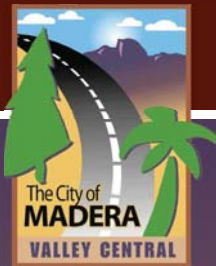


# *City of Madera*

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.

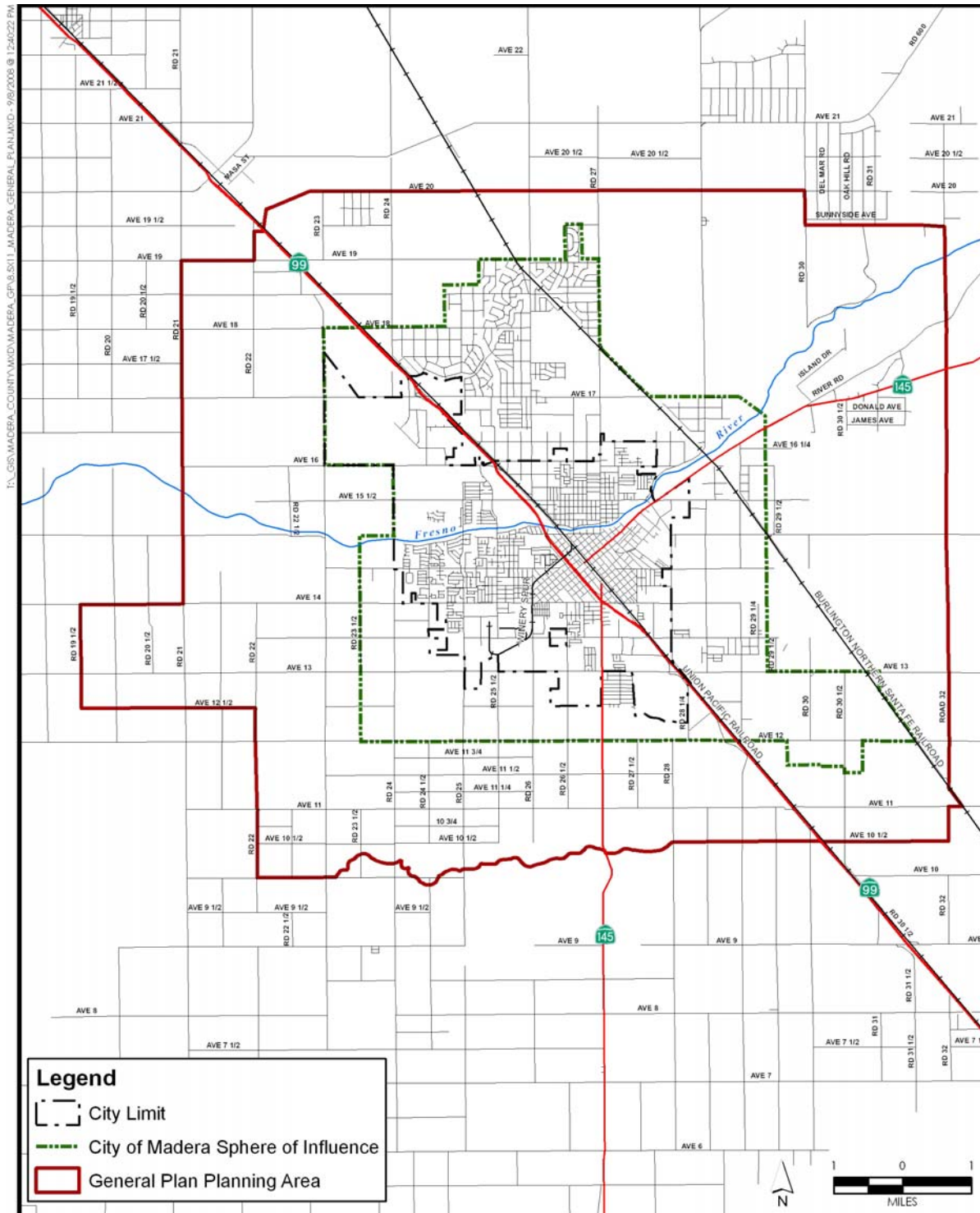
## THE PLANNING AREA

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	Sustainability
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 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									
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<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.										•

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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
<b>VISION 2025: A STRONG COMMUNITY AND GREAT SCHOOLS</b>									
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									
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<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.				•						•
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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



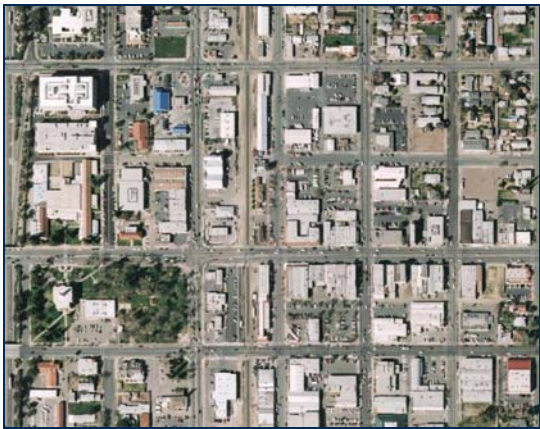
## CHAPTER 3: COMMUNITY DESIGN ELEMENT

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.*



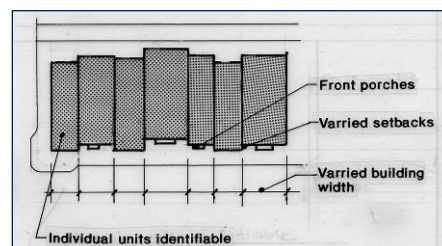
### Policy CD-30►

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.

**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.

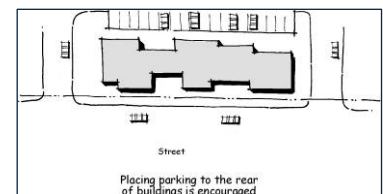
**Policy CD-42►**

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.

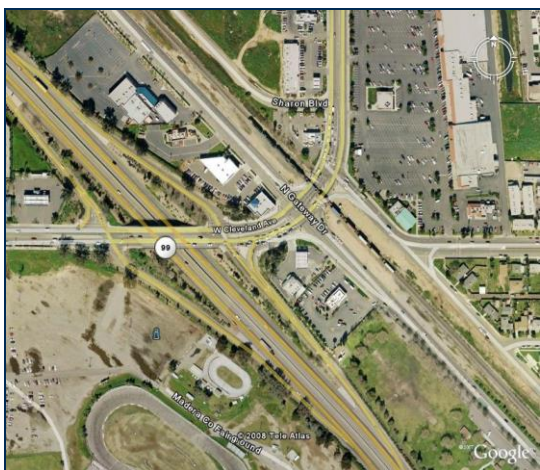
- State Highway 145 runs both east-west, into the foothills from downtown, and then turns south of the city's downtown toward Kerman.
- Madera Municipal Airport is a general aviation airport that serves personal and business aircraft.
- Two railroad lines run parallel to State Highway 99 through the 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 off-ramp, 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:

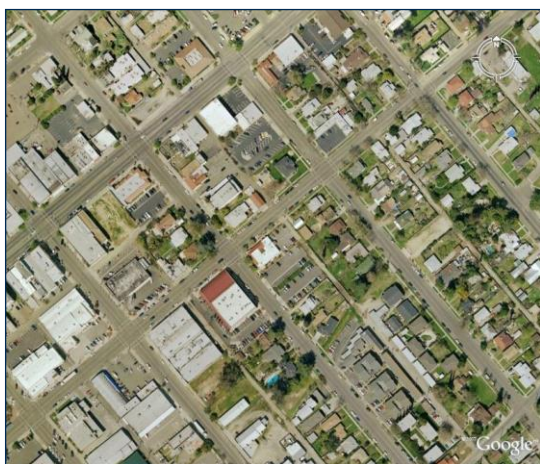
- The Cleveland/Gateway/Country Club intersection east of Hwy 99, where several roadways come together in a complicated intersection (see *photo at right*).
- Gateway Drive between 4th Street and 6th Street.
- Howard Avenue at Pine Street.

