1.13	R1	LD	No	8	6	Above Moderate
005-110-020	1.07	R1	LD	No	8	6	Above Moderate
006-460-005	1.04	R1	LD	No	8	6	Above Moderate
009-460-002	1.04	R1	LD	No	8	6	Above Moderate
006-460-011	1.02	R1	LD	No	7	5	Above Moderate
006-460-012	1.01	R1	LD	No	7	5	Above Moderate
006-460-003	0.96	R1	LD	No	7	5	Above Moderate
009-460-015	0.94	R1	LD	No	7	5	Above Moderate
009-460-016	0.93	R1	LD	No	7	5	Above Moderate
011-254-026	0.9	R1	LD	No	7	5	Above Moderate
009-460-030	0.89	R1	LD	No	6	5	Above Moderate
003-130-002	0.81	R1	LD	No	6	4	Above Moderate
009-460-010	0.78	R1	LD	No	6	4	Above Moderate

# HOUSING ELEMENT APPENDIX

APPENDIX A

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
009-460-005	0.75	R1	LD	No	5	4	Above Moderate
009-460-012	0.74	R1	LD	No	5	4	Above Moderate
009-460-009	0.7	R1	LD	No	5	4	Above Moderate
009-460-017	0.68	R1	LD	No	5	3	Above Moderate
011-330-017	0.66	R1	LD	No	5	3	Above Moderate
008-081-026	0.63	R1	LD	No	5	3	Above Moderate
011-330-017	0.6	R1	LD	No	4	3	Above Moderate
012-360-003	0.58	R1	LD	No	4	3	Above Moderate
012-450-012	0.53	R1	LD	No	4	3	Above Moderate
006-460-014	0.53	R1	LD	No	4	3	Above Moderate
012-450-013	0.49	R1	LD	No	4	2	Above Moderate
011-233-001	0.46	R1	LD	No	3	2	Above Moderate
012-450-014	0.45	R1	LD	No	3	2	Above Moderate
009-490-061	0.36	R1	LD	No	3	2	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
011-131-001	0.35	R1	LD	No	3	2	Above Moderate
006-100-002	0.34	R1	LD	No	2	1	Above Moderate
005-303-018	0.34	R1	LD	No	2	1	Above Moderate
003-032-001	0.33	R1	LD	No	2	1	Above Moderate
012-092-001	0.31	R1	LD	No	2	1	Above Moderate
011-212-009	0.29	R1	LD	No	2	1	Above Moderate
005-062-007	0.29	R1	LD	No	2	1	Above Moderate
011-254-023	0.28	R1	LD	No	2	1	Above Moderate
011-211-022	0.27	R1	LD	No	2	1	Above Moderate
008-082-049	0.27	R1	LD	No	2	1	Above Moderate
011-292-044	0.27	R1	LD	No	2	1	Above Moderate
011-292-008	0.27	R1	LD	No	2	1	Above Moderate
009-020-055	0.26	R1	LD	No	2	1	Above Moderate
011-163-003	0.26	R1	LD	No	2	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
010-081-004	0.26	R1	O	No	2	1	Above Moderate
010-081-005	0.26	R1	O	No	2	1	Above Moderate
006-124-003	0.25	R1	LD	No	2	1	Above Moderate
012-450-011	0.24	R1	LD	No	2	1	Above Moderate
011-272-012	0.24	R1	LD	No	2	1	Above Moderate
011-211-046	0.23	R1	LD	No	2	1	Above Moderate
012-440-031	0.23	R1	LD	No	2	1	Above Moderate
011-272-020	0.23	R1	LD	No	2	1	Above Moderate
012-450-020	0.23	R1	LD	No	2	1	Above Moderate
009-260-075	0.22	R1	LD	No	2	1	Above Moderate
005-110-031	0.22	R1	LD	No	2	1	Above Moderate
004-092-014	0.22	R1	LD	No	2	1	Above Moderate
005-110-022	0.22	R1	LD	No	2	1	Above Moderate
005-160-055	0.22	R1	LD	No	2	1	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
008-102-010	0.21	R1	LD	No	2	1	Above Moderate
008-102-011	0.21	R1	LD	No	2	1	Above Moderate
011-091-010	0.21	R1	LD	No	2	1	Above Moderate
003-112-004	0.21	R1	LD	No	2	1	Above Moderate
012-120-022	0.21	R1	LD	No	2	1	Above Moderate
009-220-037	0.21	R1	LD	No	1	1	Above Moderate
012-440-006	0.2	R1	LD	No	1	1	Above Moderate
008-102-023	0.2	R1	LD	No	1	1	Above Moderate
008-102-018	0.2	R1	LD	No	1	1	Above Moderate
008-102-022	0.2	R1	LD	No	1	1	Above Moderate
012-450-019	0.2	R1	LD	No	1	1	Above Moderate
011-272-019	0.2	R1	LD	No	1	1	Above Moderate
012-470-076	0.19	R1	LD	No	1	1	Above Moderate
012-470-075	0.19	R1	LD	No	1	1	Above Moderate



# HOUSING ELEMENT APPENDIX

APPENDIX A

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-470-054	0.19	R1	LD	No	1	1	Above Moderate
011-212-038	0.19	R1	LD	No	1	1	Above Moderate
008-082-035	0.19	R1	LD	No	1	1	Above Moderate
012-440-013	0.19	R1	LD	No	1	1	Above Moderate
011-292-028	0.19	R1	LD	No	1	1	Above Moderate
011-192-017	0.19	R1	LD	No	1	1	Above Moderate
012-440-014	0.18	R1	LD	No	1	1	Above Moderate
011-162-006	0.18	R1	LD	No	1	1	Above Moderate
006-411-017	0.18	R1	LD	No	1	1	Above Moderate
011-292-018	0.18	R1	LD	No	1	1	Above Moderate
006-220-051	0.18	R1	LD	No	1	1	Above Moderate
011-081-012	0.18	R1	LD	No	1	1	Above Moderate
012-450-021	0.18	R1	LD	No	1	1	Above Moderate
011-233-009	0.18	R1	LD	No	1	1	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-470-002	0.18	R1	LD	No	1	1	Above Moderate
012-450-015	0.18	R1	LD	No	1	1	Above Moderate
012-470-003	0.18	R1	LD	No	1	1	Above Moderate
009-540-001	0.18	R1	LD	No	1	1	Above Moderate
005-140-041	0.18	R1	LD	No	1	1	Above Moderate
012-470-004	0.18	R1	LD	No	1	1	Above Moderate
012-470-005	0.18	R1	LD	No	1	1	Above Moderate
012-470-006	0.18	R1	LD	No	1	1	Above Moderate
012-450-018	0.18	R1	LD	No	1	1	Above Moderate
012-470-079	0.18	R1	LD	No	1	1	Above Moderate
012-470-007	0.18	R1	LD	No	1	1	Above Moderate
012-470-078	0.18	R1	LD	No	1	1	Above Moderate
011-091-008	0.18	R1	LD	No	1	1	Above Moderate
011-192-015	0.18	R1	LD	No	1	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-470-077	0.18	R1	LD	No	1	1	Above Moderate
008-082-051	0.18	R1	LD	No	1	1	Above Moderate
011-123-004	0.18	R1	LD	No	1	1	Above Moderate
011-233-023	0.18	R1	LD	No	1	1	Above Moderate
011-233-019	0.18	R1	LD	No	1	1	Above Moderate
012-470-074	0.18	R1	LD	No	1	1	Above Moderate
012-470-073	0.18	R1	LD	No	1	1	Above Moderate
012-470-072	0.18	R1	LD	No	1	1	Above Moderate
012-470-071	0.18	R1	LD	No	1	1	Above Moderate
012-470-070	0.18	R1	LD	No	1	1	Above Moderate
012-470-049	0.18	R1	LD	No	1	1	Above Moderate
011-233-021	0.18	R1	LD	No	1	1	Above Moderate
012-470-067	0.18	R1	LD	No	1	1	Above Moderate
012-470-063	0.18	R1	LD	No	1	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
012-470-064	0.18	R1	LD	No	1	1	Above Moderate
012-470-065	0.18	R1	LD	No	1	1	Above Moderate
012-470-065	0.18	R1	LD	No	1	1	Above Moderate
011-051-011	0.18	R1	LD	No	1	1	Above Moderate
008-081-012	0.18	R1	LD	No	1	1	Above Moderate
012-470-056	0.18	R1	LD	No	1	1	Above Moderate
012-470-057	0.18	R1	LD	No	1	1	Above Moderate
012-470-058	0.18	R1	LD	No	1	1	Above Moderate
008-082-052	0.18	R1	LD	No	1	1	Above Moderate
012-450-009	0.17	R1	LD	No	1	1	Above Moderate
011-292-043	0.17	R1	LD	No	1	1	Above Moderate
011-233-003	0.17	R1	LD	No	1	1	Above Moderate
008-081-009	0.17	R1	LD	No	1	1	Above Moderate
012-440-029	0.17	R1	LD	No	1	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
011-233-026	0.17	R1	LD	No	1	1	Above Moderate
012-440-007	0.17	R1	LD	No	1	1	Above Moderate
006-411-018	0.17	R1	LD	No	1	1	Above Moderate
011-232-011	0.17	R1	LD	No	1	1	Above Moderate
010-081-003	0.17	R1	LD	No	1	1	Above Moderate
011-233-016	0.17	R1	LD	No	1	1	Above Moderate
011-193-006	0.17	R1	LD	No	1	1	Above Moderate
011-213-025	0.17	R1	LD	No	1	1	Above Moderate
047-014-005 and 047-014-007	149.7	PD (6000)	LD	Yes	1086	811	Above Moderate
038-142-006	0.17	PD (3000)	LD	No	2	1	Above Moderate
006-251-025	0.16	PD (3000)	LD	No	2	1	Above Moderate
006-251-057	0.13	PD (3000)	LD	No	2	1	Above Moderate
006-251-053	0.13	PD (3000)	LD	No	2	1	Above Moderate
011-342-045	0.12	PD (3000)	MD	Yes	2	1	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-252-044	0.11	PD (3000)	LD	No	2	1	Above Moderate
011-342-043	0.11	PD (3000)	MD	Yes	2	1	Above Moderate
011-342-036	0.10	PD (3000)	MD	Yes	1	1	Above Moderate
006-252-037	0.10	PD (3000)	LD	No	1	1	Above Moderate
006-252-036	0.10	PD (3000)	LD	No	1	1	Above Moderate
011-342-040	0.10	PD (3000)	MD	Yes	1	1	Above Moderate
011-341-009	0.09	PD (3000)	MD	Yes	1	1	Above Moderate
011-341-008	0.09	PD (3000)	MD	Yes	1	1	Above Moderate
006-251-022	0.09	PD (3000)	LD	No	1	1	Above Moderate
006-251-004	0.09	PD (3000)	LD	No	1	1	Above Moderate
006-251-028	0.09	PD (3000)	LD	No	1	1	Above Moderate
013-131-007	0.16	PD(4500)	MD	No	2	1	Above Moderate
008-022-024	0.25	PD (4500)	LD	No	2	1	Above Moderate
005-014-001	0.23	PD (4500)	LD	No	2	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-500-002	0.21	PD (4500)	LD	Yes	2	1	Above Moderate
012-431-015	0.21	PD (4500)	LD	Yes	2	1	Above Moderate
008-062-007	0.19	PD (4500)	LD	No	2	1	Above Moderate
008-023-003	0.18	PD (4500)	C	No	2	1	Above Moderate
003-230-026	0.15	PD (4500)	LD	No	1	1	Above Moderate
003-230-025	0.15	PD (4500)	LD	No	1	1	Above Moderate
006-440-007	0.27	PD (6000)	LD	Yes	2	1	Above Moderate
006-561-034	0.24	PD (6000)	LD	No	2	1	Above Moderate
006-580-038	0.24	PD (6000)	LD	No	2	1	Above Moderate
012-420-001	0.23	PD (6000)	LD	No	2	1	Above Moderate
006-580-035	0.23	PD (6000)	LD	No	2	1	Above Moderate
006-561-033	0.23	PD (6000)	LD	No	2	1	Above Moderate
006-562-012	0.23	PD (6000)	LD	No	2	1	Above Moderate
006-561-032	0.22	PD (6000)	LD	No	2	1	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
006-561-031	0.22	PD (6000)	LD	No	2	1	Above Moderate
006-561-020	0.22	PD (6000)	LD	No	2	1	Above Moderate
006-561-028	0.22	PD (6000)	LD	No	2	1	Above Moderate
006-562-013	0.21	PD (6000)	LD	No	2	1	Above Moderate
006-580-024	0.21	PD (6000)	LD	No	1	1	Above Moderate
006-561-015	0.21	PD (6000)	LD	No	1	1	Above Moderate
006-421-041	0.20	PD (6000)	LD	No	1	1	Above Moderate
006-580-023	0.20	PD (6000)	LD	No	1	1	Above Moderate
006-580-025	0.19	PD (6000)	LD	No	1	1	Above Moderate
009-340-004	0.19	PD (6000)	LD	No	1	1	Above Moderate
009-310-029	0.19	PD (6000)	LD	No	1	1	Above Moderate
006-440-003	0.19	PD (6000)	LD	Yes	1	1	Above Moderate
012-420-069	0.18	PD (6000)	LD	No	1	1	Above Moderate
006-580-016	0.18	PD (6000)	LD	No	1	1	Above Moderate



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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
013-130-011	0.17	PD (6000)	LD	No	1	1	Above Moderate
013-130-055	0.17	PD (6000)	LD	No	1	1	Above Moderate
013-130-014	0.17	PD (6000)	LD	No	1	1	Above Moderate
013-130-013	0.17	PD (6000)	LD	No	1	1	Above Moderate
013-130-022	0.17	PD (6000)	LD	No	1	1	Above Moderate
011-112-005	0.17	R2	LD	No	2	1	Above Moderate
010-043-013	0.17	R2	LD	No	2	1	Above Moderate
010-043-012	0.17	R2	LD	No	2	1	Above Moderate
008-071-002	0.16	R2	LD	No	2	1	Above Moderate
005-011-014	0.16	R2	LD	No	2	1	Above Moderate
011-094-018	0.16	R2	LD	No	2	1	Above Moderate
008-052-037	0.16	R2	LD	No	2	1	Above Moderate
008-052-038	0.15	R2	LD	No	2	1	Above Moderate
008-101-011	0.15	R2	LD	No	2	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
008-071-020	0.15	R2	LD	No	2	1	Above Moderate
007-203-010	0.15	R2	LD	No	2	1	Above Moderate
005-012-007	0.14	R2	LD	No	2	1	Above Moderate
005-011-018	0.14	R2	LD	No	2	1	Above Moderate
007-201-019	0.14	R2	LD	No	2	1	Above Moderate
003-022-017	0.14	R2	LD	No	2	1	Above Moderate
005-011-019	0.14	R2	LD	No	2	1	Above Moderate
008-062-003	0.14	R2	LD	No	2	1	Above Moderate
008-052-017	0.13	R2	LD	No	2	1	Above Moderate
007-065-003	0.12	R2	LD	No	2	1	Above Moderate
010-141-009	0.12	R2	LD	No	2	1	Above Moderate
008-061-011	0.11	R2	MD	No	2	1	Above Moderate
008-091-011	0.11	R2	LD	No	2	1	Above Moderate
008-031-020	0.09	R2	LD	No	1	1	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
005-110-026	0.23	PD (3000)	LD	No	3	2	Above Moderate
012-280-009	0.21	PD (3000)	O	No	3	2	Above Moderate
005-110-025	0.21	PD (3000)	LD	No	3	2	Above Moderate
008-013-021	0.15	R3	LD	No	4	2	Above Moderate
003-062-003	0.15	R3	LD	No	4	2	Above Moderate
008-013-022	0.15	R3	LD	No	4	2	Above Moderate
003-031-008	0.14	R3	LD	No	3	2	Above Moderate
004-012-018	0.14	R3	LD	No	3	2	Above Moderate
004-011-011	0.14	R3	LD	No	3	2	Above Moderate
003-031-009	0.14	R3	LD	No	3	2	Above Moderate
003-031-017	0.14	R3	LD	No	3	2	Above Moderate
003-031-018	0.14	R3	LD	No	3	2	Above Moderate
003-062-032	0.11	R3	LD	No	3	2	Above Moderate
011-031-010	0.23	R2	LD	No	3	2	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
008-072-011	0.23	R2	LD	No	3	2	Above Moderate
008-022-020	0.22	R2	LD	No	3	2	Above Moderate
004-013-006	0.22	R2	LD	No	3	2	Above Moderate
008-091-009	0.21	R2	LD	No	3	2	Above Moderate
008-101-012	0.20	R2	LD	No	3	2	Above Moderate
008-091-028	0.19	R2	LD	No	3	2	Above Moderate
003-021-011	0.19	R2	LD	No	3	2	Above Moderate
010-043-011	0.18	R2	LD	No	3	2	Above Moderate
008-022-001	0.18	R2	LD	No	3	2	Above Moderate
011-074-020	0.18	R2	LD	No	3	2	Above Moderate
008-092-006	0.18	R2	LD	No	3	2	Above Moderate
008-072-012	0.18	R2	LD	No	3	2	Above Moderate
008-092-005	0.18	R2	LD	No	3	2	Above Moderate
011-112-017	0.17	R2	LD	No	3	2	Above Moderate

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APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
008-071-007	0.17	R2	LD	No	3	2	Above Moderate
008-062-002	0.17	R2	LD	No	2	2	Above Moderate
011-132-010	0.17	R3	LD	No	4	3	Above Moderate
004-011-017	0.16	R3	LD	No	4	3	Above Moderate
003-062-013	0.16	R3	LD	No	4	3	Above Moderate
008-051-005	0.33	R2	LD	No	5	3	Above Moderate
011-032-021	0.29	R2	LD	No	4	3	Above Moderate
003-022-004	0.28	R2	LD	No	4	3	Above Moderate
010-042-005	0.26	R2	LD	No	4	3	Above Moderate
004-011-019	0.22	R3	LD	No	5	4	Above Moderate
008-062-008	0.43	R2	LD	No	6	4	Above Moderate
008-062-005	0.40	R2	LD	No	6	4	Above Moderate
011-133-002	0.35	R2	LD	No	5	4	Above Moderate
008-062-010	0.34	R2	LD	No	5	4	Above Moderate

## HOUSING ELEMENT APPENDIX

APN	Acres	Zone	GP Designation	Constraints (Flood Plain)	Units Allowed at Maximum Density	Realistic Unit Capacity	Appropriate Income Level
<b>Subtotal Above Moderate</b>	<b>448.73</b>				<b>3,093</b>	<b>2,362</b>	
<b>Total</b>	<b>892.92</b>				<b>10,251.7</b>	<b>7,595</b>	

<sup>1</sup> These sites will be rezoned to PD (1500), which is more appropriate for housing affordable to people with very low- and low-incomes. The realistic capacity is based on the PD (1500) zone which allows 29 units per acre and a 80% realistic capacity based on previous projects.

<sup>2</sup> This site is not being counted towards meeting the City's rezone program.

<sup>3</sup> These six sites will be rezoned to PD (4500), which is a more appropriate zone for housing affordable to people with moderate incomes. The number of units shown is based on the PD (4500) zones, which allows approximately 10 dwelling units/acre.

<sup>4</sup> This site is entitled for 72 market rate units.

# LAND USE ELEMENT

CHAPTER 8







## CHAPTER 8: LAND USE ELEMENT

The Land Use Element is what people typically think of when they think of the “Plan” for the City. It establishes the pattern of activity the community would like to see develop in the years to come, and defines areas of the city for housing, business, industry, open space, recreation, education and other public services.

### THE PLANNING AREA

The Planning Area covers roughly 67,414 acres of land (about 105 square miles) in southern Madera County. As of 2008, the City of Madera occupied 9,512 acres of the Planning Area (about one-seventh of the total area).

Madera was established at the endpoint of a lumber flume on the Fresno River that ran more than 60 miles from the Sierra Nevada mountains into the valley. As the endpoint, a city formed named Madera, Spanish for “wood” or “timber.” Timber remained the most significant sector in Madera’s economy until the Great Depression.

The California Lumber Company officially laid out the town in 1876, and in 1893 Madera became the county seat when Madera County was established. Madera incorporated as a City on March 27, 1907.

Residential land use makes up the majority of urban development, concentrated mainly in the City of Madera and the adjacent unincorporated areas. Agricultural uses make up the majority of the remaining Planning Area's land use activity. (A summary of existing land uses is provided on page 8-4.)



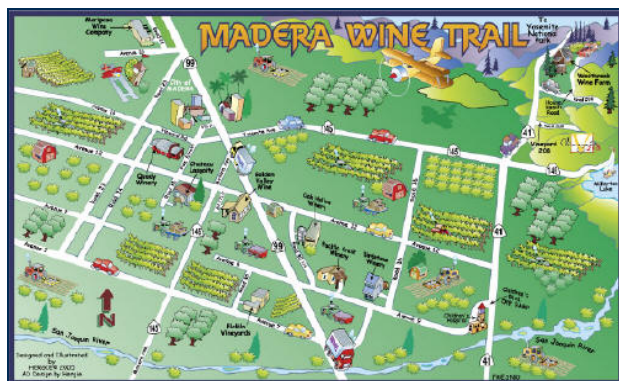
Portion of the historic flume on the Fresno River near Yosemite.

The land in Madera is relatively flat, with no major hills. The Fresno River, Cottonwood Creek, Schmidt Creek, and other minor watercourses wind through the city. The historical threat of flooding posed by these waterways was largely reduced by the construction of the Hidden Lake Dam in 1976. However, portions of the Planning Area continue to be affected by the presence of remaining floodplains along some sections of these waterways. *Note: Please see the Health and Safety Element for additional information on flood hazards in the Planning Area.*

Traditional residential neighborhoods built around the time of World War II surround the commercial and industrial heart of downtown, with looser suburban style residential neighborhoods growing towards the edge of town and to the south.

Industrial uses have been established in several areas, with a large area of “heavy” industry located in the southwestern portion of Madera. In recent years, industrial uses have also been built near the Madera Municipal Airport and at the Airport Industrial Park to the east. Some industrial uses also remain in the downtown area, continuing a land use pattern that dates to the city's early lumber milling days.

### AGRICULTURE AND WINE



*The Madera Wine Trail highlights a number of local wineries where locally produced wine can be sampled.*

Agriculture plays a significant role in the local economy and influences a number of the City's land use policies and decisions. Madera County's total value of agricultural production in 2007 was \$1,220,230,000, with roughly 295,300 planted acres, and 353,000 acres of rangeland. In 2007 Madera County ranked first among California counties in the production of figs, and second in the production of pistachios and raisin grapes.

Wine grape production in Madera began when the first homesteaders started planting grapes in the 1800's. Madera was designated an American Viticulture Area in 1985, and today (2008) enjoys a resurgence of winemaking. There are more than

ten members of the Madera Vintners Association, which promotes the "Madera Wine Trails" wine-tasting circuit.

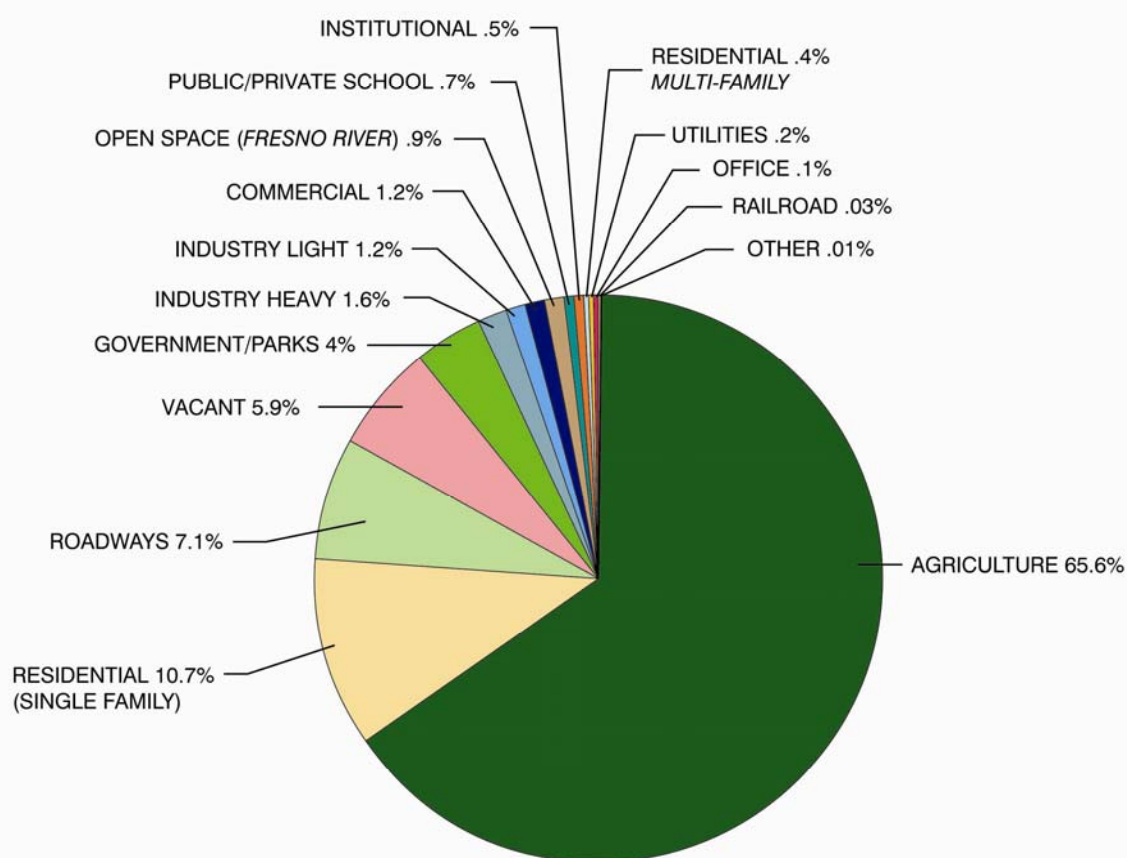
Like many areas in California agricultural land is being converted to other uses in the Madera area. Between 1984 and 2006 Madera County lost an average of 1,315 acres of agricultural and grazing land per year, mostly due to conversion to rural residential and commercial uses.