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.

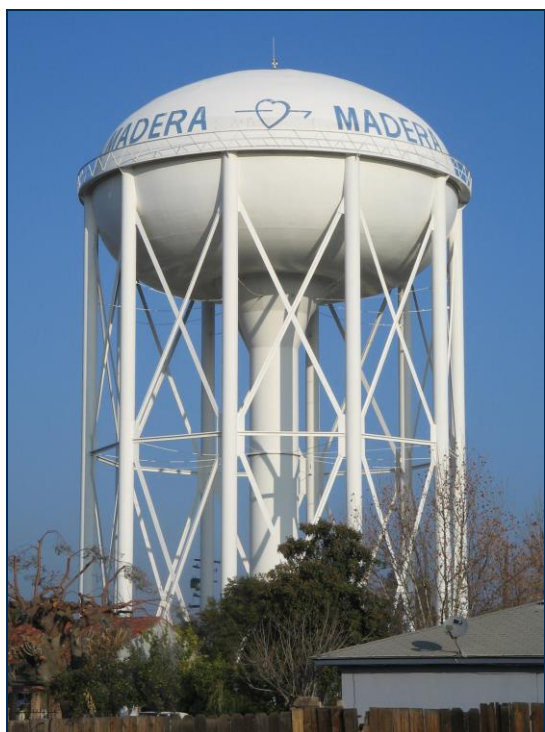
Madera Airport's main, 5,544-foot-long runway is long enough to serve both propeller and most business jet and turbojet aircraft. A 3,700-foot secondary runway serves mostly agricultural uses (crop dusters). Aviation gasoline and jet fuel is available at the airport.

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**

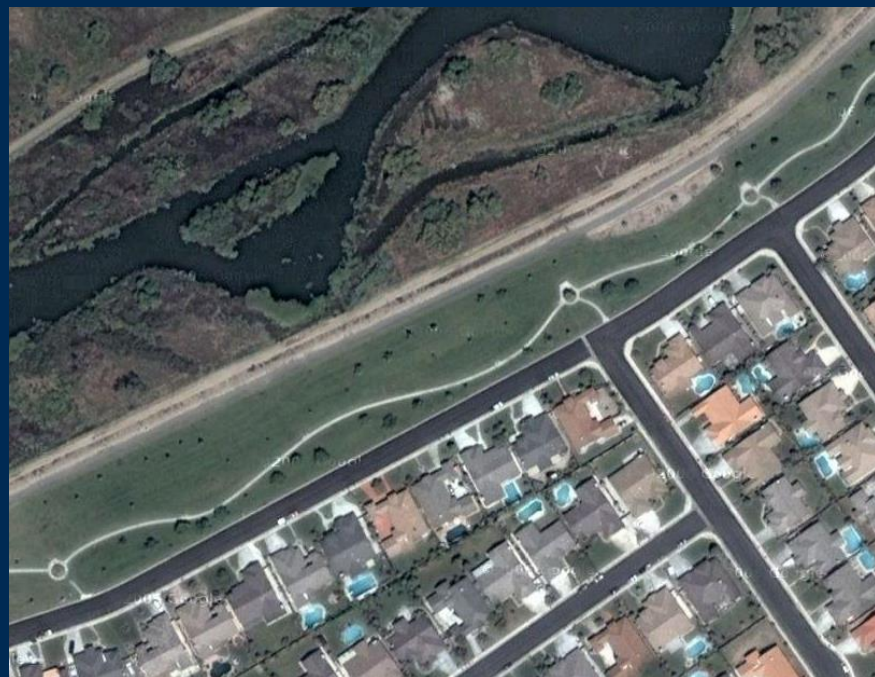
The City shall maintain and implement Standards and Specifications defining details for each roadway type (overall right of way width, lane widths, etc.).

<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.*

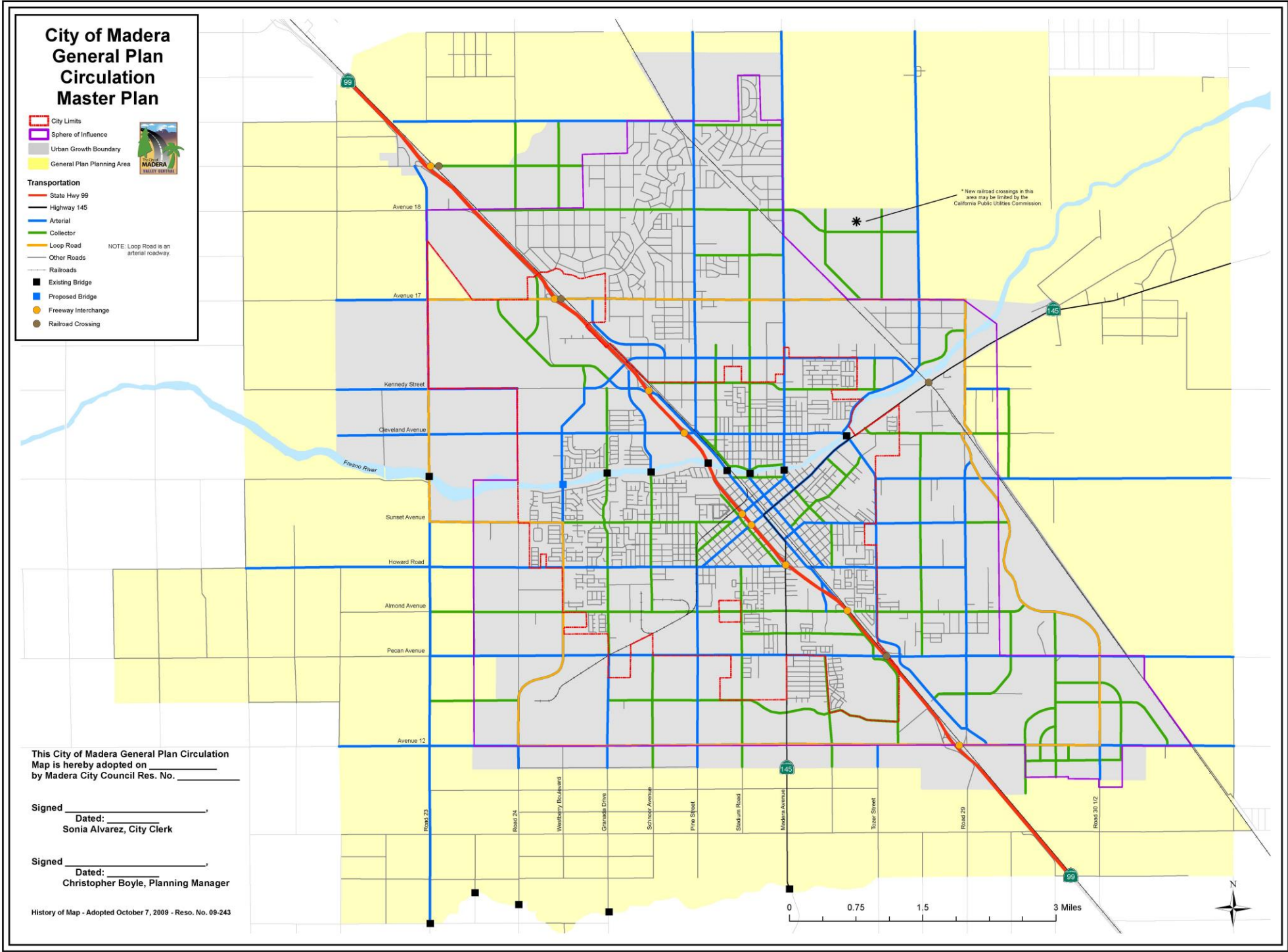


#### Single Loaded Roadway

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**

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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**

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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

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

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

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►****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.