### EXISTING LAND USES

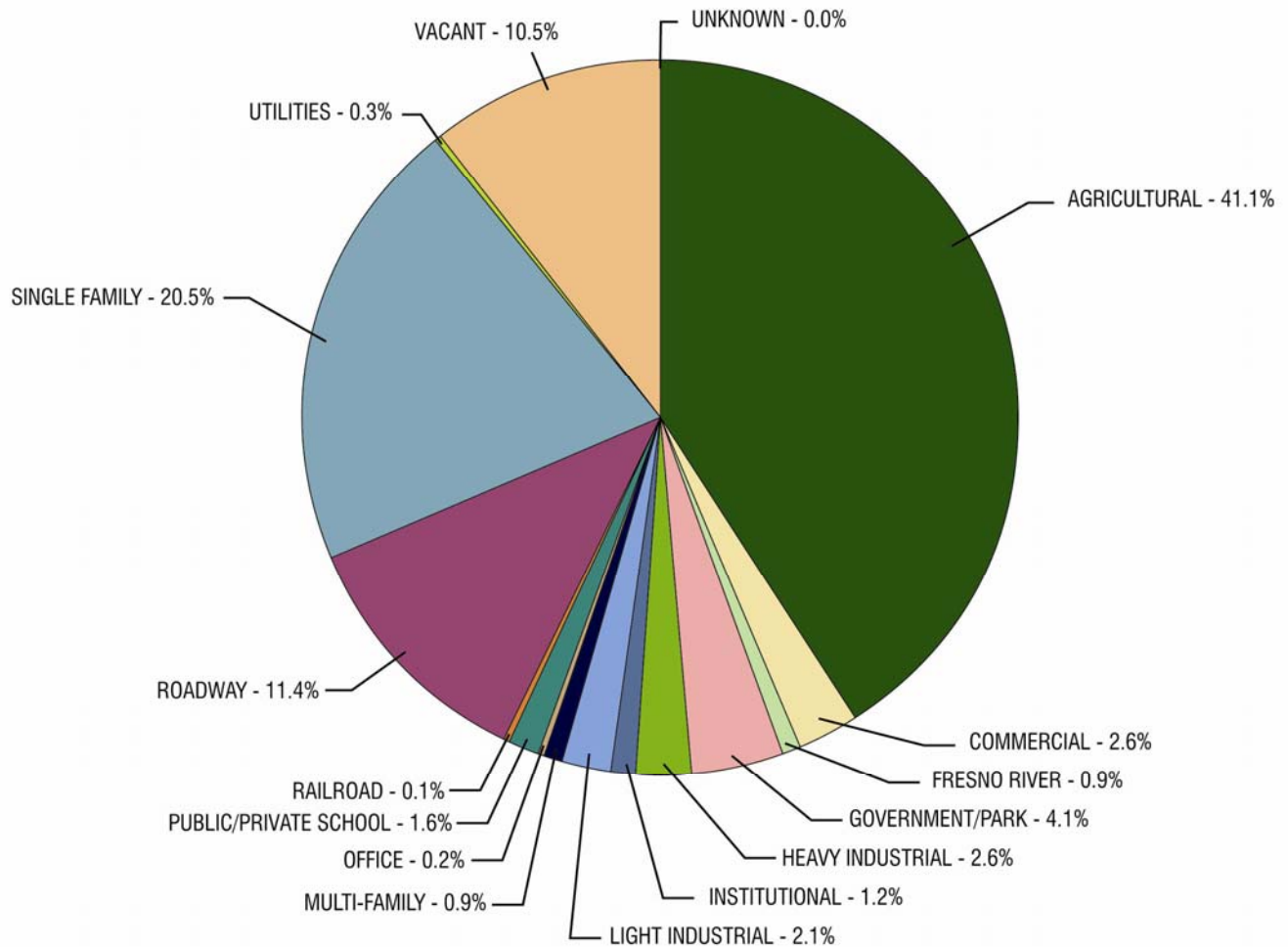
Existing (2008) land uses in the Planning Area, the Growth Boundary, and the current city limits are summarized in the charts on the following pages. Charts showing the distribution of various existing land uses in the entire Planning Area and in the current city limits are provided on the following pages—these mark the "starting point" for the future growth of Madera.

Agricultural land comprises 65% of the land within the entire Planning Area. The percentage of agricultural land falls to 41% within the Growth Boundary (defined later in this Element) and to 10% of the area within the existing (2008) City limits.

**FIGURE LU-1A: DISTRIBUTION OF EXISTING (2008) LAND USES IN THE PLANNING AREA  
(TOTAL OF 67,415 ACRES)**

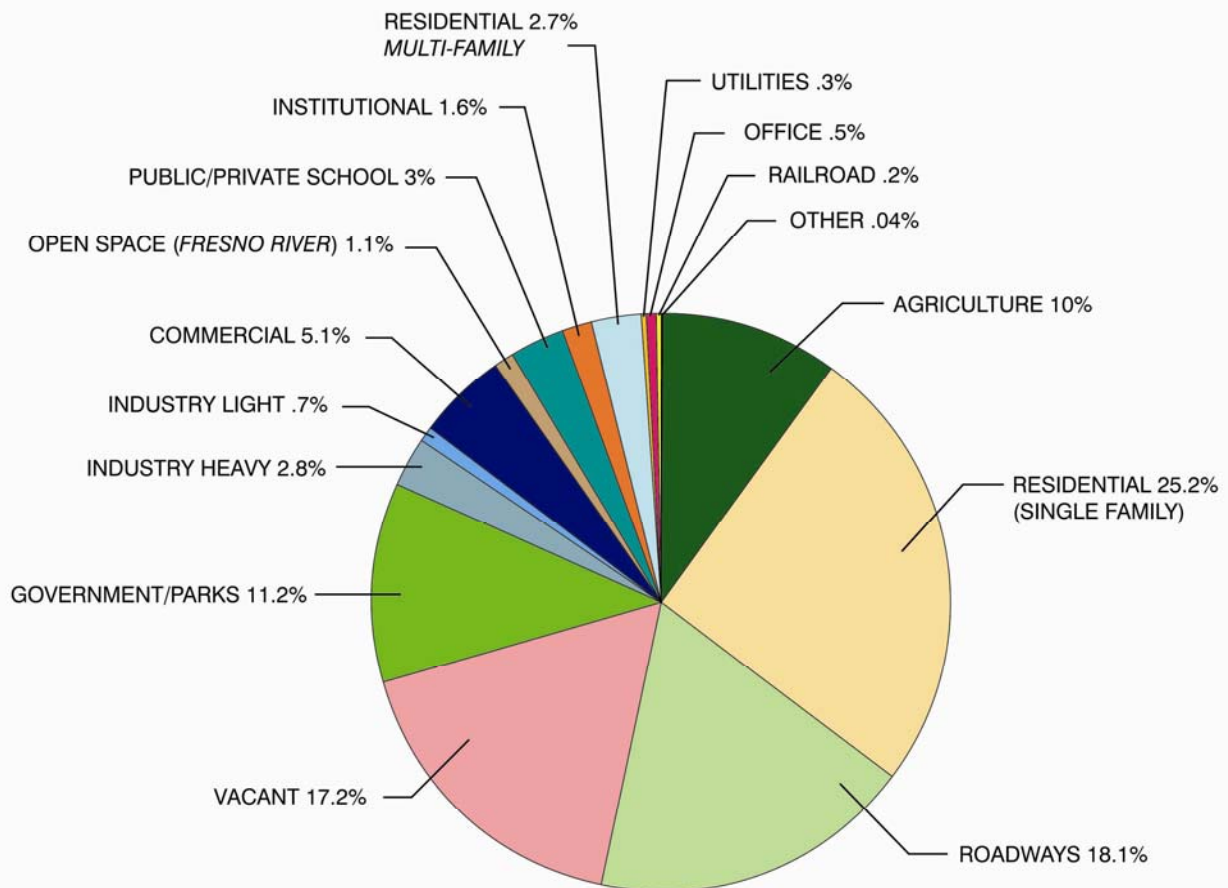


**FIGURE LU-1B: DISTRIBUTION OF EXISTING (2008) LAND USES IN THE GROWTH BOUNDARY  
(TOTAL OF 30,288 ACRES)**





**FIGURE LU-1C: DISTRIBUTION OF EXISTING (2008) LAND USES IN THE CITY LIMITS  
(TOTAL OF 9,519 ACRES)**



## LAND USE CORE PRINCIPLES

The Land Use Goals and Policies included in this Element, together with the goals and policies in other Elements of this General Plan, reflect a commitment by the City of Madera to pursue several core principles:

- **Compact and efficient land use patterns** should be established which provide opportunities to accommodate growth at densities which are generally greater than experienced by the City in recent history.
- **Comprehensive planning of new urban areas** should be undertaken at the initial stages of development to ensure individual projects are integrated with existing and future projects and that they consider the form and function of the surrounding area.
- **Residential neighborhoods** should be developed as more than a collection of lots; they should incorporate design features and amenities that create a desirable living environment.
- **Walkability** should be promoted by establishing land use and circulation patterns that provide connectivity between neighborhoods, commercial services, and other public gathering places.
- **The Fresno River** should be utilized as an amenity by incorporating it as a major feature in the development and redevelopment of properties along the river.
- **The mix of land uses** should be balanced to provide appropriate ratios of commercial and industrial opportunities to housing.
- **Agricultural Land** outside the area planned for urban development should be protected.

The **Building Blocks** concepts described later in this Element are a prime example of how the City's commitment to planning will be implemented. The Building Blocks concept is based on simple ideas: that walking or bicycling should be viable alternatives to the family car, that neighborhoods work better when they have a central place that all residents can enjoy, and that everyone's quality of life is improved when they live in an area where they have an opportunity to get to know one another.

The Building Blocks concept, which is envisioned to be applied both to new development and in existing areas, is also part of the City's efforts to build a more compact and sustainable community in which it is easier to travel without a car. Building a more compact city will also reduce the need to use the area's farmland for development—the Land Use Map in this Element shows how these lands are proposed to be used to create a buffer of permanent agricultural lands around the urbanized area of Madera.

This Element also recognizes the importance of Madera's Downtown. The historic heart of the city is envisioned to be improved through detailed planning (the creation of a Downtown Plan) and increased economic vitality.



## LAND USE GOALS

**GOAL LU-1**

Madera is a well-planned city prepared for growth through comprehensive planning which balances growth demands with resources and infrastructure, to facilitate high quality development.

**GOAL LU-2**

In a change from the city's previous practice of rapid outward expansion, Madera is a more sustainable, compact city that uses more compact land use patterns to encourage walking, bicycling, and transit use; preserve agricultural and other open space uses; and reduce infrastructure costs.

**GOAL LU-3**

Madera is a vibrant city that provides its residents with a high quality of life and attracts visitors with quality buildings, attractive streetscapes and public spaces, a wide variety of restaurants, entertainment, cultural venues and shops. Downtown Madera supports diverse commercial and business opportunities, and viable commercial spaces are available throughout the community.

## LAND USE POLICIES

## Policy LU-1►

## Policy LU-2►

## Policy LU-3►

## GENERAL LAND USE POLICIES

**Figure LU-2**, “Land Use Map,” depicts the land use policy of the City of Madera. The Land Use Map is an illustration of the City’s land use policy for all of the lands in the Planning Area.

The Land Use Map’s designations are intended to generally follow parcel lines. Interpretation may be needed to determine the exact boundaries of a land use classification where parcel lines are unclear, have been moved, or have been deleted. The exact boundaries of a land use designation may be adjusted at the City’s discretion to reflect conditions on the ground, ownership boundaries, or other conditions. Minor changes of this type shall not be considered an amendment to this General Plan. Some parcels may be covered by more than one land use designation.

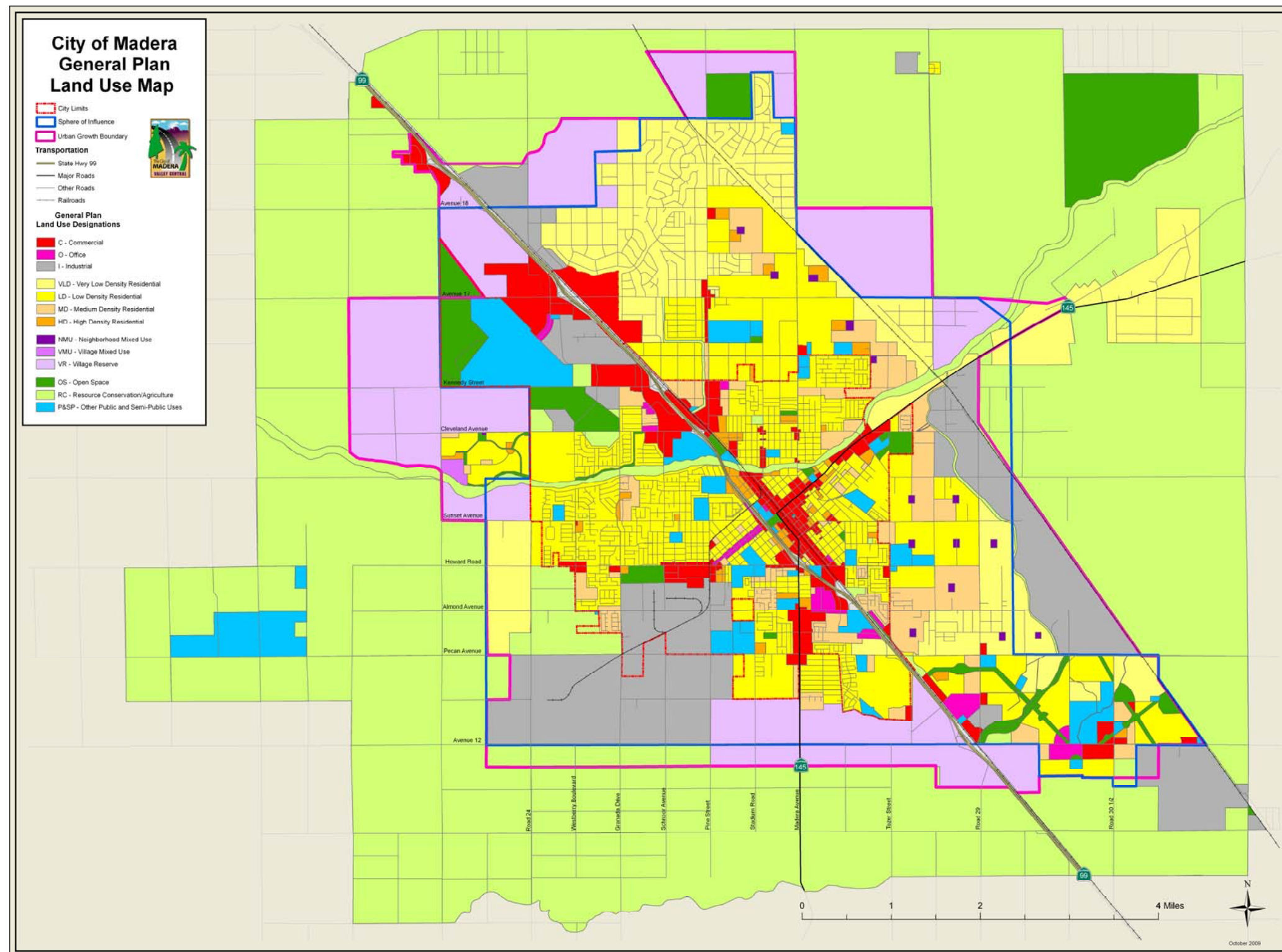
Zoning in the City limits shall be consistent with the General Plan Land Use Map. Where multiple zoning districts may be compatible, the City shall apply the most-compatible district which best achieves the goals and policies of all elements of this General Plan.

**Action Item LU-3.1**

Initiate an amendment to the Zoning Map to rezone all lands within the City to conform with the Land Use Map. Properties outside the city limits will be prezoned to conform with the Land Use Map when deemed necessary and appropriate by the City to facilitate annexation and/or the consideration of development projects by the City.

*Note to the Reader: Descriptions of land use categories are provided on the pages following the Land Use Map.*

FIGURE LU-2: LAND USE MAP



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### Policy LU-4►

The following shall apply to the use and interpretation of the Land Use Map:

- The official Land Use Map shall be the printed, signed copy on file in the office of the City Clerk, including any adopted amendments.
- Electronic files used to create the map are not the official map.
- The official Land Use Map shall be printed for viewing and interpretation at a scale of one inch = 2,500 feet.
- Questions regarding the location of land use designations shall be resolved by the City using the official Land Use Map or a printed copy at the scale specified above.

### Policy LU-5►

The Land Use Map does not constitute a guarantee that any particular property can be developed as shown on the map. A variety of constraints, including regulatory requirements, General Plan policies and other factors will affect a site's development potential.

- Calculations of the maximum permitted intensity of development shall be based on the gross acreage as specified by the Madera County Assessor's records, less any acreage required for the following: collector and arterial street right of way; public parks as defined in the Parks Element, public facilities such as schools, fire stations, and police facilities; floodways or flood plains; protected biological habitats, and other unique constraints applicable to the property as determined by the City. In the event gross acreage is not included in the Assessor's data, it shall be calculated by City staff using the dimensions of the property as shown on Madera County Assessor's Maps.
- The actual intensity of development allowed for any specific project number of units which can be built may be less than the potential maximum due to physical constraints and other requirements, and will be determined through the project approval process.

**Policy LU-6▶**

Where a density range is specified for residential development, developments shall provide at least the minimum density and shall not exceed the maximum density except as provided for in any applicable density bonus provision.

**Policy LU-7▶**

Residential development shall conform to the “Target Density” requirement for each land use category. Development density (dwelling units per acre, as calculated using the same methodology as described in Policy LU-5), shall be at or above the Target Density unless one or more of the following findings can be made:

- Specific characteristics of the site (flooding, topography, protected habitat areas, airport proximity, etc.) cannot be built on and reduce the development potential below the Target Density.
- Development at the Target Density would result in unacceptable impacts to roadways or other infrastructure or the exceedence of any City-adopted Threshold Standards.<sup>1</sup>
- Development was limited by a Development Agreement, Vesting Tentative Tract Map, or other City-approved plan or agreement existing before October 1, 2009.

Target Density requirements shall apply to all land which was part of a parcel of at least ten (10) acres in size on or after October 1, 2009.

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<sup>1</sup> See Policy LU-13.

### Policy LU-8►

Density averaging may be permitted as part of a comprehensively planned development or Village Plan (as defined in this Land Use Element) in order to enhance a project's ability to provide a variety of housing types or to incorporate additional public amenities. The total number of dwelling units approved as part of the density averaging program must meet the target density, and must not exceed the maximum density requirements for the applicable land use designations.

#### Action Item LU-8.1

In accordance with Policy LU-8, amend the Zoning Code to include guidelines for "density averaging." Potential strategies include:

- Transfer of Development Rights within a Village area;
- Placing limitations on the amount or percent of land area that can be developed at a single density before requiring a variety of lot and unit sizes; and
- Establishing additional amenity requirements (bus turn-outs, neighborhood parks, bicycle lane and parking, park n-ride lots, etc...), for projects seeking density averaging.

### Policy LU-9►

Public facilities, such as fire stations, wells for public water supplies, parks, and other governmental facilities, are permitted in and are considered to be consistent with any land use designation.

**Policy LU-10►****GROWTH BOUNDARY**

The Growth Boundary is considered by the City to define the physical limits of development in Madera. The City shall direct all future growth in Madera and in the unincorporated area outside the city limits to occur inside the Growth Boundary shown on the Land Use Map in this General Plan. Within the City's Planning Area, the City encourages the County to assist the City in maintaining an agricultural greenbelt around the Growth Boundary by limiting the use of land designated for Agriculture on the City's General Plan Land Use map to agriculture.

The following apply to the Growth Boundary:

- The Growth Boundary may only be revised as part of a comprehensive update of the General Plan involving, at a minimum, the Land Use and Circulation elements.
- Any revision to the Growth Boundary shall be accompanied by a statement of findings which demonstrate the following:
  - 1) That the revision is consistent with the intent of the Growth Boundary and all other applicable policies in this General Plan;
  - 2) That the revision is necessary to accommodate planned growth in Madera.



### Policy LU-11►

The City specifically envisions the establishment and maintenance of a greenbelt of agricultural and other open space lands around the urbanized portion of the Planning Area, outside the Growth Boundary, as shown on the Land Use Map. In addition to the maintenance of appropriate agricultural land use designations, the City encourages the use of Williamson Act contracts and similar mechanisms to ensure the maintenance of the greenbelt. Along the west edge of the Planning Area, the greenbelt is intended to be permanent, and the implementing mechanisms on the west edge should reflect that intent, including transfer of development rights, permanent conservation easements, etc. (See specific policies for Villages D & E for requirements to establish a permanent edge/buffer on the western boundary of these Villages).

### Policy LU-12►

The City shall plan and install infrastructure to serve only the area inside the Growth Boundary. The expansion of urban services (specifically including residential sewer service) outside this boundary shall not be permitted unless the City Council finds that:

- 1) The extension is needed to address a clear public health or safety need; and
- 2) The infrastructure provided is sized to the minimum level necessary in order to reduce any excess capacity that could be used to support additional growth outside the boundary.

#### **Action Item LU-12.1**

Develop and implement programs and strategies that support the Growth Boundary and keep urban growth inside the Growth Boundary.

**Policy LU-13►****GROWTH MANAGEMENT POLICIES**

The City shall support the annexation of property to its boundaries for the purpose of new development only when it determines that the following conditions exist:

- 1) Sufficient public infrastructure, facilities, and services are available or will be provided in conjunction with new development; and
- 2) Demands on public infrastructure, facilities and services created by the new development will not result in reductions in capacity that is necessary to serve the existing city limits (including demand created by potential infill development), reductions in existing service levels within the city limits, or the creation of detrimental fiscal impacts on the City.

**Action Item LU-13.1**

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Maintain and periodically update a set of Facility Master Plans for major municipal infrastructure and public facilities, including, at a minimum, wastewater, water, storm drainage, and parks and recreation facilities.

**Action Item LU-13.2**

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Establish, maintain and monitor a set of level-of-service criteria for police and fire protection services as a tool to assess the ability of the City to service growth.

**Action Item LU-13.3**

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Monitor levels-of-service for streets, roads, and other features of the circulation system based on the level of criteria included in this general plan as a tool to assess the ability of the City to service growth.

### Action Item LU-13.4

Conduct an ongoing Development Monitoring Program focused on new development activity and related infrastructure and public facility construction to determine adherence to adopted level of service standards and criteria and compliance with and other City policies and programs.

### Policy LU-14►

All proposals to annex property into the City limits for the purpose of new development shall prepare a Public Facilities Financing Plan (PFFP) that articulates infrastructure and public facilities requirements, their costs, financing mechanisms, and the feasibility of the financial burden. The PFFP shall analyze backbone infrastructure and public service needs and funding capacity at the Village level, as defined in Figure LU-3 of the Land Use Element of this General Plan. (The Planning Process required for Village Reserve Areas in Policy LU-34 shall be sufficient to meet this requirement.) The cost of preparing the PFFP shall be shared proportionately among property owners in each Village, with the shares of any non-participating owner collected at the time of development and reimbursed to owner(s) who prepared the PFFP through a reimbursement agreement.

### Policy LU-15►

The City shall deny projects and oppose the annexation of properties which are demonstrated to be out of compliance with Policies LU-13 and LU-14 above.

### Policy LU-16►

Funding mechanisms for major capital facilities which must be “oversized” to support future development shall be established to account for the full cost of the facility(ies) and provide for ultimate financing by the future development that will share in the benefit. A typical way of accomplishing this is for the initial project proponent to complete the required improvements and enter into a reimbursement agreement to be reimbursed for that portion beyond his fair share. Alternatively, a phased Community Facility District (CFD) or similar mechanism which can include all oversized facilities required for the Village can be established to finance these facilities over time.

**Policy LU-17►**

It is the policy of the City of Madera that any lands in the Planning Area outside of the City which are proposed to be converted from agricultural use should be annexed to the City before development. The City encourages the County to assist in the implementation of this policy by taking the following actions:

- Discouraging the subdivision of unincorporated land within the Planning Area to parcel sizes less than twenty acres.
- Directing all new urban development within the Growth Boundary (development that would typically be expected to connect to community sewer and water systems) to annex into the City and by supporting annexation applications at the Local Agency Formation Commission.

**Policy LU-18►**

The City may, as it deems necessary, annex rural or agricultural areas into the City to facilitate the development of the City and/or protect agricultural and open spaces and allow for their operation at different service standards than urbanized areas.

## LAND USE CATEGORIES

### RESIDENTIAL LAND USE CATEGORIES

The following are the City's residential land use categories:

#### Village Land Use Categories

Village Reserve: This category applies to lands in Villages which require additional comprehensive planning as defined in this Land Use Element. Specific land use designations called out in this Land Use Element will be applied in conjunction with the village level planning processes.

**Policy LU-19►**

Village Mixed Use: This category provides for a mix of uses generally corresponding to the Medium Density Residential, High Density Residential, and Commercial land use categories. This designation is to be applied in the Village Centers and implemented through standard zoning districts, specific plans, planned development, or other methods.

*Note to the Reader: Please see the “Building Blocks” section of this Land Use Element for additional information and policies related to Villages and Village Centers. Target densities/intensities of use in the Village Centers are shown below for the various residential and commercial uses which will take place in the Centers.*

### Residential Land Use Categories

Very Low Density Residential (VLD): Residential development at a density of 0 to 2 units per acre, with a Target Density of 1.5 units per acre.<sup>2</sup> The Very Low Density category is intended to be limited in its application to areas which have an established pattern of rural residential development, generally located along the edge of the urbanized area. The application of this designation in other areas will be by exception only. Ranchette-style homes on large lots are the predominant use. Farming activities may be occur on larger lots, but commercially viable farming is not expected to be widespread and should not interfere with the residential nature of the category.

Low Density Residential (LD): Residential development at a density of 2.1 to 7 units per acre, with a Target Density of 5.25 units per acre. The Low Density Residential category represents the traditional single-family neighborhood with a majority of single-family detached homes. This is the predominant land use category of the City’s residential areas.

<sup>2</sup> “Target Density” is defined in Policy LU-7. Calculation method to determine estimated development potential is defined in Policy LU-5.

**Policy LU-20►**

Medium Density Residential (MDR): Residential development at a range of 7.1 to 15 units per acre, with a Target Density of 11.25 units per acre. The Medium Density Residential category is generally characterized by small lot single-family detached, single-family attached (e.g., town homes, condominiums, brownstones), and small apartment complexes. Medium Density development is an important part of a Village Center.

High Density Residential (HD): Residential development at a range of 15.1 to 50 units per acre, with a Target Density of 22.5 units per acre. High density residential is the most urban residential category available. The predominant style of development is larger apartment and condominium complexes. Vertical mixed-use projects with residential use are typically developed in the high-density category. Parking for these facilities is often provided in traditional surface lots located around the complex, although at higher densities parking may be in a parking structure or underground. This designation is intended to be applied to lands within walking distance of existing or planned shopping districts, and in Village Centers.

**Action Item LU-19.1**

Amend the Zoning Code to implement the density ranges shown above.

New residential development should be designed to avoid continuous blocks or clusters of dwellings that are connected only by streets, sidewalks, and hardscape. New development shall incorporate amenities which establish a sense of identity at the project or neighborhood level, create opportunities for community interaction, and enhance the visual appeal of the area. Features which accomplish these goals may include pathways, paseos, parks, community gardens, and other semi-public gathering places.

### Policy LU-21►

Multi-family projects shall include functional, accessible outdoor areas and improvements which provide space for both private and public gatherings. These may include tot lots for pre-school children; passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading; and private patios or balconies. To the extent possible, these areas shall be shaded by trees and/or shade structures.

### Policy LU-22►

Single family developments need to provide functional outdoor recreational space. The space can be provided either on individual lots or more efficiently as aggregated local public spaces, creating features such as those described in Policy LU-20.

#### **Action Item LU-22.1**

Amend the Zoning Code to implement policy LU-22.

*Note to the Reader: Please see the Housing Element for additional policies and programs related to residential development in Madera.*

## COMMERCIAL LAND USE CATEGORIES AND POLICIES

### Policy LU-23►

The following are the City's commercial land use categories:

Commercial: This is the City's retail commercial land use category. A broad range of commercial uses is allowed, including professional offices. Various zoning designations shall be used to determine the specific character of commercial development, from regional shopping centers to neighborhood stores. The maximum floor area ratio (FAR) for the Commercial designation is 0.30.

Office: This category provides for the development of office centers near residential areas and is designed to buffer between residential areas and more intense uses or arterial streets. The areas are differentiated from of-

**Policy LU-24►**

Office uses in commercial designations by reduced quantities of signage and architecture that is more consistent with any adjoining residential areas. Architecture and other features should be sympathetic with adjacent residential values. The maximum floor area ratio (FAR) for the Office designation is 1.0 except in the Downtown District where this FAR may be exceeded if determined appropriate by the City.

*Note to the Reader: Please see Action Item LU-3.1, which provides for the rezoning of lands in the city limits and Planning Area to conform with the designations shown on the Land Use Map.*

*Note to the Reader: Please see also the “Village Mixed Use” land use designation, which allows a mix of commercial and residential uses in Village Centers.*

Mixed Use projects, in which residential and commercial uses are combined within one building or site, are permitted in commercially designated properties, provided that the uses are complementary to each other and integrated in a unified design (architecture, landscape and circulation).