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.

**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-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.

### 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;

## CIRCULATION AND INFRASTRUCTURE ELEMENT

- 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**

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.*

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

**Policy CI-54►**

### 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.

**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.

**Policy CI-59►**

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**

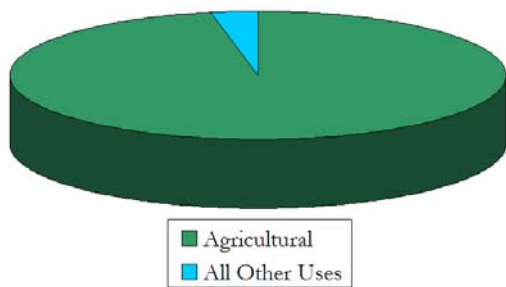
Water is fundamental to life. It is also crucial to the health and well-being of Madera. Water must be available in sufficient amounts for daily living, farming, firefighting, and industrial uses, and must be of a high enough quality to allow its use by residents (for drinking and other domestic uses),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

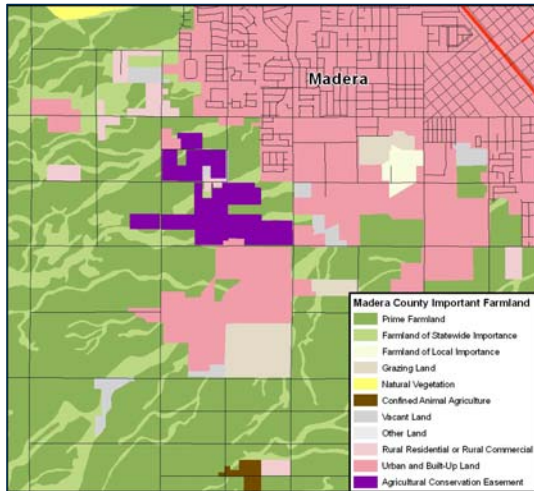
- Milk (#1, ranked by value);
- Almonds, Nuts and Hulls;
- Grapes;
- Pistachios;
- Replacement Heifers.



*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

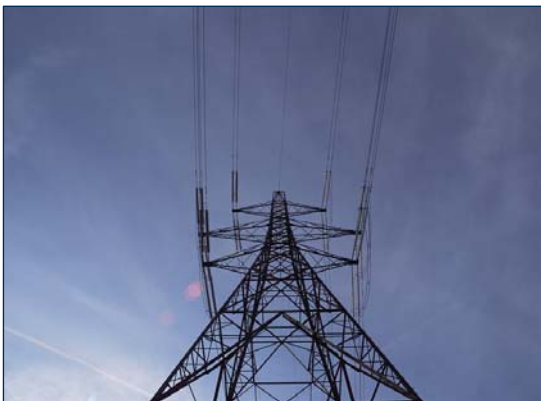
provides a baseline against which a city can track its progress on lowering greenhouse gas emissions. Additionally, by taking into account population and job growth rates, a City can predict what its GHG emissions will be in the future if nothing is done to reduce GHG production.

### 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**

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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**

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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**

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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**

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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▶**

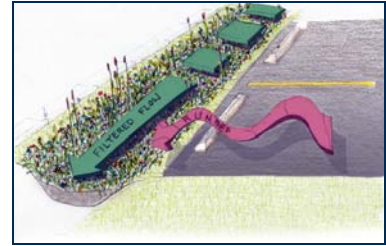
The City will evaluate existing landscaping and options to convert reflective and impervious surfaces to landscaping, and will, as feasible, install or replace vegetation with drought-tolerant, low-maintenance native species that can also provide shade and reduce heat-island effects.

**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:



*Bioswales use plants to trap pollutants.*

- 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.

### 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.

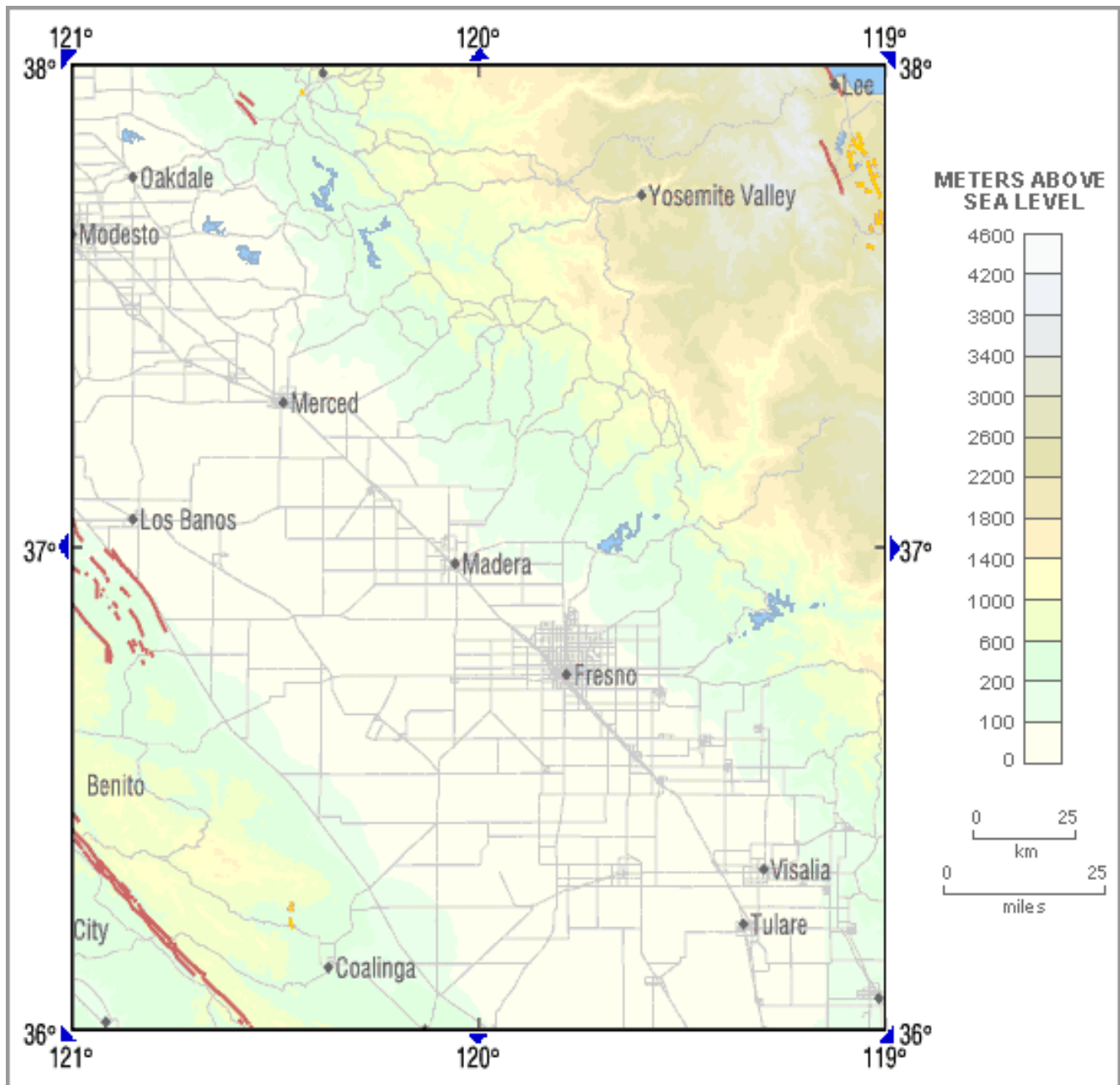
According to the California Department of Conservation, Madera is in an area in which there is a 10 percent chance in the next 50 years for an earthquake that would result in “strong” groundshaking (as felt by people) and “light” damage to structures. (By comparison, portions of Los Angeles, an area 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**

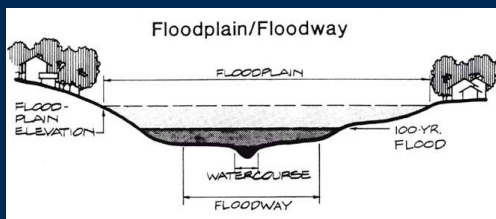


On this map, active faults are shown as red lines. Source: US Geological Survey, Earthquake Hazards Program



*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.*

### 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.

## 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.

## 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.

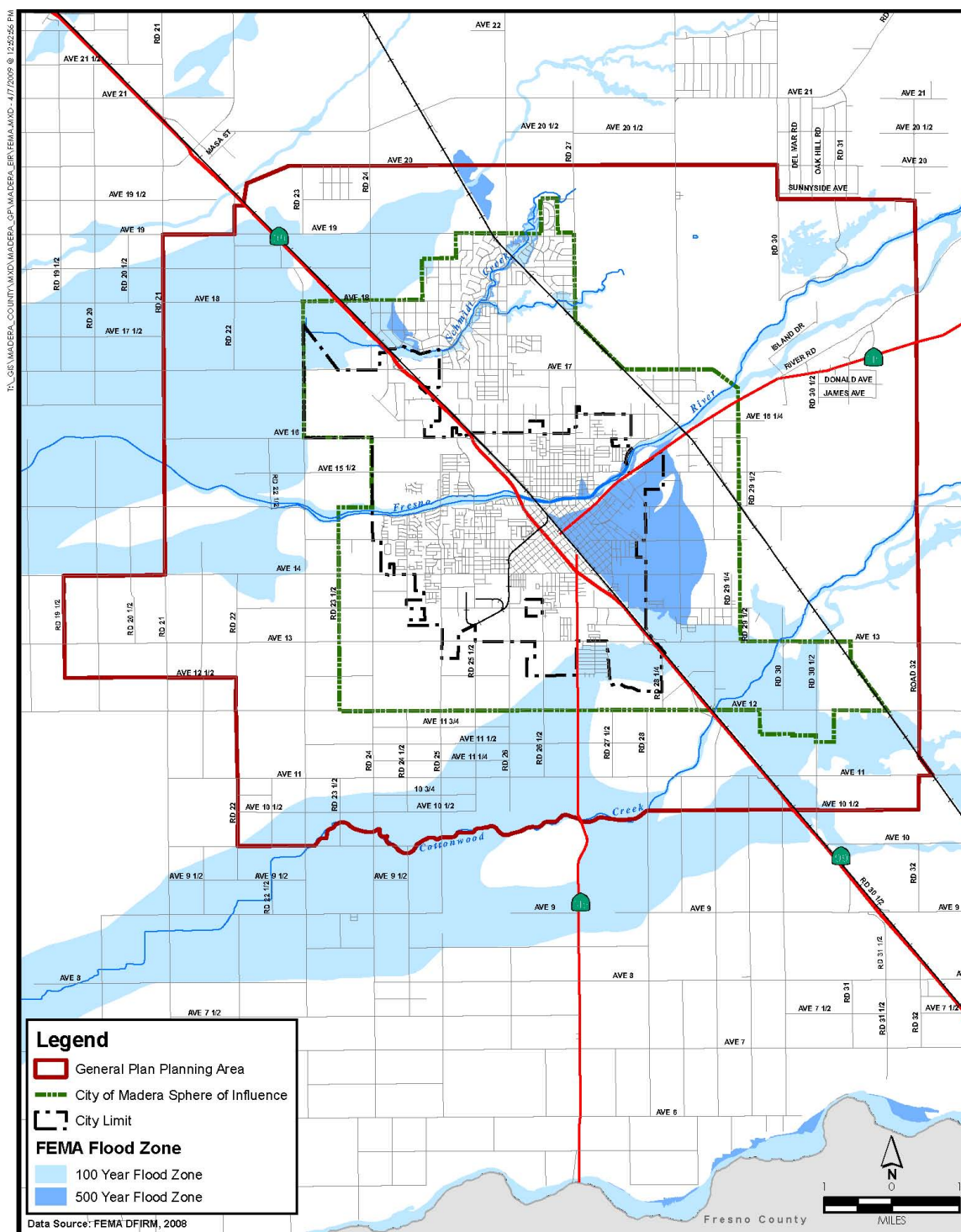
While it is not a flood control agency, the canals of the Madera Irrigation District are used to carry storm water under the terms of an agreement with the City of Madera.

## DAM INUNDATION

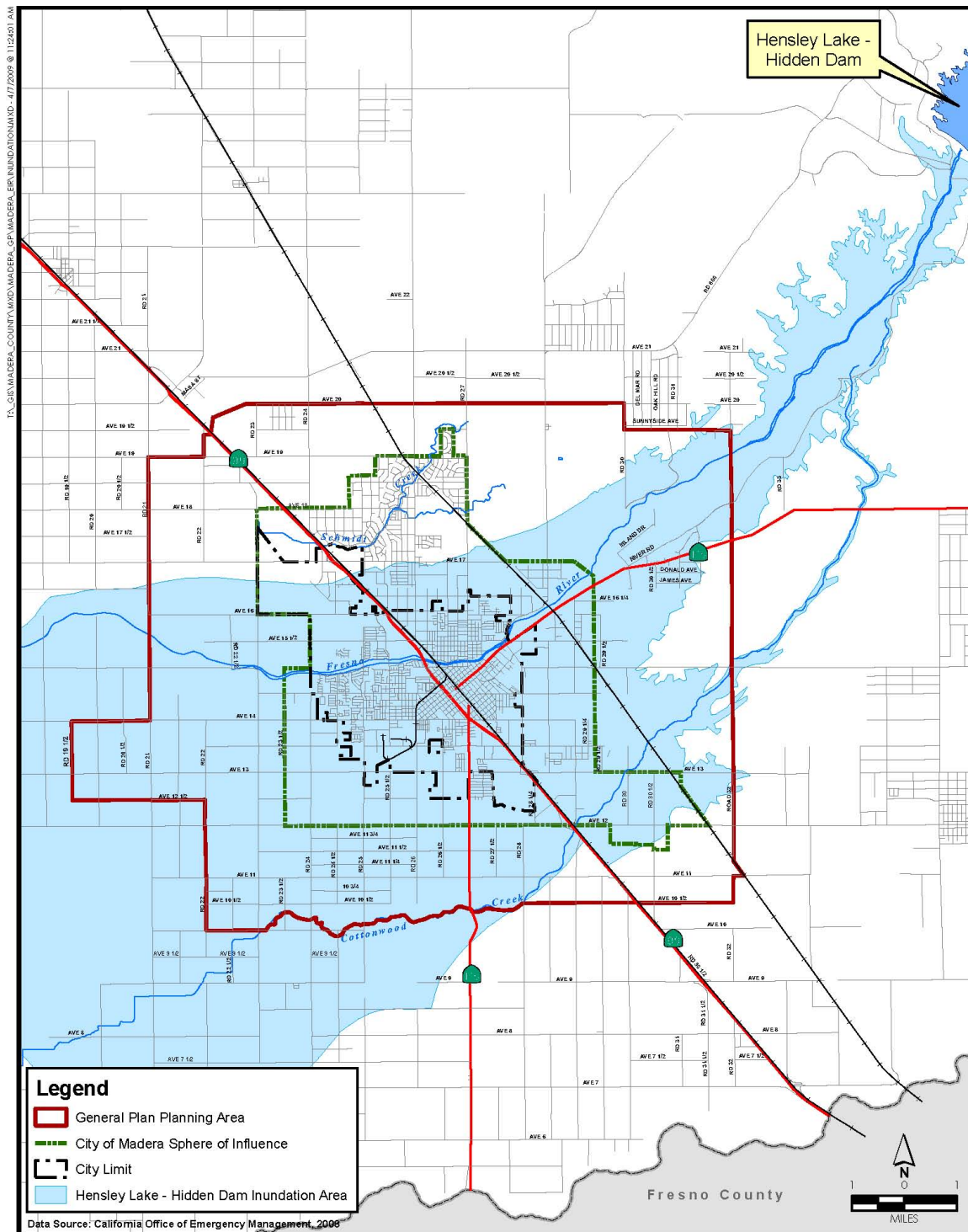
Madera's location downstream of Hidden Dam also raises the potential for flooding in the highly unlikely event of a failure of the dam. A map of the area that would be flooded by a breach of the dam is shown in **Figure HS-3**.