**Action Item LU-24.1**

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Incorporate provisions for mixed use projects into the zoning ordinance, providing for flexibility in applying development standards (such as floor area), where appropriate, based on the location, type, and size of the units and the design of the development.

**Action Item LU-24.2**

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Seek funding to prepare master plans and/or specific plans and related environmental documents to facilitate mixed use development at selected sites.



### Policy LU-25►

All proposed development in the Redevelopment Project area shall be routed to the Redevelopment Agency (RDA) for review. The recommendation of the RDA shall be considered by the City as part of the review and approval process.

*Note to the Reader: Please refer to the Community Design Element for additional policies related to the design of commercial developments.*

### DOWNTOWN DISTRICT POLICIES

### Policy LU-26►

The Downtown District is envisioned as the heart of Madera, where all residents can go to shop, eat, find entertainment, and interact. To help achieve the City's vision for the Downtown, further planning will be undertaken to provide focused, detailed guidelines, standards, and policies for this area.

#### Action Item LU-26.1

Prepare and implement a Downtown Plan.

### INDUSTRIAL LAND USE CATEGORIES AND POLICIES

### Policy LU-27►

The following is the City's industrial land use category:

Industrial: This category provides for both light and heavy industrial development. The maximum floor area ratio (FAR) for the Industrial designation is 0.80.

**Policy LU-28►**

To maintain the quality of life and aesthetic value of the major circulation routes used by both industrial and non-industrial traffic; the portions of industrial sites in public view along arterials and collectors shall be subject to the same standards for architectural review as commercial buildings, including architecture, street trees, frontage and parking lot landscaping, and screening of outdoor storage visible from public right-of-ways.

*Please see the Community Design Element for additional policies related to the design of industrial developments.*

**Policy LU-29►**

The inventory of industrially designated properties created by the Land Use Map is intended to support the long term fiscal viability of the City and to ensure that there are sufficient opportunities for employment generating uses to develop over time. The City recognizes that some industrially designated sites may take longer to develop than others based on market conditions and the characteristics of a given site. It is the City's policy to maintain its inventory of industrially designated sites. Industrially designated properties shall not be re-designated to an alternative land use except in such limited instances where the City finds that the property is no longer suitable for industrial development and that is in the public's interest to re-designate the property.

**Policy LU-30►****OPEN SPACE CATEGORIES AND POLICIES**

The following are the City's open space land use categories:

Resource Conservation/Agriculture: This category designates lands planned to remain in use as agricultural lands (such as the growing of crops) or for conservation purposes (such as habitat lands).

Open Space: This category designates lands planned or in use as publicly owned open space, public parks, and similar uses.

### Policy LU-31 ►

#### PUBLIC AND SEMI-PUBLIC LAND USE CATEGORIES AND POLICIES

The following is the City's public and semi-public land use category:

Other Public and Semi-Public Uses: This category provides for public facilities owned and/or operated by the City, Madera County, or other public agencies. Examples include City hall, Civic Center, School facilities, County offices, and corporation yards. This designation is commonly used where facilities exist or are identified in long term plans. This designation does not preclude public facilities, such as fire stations, wells for public water supplies, parks, and other governmental facilities, in other land use designations and their development is considered to be consistent with all land use designation.

## IMPLEMENTATION POLICIES

**Policy LU-32►**

Zoning shall be consistent with General Plan land use designations. In areas where the zoning and the land use designation are not identical, **Table LU-A** shall be used to determine consistency for rezoning applications.

**TABLE LU-A: GENERAL PLAN/ZONING CONSISTENCY**

General Plan Land Use Category	Consistent Zoning Districts
Residential Categories	
Very Low Density Residential	UR, U
Low Density Residential	RA, R-1, PD-6000, PD-8000, PD-12000
Medium Density Residential	R-2, PD-4500, PD-3000
High Density Residential	R-3, PD-2000, PD-1500
Village Categories	
Village Reserve	All Districts
Village Mixed Use	C-R, C-N, C-1, C-2, C-H, PO, PD Zones
Commercial Categories	
Commercial	C-R, C-N, C-1, C-2, C-H
Office	PO
Industrial Categories	
Industrial	I, IP

General Plan Land Use Category	Consistent Zoning Districts
Agriculture, Open Space, and Public	
Resource Conservation/Agriculture	RCO, UR
Open Space	RCO
Other Public and Semi-Public	PF

\* This table may be administratively updated to reflect amendments to the Zoning Ordinance.

### “BUILDING BLOCKS” POLICIES

The Building Blocks concept is key to the City’s goal of improving the quality of life in Madera. Building Blocks are based on a simple idea: Residents should live in human-scaled areas that encourage walking and bicycling, that encourage them to interact with their neighbors, and that require less energy (mostly in the form of gasoline) for daily living. Areas built using the Building Blocks concepts will be more livable, will encourage a greater sense of community, and will help Madera to be more sustainable by providing more housing options, more travel choices, and more ways for residents to reduce their use of expensive energy supplies.

The Building Blocks concept will be implemented in many ways, including:

- **Land use**, which is addressed in this Land Use Element;
- **Circulation**, which is addressed in the Circulation and Infrastructure Element;
- **Design**, which is addressed in the Community Design Element.

The following concepts, standards, and guidelines shall be used to implement the City’s goal of creating a more compact, livable form of development.

**Policy LU-33►**

Reflecting the community's desire for a more livable, walkable, and sustainable community, Madera's future growth shall be based on the **Building Block** concept of **Neighborhoods**, and **Villages**. In addition, two **Districts** have been established for specific areas of Madera (the Downtown and the Airport North districts) which don't conform to typical neighborhood and village concepts, but do possess unique features that should make them the subject of future, more detailed planning efforts.

Each type of Building Block is described below; these discussions are intended to be used as guidelines, not as specific requirements or targets.

**Neighborhoods**

A **Neighborhood** is a compact, walkable residential area, generally 1/3 to 1/2 mile in radius, as this is the distance an average person would comfortably walk or bicycle. In some of the planned Village areas, this overall dimension will be larger, due to the existing settlement pattern.

Neighborhoods will generally be developed at overall densities of 6-8 du/ac<sup>3</sup>, although some will be lower in density due primarily to the existing low-density settlement pattern. In general, the density near the core of a Neighborhood or where the Neighborhood adjoins a Village Center will be higher than at the edges of the Neighborhood.

At the core of each Neighborhood is the **Neighborhood Center**, a small-scale, neighborhood serving activity center. Neighborhood Centers are gathering places where people can congregate and interact. Typical Centers include schools (elementary and middle/junior high schools), libraries, community centers, parks that feature activity elements (i.e. playground and tennis court(s) and basketball court(s)), or neighborhood-serving commercial uses (small market, coffee shop, small restaurant, etc.; total square footage is less than 10,000 sq ft).

<sup>3</sup> du/ac = Dwelling Units Per Acre

The following general criteria describe Neighborhoods and Neighborhood Centers. As noted above, these are intended to be used as guidelines, not as specific requirements or targets.

### Neighborhoods:

Size: 1/3 to 1/2 mile in radius (about 200 to 500 acres)

Population: About 4,000 persons

Residential Density: 6-8 du/ac overall

### Notes:

- *A variety of densities will occur in each Neighborhood; overall density will be lower in areas where existing settlement patterns preclude achieving this density.*
- *Overall density includes housing built in the Neighborhood Center.*

### Neighborhood Centers

Size: About 1-5 acres

Area Served: Neighborhood (about 200 acres)

Population Range Served: About 4,000 people

Typical Range of Building Height: 1-2 stories

### **Villages**

A Village is collection of three to four Neighborhoods. Villages should feature a mix of residential dwelling types, including the single-family areas found in the Neighborhoods and multifamily development near the center and strategically dispersed in single-family areas.

At the center of each Village is the Village Center. Village Centers serve the daily needs of their service areas and are spaced 1 ½ to 2 miles apart for adequate distribution around the City. They are primarily commercial places, featuring stores, offices, restaurants, and services. Multiple tenants in a pedestrian-friendly commercial development make up the character of the Center, featuring small to medium size grocery stores, drug stores, and

restaurants. Single tenant retail size is developed at a maximum of approximately 50,000 square feet so that retail concentrates its services on its own Village and is not aimed at a regional market.

Residential uses may be developed in conjunction with the retail and/or office tenants/spaces, typically at a density of 6 to 12 du/ac. Village Centers are often developed with higher density residential sites immediately adjacent.

The following criteria apply to Villages and Village Centers. As noted above, these are intended to be used as guidelines, not as specific requirements or targets.

Village:

Size: About 800 – 1,200 acres

Population: About 15,000 persons

Residential Density: 6-8 du/ac overall

Village Center:

Size: About 5 to 10 acres

Area Served: About 800 acres

Population Range Served: About 15,000 people

Typical Range of Building Height, on-site: 1-3 stories

Residential Density in or near the Village Center: 8-18 du/ac

**Districts**

Districts have been established for the Downtown and the area near the Madera Airport. Districts are not intended to be based on the Neighborhood and Village concepts, but require special policies to ensure that they are properly planned and developed.



### VILLAGE AND DISTRICT POLICIES

The following policies address the Village and District areas designated by the City, and are to be applied in combination with other policies in this Land Use Element and other elements of the General Plan.

#### Policy LU-34►

All planning for areas designated on the Land Use Map as “Village Reserve” shall implement the 3-step planning process described below:

Step 1: Comprehensive Land Use and Implementation Planning

Step 2: Detailed Neighborhood Plans

Step 3: Development Proposals

This planning process is intended to provide progressively more detailed plans for Village Reserve areas, Neighborhoods, and individual development projects.

The following general rules apply to this planning process:

- Each step in the planning process may be initiated by the City of Madera or by another private or public sector applicant(s).
- Each step in the planning process must be completed as a prerequisite for the next step. However, multiple steps (1+2 or 1+2+3 or 2+3) may be undertaken simultaneously. As a general rule, the City would expect that a private applicant would submit a Comprehensive Land Use and Implementation Plan and its components (Step 1), together with a Neighborhood Plan (Step 2) for at least one neighborhood, as the initial submittal.
- At the Comprehensive Land Use and Implementation Plan and Neighborhood Plan level, the participation of all affected property owners is encouraged, but not required. A private sector applicant

**Policy LU-35►**

submitting either type of plan must include a list of all affected owners and their property(ies) and must show how their participation was sought.

- In some Village areas (as mapped and defined in this Land Use Element), the Village Reserve designation applies only to a portion of the Village. In this case, the process outlined below is required **only** for the Village Reserve areas, not to the entire Village. However, submitting plans that cover the entire Village is permitted.

In some Village Reserve areas, a Village Center is not required. See the detailed policies for the affected Village area (later in this Land Use Element) for further information.

In addition to the required plans, maps, reports, etc., the City may at its discretion require other items as needed to address issues in any particular Village. These may include additional environmental analysis, traffic studies, biological studies, noise studies, etc.

#### **Action Item LU-34.1**

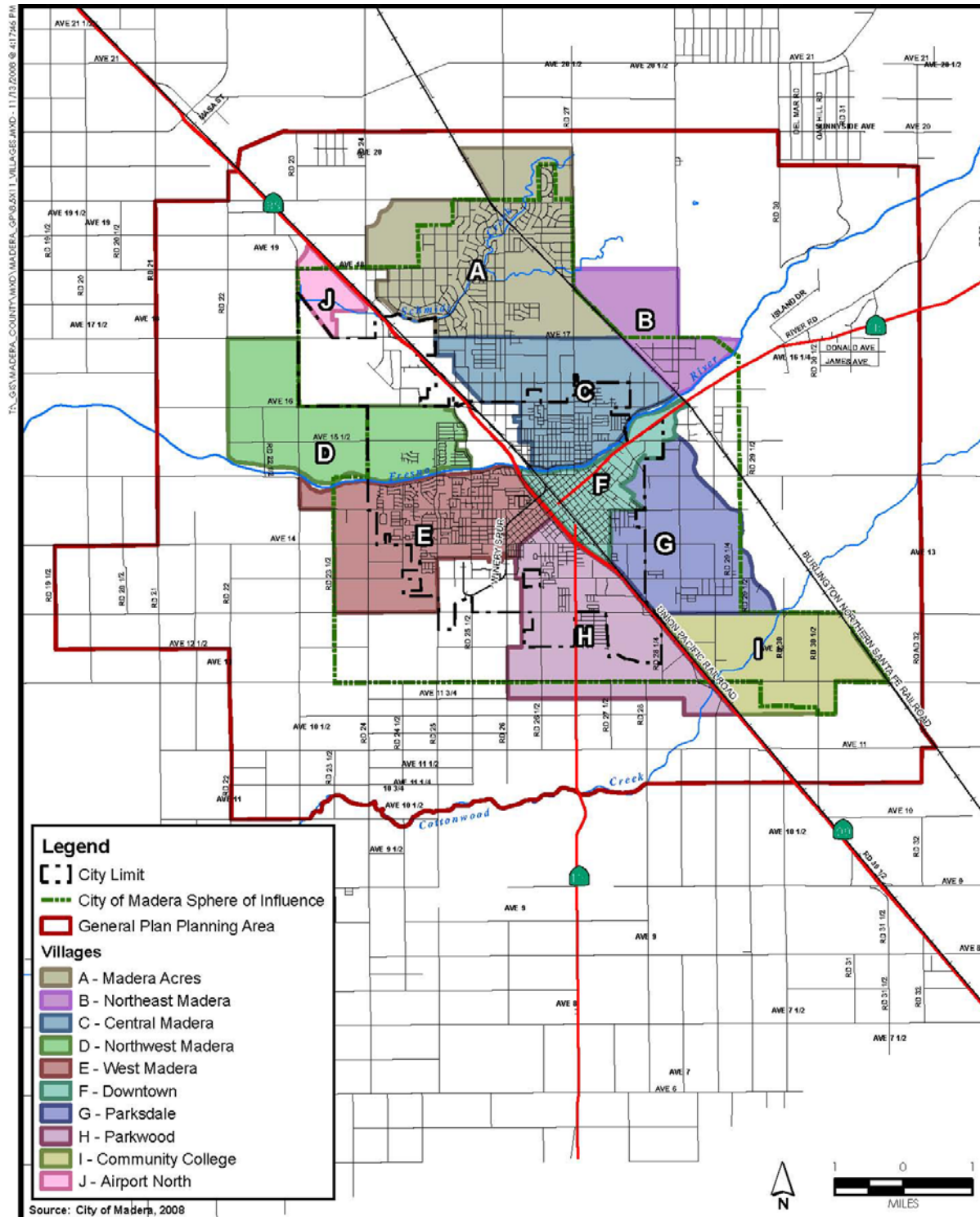
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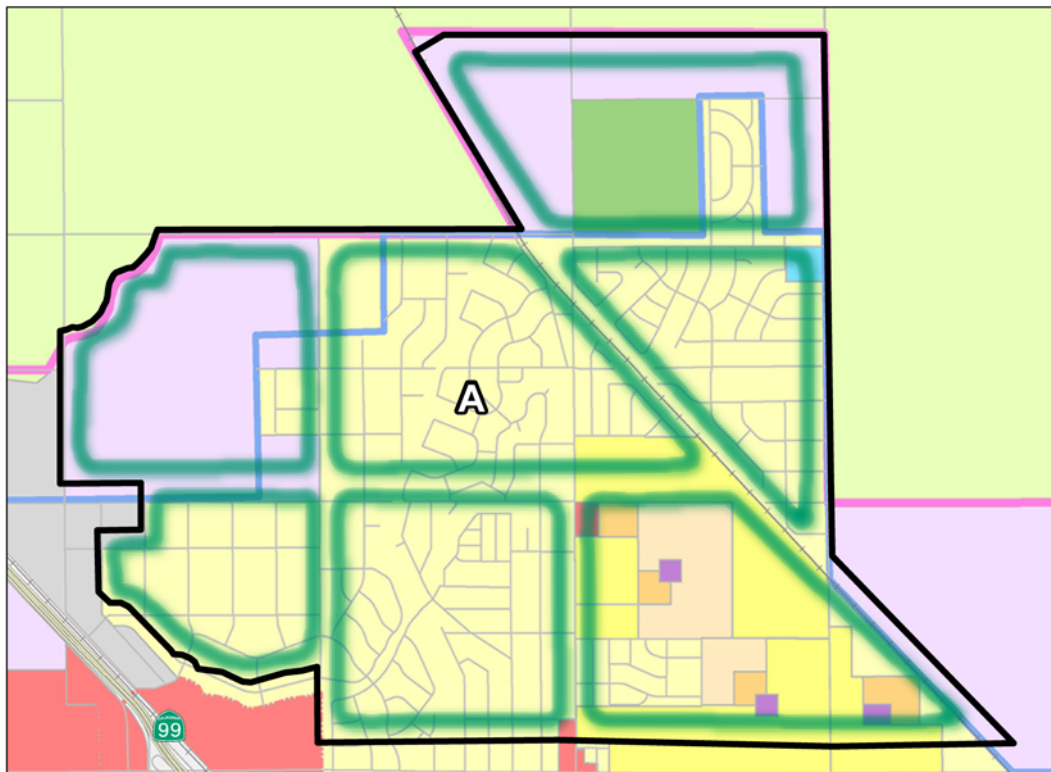
Establish and make available procedural guidelines detailing the three step village reserve planning process.

**Figure LU-3** depicts the Village and District areas as defined by the City of Madera. This map shall be used to implement other policies in this General Plan which refer to villages and village centers. Although shown as defined lines, the exact boundaries of a village may be adjusted at the City's discretion to reflect conditions on the ground, ownership boundaries, or other conditions. Such a change shall not be considered an amendment to this General Plan.

*Note to the Reader: The policies on the pages following Figure LU-3 address individual Villages and Districts.*

FIGURE LU-3: VILLAGES AND DISTRICTS



**VILLAGE A: MADERA ACRES**

This illustration of planned land uses in Village A is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

**VILLAGE A: GENERAL DESCRIPTION**

Village A is located in the north-central portion of the Planning Area. The Village is located entirely outside of the current (2008) city limits, but is inside the current Sphere of Influence. Madera County currently has land use authority in this Village, although it is likely that properties in this area will be annexed into the City as urban development is proposed. More than half of

the Village is developed as large lot single family dwelling subdivisions with average sizes of .5 to one acre.

Area of this Village in the City Limits:	0 acres
Area of this Village in the Sphere of Influence:	3,209 acres
Area of this Village in the Planning Area only:	1,134 acres
Total Area	4,343 acres

The area within Village A is developed to what are typically viewed as rural standards, with most areas lacking curb, gutter, sidewalk, and drainage facilities. All developed properties are accommodated by individual septic systems. Two-thirds of the developed area is served by a mutual water company, with the remainder on individual, private wells. The area is generally underserved by parks and other public amenities. There are no public park facilities in Village A. A private golf course (Madera Country Club) is located in the northern portion of the Village near the intersection of Country Club Drive and Avenue 18½. A single elementary school (Berenda) is located in the area at the intersection of Club Drive and Lake Street (Road 27).

Village A lacks a defined village center. However, the Madera Town Center, a major shopping center at the intersection of Avenue 17 and Freeway 99 adjacent to the Village, has been approved for development. While there are no neighborhood centers functioning in the existing developed areas, three neighborhood centers have been designated in the undeveloped area along Lake Street (Road 27).

### VILLAGE A: SPECIFIC POLICIES

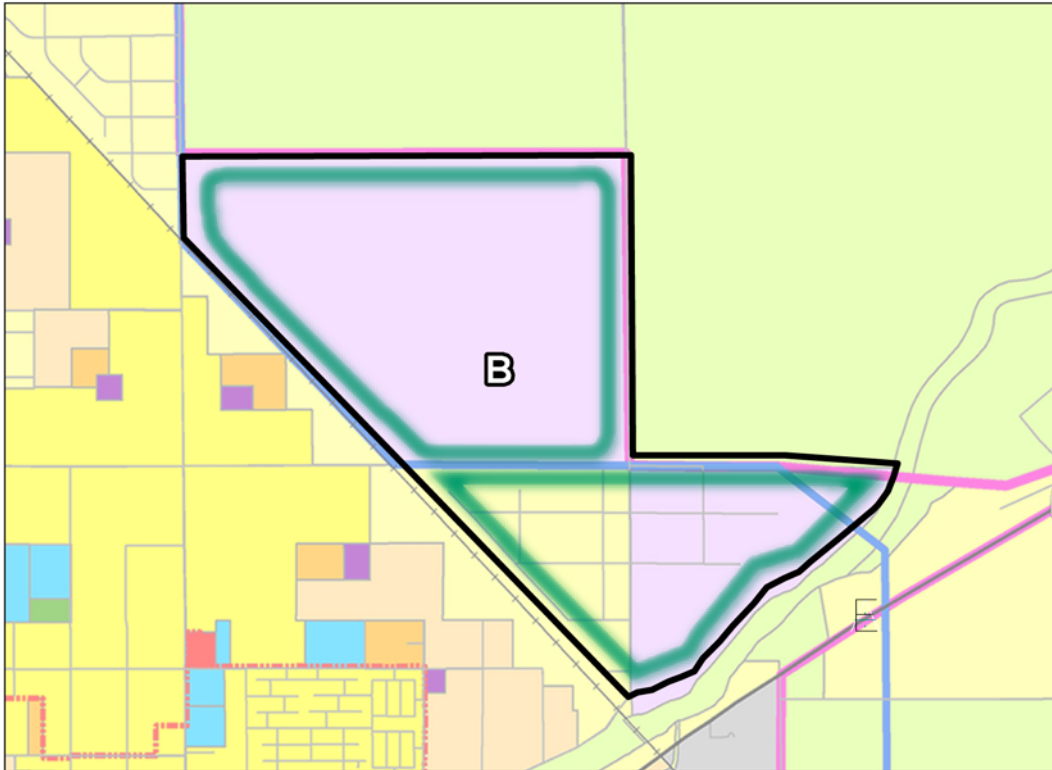
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.

- The City acknowledges the presence of unique circumstances which exist in the northern-most neighborhood of Village A, surrounding the Madera Country Club Golf Course. While the City believes that prop-

erties proposed for urban development should be annexed into the city, the City will not oppose a proposal to develop this neighborhood prior to annexation, when such proposal is compatible with the City's development standards. The neighborhood should be planned comprehensively prior to the development of any single project.

- To the extent desired by the property owners in the existing rural subdivisions, the City will support the maintenance of the large lot - rural character of these subdivisions, even as these subdivisions may be annexed into the City. Existing development standards (local roads and roadway infrastructure, sewer, water) may remain in place until health or safety conditions dictate that modifications be made.
- Infrastructure master planning at the city-wide and/or village levels shall identify and consider alternatives for providing services to the existing rural subdivisions in the event urban services are desired by its residents and/or required to address health and safety conditions.
- The passenger train rail platform for Madera is being relocated to north side of the railroad tracks just west of County Club Drive, on existing grazing lands. It is important that this facility be incorporated into the village and neighborhood layouts as a public amenity and not be isolated. The City will encourage the development of the area surrounding the passenger rail platform to be integrated with other public services, features and complementary uses.
- In accordance with the policies defined in the Noise Element of this General Plan, the establishment of land use patterns at the village level, as well as the layout of individual projects, shall reflect sensitivity to noise impacts created by proximity to the rail line.

### VILLAGE B: NORTHEAST MADERA



This illustration of planned land uses in Village B is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

#### VILLAGE B: GENERAL DESCRIPTION

This Village is located in the northeast portion of the Planning Area. About one-third of the land in this Village has been developed, mostly with low density residential uses.



Area of this Village in the City Limits:	0 acres
Area of this Village in the Sphere of Influence:	471 acres
Area of this Village in the Planning Area only:	830 acres
Total Area	1,301 acres

The Fresno River runs along the southern boundary and should be considered a potential amenity for future development. The BNSF railway runs along the western boundary, raising potential noise, circulation, and safety concerns. There are only two existing at-grade railway crossings, Raymond Road and Lake Street (Road 27). The Circulation Element calls for a future crossing of the rail line at Avenue 17.

This Village lacks an existing village center and neighborhood centers. Because of its relatively small size, it is expected that this Village will support one or more neighborhood centers, but that it may share a village center with another village.

The area within Village B, particularly south of the Avenue 17 alignment, is developed to what are typically viewed as rural standards, with most areas lacking curb, gutter, sidewalk, and drainage facilities. All developed properties are accommodated by individual septic system and individual, private wells. The area is generally underserved by parks and other public amenities, with no public park facilities or school sites within the village boundaries. Substandard housing conditions and non-conforming property standards are prevalent within the existing neighborhoods, highlighting the need for City and County code enforcement and neighborhood revitalization efforts to eliminate blight.

### **VILLAGE B: SPECIFIC POLICIES**

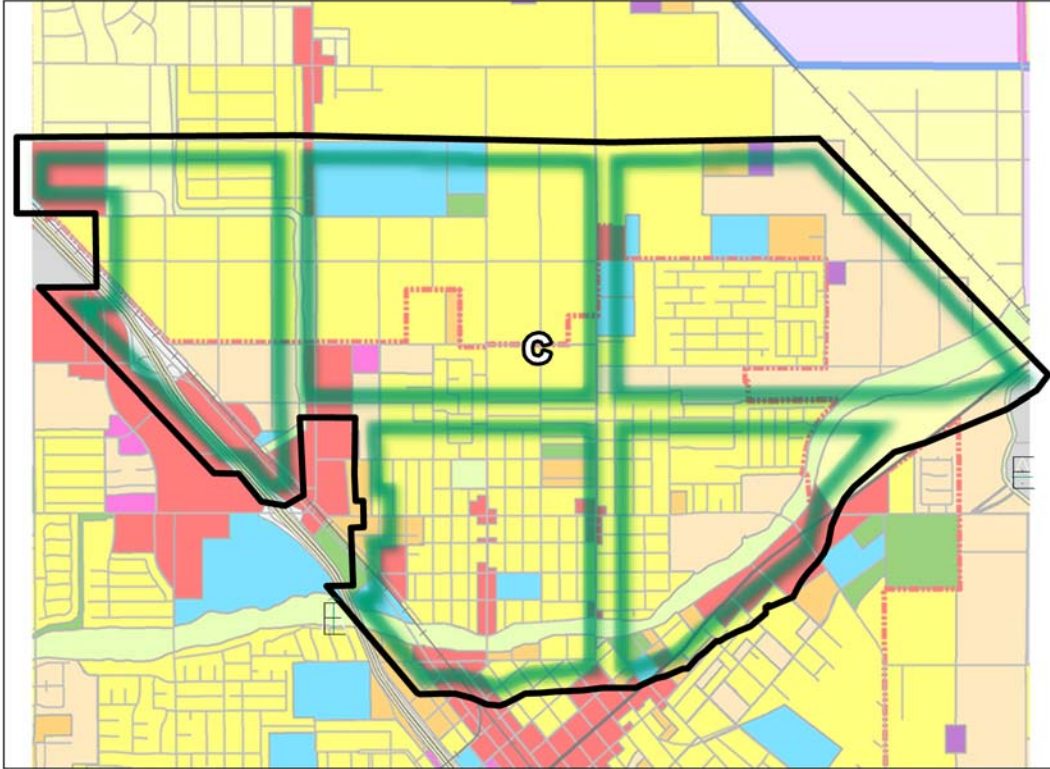
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.



- Neighborhood dimensions in this Village will be slightly larger than the general standard provided in this Land Use Element, and may be 1½ - mile or larger.
- This Village may not be large enough for a separate village center intended to serve its distinct boundaries. Residents in this Village will likely share a village center with residents in Villages A or C, and may also utilize the Downtown District for their grocery and similar shopping needs. In conjunction with village level planning, a demand evaluation will need to be completed to determine whether it is appropriate to establish land uses in Village B in support of the commercial components of a village center.
- Code enforcement and other neighborhood revitalization and improvement techniques should be targeted to this Village to address existing blighted conditions. The feasibility and impact of incorporating the neighborhoods of this Village into the Redevelopment Agency Project Area should be evaluated in conjunction with village level planning and annexation proposals.
- Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions.
- The development of Village B is affected by limited access conditions created by the lack of an existing rail line crossing at Avenue 17. To the extent that a design and funding plan to extend Avenue 17 across the rail line has not already been created, such a design and fair-share funding program must be established in conjunction with village level planning and annexation proposals. An analysis of traffic conditions completed at that time will determine what actual improvements are required to accommodate proposed development, and alternatives to the construction of the ultimate rail crossing may be considered.