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)

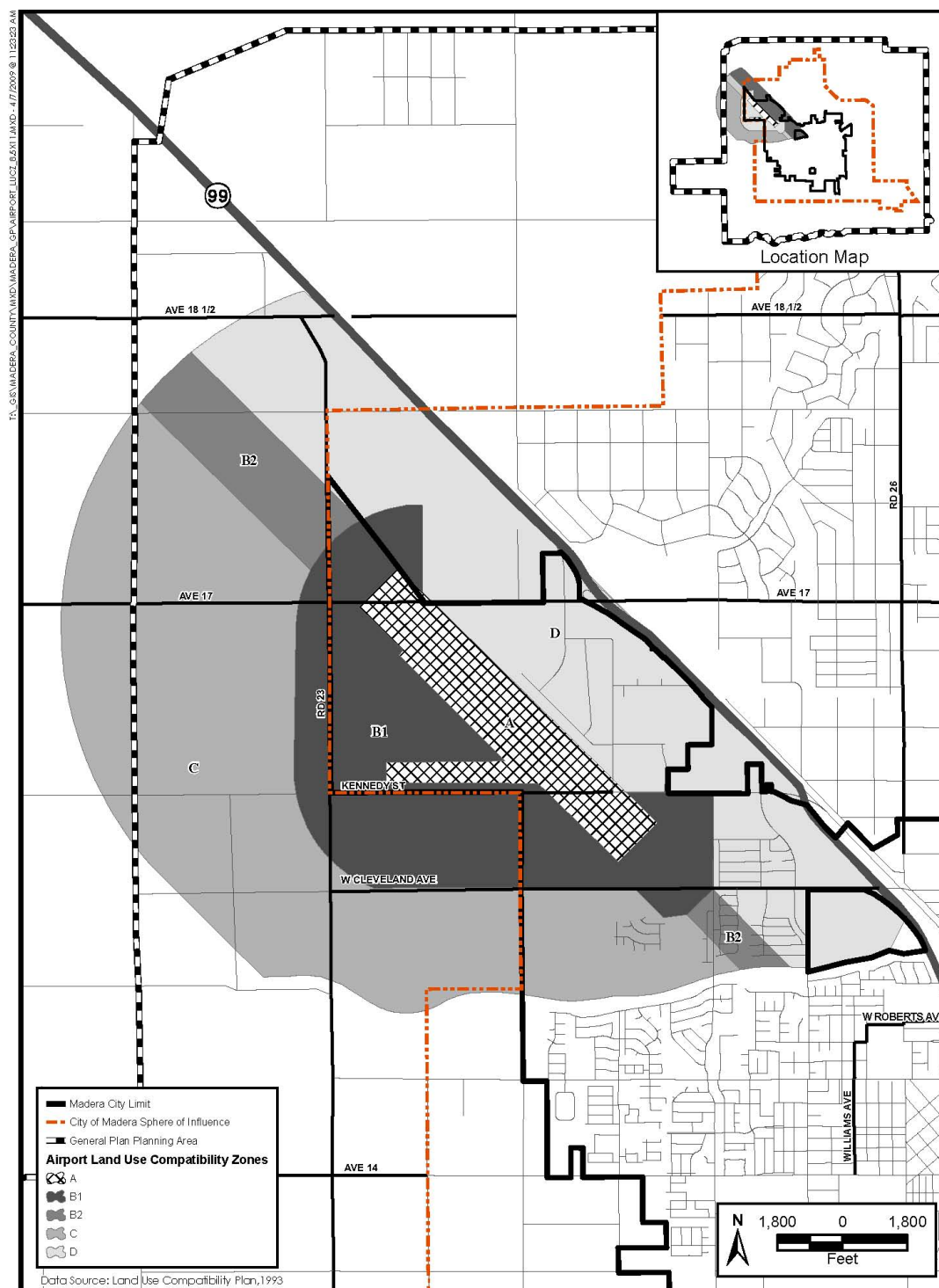
<sup>5</sup> Other accidents have occurred on the rail lines that pass through Madera, but their locations are outside of the Planning Area.

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.

FIGURE HS-4: AIRPORT LAND USE COMPATIBILITY ZONES





### 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.

**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**

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**

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.

Per Resolution No. 18-222, the 2017 Local Hazard Mitigation Plan Update was adopted, by reference, by the City Council of the City of Madera on November 7, 2018. The plan was subsequently approved by FEMA on November 15, 2018.

# 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.madera.gov](http://www.madera.gov)

The most recently adopted Housing Element Update is the 2016-2024 Housing Element that was adopted by the City Council of the City of Madera on December 2, 2015 by Resolution No. 1799.

# 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.)



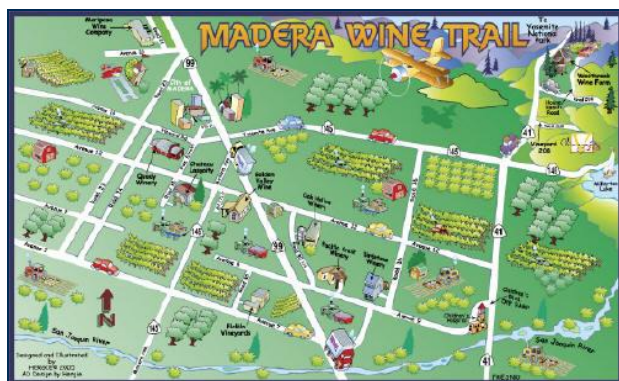
Portion of the historic flume on the Fresno River near Yosemite.

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.