- In accordance with the policies defined in the Noise Element of this General Plan, the establishment of land use patterns at the village level shall reflect sensitivity to noise impacts created by proximity to the rail line.

### VILLAGE C: CENTRAL MADERA



This illustration of planned land uses in Village C is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

#### VILLAGE C: GENERAL DESCRIPTION

This Village is located in the central part of the Planning Area. About half of this Village has been developed with residential and several small retail developments. About one-third of this Village is in the current (2008) city limits; the balance is in the City's Sphere of Influence.

Area of this Village in the City Limits:	977 acres
Area of this Village in the Sphere of Influence:	1,580 acres
Area of this Village in the Planning Area only:	0 acres
Total Area	2,556 Acres

The Fresno River runs along the southern boundary of this Village and should be considered a potential amenity for future development. The BNSF railway runs along the eastern boundary of this Village, raising potential noise and safety concerns. There currently is only one at-grade crossing of the railway at Raymond Road. The Circulation Element calls for a future crossing of the railway at Avenue 17.

Some of the neighborhoods in this Village include existing uses that function as neighborhood centers. Where such uses do not exist, appropriate land uses designations are established by this general plan to facilitate the development of new neighborhood centers. While this area lacks a village center, there are two existing commercial centers with grocery and drug-store anchors, one on Country Club Drive and the second at Yosemite Avenue and Tozer Road. Together, these centers meet the majority of the commercial needs of this area.

While there is a substantial amount of vacant and underutilized land in the area, the parcel sizes are frequently too small to facilitate traditional subdivision development patterns. Assembling smaller parcels into more efficient development blocks is likely to be difficult, increasing the need to focus on issues of connectivity and access as infill development occurs.

The Madera Unified School District has initiated the process to consolidate school facilities in an expanded campus in the northerly portion of Village C near Country Club Drive and Martin Street. This campus would house a new high school, along with existing elementary and middle school facilities located on "D" Street. The planning and development of this consolidated campus is likely to serve as a catalyst for new residential development in the surrounding neighborhoods.

The residential area located west of Country Club Drive and south of Avenue 17 is developed to what are typically viewed as rural standards, with most areas lacking curb, gutter, sidewalk, and drainage facilities. All developed properties are accommodated by individual septic systems and individual, private wells. Substandard housing conditions and non-conforming property standards appear to be prevalent within the existing neighborhoods, highlighting the need for City and County code enforcement and neighborhood revitalization efforts to eliminate blight.

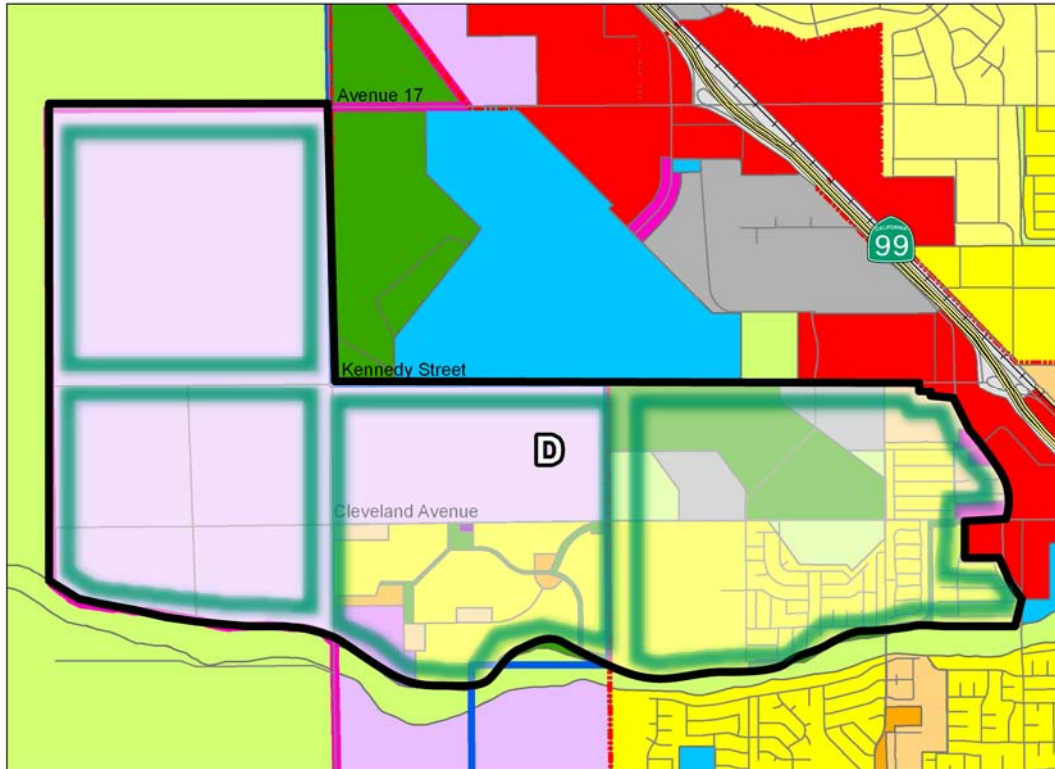
### **VILLAGE C: SPECIFIC POLICIES**

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.

- Properties designated as neighborhood commercial-mixed use should be developed with uses that are consistent with the intent of neighborhood centers as described in the building blocks principles of this General Plan. Proposals to develop such properties with alternative uses should not be approved unless it is demonstrated that another compatible parcel(s) has been designated to achieve this purpose.
- Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions.
- The City should seek grants or other funding to provide focused neighborhood planning to facilitate cohesive development in the areas which are characterized by relatively small parcels with numerous owners.
- Multi-parcel development planning is encouraged. Where individual parcels smaller than five acres are proposed for development, the development configuration shall make reasonable accommodation for future vehicle access and pedestrian connectivity to adjacent parcels.

- Prior to the annexation of any property in the neighborhood surrounding the consolidated school campus, the project developer shall work with the City and the Madera Unified School District to establish the configuration of local streets to facilitate vehicular and pedestrian connections and to minimize conflict with points of access to the school campus.
- Code enforcement and other neighborhood revitalization and improvement techniques should be implemented in this Village to address existing blighted conditions. The feasibility and impact of incorporating the neighborhoods of this Village into the Redevelopment Agency Project Area should be evaluated in conjunction with village level planning and annexation proposals.

### VILLAGE D: NORTHWEST MADERA



This illustration of planned land uses in Village D is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

#### VILLAGE D: GENERAL DESCRIPTION

This Village is located in the western portion of the Planning Area, generally west and south of Madera Airport. Most of this Village is undeveloped, and it represents an opportunity to implement the City's "Building Blocks" policies by master-planning the area. About one-third of this Village is in the current (2008) city limits; the balance is just outside the City's Sphere of Influence.

The village is on the City's western edge adjacent to significant farming lands that are designated as Resource Conservation/Agriculture.

Area of this Village in the City Limits:	882 acres
Area of this Village in the Sphere of Influence:	4 acres
Area of this Village in the Planning Area only:	1,878 acres
Total Area	2,763 Acres

A village core is planned along the Fresno River, which forms the Village's southern boundary. This village layout is intended create opportunities for commercial development integrated with park and open space amenities fronting along the river. There are three existing bridge crossings on the river at Schnoor Avenue, Granada Avenue, and Road 23, with a future bridge crossing identified at Westberry Boulevard.

The Madera Airport is located to the northeast of this Village and represents a significant factor in the determining the feasibility of various land uses throughout the village. The entire village lies within the planning area for the airport as defined in the Airport Land Use Compatibility Plan (ALUCP). Portions of the village are subject to significant restrictions relative to allowable uses, densities, and development standards.

Note: Please see the Health and Safety Element of this General Plan for additional information and a map of land use compatibility areas for Madera Airport.

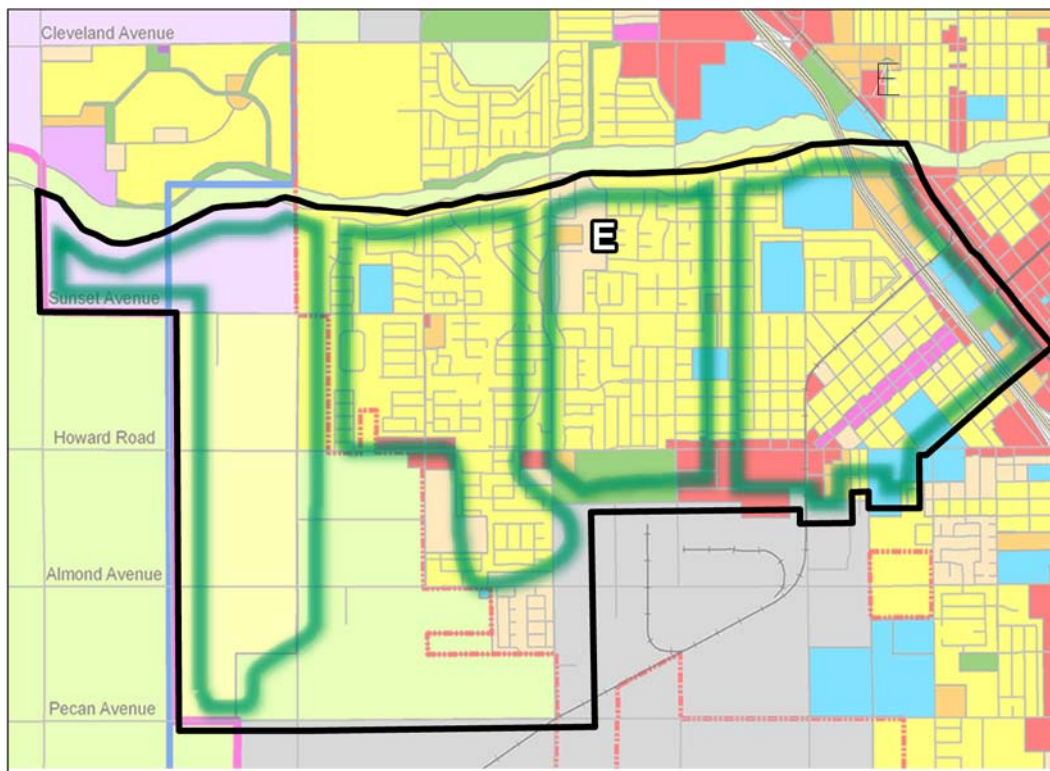
#### **VILLAGE D: SPECIFIC POLICIES**

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.

- All future development in this Village shall conform to the Building Blocks principles as described in this General Plan.



- In conjunction with village and neighborhood planning, a mechanism shall be established which creates a permanent agricultural buffer where the westerly edge of the Village abuts the Growth Boundary. This buffer shall average at least 400' in depth, with a minimum depth of 250', and must run continuously along westerly edge of the Village. No habitable structures are to be located within this buffer, although passive recreational opportunities (such as trails and community gardens) may be allowed. Alternative methods and designs to establish the buffer may be proposed, and including placing the buffer on either side of the Growth Boundary. Physical maintenance of the buffer shall be provided consistent with the design and function of the space.
- The Village core area shall provide for an integrated mix of uses, including park and open space uses, along the river.
- Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions.
- Village and neighborhood planning shall provide for the alignment of the designated arterial which runs through the Village east and west (Cleveland Avenue), to bend to the south to provide circulation to the proposed village core located along the Fresno River.
- All development proposals within Village D shall comply with the provisions of the Airport Land Use Master Plan. The establishment of land use designations at the village and neighborhood levels, as well as the layouts of individual projects, shall reflect the allowable uses and densities in the Airport Land Use Master Plan.

**VILLAGE E: WEST MADERA**

This illustration of planned land uses in Village E is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

**VILLAGE E: GENERAL DESCRIPTION**

This Village is located in the west-central portion of the Planning Area, and contains many of the city's newer residential neighborhoods and retail districts (including Howard Road). Almost all of the land in this Village which is in the current (2008) city limits has been developed; the portion which is out-

side the city limits is less developed and retains some agricultural uses and conservation easements.

Area of this Village in the City Limits:	1,839 acres
Area of this Village in the Sphere of Influence:	1,105 acres
Area of this Village in the Planning Area only:	97 acres
Total Area	3,041 Acres

The Fresno River runs along the northern boundary of this Village and should continue to be viewed as an amenity in conjunction with the development and redevelopment of property along its frontage.

Lions Town and Country Park constitutes a significant public amenity within Village E, located at the intersection of Howard Road and Granada Drive. This park facility functions as a gathering place for surrounding neighborhoods; an undeveloped commercially designated parcel at the same intersection creates the opportunity to add a commercial venue at this central location. Aside from these features, there are few opportunities to establish new neighborhood centers due to the relatively built-up condition of the residential areas within the Village. Existing retail development along Howard Road functions as the commercial core for this Village and presents shopping opportunities within walking and biking distance to a large area, although it may not conform to the typical characteristics of a Village Center.

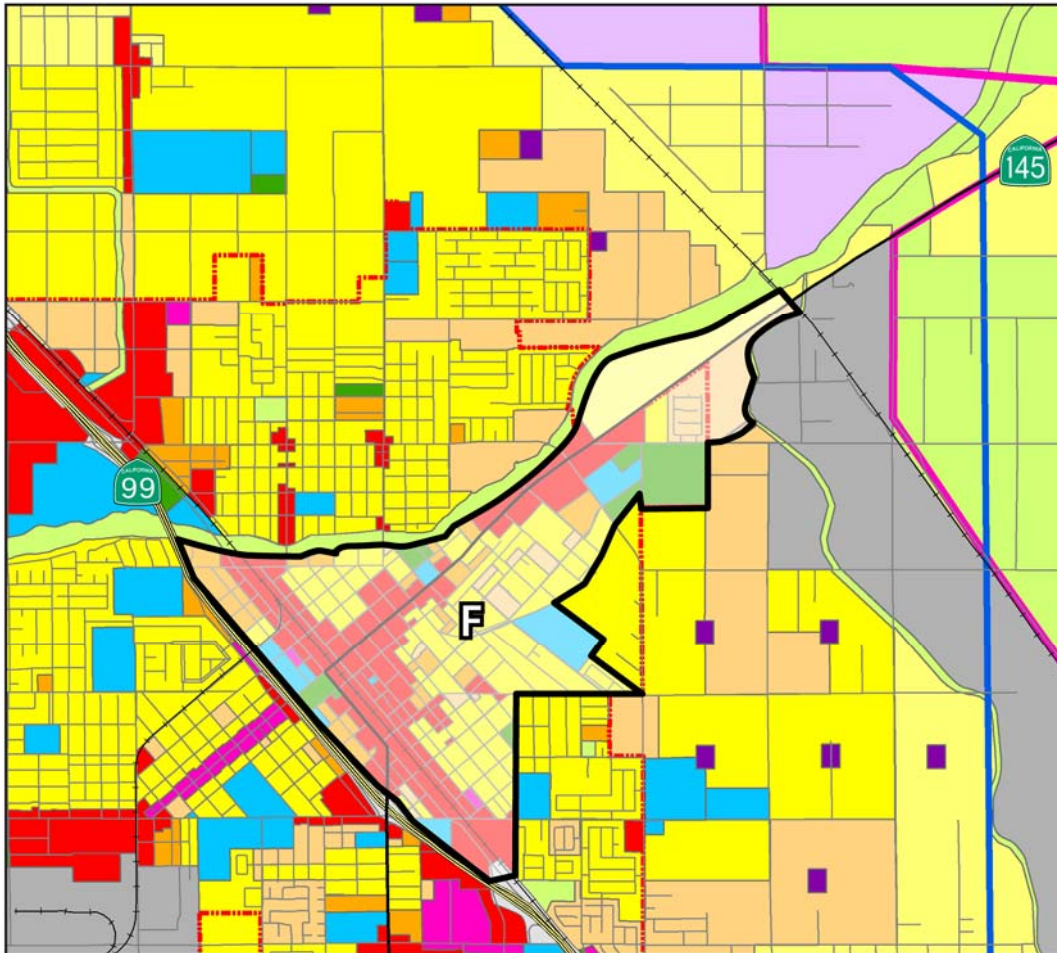
The railroad spur line that serves Madera's southeastern industrial area passes through this Village. Although not as busy as the main line parallel to Hwy 99, this rail line creates some potential noise and safety impacts.

### VILLAGE E: VILLAGE SPECIFIC POLICIES

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.

- Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions.
- In conjunction with village and neighborhood planning for the village reserve at the northwest corner of Village E, a mechanism shall be established which creates a permanent agricultural buffer where the westerly edge of the Village abuts the Growth Boundary. This buffer shall average at least 400' in depth, with a minimum depth of 250', and must run continuously along westerly edge of the Village. No habitable structures are to be located within this buffer, although passive recreational opportunities (such as trails), and community gardens may be allowed. Alternative methods and designs to establish the buffer may be proposed, and including placing the buffer on either side of the Growth Boundary. Physical maintenance of the buffer shall be provided consistent with the design and function of the space.
- The westerly neighborhood of Village E generally lies west of existing conservation easements which are intended to represent the westerly limit of urban growth in this area. The City does not intend to intensify the existing pattern of rural residential lots in this area, and the extension of infrastructure to serve new development in this area is not permitted. While larger "farmable" parcel sizes outside the urban area are preferable, the existing land use pattern significantly limits commercial farming opportunities. Due to the unique conditions in this neighborhood, the City will encourage the County to limit parcel sizes to five acres or larger. In the event this area is annexed into the City, the minimum parcel size permitted by the City in this neighborhood will be five acres.
- Individual uses proposed in proximity of the rail spur which passes through Village E shall take into consideration the circulation and noise impacts created by the rail line. The policies of the noise ordinance addressing transportation-related noise and mitigation preferences will be applied to projects in the vicinity of the spur.

### F: DOWNTOWN DISTRICT



This illustration of planned land uses in the Downtown District “F” is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. District boundaries are approximate and subject to refinement by the City as part of the preparation of a Downtown Master Plan or Specific Plan.

**DOWNTOWN DISTRICT: GENERAL DESCRIPTION**

Almost all of this District is located in the current (2008) city limits. A small area in the northeast corner of this district which fronts along Hwy 145 at the edge of the City is still undeveloped and unincorporated rural land.

Area of this District in the City Limits:	1,019 acres
Area of this District in the Sphere of Influence:	141 acres
Total Area	1,160 Acres

The Downtown District is the historic center of Madera. The Downtown and the Central Business District and surrounding older residential neighborhoods reflect Madera's historic roots formed along the axis of the railway and highway. The Downtown District has undergone significant economic change over the years. The growth of large commercial centers closer to Hwy 99 (and a general shift in retail stores toward larger stores in unified centers) has prompted the downtown to seek out new markets; the area now includes a significant number of shops targeted to Madera's low income Hispanic population that are prevalent in the residential areas adjacent to the district.

In addition to the mix of residential and light-commercial uses in this area, the Downtown District retains some industrial uses along the rail corridor. The mix of residential neighborhoods next to industrial uses raises noise and safety concerns. The Downtown District is also impacted by traffic congestion caused from traffic passing through the district on Hwy 145 (Yosemite Avenue).

The Fresno River runs along the northwesterly boundary of the Downtown and should be considered a potential amenity for future development, as well as a focal point in redevelopment and revitalization efforts in areas which have already developed. Several parks and other public facilities (including the County Courthouse Park & Museum) are located in the Downtown District, as are the offices of the City of Madera, County of Madera, State Superior Court, and numerous other governmental agencies.

The Downtown District contains a number of buildings which may be historic. There are several remaining examples of Madera's early architecture, with at least one dating back to 1900. However, many structures have degraded



over time to the degree that their value and ability to positively reflect historic character is no longer present.

### **DOWNTOWN DISTRICT: SPECIFIC POLICIES**

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

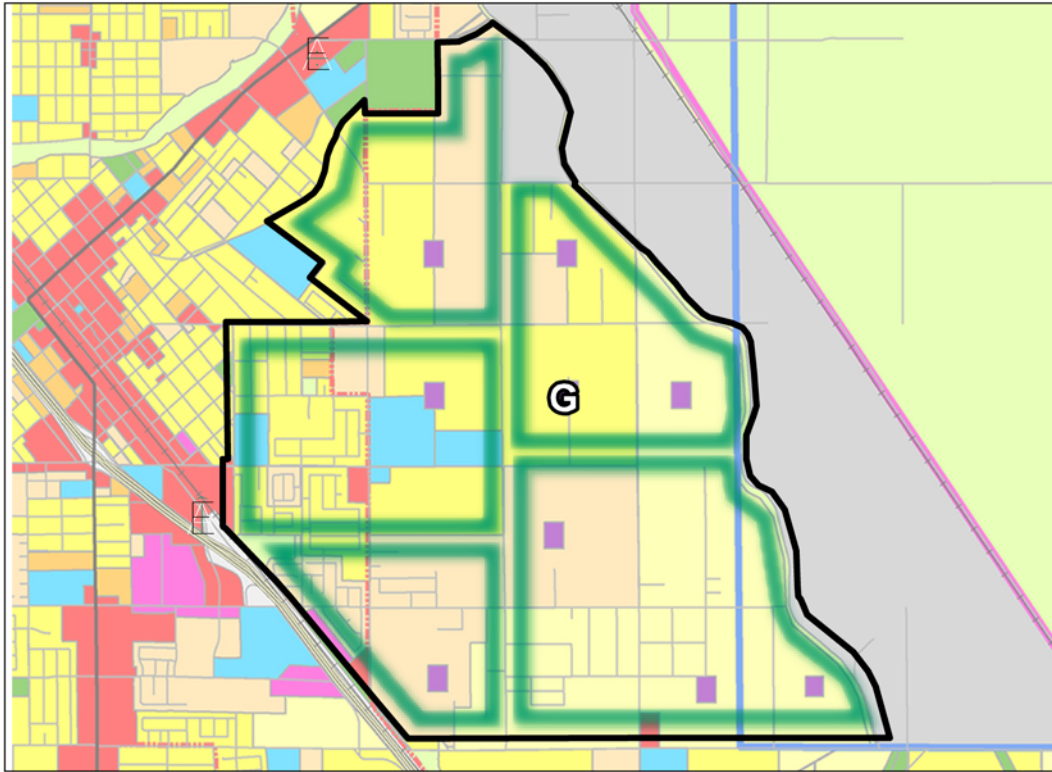
- The City is currently (2008) pursuing the creation of a Downtown Plan for this area. The preparation of the Downtown Plan is important to guide future design and development in the Downtown at a more detailed level than this General Plan.
- Development in the Downtown District should recognize the area's historic features and consider measures to preserve notable historic features. Policies and programs in the Historic and Cultural Resources Element related to historic structures are particularly important in this area.
- The City will work with the railroads to continue to improve safety at the at-grade crossings of the BNSF railway.
- Future development along the Fresno River should be designed to take advantage of the river frontage, including orienting development to front the river where not otherwise prohibited by site conditions.
- The City will investigate the feasibility of establishing Highway 145 (Yosemite Avenue) in Madera as a component of the traditional City street system, providing an opportunity to enhance the streetscape and create flexibility in lane configurations and parking arrangements.
- Mixed use projects where a combination of commercial and residential uses are integrated in the same building or parcel is encouraged in the downtown. The clearest example is where housing opportunities

are provided above ground floor commercial, although other configurations may be acceptable.

*Note to the Reader: Please see the Circulation Element for policies related to the relocation of Hwy 145 out of the Downtown District.*



### VILLAGE G: PARKSDDALE



This illustration of planned land uses in Village G is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

#### VILLAGE G: GENERAL DESCRIPTION

This Village is located in the eastern central portion of the Planning Area. Most of this Village (about three-fourths) is located outside the current (2008) city limits.

Area of this Village in the City Limits:	390 acres
Area of this Village in the Sphere of Influence:	1,862 acres
Area of this Village in the Planning Area only:	162 acres
Total Area	2,414 Acres

The eastern border of Village G is formed by an irrigation canal; to the east of the canal is an area of planned industrial development. The irrigation canal provides an opportunity for the creation of a trail or similar feature in conjunction with new development. A potential new alignment for Hwy 145 to bypass Madera's downtown may pass through a portion of this Village and should be evaluated when development proposals are considered so that noise and traffic issues are addressed.

Although much of this Village is undeveloped, new housing and retail development has taken place in recent years along the western edge of the Village,<sup>4</sup> and new residents are moving in. Several County government facilities are located in this Village north of Olive Avenue (Avenue 14). At the time this General Plan was being written, the California Department of Corrections and Rehabilitation and the County of Madera were evaluating the potential to develop a Secure Community Reentry Facility on vacant property adjacent to the existing County complex at Tozer and Olive. While no final decision on the project had been made at the time of this writing, and the City had not taken a formal position on project, the potential development of the facility may affect land uses in the area.

This Village lacks existing neighborhood centers and a village center, and is generally underserved by parks and other public facilities. Because of its relatively large size, it is expected that this Village will support one or more neighborhood centers. The Village should also be of sufficient size to accommodate a new village center, and a land use designation facilitating the development of a village center has been included in this General Plan.

The area within Village G, particularly south of Avenue 14 and west of Road 28, is developed to what are typically viewed as rural standards, with most

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<sup>4</sup> Note: This was written in 2008.

areas lacking curb, gutter, sidewalk, and drainage facilities. County Service Area 3 serves the semi rural developed area in the southern portion of the Village, providing the area with community water and sewage service. Substandard housing conditions and non-conforming property standards appear to be prevalent within the existing neighborhoods, highlighting the need for City and County code enforcement and neighborhood revitalization efforts to eliminate blight.

### **VILLAGE G: SPECIFIC POLICIES**

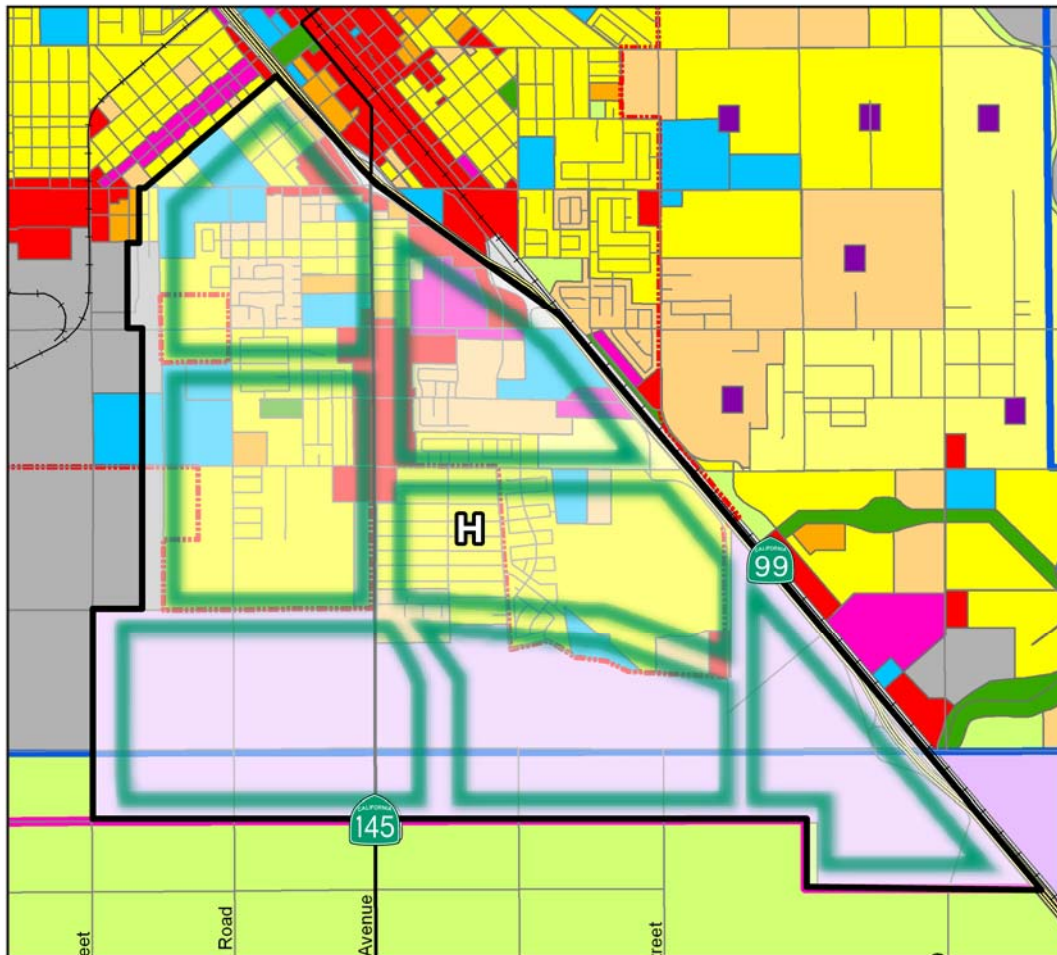
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

- The City supports the creation of neighborhood centers and a village center in this area, and encourages the County to consider these facilities when planning development. Private applicants are encouraged to submit applications for projects that would serve as commercial neighborhood or village centers.
- Future development in the eastern portion of this Village should consider the potential for future industrial uses east of the irrigation canal. Issues such as future traffic, safety, noise, and odors should be considered in the design and construction of projects in this area.
- Code enforcement and other neighborhood revitalization and improvement techniques should be targeted to this Village to address existing blighted conditions. The feasibility and impact of incorporating the neighborhoods of this Village into the Redevelopment Agency Project Area should be evaluated in conjunction with village level planning and annexation proposals.
- The property within Village G designated for Village-Mixed Use shall be developed in accordance with the Village Center principles described in this General Plan.