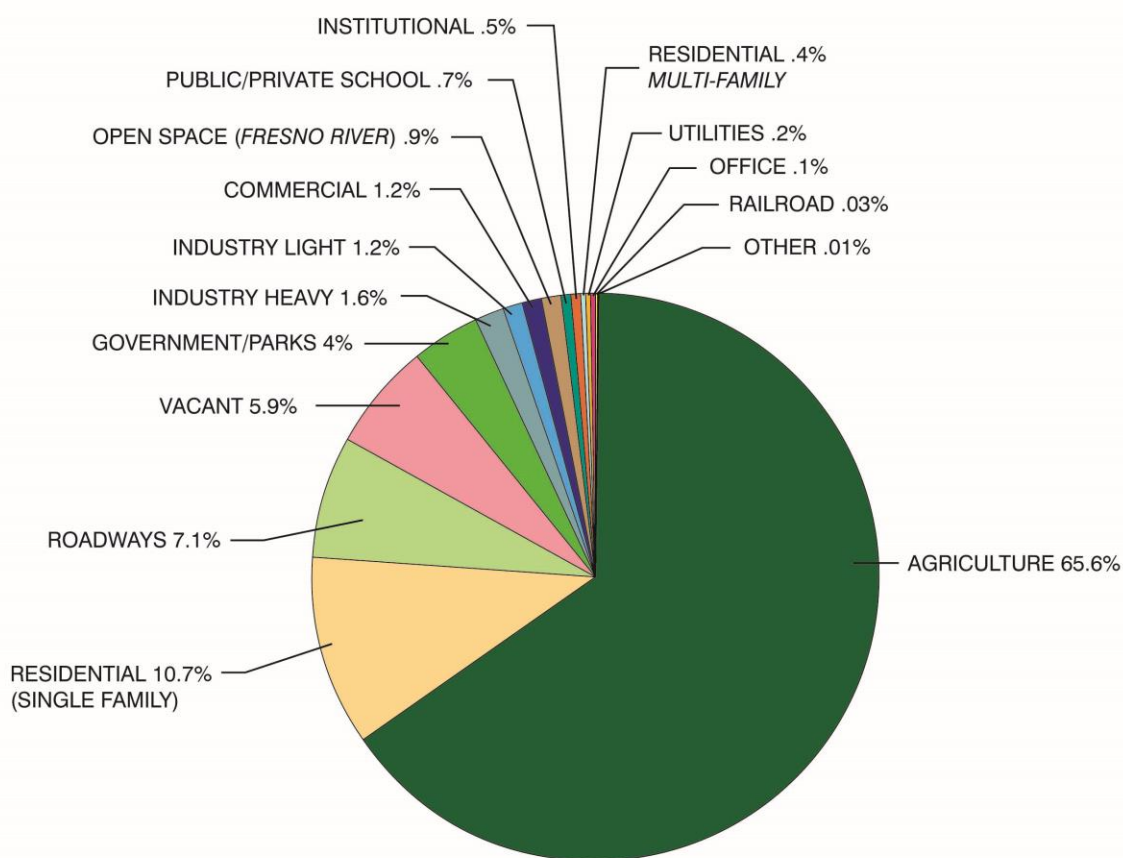
### EXISTING LAND USES

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.

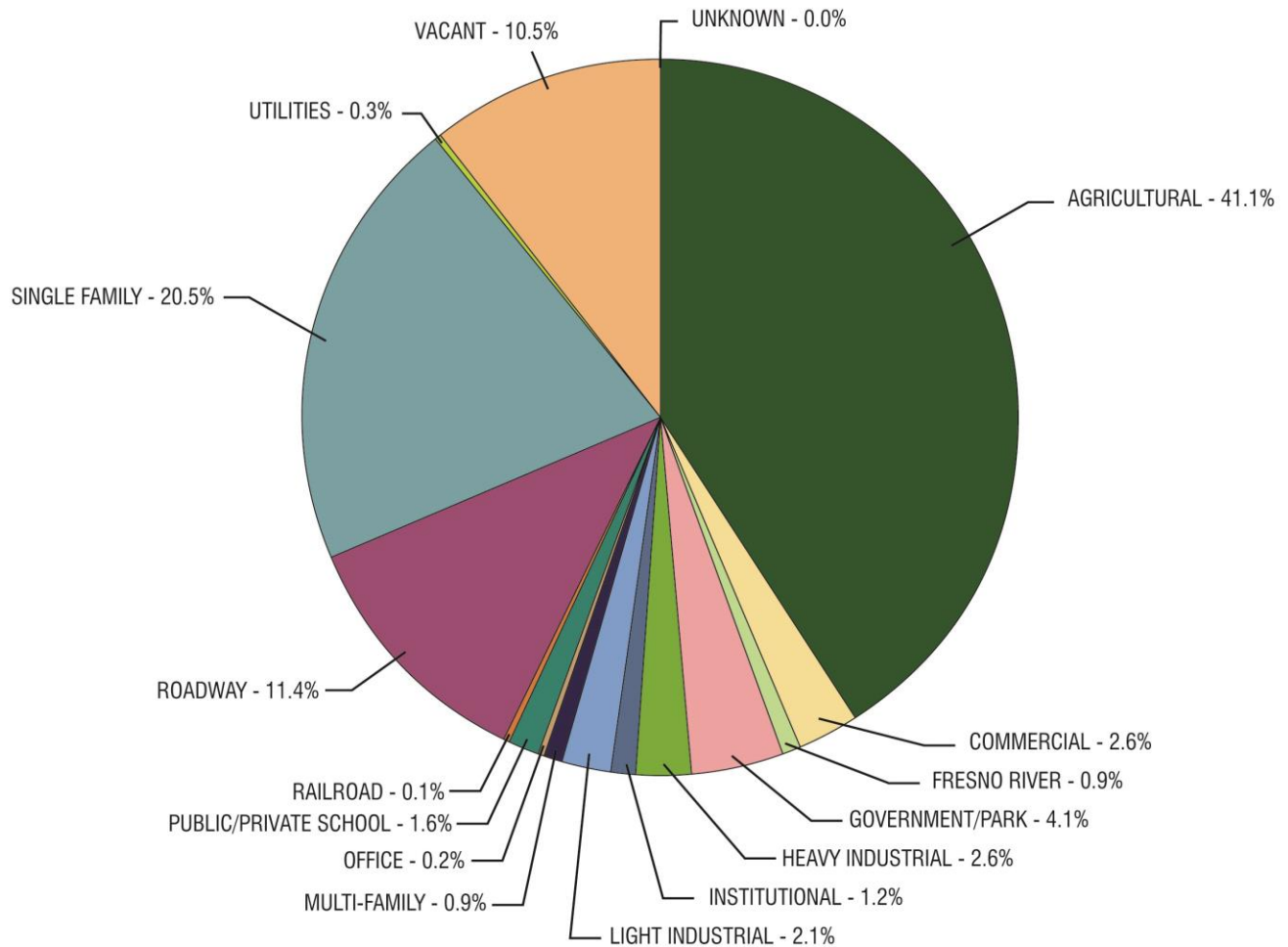


Agricultural land comprises 65% of the land within the entire Planning Area. The percentage of agricultural land falls to 41% within the Growth Boundary (defined later in this Element) and to 10% of the area within the existing (2008) City limits.