- In the event that the development of a Secure Community Reentry Facility proceeds, the following policies and actions will be applied:
  - The City will work with the California Department of Corrections and Rehabilitation and the County of Madera to ensure that the design and layout of the facility are established in a manner that maximize compatibility, and minimize conflicts, with existing and planned uses. The area in the vicinity of the potential site is planned substantially for residential use.
  - The layout of the facility on the property should maximize the setbacks to adjacent properties, particularly to properties which are privately owned.
  - The City encourages the California Department of Corrections and Rehabilitation and the County of Madera to ensure that adequate property is included within the project boundary as necessary to create an “on-site buffer” between the facility and adjacent uses, rather than requiring such a buffer to be provided by non-participating properties.
  - The installation of public infrastructure for the facility, including streets, sewer, water, and storm drain improvements, should occur consistent with City standards at the time of project development, including installing such facilities along all project frontages.
  - The property included in the project should be annexed into the City limits to facilitate the logical, orderly development of the area around the facility and prevent the formation of unincorporated islands.

*Note to the Reader: Please see the Circulation Element for policies related to Hwy 145 and cooperating with Caltrans on changes to this roadway in the Downtown area.*

### VILLAGE H: PARKWOOD



This illustration of planned land uses in Village H is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

**VILLAGE H: GENERAL DESCRIPTION**

This Village is located in the southern portion of the Planning Area west of Highway 99, and includes a number of existing neighborhoods and retail areas. Slightly more than half of this Village is in the current (2008) city limits. The western boundary of this Village is adjacent to the large industrial area in southern Madera; the southern boundary marks the edge of the Growth Boundary. This area includes a high school, Madera Hospital, and a commercial district on Madera Avenue.

Area of this Village in the City Limits:	1,533 acres
Area of this Village in the Sphere of Influence:	1,041 acres
Area of this Village in the Planning Area only:	574 acres
Total Area	3,148 Acres

The southern third of the Village along Avenue 12 is designated as Village Reserve and will provide future commercial, industrial and transportation features, and will require special planning along the urban/agriculture interface. The eastern boundary of this Village is adjacent to Hwy 99 and the parallel railroad line, both of which create potential noise and safety impacts. Hwy 145 (Madera Avenue) currently passes through this area, although policies in this General Plan provide for the potential relocation of this highway onto another route that would bypass downtown Madera and a portion of the Village.

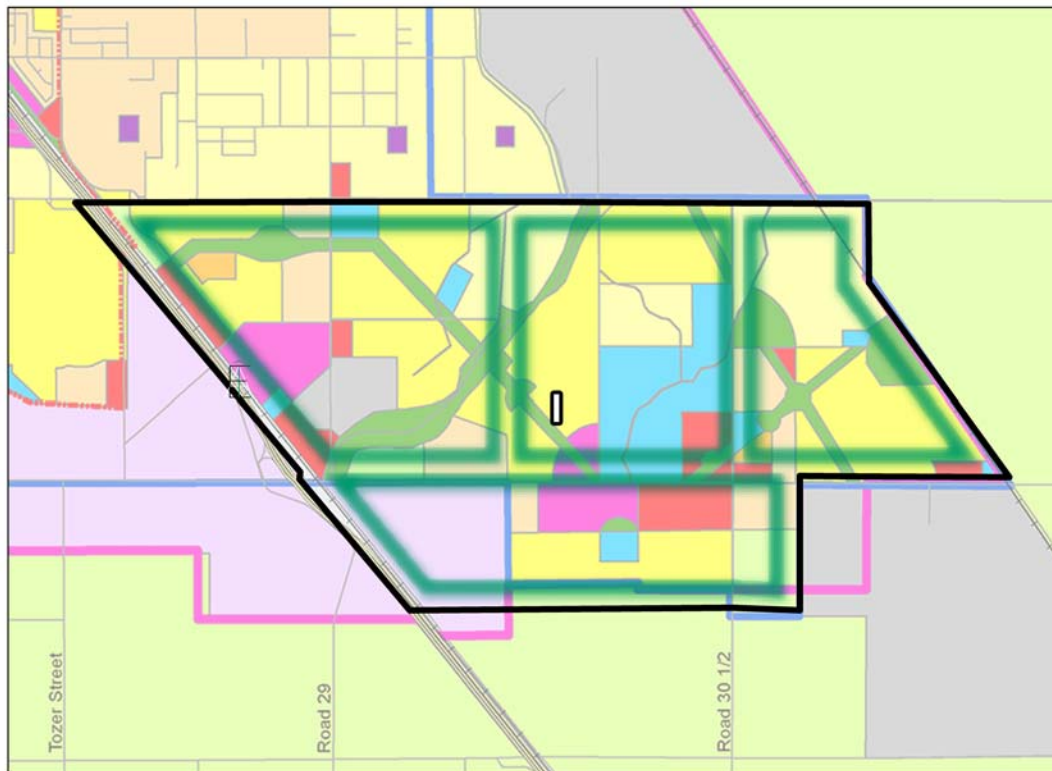
Although the retail area on Madera Avenue fulfills the need for a village center, commercial development is also expected to occur at Highway 99 and Avenue 12. The existing residential areas are generally under supplied with neighborhood centers. A large portion of the area designated Village Reserve is affected by a 100 Year Flood Plain, which will need to be addressed in conjunction the initial village planning efforts.

**VILLAGE H: SPECIFIC POLICIES**

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development and/or redevelopment and the transition of rural areas to urban uses.

- The City supports the creation of neighborhood centers in this area. Private applicants are encouraged to submit applications for projects that would serve as commercial neighborhood or village centers.
- Land uses in the southern portion of this Village (designated as Village Reserve) may include industrial and commercial uses, which should be carefully planned to ensure compatibility with nearby residential areas and interface with agriculture. Residential development should generally not occur along Avenue 12 except in limited, mixed use settings.
- In accordance with the policies defined in the Noise Element of this General Plan, the establishment of land use patterns at the village level shall reflect sensitivity to noise impacts created by proximity to Highway 99.
- A portion of the area designated Village Reserve is located within the 100 Year flood plain. A comprehensive strategy to address the flood plain issues for the Village shall be prepared as part of the initial village level planning process.
- Land uses planned adjacent to existing industrially designated area southwest of the Village shall implement buffering techniques to minimize potential conflicts which may otherwise occur.



**VILLAGE I: COMMUNITY COLLEGE**

This illustration of planned land uses in Village I is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses. Neighborhood boundaries are approximate and subject to refinement by the City as part of the Neighborhood and Village planning processes.

**VILLAGE I: GENERAL DESCRIPTION**

This area is located in the southeastern portion of the Planning Area, and is almost entirely covered by the Specific Plan for the Community College area. This Village is located entirely outside of the current (2008) city limits.



Area of this Village in the City Limits:	0 acres
Area of this Village in the Sphere of Influence:	1,948 acres
Area of this Village in the Planning Area only:	213 acres
Total Area	2,161 Acres

As of 2008, the first phase of the college campus and an elementary school site has been constructed, but no new subdivisions have been developed. Currently (2008) entitlements for a 250 acre residential project are being processed.

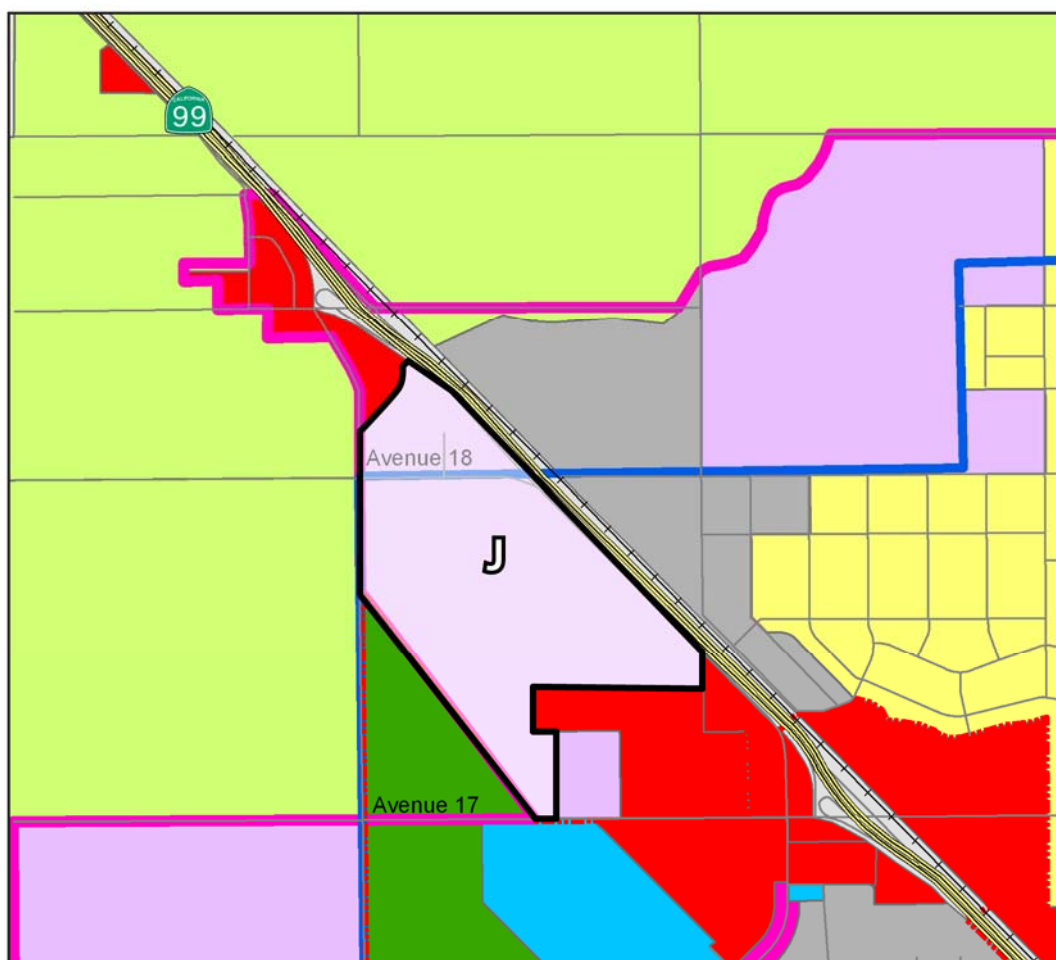
Hwy 99 forms the western boundary of this area; the BNSF rail line forms the eastern boundary. Both create noise and potential safety concerns.

The Specific Plan for this area (reflected on the Land Use Policy Map in this General Plan) generally implements the Building Blocks concepts of this General Plan, and provides for a number of parks, pathways, neighborhood centers, and other community amenities.

### VILLAGE I: SPECIFIC POLICIES

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

- Consistent with overall City land use policy, development of uses in the Specific Plan should take place in the city and be preceded by annexation to the City of Madera. Attention must be given to hydrology and drainage facilities, development of the trails system per the Specific Plan, and financing of infrastructure improvements.

**J: AIRPORT NORTH DISTRICT**

This illustration of planned land uses in the Airport North District is provided for illustrative purposes only. Land Use Policy is established by the Land Use Map, not by this illustration, and the reader is directed to Figure LU-2 in this Element for detailed information on planned land uses.

**AIRPORT NORTH DISTRICT: GENERAL DESCRIPTION**

This area is entirely outside of the current (2008) city limits, but mostly inside the City's Sphere of Influence.

Area of this Village in the City Limits:	0 acres
Area of this Village in the Sphere of Influence:	378 acres
Area of this Village in the Planning Area only:	54 acres
Total Area	433 Acres

This District is in the northern portion of the Planning Area and includes the proposed location of a future (as of 2009) casino. This District is north of the Madera Airport and adjacent to Hwy 99 and the parallel railway. This area is subject to land use limitations by the Airport Land Use Compatibility Plan.

*Note: Please see the Health and Safety Element of this General Plan and the Airport Land Use Compatibility Plan for additional information.*

### AIRPORT NORTH DISTRICT: SPECIFIC POLICIES

The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

- The City encourages the annexation of this village into the city limits in order to allow the City to maintain a continuous jurisdictional boundary, even while the City acknowledges that the proposal to have the site taken into Federal trust would mean the City's jurisdiction would not apply to the site.
- Development of this Village will require careful consideration of how infrastructure will be connected to and through the village. The City encourages the property owner to coordinate with the City on project-level infrastructure planning to ensure that both on and off-site needs are addressed.
- If the Airport North District is ultimately not taken into Federal trust and developed as Native American Casino, the City anticipates the eventual development of the property with urban uses. The preparation of a specific plan or comparable document will be required to

identify the combination of land uses, design features, and infrastructure needs for this area.

- All development proposals within Village J which are subject to the City's land use authority shall comply with the provisions of the Airport Land Use Master Plan. The establishment of land use designations at the village and neighborhood levels, as well as the layouts of individual projects, shall reflect the allowable uses and densities in the Airport Land Use Master Plan.

## WALKABILITY POLICIES

The following policies support the City's goal of creating a more walkable, pedestrian-friendly Madera.

*Note to the Reader: Please see also the Community Design Element for additional guidance on creating pedestrian-friendly environments.*

### Policy LU-36►

The City supports walkability as a guiding concept for the design of new residential and commercial projects. Both private sector development projects and City public works projects shall be designed to be pedestrian-friendly to help reduce vehicular travel, improve the quality life in Madera, and support the City's efforts to reduce pollution and the generation of greenhouse gases.

### Policy LU-37►

"Walkability" shall include:

- A safe walking environment that includes safety features, sidewalks, crosswalks, stopping places, shade, grade-separated crossings where necessary, and ample opportunities for pedestrians to see and be seen.
- An overall community design in which the places that provide day-to-day needs (parks, local schools, daily shopping needs) are within a reasonable walking distance—generally one mile—of all homes.
- A citywide system that allows for walking and bicycling throughout the community and that reduces or eliminates conflicts between these users and motor vehicles.

*Please see the Parks and Recreation Element for a discussion of "Paseos," a type of non-park facility that will provide for walking and bicycling.*

**Policy LU-38►****Action Item LU-37.1**

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Regularly review—and update if necessary—the City’s Public Works standards to ensure that pedestrian and bicycle safety is adequately addressed.

**Action Item LU-37.2**

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Promote pedestrian trips throughout Madera through the addition of pedestrian amenities and the incorporation of the best available design features.

The City shall work to create a pedestrian and bicycling system that links residential, retail, commercial and employment centers, schools, open space, and public facilities throughout Madera.

**Action Item LU-38.1**

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Explore feasible funding options to upgrade and complete the City’s pedestrian system.

**Action Item LU-38.2**

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Prepare a Bicycle and Pedestrian Master Plan to provide detailed plans, standards, and implementation measures for these facilities.

**Policy LU-39►**

Pedestrian and bicycle facilities should not be developed solely as a utilitarian conveyance; the aesthetic of the design and adjacent landscaping should provide a positive environment for walking. To the extent possible, pedestrian and bicycle use should occur on facilities separated from automobile traffic access. These may include sidewalks for pedestrians and off-street pathways for pedestrians and bicyclists.

*Note to the Reader: Please see the Circulation Element for additional policies related to bicycle and pedestrian facilities.*

### INFILL DEVELOPMENT POLICIES

The City of Madera recognizes the potential benefits of infill development, defined in this General Plan as the development (or redevelopment) of vacant and underutilized properties within the City limits as of December 31, 2008. The likely benefits of infill development, when considered as alternative to growth at the City's edges, may include:

- Lower service delivery costs for municipal infrastructure and public services;
- Reduced vehicle trip miles resulting in lower emissions of air pollutants and green house gasses;
- Reduced rate of agricultural land conversion;
- Avoidance of sensitive biological habitats;
- Reduced long-term maintenance costs for public facilities.

In light of these benefits, the following policies and action items are included to support the City's desire to maximize the potential of infill development to meet the need for future development and to help provide additional vitality in existing neighborhoods.

#### Policy LU-40►

The City will prioritize infill residential development inside the city limits as of December 31, 2008, and will seek to encourage the development community to build on vacant or under-utilized land within those limits.

#### Action Item LU-40.1

The City will develop and implement an infill development program to facilitate infill development. The components of that program will include, but are not limited to:

- Identification of the market forces that attract development to infill areas.
- Identification of pro-active approaches to market infill opportunities and to recruit appropriate infill development projects.
- Preparation of a parcel-specific inventory of vacant and underutilized properties suitable for development or redevelopment, including a summary of development capacity, infrastructure requirements, and other special attributes for each parcel in the inventory.
- Identification of preferred infill project types for key properties in coordination with key stakeholders.
- Creation of flexible development standards that address the needs of infill development and that will help facilitate development of new uses.
- Identification and/or creation of incentives for infill development.

#### **Action Item LU-40.2**

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In conjunction with the program identified in Action Item LU-40.1 above, the City will consider the adoption of a fee requirement applied to new development that recognizes the additional cost necessary to serve non-infill development. Such fee could be used as a source to provide incentives for residential infill projects. This program should consider the potential for fee exemptions or adjustments for projects where extraordinary efforts are taken to incorporate “green” or “low impact” design and construction, or for developers that participate directly in the development of infill properties.



### Policy LU-41 ►

Parcel(s) which are not developed when adjacent or surrounding lands are developed shall be planned for so that infrastructure (roadways, water, sewer, parks, etc.) are sized and located so they can be extended or expanded when the parcel(s) develop.

## JOBS/HOUSING BALANCE

### Policy LU-42 ►

The City will seek to ensure that sufficient land in all employment-generating categories is available at all times to provide jobs that match the needs of workers in Madera.

### Policy LU-43 ►

The City supports jobs/housing balance programs at the local and regional scale intended to reduce the need for workers to commute outside their communities.

### Policy LU-44 ►

The City supports the creation and retention of jobs that provide sustainable wages and benefits for Madera residents.

#### **Action Item LU-44.1**

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Explore the use of financing incentives to encourage employment-generating businesses to locate in Madera.

#### **Action Item LU-44.2**

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Assist the private sector in its efforts to attract and retain a broad base of businesses and industries providing well-compensated jobs with career growth potential.



# NOISE ELEMENT

CHAPTER 9



## CHAPTER 9: NOISE ELEMENT

This Element of the General Plan addresses Noise in its many forms, and provides policies and actions to help ensure that uses sensitive to noise maintain the desired level of “quiet” that is needed for a healthy and desirable community.

### NOISE

“Noise” is sometimes defined as “unwanted sound.” Sound which is desirable in some situations—for instance, a music concert—can become “noise” in other situations. Some types of sound—from trains, vehicle traffic, and mechanical equipment—are generally considered undesirable in residential areas, but are accepted in other areas (such as industrial areas).

Noise has been cited as being a health problem, not only in terms of actual physiological damages such as hearing impairment, but in terms of inhibiting general well-being and contributing to stress and annoyance.

In some cases (including, in some cases, the neighbor whose stereo or party creates a nuisance), noise is an annoyance. This



type of noise is generally addressed as a “nuisance” and enforced by law enforcement. The policies and standards in this Noise Element address ongoing and significant noise sources (roadways, railroads, mechanical equipment, etc.); issues with “noisy neighbors” are not addressed specifically in this Element.

Long or repeated exposure to sounds at or above 85 decibels can cause hearing loss. The louder the sound, the shorter the time period before noise-induced hearing loss can occur. Sounds of less than 75 decibels, even after long exposure, are unlikely to cause hearing loss.<sup>1</sup>

Noise can come from two types of sources: mobile and stationary.

- **Mobile source** noises are generally associated with transportation, such as cars, trains, and aircraft. The most significant mobile sources of noise in Madera are the Madera Airport (noise created by aircraft takeoffs and landings), the two railroad lines that pass through the Planning Area, and Hwy 99 and other major roadways.
- **Stationary sounds** can be pin-pointed and do not move. Examples of stationary sources include outdoor machinery (such as heating/air conditioning systems, which may be found in both residential and commercial areas), the Madera Raceway, the high school football stadium, and the industrial areas near the Madera Airport and in the southwest portion of the Planning Area. Noise generated at construction sites also falls within the category of stationary sound.

Noise can be measured in a number of ways, ranging from the momentary noise caused by a single event (such as a passing train) to a day-long average. Most of the measures in this Noise Element use the latter measurement, which provides a weighted average of the noise in a given location over a 24-hour period. Two different 24-hour measures are used: **Ldn** (Day/Night

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<sup>1</sup> Source: National Institute on Deafness and Other Hearing Disorders



Noise at stock car races at the Madera Speedway has been measured at 110-115 decibels.

### How Loud Is It? Sound Levels for Common Noise Sources

Activity	Noise Level in Decibels
Limit of Hearing	0 dB
Normal Breathing	10 dB
Soft Whisper	30 dB
Library	40 dB
Refrigerator	50 dB
Rainfall	50 dB
Washing Machine	50-75 dB
Normal Conversation	60 dB
Hair Dryer	60-95 dB
Alarm Clock	65-80 dB
Power Mower	65-95 dB
Dumpster Pickup (@ 50')	80 dB
Garbage Disposal	80-95 dB
Noisy Restaurant	85 dB
Train Approaching (Engines)	85-90 dB
Tractor	90 dB
Shouting in Ear	110 dB
Loud Rock Concert	120 dB
Jet Engine at Takeoff	150 dB

These are typical noise levels. Distance from the source will reduce the noise level. A 10 dB increase doubles perceived loudness. Continued exposure to noise above 85 dB can cause hearing loss; the maximum exposure to 85 dB noise in the workplace is eight hours. A single exposure to 140 dB noise can cause some hearing loss. Source: National Institute for Occupational Safety and Health.

Level) and **CNEL** (Community Noise Equivalent Level). While they differ in some details, both “weight” noise produced during nighttime and early morning hours to reflect the fact that noise during these normally quiet periods is more intrusive and more likely to disrupt sleep.

Generally speaking, land uses considered noise-sensitive are those in which noise can adversely affect what people are doing on the land. For example, a residential land use, where people live, sleep, and study, is generally considered sensitive to noise because noise can disrupt these activities (the passing train, for instance, whose engine noise or warning horn can disrupt sleep).

Most communities handle noise issues through taking care to put compatible uses near each other and avoid placing noisy uses next to homes and noise-sensitive uses.

The table and maps on the following pages illustrate future noise conditions that will need to be addressed as the City makes land use decisions.

**Table N-A** provides information on projected noise levels along major roadways in the Planning Area—specifically, what the future noise level will be at a distance of 100 feet from the edge of the roadway. This information is useful to residents seeking information on neighborhoods and to planners who want to ensure that noise impacts are properly addressed when new development proposals are reviewed.