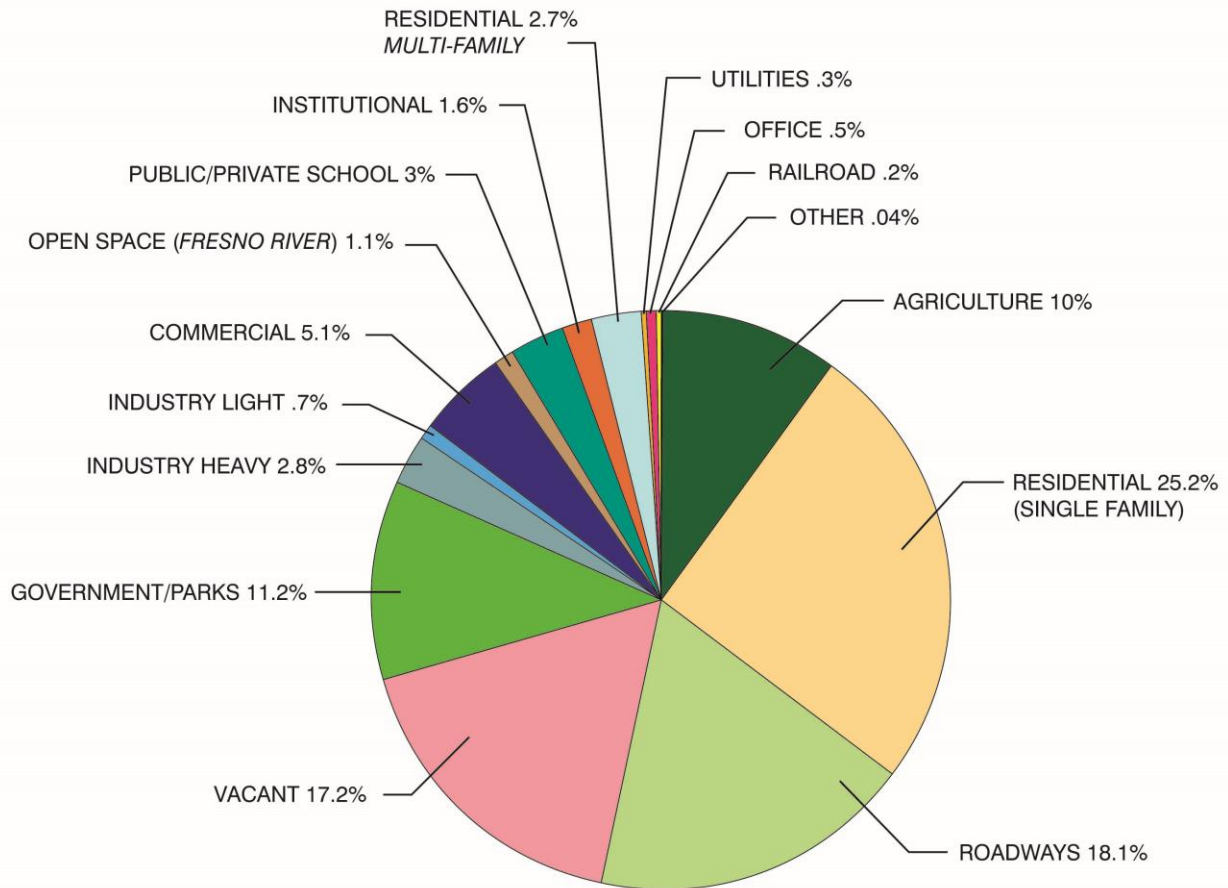
**FIGURE LU-1A: DISTRIBUTION OF EXISTING (2008) LAND USES IN THE PLANNING AREA  
(TOTAL OF 67,415 ACRES)**



**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.

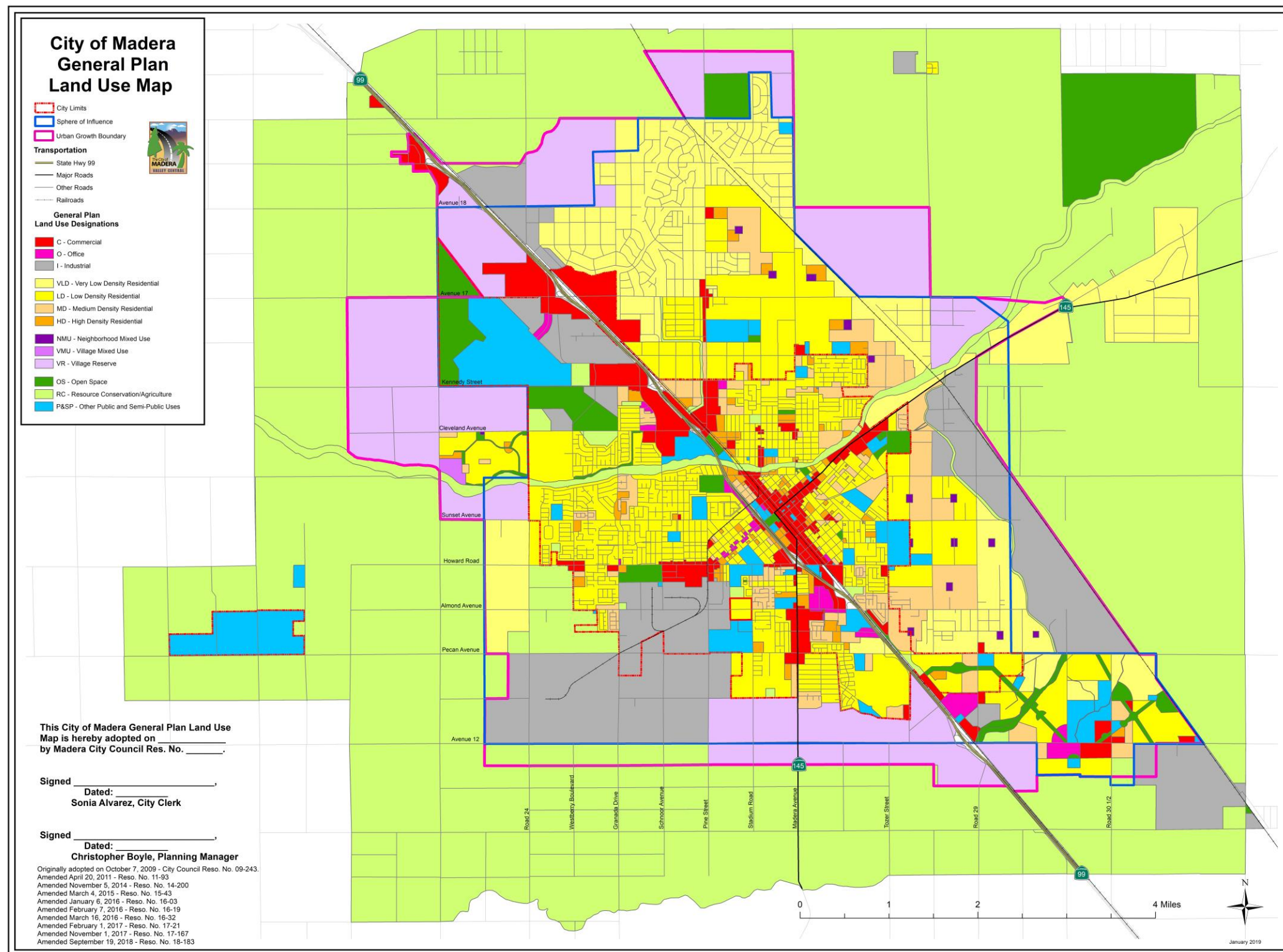
Zoning in the City limits shall be consistent with the General Plan Land Use Map. Where multiple zoning districts may be compatible, the City shall apply the most-compatible district which best achieves the goals and policies of all elements of this General Plan.

**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 redesignate 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-4500, 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).

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<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.

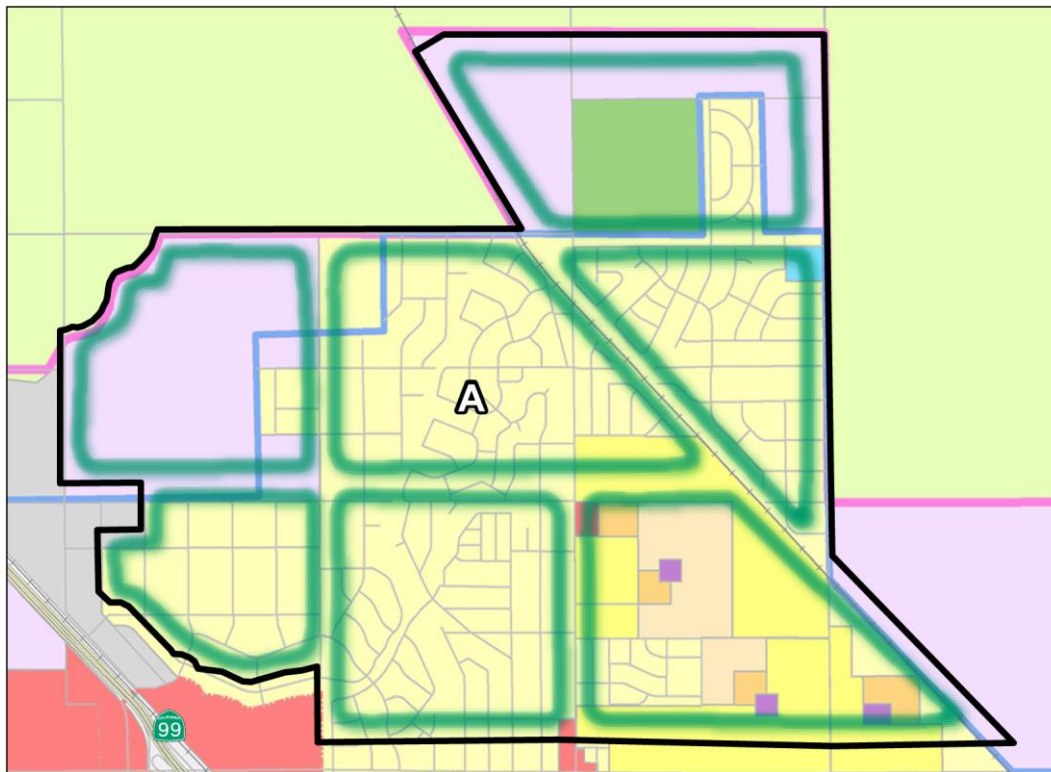
**Figure LU-3** depicts the Village and District areas as defined by the City of Madera. This map shall be used to implement other policies in this General Plan which refer to villages and village centers. Although shown as defined lines, the exact boundaries of a village may be adjusted at the City's 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.*