TABLE N-A: PROJECTED (2030) NOISE CONTOURS FOR MAJOR ROADWAYS IN MADERA

Roadway Segment	ADT	CNEL at 100 Feet from Near Travel-lane Centerline	Distance (feet) From Roadway Centerline to CNEL Contour		
			70	65	60
4 <sup>th</sup> Street, East of Gateway Drive	17,090	58.84	--	60.2	120.7
Almond Avenue, East of SR 145	15,730	60.09	--	70.9	145.2
Almond Avenue, West of SR 145	11,340	58.67	--	58.9	117.7
Avenue 12, Between Granada Street and Pine Street	23,090	66.02	60.6	130.0	279.7
Avenue 12, Between Road 23 and Road 241/2	13,010	63.53	--	88.8	190.9
Avenue 12, Between SR 99 and Road 30	40,310	68.44	87.6	188.3	405.5
Avenue 13, Between Pine Street and SR 145	13,370	63.65	--	90.4	194.4
Avenue 13, Between Road 23 and Granada Street	6,970	60.82	--	58.7	126.0
Avenue 13, Between SR 145 and SR 99	16,390	64.53	--	103.5	222.7
Avenue 13, Between SR 99 and Road 29	12,970	63.51	--	88.6	190.5
Avenue 15, West of Road 29	11,050	68.51	88.6	190.5	410.3
Avenue 17 at Airport Drive	47,460	68.57	98.1	210.1	451.9
Avenue 17, Between Country Club Drive and Lake Street	24,640	72.00	151.0	325.1	700.2
Avenue 17, Between SR 99 and Country Club Drive	37,390	73.81	199.4	429.3	924.6
Cleveland Avenue, Between Granada Drive and Schnoor Street	18,220	60.73	--	77.4	159.7
Cleveland Avenue, Between Schnoor Street and SR 99	32,360	63.22	--	110.2	232.6
Cleveland Avenue, Between Sharon Road and D Street	15,070	68.91	94.1	202.4	435.9
Country Club Drive, Between Avenue 17 and Avenue 171/2	27,680	72.50	163.2	351.3	756.6



Roadway Segment	ADT	CNEL at 100 Feet from Near Travel-lane Centerline	Distance (feet) From Roadway Centerline to CNEL Contour		
			70	65	60
Country Club Drive, Between Cleveland Avenue and Ellis Avenue	29,660	63.83	--	102.2	218.9
Country Club Drive, North of Avenue 18 ½	6,790	60.70	--	57.7	123.8
Country Club Drive, South of Avenue 17	25,080	66.38	64.0	137.3	295.6
D Street, North of 4 <sup>th</sup> Street	8,570	53.99	--	--	61.3
D Street, North of Cleveland Avenue	6,790	53.47	--	--	--
Ellis Avenue, Between Country Club Drive and Lake Street	3,490	63.51	--	88.5	190.4
Gateway Drive (SR 145), Between Madera Avenue and Yosemite Avenue	29,630	63.83	--	102.1	218.7
Gateway Drive, North of 4 <sup>th</sup> Street	12,550	55.64	--	--	76.4
Gateway Drive, North of Cleveland Avenue	10,550	54.89	--	--	69.0
Granada Drive, Between Howard Avenue and Pecan Avenue	8,350	59.75	--	55.5	117.3
Granada Drive, South of Cleveland Avenue	10,150	58.19	--	--	109.7
Granada Drive, South of Olive Avenue	8,320	60.02	--	70.2	143.6
Granada Drive, South of Sunset Avenue	6,260	56.09	--	--	81.3
Howard Road, Between Granada Drive and Schnoor Street	22,540	61.65	--	88.0	183.5
Madera Avenue (SR 145), Between Avenue 13 and SR 99	35,090	63.57	58.2	116.0	245.4
Olive Avenue, Between Yosemite Avenue and Madera Avenue (SR 145)	19,240	60.97	--	79.9	165.4
Pine Street, Between Olive Avenue and Pecan Avenue	22,520	64.06	--	105.7	226.5
Raymond Road, Between Avenue 16 and Arizona Avenue	4,220	64.33	--	100.4	216.1

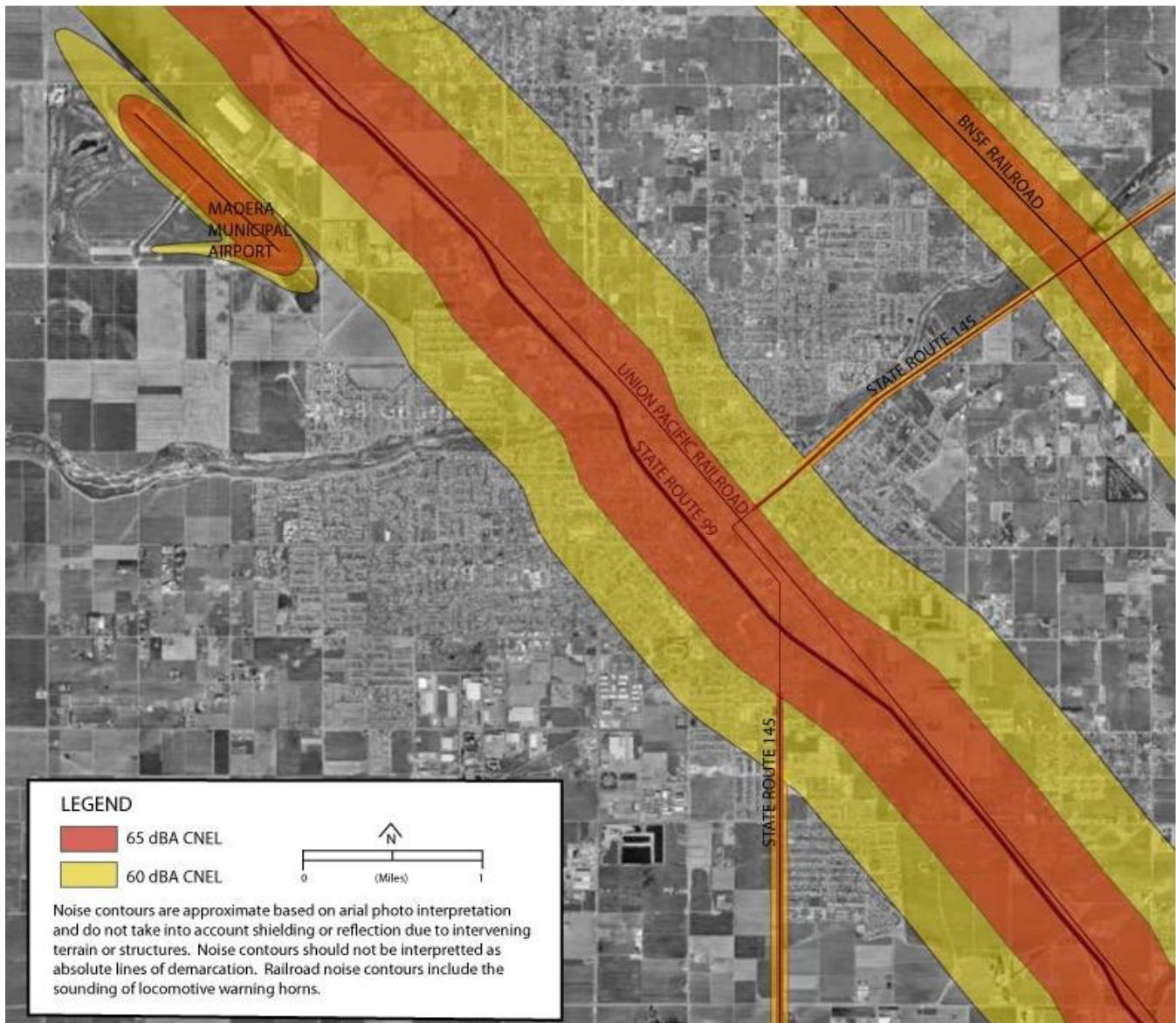
Roadway Segment	ADT	CNEL at 100 Feet from Near Travel-lane Centerline	Distance (feet) From Roadway Centerline to CNEL Contour		
			70	65	60
Road 23, Between Avenue 16 and Cleveland Avenue	29,170	72.73	169.0	363.8	783.5
Road 23, North of Avenue 12	9,770	62.28	--	73.4	157.8
Road 29, Between Olive Avenue and Avenue 13	14,590	69.72	106.6	229.3	493.7
Road 29, Between SR 145 and Avenue 15	11,910	68.84	93.1	200.3	431.3
SR 99, Between Avenue 12 and Avenue 9	135,510	79.51	816.9	1,755.3	3,778.9
SR 99, Between Avenue 16 and Cleveland Avenue	135,040	79.49	815.1	1,751.3	3,770.2
SR 99, Between Avenue 20 and Avenue 18 1/2	144,350	79.78	851.9	1,830.8	3,941.5
SR 99, Between Second Street and 4 <sup>th</sup> Street	136,410	79.54	820.5	1,763.1	3,795.7
SR 99, Between SR 145 and Gateway Drive	125,330	79.17	775.8	1,666.4	3,587.3
Sunset Avenue, Between Granada Drive and Schnoor Street	8,790	57.56	--	--	100.2
Tozer Avenue, Between Avenue 15 and Sunrise Avenue	8,400	67.32	73.9	158.7	341.7
Tozer Avenue, Between Olive Avenue and Almond Avenue	8,420	67.33	74.0	159.0	342.3
Westberry Boulevard, Between Sunset Avenue and Howard Avenue	10,410	59.29	--	51.9	109.4
Yosemite Avenue (SR 149), Between Cleveland Avenue /Tozer Street and Road 29	11,480	58.72	--	59.3	118.6
Yosemite Avenue (SR 149), Between Gateway Drive and Cleveland Ave/Tozer Street	22,130	61.57	--	87.0	181.3

Source: Ambient Consulting. Projected traffic volumes provided by Fehr and Peers.

Noise levels/contours were calculated using the FHWA roadway noise model based on Calven vehicle reference noise levels and traffic data obtained from the traffic analysis prepared for this project.

--" Indicates that noise contours are within roadway right-of-way and do not affect properties adjacent to the roadway.

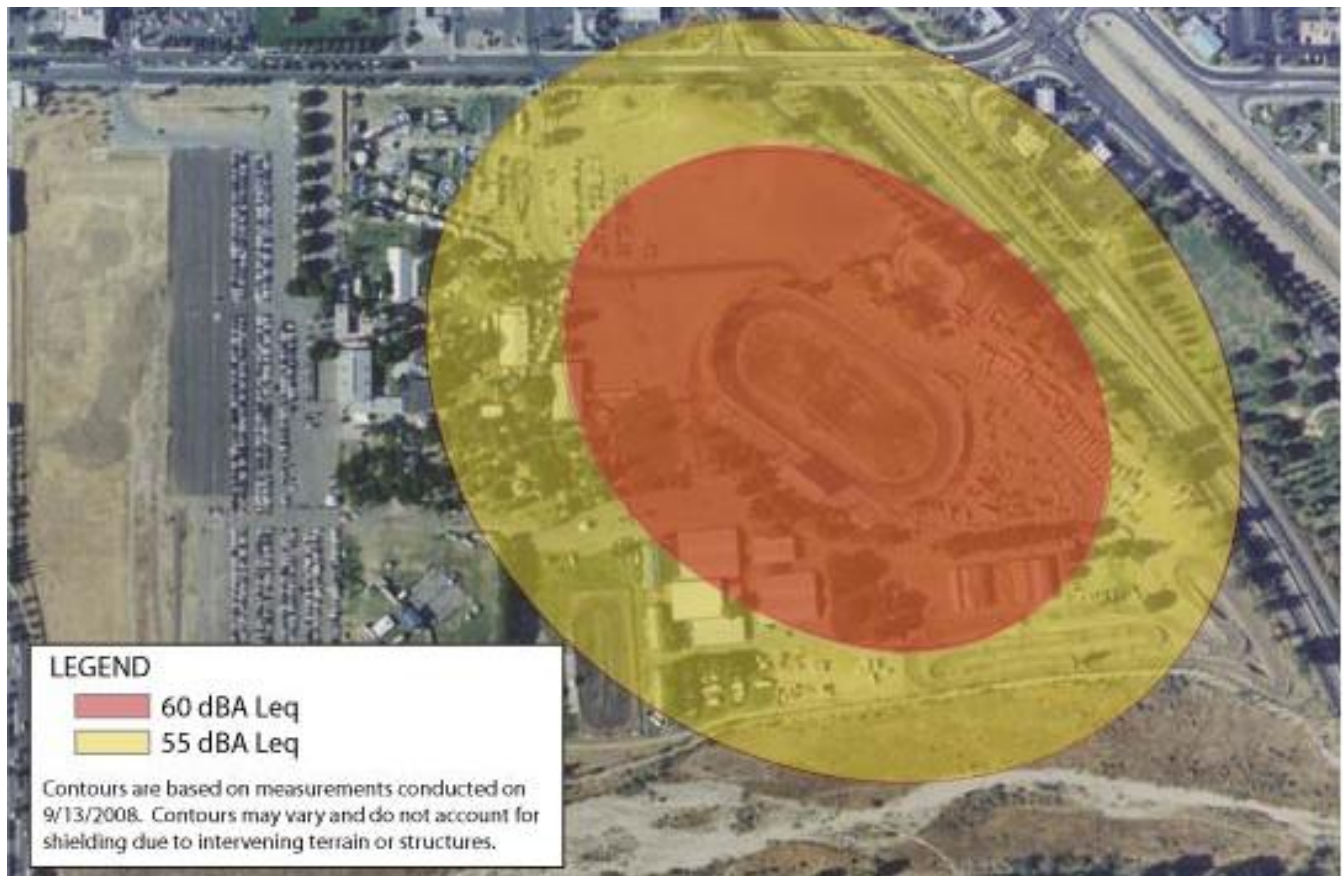
**FIGURE N-1: MADERA TRANSPORTATION NOISE CONTOURS, 2010**



Source: Ambient Consulting. Contours are based on projected roadway and rail traffic and airport operations per the Madera Airport master plan.

For detailed information on the location of noise contours along major roadways not shown in this Figure, please see **Table N-A**.

FIGURE N-2: MADERA RACEWAY NOISE CONTOURS



Source: Ambient Consulting, 2008



## NOISE GOALS

### GOAL N-1

#### NOISE

To protect residents from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of incompatible land uses near roadways, industries, railroads, and other sources of noise.

## NOISE POLICIES

### Policy N-1 ►

The City will protect residential areas and other noise-sensitive uses from excessive noise by doing the following:

- 1) Requiring that land uses, roadways, and other sources do not create incompatible noise levels on adjacent parcels.
- 2) Allowing homes or noise-sensitive uses to be developed only in places where existing and projected noise levels will meet the exterior noise guidelines and standards shown in Policies N-5 and N-6.
- 3) Requiring that City decisions which would cause or allow an increase in noise created by stationary or mobile sources (such as development of noise-generating land uses or the construction of new or wider roadways) be informed by a noise analysis and accompanied by noise reduction measures to keep noise at acceptable levels.

The analysis may be accomplished by reviewing available noise data, by requiring additional information on potential noise that would be created, or by a noise analysis prepared as part of the project's environmental analysis. Roadway projects which are consistent with the Circulation Map in this General Plan will generally not require the preparation of a noise analysis.

**Policy N-2▶**

To implement Policy N-1, the following shall apply:

- 1) No use regulated by the City shall be permitted to generate noise that would cause the ambient noise on any adjacent parcel to exceed the “completely compatible” 24-hour guidelines shown in Policy N-5 or the 30-minute noise standards in Policy N-6.
- 2) The City shall ensure that noise mitigation to achieve a “completely compatible” 24-hour exterior noise level and conformance with the 30-minute exterior noise standard is provided in conjunction with any decision<sup>2</sup> it makes that would cause a violation of item 1) above.
- 3) Developers of new residential or other noise-sensitive uses which are placed in environments subject to existing or projected noise that exceeds the “completely compatible” guidelines in Policy N-5 shall be responsible for ensuring that acceptable exterior and interior noise levels will be achieved.
- 4) The City shall ensure that transportation projects such as new or widened roadways include mitigation measures to maintain at least “tentatively compatible” noise levels as shown in Policy N-5. Mitigation for roadway noise need not be provided where “tentatively compatible” noise guidelines would be exceeded on vacant lands, but shall be installed as part of the transportation project where the noise would affect existing homes. In those instances where noise mitigation is not initially triggered, it shall be the responsibility of the project which places residential units on the vacant lands.

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<sup>2</sup> Examples of decisions include: Roadway construction projects, public park construction, General Plan amendments, changes of zone, conditional use permits, and site plan review approval.

**Action Item N-2.1**

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Apply the State Noise Insulation Standards,<sup>3</sup> zoning and building controls, buffers, sound barriers, traffic controls, and other effective measures to reduce exposure to noise that exceeds the standards contained in this General Plan.

**Action Item N-2.2**

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Require acoustical studies<sup>4</sup> for:

- 1) Significant new noise generators, or
- 2) New uses which are proposed to be developed in areas which do not meet the “completely compatible” exterior noise guidelines contained in Policy N-5 or Policy N-6.

If information on the noise environment at a project site is not available, a measurement of the noise environment by a qualified acoustical engineer may be needed to make a determination whether a proposed project complies with the guidelines and standards in Policy N-5 or N-6.

**Action Item N-2.3**

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Seek to obtain noise mitigation from other agencies (including the State of California) required to address the noise impacts of decisions made by those agencies (including, but not limited to, roadway widenings and railroad operations).

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<sup>3</sup> The State’s noise insulation standards are contained in Title 24 of the California Code of Regulations.

<sup>4</sup> See Policy N-12 for the City’s requirements for the preparation of acoustical analyses.

**Policy N-3►**

The following definitions shall be used to interpret and implement the policies in this Noise Element.

- “Noise-Sensitive Use” is any use other than residential or commercial for which an acceptable interior or exterior noise level is defined in this General Plan or other uses as determined by the City. Generally, noise-sensitive uses will be those which require a reasonable level of quiet as part of their ordinary functioning.
- Noise standards in residential areas shall be applied to outdoor activity areas. Where the outdoor activity areas are not known, the exterior noise standard shall be applied to all areas within 50 feet of the residential dwelling.
- “Outdoor Activity Areas” for residential uses include rear yard areas, including patios located in a rear yard; private ground-floor patios; and community play areas, pools, etc.
- “Projected Noise Levels” shall be those projected to exist at a time 20 (twenty) years in the future, based on projected future development, traffic, and other factors.
- “Residential Area” is any area designated for residential uses on the Land Use Map of this General Plan.
- “Transportation Noise” consists of noise generated by motor vehicles, trains, and aircraft takeoffs and landings.



**Policy N-4►**

The following compatibility standards shall be used to determine whether a proposed use is appropriate for its location, given the projected ambient noise level.

- “Completely Compatible” means that the specified land use is satisfactory and both the indoor and outdoor environments are pleasant.
- “Tentatively Compatible” means that noise exposure may be of concern, but common building construction practices will make the indoor living environment acceptable, even for sleeping quarters, and outdoor activities will not be unduly disturbed by noise.
- “Normally Incompatible” means that noise exposure warrants special attention, and new construction or development should generally be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. Careful site planning or exterior barriers may be needed to make the outdoor environment tolerable.
- “Completely Incompatible” means that the noise exposure is so severe that new construction or development should generally not be undertaken.

**Policy N-5►**

The following are the maximum 24-hour exterior noise levels for land designated by this General Plan for residential, commercial/retail, and public parks.<sup>5</sup>

- See Policy N-4 for the definitions of these levels of compatibility.
- These guidelines apply to land designated by this General Plan for these uses. Residential, retail, or public parks which have been

<sup>5</sup> See Policy N-6 for maximum 30-minute exterior noise standards. Interior noise standards are shown in Policy N-7.

developed on land designated for other uses shall be subject to the exterior noise guidelines for the land on which they are located.

- Non-residential uses located on residentially designated land shall be subject to the exterior noise guidelines for residential lands.
- All uses on commercial lands, including non-commercial uses, shall be subject to the standards for commercial land.
- Land use designations not listed above do not have exterior noise compatibility standards. Land use designations with no exterior noise compatibility standard include office and industrial.
- Standards for public schools are set and enforced by the State of California and are not regulated by the City of Madera. Therefore, no standards for public schools are shown in Table N-B.

**TABLE N-B: EXTERIOR NOISE COMPATIBILITY GUIDELINES FOR NOISE FROM ALL SOURCES, INCLUDING TRANSPORTATION NOISE (24-HOUR DAY-NIGHT AVERAGE [CNEL/Ldn])**

Land Use Designations	Completely Compatible	Tentatively Compatible	Normally Incompatible	Completely Incompatible
All Residential (Single- and Multi-Family)	Less than 60 dBA	60-70 dBA	70-75 dBA	Greater than 75 dBA
All Commercial	Less than 70 dBA	70-75 dBA	Greater than 75 dBA	(1)
Public Parks (Lands designated as Open Space on which public parks are located or planned)	Less than 65 dBA	65-70 dBA	70-75 dBA	Greater than 75 dBA

(1) No "Completely Incompatible" category is shown for commercial uses because not all commercial uses are incompatible with noisy environments. The City may determine as part of the review of individual development proposals that some types of commercial uses are incompatible with noise environments in excess of 75 dBA CNEL.

**Policy N-6▶**

The following are the City's standards for maximum exterior non-transportation noise levels to which land designated for residential land uses may be exposed for any 30-minute period on any day.<sup>6</sup>

- Where existing ambient noise levels exceed these standards, the ambient noise level shall be highest allowable noise level as measured in dBA Leq (30 minutes).
- The noise levels specified above shall be lowered by 5 dB for simple tonal noises (such as humming sounds), noises consisting primarily of speech or music, or for recurring impulsive noises (such as pile drivers, punch presses, and similar machinery). Example: the Single Family/Duplex standard from 10 p.m. to 7 a.m. for these types of noises is 45 dBA.
- The City may impose exterior noise standards which are less restrictive than those specified above, provided that:
  - 1) The noise impact on the residential or other noise-sensitive use is addressed in an environmental analysis,
  - 2) A finding is made by the approving body stating the reasons for accepting a higher exterior noise standard, and
  - 3) Interior noise standards will comply with those identified in Policy N-7.

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<sup>6</sup> Please see Policy N-5 for 24-hour exterior noise guidelines.

**TABLE N-C: EXTERIOR NOISE LEVEL STANDARDS  
FOR NON-TRANSPORTATION NOISE, MEASURED AS dBA Leq (30 MINUTES)<sup>7</sup>**

Land Use Type	Time Period	Maximum Noise Level (dBA)
Single-Family Homes and Duplexes	10 p.m. to 7 a.m.	50
	7 a.m. to 10 p.m.	60
Multiple Residential 3 or More Units Per Building (Triplex +)	10 p.m. to 7 a.m.	55
	7 a.m. to 10 p.m.	60

#### Policy N-7►

The following are the City's standards for acceptable indoor noise levels for various types of land uses. These standards should receive special attention when projects are considered in "Tentatively Compatible" or "Normally Incompatible" areas.

- Noise created inside a use listed above shall not count toward the acceptable noise levels to be maintained in accordance with this policy.

**TABLE N-D: MAXIMUM ACCEPTABLE  
INTERIOR NOISE LEVELS CREATED BY EXTERIOR NOISE SOURCES**

Land Use Type	Acceptable Noise Level (dBA Ldn or CNEL)
Residential Living and Sleeping Areas	45 dBA
Residential Living and Sleeping Areas where the dwelling unit is subject to noise from railroad tracks, aircraft overflights, or similar sources which produce clearly identifiable, discrete noise events (such as the passing of a train as opposed to relatively steady or constant noise sources such as roadways)	40 dBA

<sup>7</sup> Leq (Equivalent Sound Level) is the average noise level during the time period of the sample.

Land Use Type	Acceptable Noise Level (dBA Ldn or CNEL)
Private & Semi Private School Classrooms <sup>8</sup>	55 dBA
All Places of Work Other than School Classrooms	Conform with applicable state and federal workplace safety standards

### Policy N-8 ►

Multi-Family residential uses constructed in a mixed-use setting with commercial or office uses may be exempted from exterior noise standards at the City's discretion but must meet interior noise standards as defined in Policy N-7.

### Policy N-9 ►

The City's preferences for providing noise mitigation are, in order (#1 is the most preferred, #5 the least):

- 1) Reduce noise at the source.
- 2) If #1 is not practical, seek to designate land uses which are compatible with projected noise levels.
- 3) If #1 or #2 are not practical, use distance from the source to reduce noise to acceptable levels.
- 4) If #1, #2, or #3 are not practical, use buildings, berms, or landscaping or a combination of these to reduce exterior noise to acceptable levels. Use construction techniques (sound-reducing windows, etc.) to reduce interior noise to acceptable levels.
- 5) The last measure which should be considered is the use of a sound wall to reduce noise to acceptable levels.

<sup>8</sup> Standards for public schools are set and enforced by the State of California and are not regulated by the City of Madera.

**Policy N-10►**

Where they are constructed, sound walls should be:

- 1) Considered only if proven effective by accompanying noise studies.
- 2) Be visually attractive, complement the surroundings, and require a minimum of maintenance. (See Community Design Element references to sound wall designs).
- 3) As small/low as possible consistent with the need to reduce noise to acceptable levels.

**Policy N-11►**

The City shall generally not require the installation of sound walls in front yard areas to reduce noise to acceptable levels in residential areas which were originally constructed without sound walls. The City shall emphasize other methods to reduce noise levels in these situations, and may accept exterior noise levels higher than those shown in Policy N-5 in order to minimize the construction of sound walls. Examples of “other methods” include:

- Installation of double- or triple-paned windows;
- Installation of weather stripping or seals to keep noise out;
- Replacing wooden fencing with walls or other materials with better sound reducing properties;
- Use of rubberized asphalt to reduce roadway noise.

*Note to the Reader: Please see also the Community Design Element for policies related to the creation of attractive streetscapes and neighborhoods.*

### Policy N-12►

All acoustical analysis prepared pursuant to this Noise Element shall:

- 1) Be the financial responsibility of the applicant.
- 2) Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
- 3) Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions and the predominant noise sources.
- 4) Estimate existing and projected cumulative (20 years) noise levels in terms of Ldn or CNEL and/or the standards in this Noise Element, and compare those levels to the policies in this Noise Element.
- 5) Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of this Noise Element, giving preference to proper site planning and design over mitigation measures which require the construction of noise barriers or structural modifications to buildings which contain noise-sensitive land uses.
- 6) In cases where a sound wall is proposed, the potential impacts associated with noise reflecting off the wall and toward other properties or sensitive uses shall be evaluated.
- 7) Estimate noise exposure after the prescribed mitigation measures have been implemented.
- 8) Describe a post-project assessment program which could be used to evaluate the effectiveness of the proposed mitigation measures.

### Policy N-13►

For the purposes of CEQA analysis, a 5 db increase in CNEL or Ldn noise levels shall be normally considered to be a significant increase in noise.

**Policy N-14▶**

New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

**Policy N-15▶**

The City will require that aviation easements be recorded in conjunction with the approval of development projects on properties affected by airport noise as identified in the Airport Land Use Compatibility Plan.



# HISTORIC AND CULTURAL RESOURCES ELEMENT

CHAPTER 10





## CHAPTER 10: HISTORIC AND CULTURAL RESOURCES ELEMENT

This Element of the General Plan addresses a broad range of issues which contribute to the character of Madera: the city's Historic, Cultural, and Fossil Resources. Together, these issues create the community history that is shared by everyone in Madera.

### HISTORIC, CULTURAL, AND FOSSIL RESOURCES

The following summarizes the key points of Madera's history, starting with prehistory (up to about the 1700s). Madera's modern history and fossil record are also discussed.

#### PREHISTORY

The prehistory of the San Joaquin Valley is generally divided into three periods:

- The first period is characterized by big game hunting and is dated approximately 8,000 years ago.



*Family of Phillip Hunter, 1932.*

- The second period is dated from approximately 5,000 B.P. (Before Present) to A.D. 1200, and is characterized by a shift in subsistence strategy from hunting to the collection of plant resources. This shift in economic pursuits is evidenced in typical artifact assemblages from this period that include seed-grinding implements.
- The third period dates from approximately A.D. 1200-1700, and represents habitation of the area by several Native American tribes. Prior to the arrival of Euroamericans in the region, California was inhabited by groups of Native Americans speaking more than 100 different languages and occupying a variety of ecological settings.

The tribes which inhabited the Madera area generally lived a subsistence lifestyle that included hunting, fishing, and collection of plant resources, particularly acorns. Some of these early inhabitants built a variety of structures including residential dwellings, ceremonial structures, and semi-subterranean sweat lodges. A common dwelling was a thatched house covered by brush, grass, or tules.

A variety of flaked and ground stone tools (e.g., knives, arrow and spear points, and rough cobble and shaped pestles) were common among Native Americans in the area. Obsidian was a highly valued material for tool manufacture, and was generally imported. Some local tribes also engaged in trading relationships with surrounding groups for commodities such as salt, marine shells, and basketry.

Euroamerican contact with Native American groups living in the Central Valley of California began during the last half of the eighteenth century. At this time, the attention of Spanish missionaries shifted away from the coast, and its dwindling Native American population, to the missionization of interior populations of Native Americans. The efforts of the Spanish to missionize the

Native American population began a history of destructive Euroamerican interactions with Native Americans that eventually lead to the loss of traditional Native American culture.

### HISTORIC PERIOD

Initial expeditions into the San Joaquin Valley were exploratory in nature, but were soon followed by campaigns to either convert and/or relocate Native Americans to missions. Missions dominated the social, political, and economic lives of both Spanish and Native Americans across much of California during the Spanish Period (ca. 1769-1821). Many Native American groups, however, were reluctant to adapt to the mission “system” and convert to Catholicism. This factor, in combination with the onset of many European diseases, virtually ended the traditional lifeways of many Native American groups in California.

The Mexican Period (ca. 1821-1848) in California was an outgrowth of the Mexican Revolution, and its accompanying social and political views affected the mission system. In 1833 the missions were secularized and their lands divided among the Californios as ranchos in the form of land grants. The ranchos facilitated the growth of a semi-aristocratic group that controlled large ranchos or land grants. Local Native American populations, who were essentially used as forced labor, worked on these large tracts of land. This was a period of growing antagonism of Native Americans toward Euroamericans and also decline in Native American populations due to both disease and abuse.

The American Period (ca. 1848-present) in California history began with the end of the Mexican-American War and the signing of the Treaty of Guadalupe Hidalgo in 1848.

The Gold Rush was the catalyst for major settlement and development of the region. As miners migrated south from the Columbia-Sonora goldfields, many settled on the valley floor. Madera County encompasses a fairly large area from west to east, including the foothill region, the plains, and the high

# HISTORIC AND CULTURAL RESOURCES ELEMENT



*Madera's 1900 courthouse is listed on the National Register of Historic Places. It now houses a museum of local history.*

Sierra. Although each region offered its own resources and opportunities, the mountains were tapped for their enormous timber reserves. The population increased steadily as the Central Pacific Railroad established lines in the San Joaquin Valley in 1872.

Rising demand for timber prompted the construction of a vast flume that ran 63 miles from the Soquel Basin into the valley. Built in 1874, the flume made it possible to move millions of feet of lumber annually. The flume was originally planned to end at Borden, a community already established along the Central Pacific Railroad. However, high property prices and land level issues prompted mill investors to locate elsewhere. The new end-point for the flume was named Madera, Spanish for "wood" or "timber." As a result, Madera grew significantly, and in 1876 the California Lumber Company officially laid out the town. The Town of Madera became the county seat in 1893.

The table below lists the buildings in Madera that have been listed as historic resources or are eligible for listing. Details on each of these resources follows the table.

While a number of homes and buildings from Madera's early years survive, most have been extensively remodeled and have lost much of their historic value.

**TABLE HC-A: HISTORICAL RESOURCES  
IN THE CITY OF MADERA GENERAL PLAN UPDATE AREA**

Site Number	Site Identification	Year Built	Location	NRHP Eligibility Status
P-20-002516	Madera County Courthouse	1900	210 W. Yosemite Avenue	Listed
P-20-002497	Luther Burbank School	1925	328 Madera Avenue	Eligible
P-20-002494	Dixie Motel	1934	1100 S. Gateway Drive	Eligible

The Madera County Courthouse was added to the National Register of Historic Places in 1971. The application was made for its listing in 1970 by the curator of the Madera County Historical Society. It was found eligible for the Register under two criteria: A-Significant Event(s) and C-Architecture/Engineering.

The Madera County Agricultural Offices, otherwise known as the Madera County UC Cooperative Extension, was in the past known as The Luther Burbank School. This building was found eligible for the National Register of Historic Places in January 2001, in an evaluation prepared as part of the environmental analysis of a nearby roadway project. The building was found eligible under criteria A-Significant Event and C-Architecture/Engineering. The important event is the building's association with "the development of education in Madera, which played an integral role in the settlement and growth of the community."

The Dixie Motel, which is currently known as "3D's Motel" was found eligible for the National Register of Historic Places in an evaluation prepared in April 2001 as part of the environmental analysis of a nearby roadway project. The motel was found eligible under criteria A-Significant Event and C-Architecture/Engineering. The important event cited in the analysis is the property's "association with the commercial development of Highway 99, after the advent of the automobile and when small motel complexes were built along the improved highways of the 1930's."

## PALEONTOLOGY (FOSSILS)



*A Mammoth, one of the Pleistocene animals whose fossils may be found in Madera.*

Paleontology is defined as a science dealing with the life of past geological periods as known from fossil remains. Paleontological resources include fossil remains, as well as fossil localities and formations that have produced fossil material. Such locations and specimens are important nonrenewable resources.

The Madera County Fairmead Landfill is home to perhaps the largest single fossil site in California if not the West Coast. Since it was discovered in 1993 more than 13,000 fossils and 5,000 specimens have been uncovered over 16 acres of land. The fossils were buried in earth 15-60 feet below the surface and are up to 780,000 years old. In January 2009 groundbreaking took place on the new Madera County Fossil Discovery Center that will house finds from the site. As they continue to uncover new discoveries every year, Paleontologists expect to be working the site until 2030.

Fossils of Pleistocene mammals such as mammoths, horse, camels, and big cats (saber-tooth cats) may be found in the Madera area.



### HISTORIC, CULTURAL, AND FOSSIL RESOURCES GOAL

#### GOAL HC-1

##### HISTORIC/CULTURAL/FOSSIL RESOURCES

Protection and preservation of Madera's significant historical, archaeological, cultural, and fossil resources.

### HISTORIC, CULTURAL, AND FOSSIL RESOURCES POL- ICIES

#### Policy HC-1 ►

##### HISTORIC RESOURCES POLICIES

The City encourages the preservation and enhancement of existing historical and archaeological resources in the City.

##### Action Item HC-1.1

Seek grant or alternative funding to develop and update an inventory of locally significant historic resources using the National Register, the California Register, California Historical Landmarks, California Points of Historical Interest, and other available sources to identify structures or properties the City Council determines to have historic value. The Inventory should contain a map that shows the location of all of the structures with a historically significant designation, and a list of all of the historically significant structures in Madera.

## Policy HC-2►

### Action Item HC-1.2

Provide information to the public on historic preservation efforts and financial incentive programs. This may include:

- Creating a historic preservation page on the City's website with links to federal and state historic preservation programs and financial incentive programs.
- Creating pamphlets that outline and discuss the City's historic preservation program.

The City supports the goals and objectives for the Comprehensive State-wide Historic Preservation Plan for California 2000-2005. (See *info box below*)

The U.S. Secretary of the Interior's **Standards for the Treatment of Historic Properties** is a set of guidelines that outlines four potential approaches for historic structures: **Preservation**, **Rehabilitation**, **Restoration**, and **Reconstruction**.

- The first treatment, **Preservation**, places a high premium on the retention of all historic fabric through conservation, maintenance and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.
- **Rehabilitation**, the second treatment, emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work. (Both Preservation and Rehabilitation standards focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)
- **Restoration**, the third treatment, focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.
- **Reconstruction**, the fourth treatment, establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.

Source: National Parks Service at [www.nps.gov](http://www.nps.gov)

### Policy HC-3►

The City encourages restoration, renovation, and/or rehabilitation of buildings which retain their historic integrity.

#### **Action Item HC-3.1**

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Provide incentives to residents as encouragement for rehabilitation and restoration of historic resources located on private property, such as:

- Participating in the Mills Act Tax Abatement Program as an economic incentive for private property owners to actively participate in the restoration of their properties.
- Establishing an award program to recognize preservation efforts.
- Allowing the use of the Historical Building Code (HBC) for buildings which are officially designated as historic. (The HBC provides more flexibility to persons renovating historic buildings and helps preserve the building's historic character.)

#### **Action Item NC-3.2**

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Use grants and funds available to the City for historic preservation, such as the Community Development Block Grant (CDBG) and the California Heritage Fund (provided by the Safe Neighborhood Parks, Clean Water, Clean Air and Coastal Protection Bond Act of 2000).

### Policy HC-4►

Support use of federal financial incentive programs to encourage preservation of historic structures.

#### **Action Item HC-4.1**

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Provide information on applying for the Federal Historic Preservation Tax Incentive.

**Policy HC-5►****Action Item HC-4.2**

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Provide information on claiming income and estate tax deductions for charitable contributions of partial interest in historic property, per The Tax Reform Act of 1986.

Maintain and improve buildings which help contribute to the downtown's historic character.

**Action Item HC-5.1**

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Use the latest Secretary of the Interior's Standards for the Treatment of Historic Properties as a guideline for the preservation of historic buildings. (*See info box above*)

**Policy HC-6►**

The preservation, restoration, rehabilitation, reuse and maintenance of existing Downtown buildings which have historic value (that is, buildings which are on a local, state, or federal register) is encouraged.

**Action Item HC-6.1**

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Create and maintain a Local Register of Historic Resources.

**Policy HC-7►**

The City shall require quality architecture that preserves the Downtown's historic integrity. "Franchise architecture" that detracts from the unique and distinctive setting of the Downtown shall not be allowed.

**Policy HC-8►**

Building renovations in the Downtown shall be complementary to the character of historic Downtown architecture.

### Policy HC-9►

#### ARCHAEOLOGICAL AND FOSSIL POLICIES

The City will endeavor to protect and preserve prehistoric and historic archaeological resources, cultural resources (particularly those of importance to existing tribes), and fossils.

##### Action Item HC-9.1

In areas identified with a significant potential for containing archaeological artifacts,<sup>1</sup> require completion of a detailed on-site study as part of the environmental review process. Implement all feasible mitigation measures.

##### Action Item HC-9.2

Impose the following conditions on all discretionary projects which may cause ground disturbance:

- “The Planning Department shall be notified immediately if any prehistoric, archaeological, or fossil artifact or resource is uncovered during construction. All construction must stop and an archaeologist that meets the Secretary of the Interior’s Professional Qualifications Standards in prehistoric or historical archaeology shall be retained to evaluate the finds and recommend appropriate action.”
- “All construction must stop if any human remains are uncovered, and the County Coroner must be notified according to Section 7050.5 of California’s Health and Safety Code. If the remains are determined to be Native American, the procedures outlined in CEQA Section 15064.5 (d) and (e) shall be followed.”

<sup>1</sup> Please see the Environmental Impact Report prepared for this General Plan for information on areas which have a significant potential for containing archaeological artifacts.

**Action Item HC-9.3**

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The City will work with area tribes to develop updated standards for cultural resource surveys, as well as a process for obtaining the input of tribes in the development review process when cultural resources are involved.

# PARKS AND RECREATION ELEMENT

CHAPTER 11







## CHAPTER 11: PARKS AND RECREATION ELEMENT

### PURPOSE

This Element establishes goals and policies that plan for the existing and future parks and recreation needs of the community. While not as specific as the Parks and Recreation Master Plan, this Element establishes a framework to ensure adequate public parks, trails and recreation facilities as the city grows and changes.

### INTRODUCTION

The City of Madera recognizes the importance of quality recreation and parks in making Madera a great place to live and do business. As described in Vision Madera 2025, the community envisions safe, well-maintained parks and recreational centers conveniently located and accessible throughout the community. Residents expressed a strong desire for every neighborhood to have a park within safe and easy walking distance.



The City's existing parks system serves thousands of residents and visitors each year and plays an important role in the physical, mental, social, and environmental health of the Madera community. Civic leaders understand that a quality park, recreation, and open space system strengthens the community through improved quality of life, economic development, cultural unity, human development and health and wellness.

This Element of the General Plan works in concert with the **Parks and Recreation Master Plan** (adopted separately) to identify existing facilities and programs, assess how they are used, identify where additional park facilities and/or programs are needed, and provide guidelines to best meet these needs. Both documents serve as a framework of goals and policies to assure efficient stewardship of the City's parks and public spaces, recreation facilities, and natural resources. This Parks and Recreation Element provides more general guidance; the Parks and Recreation Master Plan, by comparison, is a detailed action plan for the Department of Parks and Community Services.

Madera's parks and recreation facilities are thoroughly enjoyed by residents, with sports fields and picnic areas often at capacity. While there are more than 320 acres<sup>1</sup> of parks and recreation, there are not currently (2008) enough fields for popular sports such as soccer and baseball. The City's neighborhood parks are predominately located in the eastern half of the city.

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<sup>1</sup> Note: This figure includes the City's 180-acre golf course. Public parks total approximately 143 acres.

## CITY PARK AND RECREATION FACILITIES

### Open Space in Madera



*The Fresno River is a major open space resource for Madera.*

The issue of Open Space is closely related to Parks and Recreation. While open spaces are not “parks,” they can provide important benefits for both Madera residents and the natural systems that still exist in the Planning Area. *The City’s goals and policies for the preservation of open space for a variety of uses (protecting natural open areas, watersheds, and environmentally sensitive areas such as creeks and riparian areas; preserving farmland; and ensuring the safety of persons and property) are addressed in the Conservation, Land Use, and Health and Safety Elements of this General Plan. The reader is invited to consult those Elements for detailed policies and actions dealing with open space in all its forms.*

The City provides extensive recreation and community facilities for its residents. Madera manages eight community centers in the city, as well as an additional five senior centers in the unincorporated area outside the city. One of the most popular destinations in the hot summer months is the aquatic center at Centennial Park.

In addition to Madera’s Municipal Golf Course, a full range of recreational opportunities are offered in the park system including soccer fields, baseball and softball fields, volleyball and basketball courts, tournament-level horse-shoe pits, an outdoor amphitheater, playgrounds, a skate park, a community garden, and the Vern McCullough Fresno River trail.

Existing (2008) parks in Madera are shown in **Table PR-A**, on the following page.

Another notable feature of Madera’s parks system is the Vern McCulloch Fresno River Trail. Vision Madera 2025 describes the River Trail as a recognized feature of the city, providing valued recreation, access and mobility opportunities for pedestrians, runners and bicyclists.

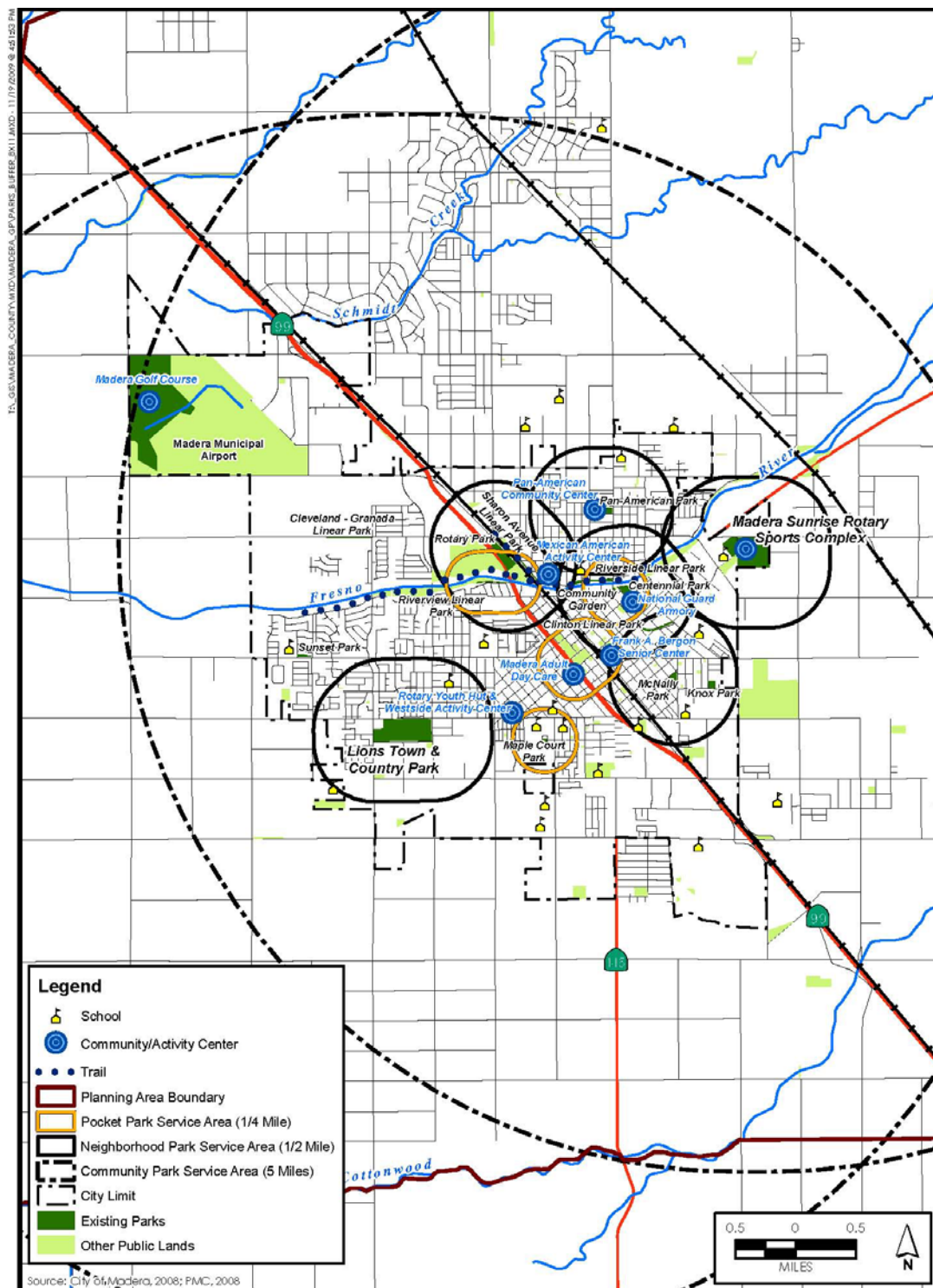
TABLE PR-A: EXISTING (2009) PUBLIC PARKS IN MADERA

Parks by Classification	Acres
<b>Community Parks</b>	
Lions Town & Country Community Park	50.36
Madera-Sunrise Rotary Sports Complex	48.94
Rotary Park	9.67
Total Community Park Acreage	108.97
<b>Neighborhood Parks</b>	
Centennial Neighborhood Park	3.53
Knox Neighborhood Park	2.09
McNally Neighborhood Park	1.93
Pan-American Neighborhood Park	4.66
<b>Total Neighborhood Park Acreage</b>	<b>12.21</b>
<b>Pocket Parks</b>	
Community Garden (Pocket Park)	0.31
Maple Court Pocket Park	0.41
Riverview Pocket Park	0.65
Sunset Park	1.40
<b>Total Pocket Park Acreage</b>	<b>2.77</b>
<b>Linear Parks</b>	
Cleveland-Granada Linear Park	2.24
Clinton Linear Park	2.07
Riverside Linear Park	3.31
Sharon Avenue Parkway	1.50
<b>Total Linear Park Acreage</b>	<b>9.12</b>

Parks by Classification	Acres
<b>Trails</b>	
Vern McCullough Fresno River Trail	12.45
<b>Total Trails Acreage</b>	<b>12.45</b>
<b>Special Use Facility</b>	
Madera Municipal Golf Course	179.95
<b>Total Special Use Facility Acreage</b>	<b>179.95</b>
<b>County Parks</b>	
Parkwood Neighborhood Park (not in City boundary)	2.24
Courthouse Park	3.25
<b>Total County Acreage in Madera</b>	<b>5.49</b>
<b>Total Acreage</b>	
<b>Total Parkland within City</b>	<b>325.47</b>
<b>Total City of Madera Developed Parkland</b>	<b>145.52</b>



FIGURE PR-1: EXISTING PARKS



## PARKS AND RECREATION GOALS

The City's Parks and Recreation Goals, shown below, are based on the outcomes of Madera Vision 2025, which set out a number of specific steps that would be followed to create an enhanced parks and recreation system. These goals (and the policies and actions that follow) define in broad terms **what** the City desires for its parks and recreation system and **how** it will be implemented.

The goals, policies, and actions in this Element provide guidance to Madera's decision-makers, residents, and staff on how to achieve the City's future park and recreation system.

### GOAL PR-1

**Park Facility Goal:** A system of parks and recreation facilities and programs that enhance quality of life; improve public health and safety; are distributed throughout the city; and are responsive to the needs and interests of the people who live and work in Madera.

### GOAL PR-2

**Recreation Goal:** Recreation programs and community services that respond to resident needs, promote community, strengthen neighborhoods, and encourage healthy lifestyles.

### GOAL PR-3

**Implementation Goal:** Adequate and reliable funding for the acquisition, development, rehabilitation, and maintenance of parks, community facilities, recreation facilities, trails, and other park-related facilities.

## PARKS AND RECREATION POLICIES

The policies and actions below are arranged into categories, based on their focus. Policies are provided for:

- Parks and Facilities;
- Implementation;
- Connectivity and Access to Trails and Parks;
- Neighborhood Park Distribution and Planning;
- Recreation Facility Uses and Distribution;
- Recreation Program Types And Distribution;
- Park and Green Space Design.

Goals, policies, and actions related to Open Space are found in the Conservation Element of this General Plan and in the Land Use Element.

## PARKS AND FACILITIES POLICIES

The following policies define the City's overall standards for the physical facilities that make up the parks system. These policies implement the **Park Facility Goal** and, by providing areas for recreation, help implement the **Recreation Goal**.



### Policy PR-1►

The City shall endeavor to develop and maintain a complete system of public parks distributed throughout the City that provides opportunities for passive and active recreation at a minimum of 3 (three) acres per 1,000 (one thousand) residents.

### Policy PR-2►

The following are the City's Park and Landscape Area Classifications. These Classifications are described in more detail in the City's Parks and Recreation Master Plan, which should be consulted for in-depth information on the features that may be provided in each type of facility.

The Classifications below cover two general types of facilities:

- **Public Parks** are those areas which the City considers to be part of the parkland area requirement stated in Policy PR-1. These include Neighborhood, Community, and Regional Parks, together with Sports Complexes and Special Use Facilities.
- **Non-Park Public Areas** which are not "parks," but which serve other, parks-related functions. These include Paseo/greenbelt areas and Linear Landscape Areas, Pocket Parks, open space, etc.

Descriptions of each type of facility are provided below. Expanded descriptions and requirements are included in the City's Parks and Recreation Master Plan.

**PUBLIC PARK TYPE: NEIGHBORHOOD PARK**

Neighborhood Parks are the most important type of park in Madera. Neighborhood Parks are large enough to include both passive and active facilities (including sports fields), but are small enough to be placed in neighborhoods, where they serve the needs of residents in a local setting.

Neighborhood Parks are typically five (5) to ten (10) acres size, but must be at least three (3) acres.

Neighborhood Parks serve the recreation needs of their neighborhood, including limited organized/league use. Because they are usually located in neighborhoods, Neighborhood Parks are designed and operated to minimize use, noise, and traffic impacts.

Locations for Neighborhood Parks will be based on a variety of factors, including the population and demographics of residents in the park's service area and major physical boundaries. Neighborhood Parks should generally be located with a  $\frac{1}{4}$  -  $\frac{1}{2}$  mile walk from the neighborhood it serves, uninterrupted by arterial roads or other physical barriers.

**PUBLIC PARK TYPE: COMMUNITY PARKS**

Community Parks are intended to serve the recreational needs of several neighborhoods. Where possible, they should be developed in a coordinated fashion with adjoining schools and are best located on/or near arterial streets.



*Pan-American Park in Madera is an example of a Neighborhood Park.*



*The Pan American Community Center is one example of a facility that could be provided at a Community Park.*



*This open space area shows the kind of Regional Park that could be established in the Madera Planning Area.*



*In the aerial photo above, a sports complex that includes sports fields, baseball diamonds, running tracks, and track & field facilities has been built in conjunction with a high school/middle school.*

Community Parks are within 1-3 miles of every residence. Community Parks are generally twenty (20) to fifty (50) acres in size.

A Community Park may serve as the Neighborhood Park for the neighborhood in which it is located.

### **PUBLIC PARK TYPE: REGIONAL PARK (LARGE URBAN PARK)**

Regional Parks are the largest type of park. Regional Parks serve the population of several urban areas, providing a respite from urban lifestyles. Regional Parks may feature wooded areas and varying topography.

Regional Parks are generally built by counties or other agencies with a regional scope. In Madera, the City may participate in the development and operation of Regional Parks, but will likely not take the lead, focusing instead on serving the needs of City residents.

Because of the number of persons they serve, Regional Parks are generally at least fifty (50) acres and are optimally seventy-five (75) acres in size or larger.

### **PUBLIC PARK TYPE: SPORTS COMPLEX**

A Sports Complex is a large facility consolidating heavily programmed athletic fields and associated facilities. Sports Complexes are devoted to providing fields and facilities for active sports, and will generally include only limited passive facilities (such as picnic areas and playgrounds).



Enjoying a round of golf at Madera's municipal course.



In order to accommodate enough fields and facilities, Sports Complexes will generally be at least twenty-five (25) acres in size, with 40-50 acres being optimal.

#### **PUBLIC PARK TYPE: SPECIAL USE FACILITY**

A Special Use Park includes a broad range of parks and recreation facilities oriented toward single-purpose use. These parks may provide a recreational facility or amenity unique to a community or site and may include active and/or passive activities.

Special Purpose Parks are designed to meet the needs of the facility, site and users. They should be strategically located in the community and easily accessible.

The City has one special-use facility: an 18-hole municipal golf course immediately west of the airport. The public facility is owned by the City and is operated as a daily fee course. In addition to golf, the facility also offers banquet facilities on a rental basis.

Additional special-use facilities would be planned, acquired, or developed at the discretion of the City to meet needs identified in the Parks and Recreation Master Plan. Examples of other special-use facilities include nature or environmental education centers, aquatic parks, tennis complexes, stadiums, dog parks, and off-road BMX and bicycle complexes.

Special use facilities will be planned and developed consistent with the Parks and Recreation Master Plan. *The City will determine on a case-by-case basis whether a special use facility counts toward the City's parkland standard in Policy PR-1.*



### NON-PARK PUBLIC AREA: TRAILS



*Trails provide for recreation, bring people into open space areas, and can provide an alternative to motor vehicle use.*

Trails are a multi-purpose facility that will generally be located in a park or open space area, although they may also be built on private lands or on lands controlled by another agency (such as a flood control agency).

Trails emphasize safe travel for pedestrians and (where appropriate) bicyclists. Trails serve to connect parks in the City's system or to provide a pleasant means of travel in the city and outlying areas.

Trails are different from on-street bike paths in that they are separate from a roadway. *(For information on bike paths located within the road right-of-way, please see the Circulation/Infrastructure Element of this General Plan.)*

The City's standard is to provide 0.5 linear miles of trail per 1,000 population, or as needed to provide adequate connections to parks and other centers of activity. Generally, all homes should be located within reasonable walking distance of a trail access point, which may include a paseo/greenbelt, a linear landscape area, or a park.

*Trails are important facilities, but do not count toward the City's parkland standard in Policy PR-1.*



*In the photo above, a paseo/greenbelt passes through a neighborhood. A trail in the paseo/greenbelt connects with a public park (upper right) and to a larger trail system.*



*This utility corridor includes a walking trail.*

### NON-PARK PUBLIC AREA: PASEOS/GREENBELT

“Paseos” or “greenbelts” are linear open space areas which provide pedestrian connections between neighborhoods and open space, and can be a buffer between different land uses. They may include amenities similar to those commonly found in pocket parks.

Paseos/greenbelts differ from Linear Landscape Areas (described below) in that they generally are located within a residential or other area and are not adjacent to a roadway.

Paseos/greenbelts should be located to serve as connectors between parks, schools, residential and commercial areas, and should optimally be at least 100 feet wide (although narrower paseos/greenbelts may be provided where more land is not available).

Paseos/greenbelts can be designed and built as part of residential areas, or can make use of strips of public land next to canals or to creeks. Utility corridors within which other uses are not appropriate can also be used as paseos/greenbelts. *(In the photo at left, a trail is located in a greenbelt area located under high tension electrical lines, reclaiming this land for public use.)*

A typical design for paseos/greenbelts is to have these features run through residential areas where housing will front streets and back onto a paseo/greenbelt containing a trail, trees and grass.

Paseos/greenbelts may be an appropriate reuse of abandoned railroad right-of-way.

*Paseos/greenbelts are important facilities, but do not count toward the City's parkland standard in Policy PR-1.*

### NON-PARK PUBLIC AREA: LINEAR LANDSCAPE AREAS

Linear Landscape Areas are areas adjacent to major roadways where a wider landscaped area is dedicated in order to allow the installation of pathways or simply to provide more landscaping.

The additional distance and landscaping in a Linear Landscape Areas can help provide a buffer between residential areas and the noise from major streets.

Linear landscape areas will most often be maintained through a homeowners association or lighting & landscape district, funded by property owners.

*Linear landscape areas are important facilities, but do not count toward the City's parkland standard in Policy PR-1.*

### NON-PARK PUBLIC AREA: POCKET PARK

Pocket parks are typically built only to serve a specific need or where the development of a larger park (such as a Neighborhood Park) is not possible.

Pocket Parks are up to three (3) acres in size, and are often developed on unused or vacant lots.



*In the photo above, linear landscape areas flank both sides of a roadway. A meandering trail is located in the linear landscape area, providing a safe place for walking and bicycling that is separated from vehicle traffic.*



*Tot lots (shown above) are a common feature of pocket parks.*

Pocket parks will be located primarily based on the availability of land. A Pocket Park should be located in close proximity to the neighborhood it is intended to serve, so that residents can easily walk to the park.

Pocket parks built after 2009 will be maintained through a private entity such as a homeowners association or through a landscape, lighting, and maintenance district.

*The City no longer accepts Pocket Parks for dedication as public parks. Pocket Parks which existed prior to April 2009 do count toward the City's parkland standard in Policy PR-1.*

### NON-PARK PUBLIC AREA: OPEN SPACE

Open Space is land that is set aside for a variety of reasons:



*Open space areas can include a variety of resources. In the example above, forested areas have been set aside for the enjoyment of future generations.*

- Preservation of natural resources (e.g. vegetation communities, fish, wildlife, and associated habitats);
- Conservation of the managed production of resources (e.g. agriculture lands, rangelands, woodlands, aggregate deposits);
- Public health and safety (e.g. water quality basins, flood easements, river levees);
- Public services (e.g. utility easements, community gardens); and
- Urban form/scenic resources (e.g. community separators/gateways, greenways/highway corridors, and urban reserves).



Open Space will generally be set aside as mitigation for impacts (such as the loss of wildlife habitat) or in connection with another facility (such as utility corridor). The size of the Open Space area will be based on the land's primary function.

Open Space set aside for mitigation or other public uses may be owned and/or maintained by a public agency (including the City of Madera) or by a land conservancy or trust set up for this purpose.

*Open Space does not count toward the City's parkland standard in Policy PR-1.*

*The City's goals and policies for the preservation of open space for a variety of uses (protecting natural open areas, watersheds, and environmentally sensitive areas such as creeks and riparian areas; preserving farmland; and ensuring the safety of persons and property) are addressed in the Conservation, Land Use, and Health and Safety Elements of this General Plan. The reader is invited to consult those Elements for detailed policies and actions dealing with open space in all its forms.*

**Policy PR-3▶**

The following are the City's Park and Recreation Facility Service Level Standards. The City does not expect to construct or maintain all of the facilities needed to achieve these standards. Some facilities will be provided by other agencies (such as school districts) whose facilities are open to the public.

**TABLE PR-B: PARK AND RECREATION FACILITY SERVICE LEVEL STANDARDS**

Recreation Facility	Number of facilities per capita
Aquatic Facilities	
Play Pool/Water Spray Feature	1 per 15,000
Outdoor complex: swimming and wading pool	1 per 30,000
Miscellaneous Park Facilities	
Community Gardens	1 per 50,000
Dog Park (Off-leash)	1 per 60,000
Golf Course - 18-hole	1 per 50,000
Nature Interpretive Center	1 total
Playgrounds: Tot Lots, Play Areas	1 per 5,000
Picnic Areas (Large Group)	1 per 20,000
Skate Park	1 per 50,000
Trails (miles)	0.50 miles per 1,000
Fields	
Baseball, Softball – Adult	1 per 15,000
Baseball, Softball – Youth	1 per 5,000
Soccer Field - Adult	1 per 10,000

Recreation Facility	Number of facilities per capita
Soccer Field - Youth	1 per 3,500
Football Field	1 per 20,000
Courts	
Basketball Court- Outdoor	1 per 5,000
Basketball Court - Indoor	1 per 5,000
Tennis Court	1 per 7,500
Volleyball Court	1 per 7,500

### IMPLEMENTATION POLICIES

The following policies define how the City will implement the parks system defined in this Element of the General Plan and in the City's Park and Recreation Master Plan. These policies are related to the **Implementation Goal** and, by extension, the **Park Facility Goal**.

#### Policy PR-4►

The City shall acquire, develop, and maintain parks and recreation facilities in accordance with the City's Park and Recreation Master Plan, and with the City's Park Classifications and the Park and Recreation Facility Service Level Standards. All lands offered for dedication must be of size, orientation, location, and suitability to provide park and recreation facilities consistent with this General Plan and the Park and Recreation Master Plan.

*Note: Please see Policy PR-21, which establishes Neighborhood Parks as the City's first priority in new park development.*

**Policy PR-5►**

Parks and other facilities will be accepted into the City's system at the City's sole discretion. Land which is proposed to be dedicated to the City will not be accepted if it does not meet the requirements of this Element and/or the Park and Recreation Master Plan.

**Policy PR-6►**

The City encourages the integration of parks and other facilities in the master-planning of development projects. Proposed parks on remnant parcels or otherwise unusable land which do not meet the City's standards will not be accepted by the City as a park by the City and do not count toward the City's parkland standard in Policy PR-1. They may become Non-Public Park facilities if there is a permanent maintenance mechanism provided, such as a landscape maintenance district.

**Policy PR-7►**

The development of parks in new growth areas of the City, where residential projects trigger the need for a new park(s), shall be phased and/or timed with the goal of meeting the standards of this Element and the Parks and Recreation Master Plan at all times. New development should be phased or timed in such a way as to avoid situations where insufficient park or other facilities are provided either permanently or temporarily. The City recognizes that this may require the development of parks or other facilities larger than will be needed at the time in order to ensure that standards will be maintained as future residential development occurs.

*Note to the Reader: Please see the "Building Blocks" policies in the Land Use Element of this General Plan for additional information on the master-planning requirements that affect many new development areas in Madera.*

**Policy PR-8►**

The City shall endeavor to acquire new parklands, expand existing parks, or otherwise make available local parkland and open spaces in sufficient quantity to meet community demand for facilities and programs identified in the Park and Recreation Master Plan.

### Policy PR-9►

#### **Action Item PR-8.1**

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Ensure that a plan is prepared for each new parkland development that includes a site development plan, phasing for development, estimated cost for each phase, long-term operation and maintenance, estimated revenue generation, and funding sources for development.

The City may use a broad range of funding and economic development tools to ensure high-quality development, maintenance, and programming of City parks and recreation facilities.

### Policy PR-10►

The City shall require new residential development projects, including mixed-use projects with residential components, to dedicate land and/or pay in-lieu fees to contribute to the acquisition and development of parks or recreation facilities. The determination of which method (land dedication and/or payment of in-lieu fees) is appropriate shall be made at the City's sole discretion.

#### **Action Item PR-10.1**

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Evaluate and implement, if adopted, a Park Impact and Parkland Dedication Ordinance consistent with the Quimby Act.

### Policy PR-11►

The City will seek to provide park facilities in areas of Madera which do not meet current standards so that all areas of the city are equitably served. The City recognizes that building new or expanded parks in already developed areas may not occur at the same pace as the development of parks in newly developed areas, and that equity is a long-term goal.

### Policy PR-12►

The City will seek to provide park and recreation programs in all areas of Madera. This may be accomplished in part by the use of public and private facilities where City-owned facilities are not available.

**Policy PR-13►**

The City encourages the co-location of new parks, and recreation facilities with schools, and other public facilities where feasible and consistent with the Parks and Recreation Master Plan.

**Action Item PR-13.1**

Work with the Madera Unified School District to establish a joint facility development agreement that includes opportunities to build new parks adjacent to or near school sites.

*Note to the Reader: Several other important Parks and Recreation issues are addressed in the Land Use Element of this General Plan. The provision of open spaces in private development projects is addressed in Policies LU-16 and LU-17. The provision of parks as one potential “neighborhood center” is addressed in the “Building Blocks” policies in the Land Use Element.*

**Policy PR-14►**

The City will collaborate with public and private agencies to jointly plan, develop, and manage a regional park in the Planning Area.<sup>2</sup>

**CONNECTIVITY AND ACCESS TO TRAILS AND PARKS**

The following policies define how the City will address the idea of “connectivity,” which simply put means that all parks should be connected to their neighborhoods and to each other via sidewalks, trails, and roadways to make it easier for Maderans to get to—and use—their parks. These policies primarily implement the Park Facility Goal.

**Policy PR-15►**

The City shall ensure that the design and location of parks and trails reflect that active living and walkability are important to Madera’s quality of life.

<sup>2</sup> The Planning Area is shown and described in the Land Use Element of this General Plan. It includes the existing (2008) city limits, the existing Sphere of Influence, and areas outside the Sphere of Influence.

### Policy PR-16▶

The City shall endeavor to improve access and connectivity to parks through provision of sidewalks, bike paths, bike lanes, and bridges where appropriate.

### Policy PR-17▶

**Figure PR-2** illustrates the City's planned trail system.

### Policy PR-18▶

The City shall expand its system of multi-use paths and trails available for transportation and recreation uses with the goal of achieving a service level of 0.5 linear miles of trails per 1,000 residents.

### Policy PR-19▶

Priority shall be given to the expansion of the Vern McCullough Fresno River Trail and the Cottonwood Creek Trail.

#### **Action Item PR-19.1**

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Pursue joint-use agreements to provide additional trails in conjunction with public utilities, irrigation districts, and mass transit right-of-ways and along future abandoned railroad corridors.

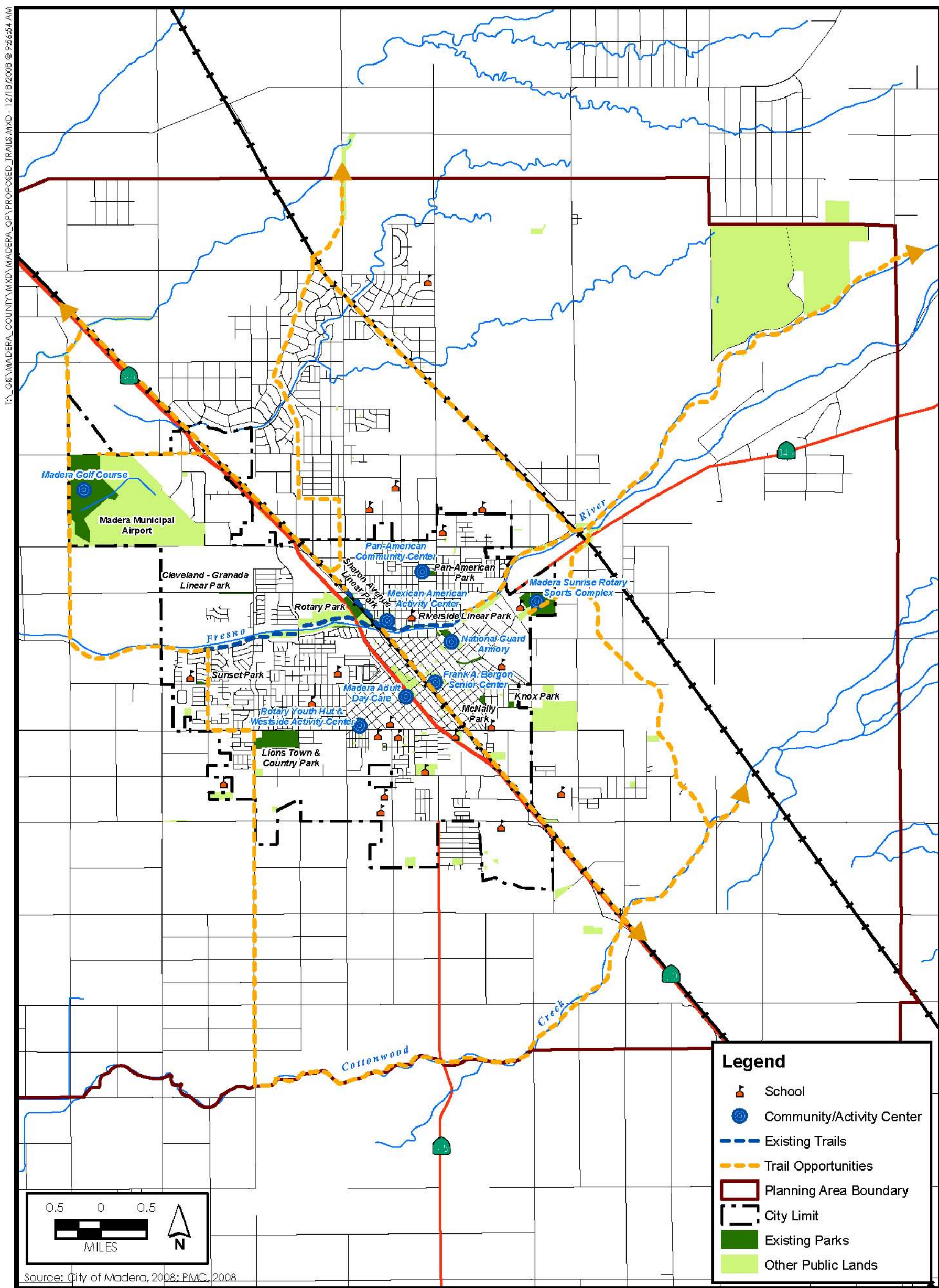
### Policy PR-20▶

The City shall ensure that new parks provide adequate and secure onsite and offsite parking as identified in the Parks and Recreation Master Plan.

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FIGURE PR-2: TRAILS SYSTEM



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### NEIGHBORHOOD PARK DISTRIBUTION AND PLANNING

The following policies define how the City will distribute Neighborhood Parks throughout Madera so that all residents have a park near them. These policies primarily implement the **Park Facility Goal**.

#### Policy PR-21►

The City's first priority shall be to provide Neighborhood Parks in residential areas, with emphasis on planning for and locating parks within a reasonable walking distance of established and new neighborhoods. The City will work to achieve the preservation, enhancement, and acquisition of neighborhood parks to implement this policy.

#### Policy PR-22►

New or renovated neighborhood parks shall provide amenities and recreation facilities consistent with the City's Park and Recreation Classifications and Level of Service Standards.

#### Policy PR-23►

The City shall evaluate all neighborhood parks for consistency with the City's park classifications and standards and for adequacy in meeting residents' demand through regular updates to the Parks and Recreation Master Plan and/or a Community Needs Assessment.

### RECREATION FACILITY USES AND DISTRIBUTION

The following policies define how the City will ensure that parks and the facilities in them will meet the unique needs of every Madera neighborhood. These policies primarily implement the **Park Facility Goal**.

#### Policy PR-24►

The City shall continue private and public partnerships to provide and maintain a variety of public spaces, including community gardens where residents can plant and grow local fruit and vegetables or plant ornamental gardens that can be a source of pride and beauty in a neighborhood.

**Policy PR-25►**

The City shall seek to provide parks, facilities, and programs that match the needs of the population they serve. This will be done by providing a mix of passive and active recreation facilities and amenities at each park that is tailored to the needs of the park's users and by reviewing and adjusting facilities over time as the population and their needs change.

**Policy PR-26►**

The City shall continue to promote participation in a wide range of sports and recreation programs by utilizing fields and facilities for multiple-uses.

**Policy PR-27►**

The City shall collaborate with senior and youth organizations to develop recreation facilities and opportunities that foster intergenerational learning and connections.

**RECREATION PROGRAM TYPES AND DISTRIBUTION**

The following policies define how the City will provide recreation programs that meet the needs of Maderans in locations near them. These policies primarily implement the **Recreation Goal**.

**Policy PR-28►**

The City shall provide a range of recreation programs and activities to promote health and fitness among all Maderans. Examples of typical programs include:

- Preschool and elementary programs;
- Teen programs;
- Senior programs;
- Intergenerational programs;

### Policy PR-29►

- Indoor and outdoor sports and fitness;
- Community education and recreation;
- Therapeutic recreation;
- Civic engagement;
- Arts and cultural activities;
- Drop-in activities, such as: computer lab, social lounge, and game room;
- Neighborhood development center;
- Community rentals;
- Information and referral; and
- Access to City departments and services.

The City will seek to provide recreation programs throughout the City, and will work with other public and private agencies whose meeting facilities can provide additional options for program locations.

### PARK AND GREEN SPACE DESIGN

The following policies are related to the design of individual parks, and primarily implement the **Park Facility Goal**.

**Policy PR-30►**

The City shall implement the Recreation Facility Design Standards included in the Parks and Recreation Master Plan.

**Policy PR-31►**

The City shall ensure that parks are designed to meet the needs of all of its residents, including youth, seniors, and people with disabilities, and will regularly review the programs oriented toward groups with focused interests and special needs and revise them as appropriate.

*Note to the Reader: The design of the City's parks is also addressed by policies in other Elements of this General Plan:*

- *Parks will be subject to the requirements of Policy CON-45 in the Conservation Element, which supports “green” building practices at all City facilities.*
- *The design of parks to reduce crime and anti-social behavior is addressed in Policy HS-38 and Policy HS-39 in the Health and Safety Element, which calls for the use of crime-prevention techniques in all new development.*
- *The use of design elements reflective of Madera's unique character is addressed in Policy CD-2 in the Community Design Element, which provides for the creation of comprehensive Design Guidelines for all public and private development projects.*
- *The City's “urban forest” and the creation of a Master Tree Plan that would guide the planting of trees in parks and other public areas is addressed in Policy CON-31 in the Conservation Element.*



### Policy PR-32►

The City will provide the resources (personnel and funding) necessary for the appropriate level of maintenance required for the success of all parks, recreational facilities, and natural open space areas.



### Policy PR-33►

The City shall consider operation and maintenance costs in the design of all park improvements and recreation facilities. These costs should be considered prior to acquisition and acceptance of new facilities.

### NOTE REGARDING “OPEN SPACE”

The issue of Open Space is closely related to parks and recreation. While open spaces are not “parks,” they can provide important benefits for both Madera residents and the natural systems that still exist in the Planning Area. The City’s goals and policies for the preservation of open space for a variety of uses (protecting natural open areas, watersheds, and environmentally sensitive areas such as creeks and riparian areas; preserving farmland; and ensuring the safety of persons and property) are addressed in the Conservation, Land Use, and Health and Safety Elements of this General Plan. The reader is invited to consult those Elements for detailed policies and actions dealing with open space in all its forms.





# SUSTAINABILITY ELEMENT

CHAPTER 12





## CHAPTER 12: SUSTAINABILITY ELEMENT

“Sustainability” is the term used to show how Madera will balance the various interests and needs of our residents. This encompasses established principles of good planning and advocates a proactive approach to future development.

The concept of sustainability is meeting the needs of current generations without compromising the ability of future generations to meet their own needs. Sustainable development considers the impact of decisions on the key aspects of sustainability:

- The **Environment**;
- The local **Economy**; and
- The **Equity** of such decisions on all people.

Ensuring that a given decision or action promotes all three concepts is the basis for many of the policies and programs in this General Plan. Sustainability is reflected throughout this General Plan as a concept which is applied to all aspects of the City's operations. Examples of the principles for each of these areas include the following:

## ENVIRONMENT

Sustainability is related to the physical environment in many ways, and addresses both the manmade and natural environments which make up Madera's Planning Area. Examples include:



- Promote compact, walkable, mixed-use development. *(Addressed in the Land Use and Circulation elements)*
- Promote infill development. *(Addressed in the Land Use Element)*
- Protect open space and agricultural lands. *(Addressed in the Land Use and Conservation Elements)*
- Promote the efficient use of energy and resources such as water, soil, building materials, etc. *(Addressed in the Conservation Element)*

## ECONOMY

Maintaining a strong economy whose vitality can be relied on well into the future is key to Sustainability. Concepts in this General Plan that promote a healthy Madera economy include:

- Create strong local and regional economies. *(Addressed in the Land Use and Sustainability elements)*
- Encourage jobs/housing balance. *(Addressed in the Land Use and Housing elements)*
- Support energy and resource efficient industries. *(Addressed in the Conservation Element)*
- Promote energy and resource efficient buildings. *(Addressed in the Conservation Element)*
- Promote economic opportunity for all segments of the community. *(Addressed in the Sustainability Element)*
- Enhance the design character of commercial development. *(Addressed in the Community Design Element)*

## EQUITY

“Equity” in terms of Sustainability means ensuring equal access to the benefits of living and working in Madera and equal exposure to potential risks and hazards—essentially, dealing fairly with all segments of the community. Ideas in this General Plan that promote equity include:

- Provide adequate housing for all income levels. *(Addressed in the Land Use and Housing elements)*
- Provide a fair and predictable land use planning process. *(Addressed in the Land Use and Sustainability elements)*
- Promote development that is equitable in terms of sharing costs and benefits among all Maderans. *(Addressed in the Sustainability Element)*

- Require fair treatment in the development, adoption, and enforcement of regulations and policies. (*Addressed in the Sustainability Element*)
- Promote alternative transportation options to increase access. (*Addressed in the Circulation Element*)

## SCHOOLS AND EDUCATION

**Vision 2025 says of Schools and Education:** “Ensure that the adult and child populations of Madera have access to high quality educational opportunities. Ensure safe routes from residential areas to schools, including access by pedestrians, bicycles, buses, and personal vehicles. Establish and maintain a positive relationship with education providers in the community.”



The policies in this section support educational facilities and programs for all residents of Madera, at whatever stage of life they find themselves. Madera recognizes the importance of lifelong opportunities for residents to learn and expand their skills and knowledge. A sustainable education system will provide residents with access to the facilities and resources they need in order to gain knowledge and skills to pursue satisfying careers. Education plays a key role in promoting a strong economy by providing a skilled workforce. Education is a powerful tool for promoting a greater understanding of sustainability and can demonstrate how everyone has a role to play in the social, economic and environmental health of their community.



## GOOD GOVERNMENT

**Vision 2025 says of Good Government:** *“Madera is a community with an ideal model of an effective local government. Services are coordinated, sufficiently funded, and accessible to all residents. Government operations strive for environmental and social equity for all residents, and are responsive to the needs of the community.”*

While this General Plan seeks to demonstrate the City’s commitment to good government by integrating sustainable principles in all Elements of this plan, this section will demonstrate Madera’s commitment as a leader in sustainability efforts by supporting greater public participation, providing access to needed services to all residents and creating a system of government truly representative of all its residents. The City of Madera will lead by way of example, by ensuring that public processes are open and accessible to the full public, and by working cooperatively with surrounding jurisdictions to solve regional problems.

## ECONOMIC DEVELOPMENT/ WORK-FORCE DEVELOPMENT



**Vision 2025 says of Economic Development:** *“Madera is a community with a sustainable job market and shopping opportunities. Industry and commerce within the community are balanced to provide a range of taxes, local shopping, and goods and services. Commercial centers are integrated with public gathering spaces, and are designed to promote walking, biking, and other forms of transportation and circulation.”*

Madera is committed to providing a sustainable economy that delivers diverse employment opportunities to its residents, while addressing the environmental and social impacts of businesses’ and consumers’ actions. This section outlines policies that promote a sus-



tainable economy by ensuring a well-trained workforce; access to an appropriate range and supply of local jobs and services, and energy efficient business operations. The General Plan supports and encourages the development of programs to build and grow the downtown business area.

## SOCIAL AND COMMUNITY SYSTEMS

**Vision 2025 says of Social and Community Systems:** *“Madera is a community of connected, informed, and friendly people. Social systems within the City are coordinated to provide a range of services and opportunities for local citizens to engage in fun, creative, and engaging activities. City government supports the creation and operation of a wide range of activities and systems.”*



These policies address the concept of community systems, and their importance to a well-functioning community. Social, cultural, religious, and issue-oriented systems within the community function and inter-relate to impact sustainability.

The General Plan considers how these groups and systems can work cooperatively to enhance broad goals of the City, and function more effectively with support of the local government and population.



## SUSTAINABILITY GOALS

### GOAL SUS-1

**Economy:** Establish and maintain a diverse and sustainable local economy.

### GOAL SUS-2

**Environment:** Effectively manage and enhance the natural environment of Madera, protecting natural resources and systems in coordination with growth and development.

### GOAL SUS-3

**Equity:** Ensure that all persons in Madera have equal and fair access to governmental services and programs, and equal protection from environmental burdens.

## SUSTAINABILITY POLICIES

### SCHOOLS AND EDUCATION

#### Policy SUS-1►

The City shall assist the School Districts serving Madera in obtaining mitigation for the impacts of new development on school facilities.

#### Policy SUS-2►

The City shall work with the Madera Unified School District to coordinate the planning of future land use and school facilities and will encourage the District to identify school site locations and routes that are safe for children to walk or bike to school (also known as “Safe Routes to School”).

#### Action Item SUS-2.1

Work with the Madera Unified School District to help the District identify and plan for the construction of all road, sidewalk, and other infrastructure improvements needed for new schools, and that these improvements are in place at the time the school opens.

**Policy SUS-3▶**

Co-location of schools and parks is encouraged to allow for multiple uses and programs by the City and school districts.

*Note to the Reader: Please see the Circulation Element for additional policies and actions related to creating safe walking and bicycling routes in Madera.*

**GOOD GOVERNMENT****Policy SUS-4▶**

The City will continue to promote community wide participation in the Vision 2025 process.

**Policy SUS-5▶**

The City shall review all development proposals to ensure that all services and utilities can be provided in an efficient and effective manner.

*Note to the Reader: Please see the Circulation & Infrastructure Element and the Parks & Recreation Element for additional policies and programs related to the timely provision of public services and facilities.*

**Policy SUS-6▶**

The City shall not approve developments or programs that will create significant inequities in service provision across economic segments of the community.

**Policy SUS-7▶**

The City shall support the active participation of City Council members, Planning Commissioners, city staff, and other local leaders in addressing and resolving regional issues such as traffic, housing, parking, open space, and air quality.

**Policy SUS-8►**

The City encourages active participation by all economic and social segments of the community in city governance.

**Action Item SUS-8.1**

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Provide a variety of ways in which the citizens of Madera may provide feedback on the operations and management of the City, including access for residents of all abilities and physical means. Examples include:

- The City's web site;
- Handicapped-accessible communications (TTY, web pages accessible to visually impaired readers, etc.);
- Suggestion boxes;
- Public workshops on important and topical issues.

**Policy SUS-9►**

The City is committed to providing open, inclusive, and participatory planning processes that include full consideration of the values, opinions, and needs of all segments of the community.

**Action Item SUS-9.1**

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Provide decision-makers, project applicants, and residents with information about planning policies and regulations, including proactive advice on getting residents more involved in local government.

**Policy SUS-10►****ECONOMIC DEVELOPMENT/WORKFORCE DEVELOPMENT**

The City encourages a healthy and thriving arts and cultural community, recognizing that it enhances the aesthetic appeal of the community, builds opportunities for business development, and contributes to a vital economy.

*Note to the Reader: Please see the Community Design Element for policies related to art in public places and other desired amenities.*

**Policy SUS-11►**

The City seeks to allow abundant commercial opportunities and the development of a strong local workforce. The City recognizes the interrelated nature of economic development among the various cultural, social, and economic segments of the community, and will work with local entrepreneurs to develop cooperative programs that increase and enhance opportunities for business growth within the City.

**Policy SUS-12►**

The City shall seek to develop a comprehensive and diverse economic development strategy to ensure that the downtown maintains a variety of shops, restaurants, entertainment, cultural venues, and supporting commercial businesses.

*Please see the Community Design Element and the Land Use Element for policies related to Madera's Downtown, including the proposed creation of a master plan for the downtown area.*

**Policy SUS-13►**

The City shall support the location and continued operation of local businesses that supply goods and services needed in Madera.

### Policy SUS-14►

The City shall support non-traditional site plan and operational changes that reduce the environmental impacts of businesses, including participation in recycling, waste diversion, green business, and sustainable partner (businesses teaming or sharing to reduce impacts) programs, in balance with other City policies and requirements.

#### **Action Item SUS-14.1**

Revise the City's administrative procedures to streamline review for minor projects with minimal environmental impact that enhance development of businesses within the downtown.

### Policy SUS-15►

The City shall seek to promote, attract, and retain jobs that pay a living wage and reduce the need for residents to commute to work outside the City.

### Policy SUS-16►

The City shall support events and gatherings designed to enhance the image of the city and strengthen the bonds of local residents. Examples include:

- Community fairs;
- City Hall open house;
- Family-themed events in the Downtown;
- "National Night Out"<sup>1</sup> and similar events;

<sup>1</sup> "National Night Out" is an event sponsored by the National Association of Town Watch to strengthen neighborhood spirit and help fight crime. Info is available at [www.nationalnightout.org](http://www.nationalnightout.org)

**Policy SUS-17►****Policy SUS-18►**

- Parades;
- Blood drives;
- Child fingerprinting and immunization.

**Action Item SUS-16.1**

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Consider City partnership and reduced fees for permits, police protection, use of City facilities, etc., to encourage local events and gatherings.

**Action Item SUS-16.2**

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Sponsor and provide support for community volunteer clean-up programs.

The City shall increase opportunities and seek to increase interest in safe outdoor activities.

The City shall seek to provide increased opportunities for seniors and persons with disabilities to remain in their homes and neighborhoods by encouraging the inclusion of design features in homes (such as ramps, lowered counters, wider hallways, etc.) that allow the homes to remain accessible as their residents' mobility decreases.