This map illustrates the City of Madera and its surrounding planning areas. The map includes a legend, a scale bar, and a north arrow. The legend defines the following elements:

- City Limit:** Indicated by a dashed line.
- City of Madera Sphere of Influence:** Indicated by a green dashed line.
- General Plan Planning Area:** Indicated by a red outline.
- Villages:**
  - A - Madera Acres
  - B - Northeast Madera
  - C - Central Madera
  - D - Northwest Madera
  - E - West Madera
  - F - Downtown
  - G - Parksdale
  - H - Parkwood
  - I - Community College
  - J - Airport North

The map shows the city's location relative to the San Joaquin River and the Merced River. Major roads and highways are labeled, including State Route 99, State Route 198, and State Route 199. The map also shows the location of the Madera Community College and the Madera Airport.

**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-

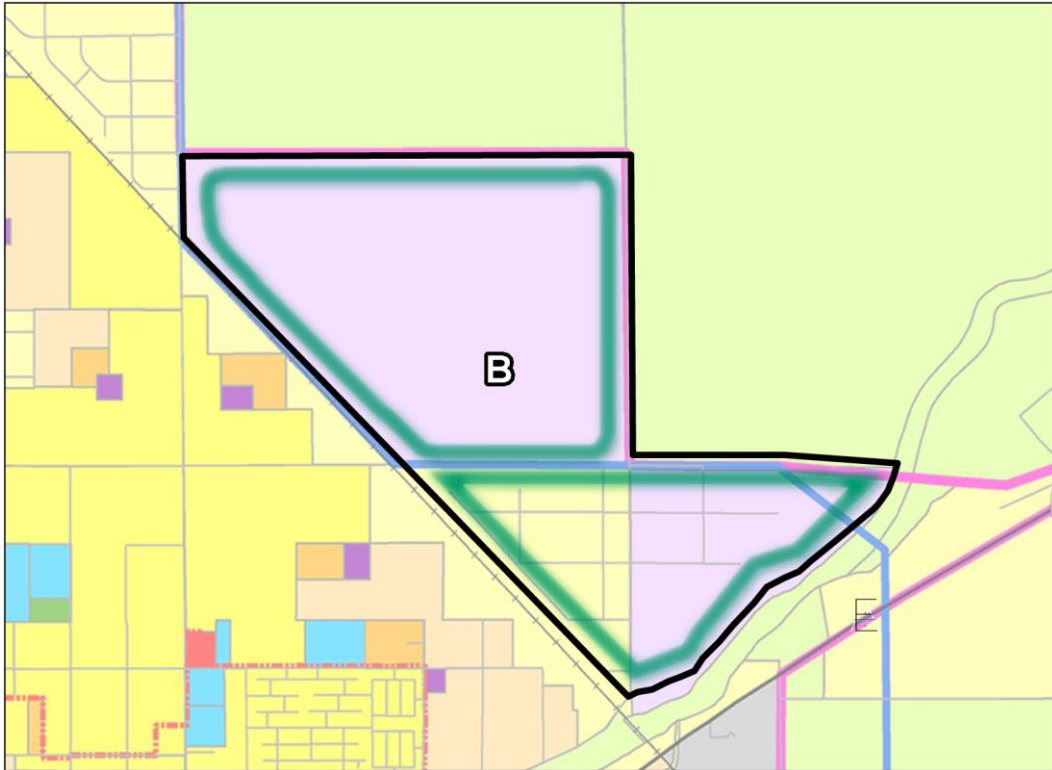


erties proposed for urban development should be annexed into the city, the City will not oppose a proposal to develop this neighborhood prior to annexation, when such proposal is compatible with the City's development standards. The neighborhood should be planned comprehensively prior to the development 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.

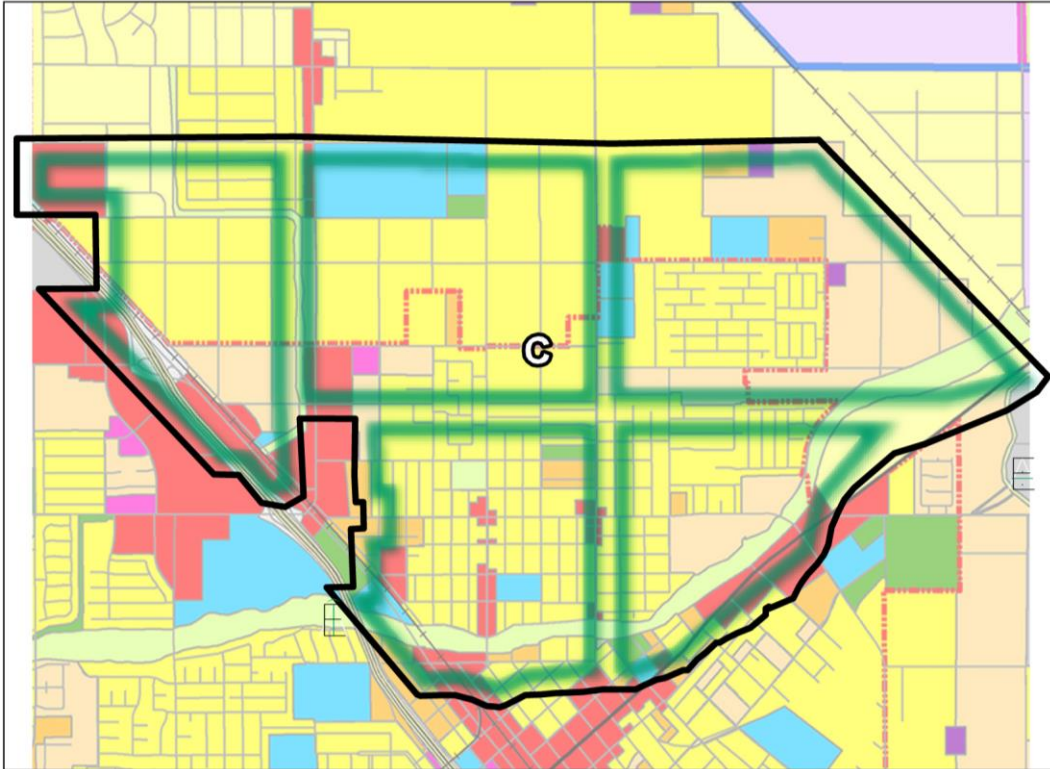
### **VILLAGE B: SPECIFIC POLICIES**

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**

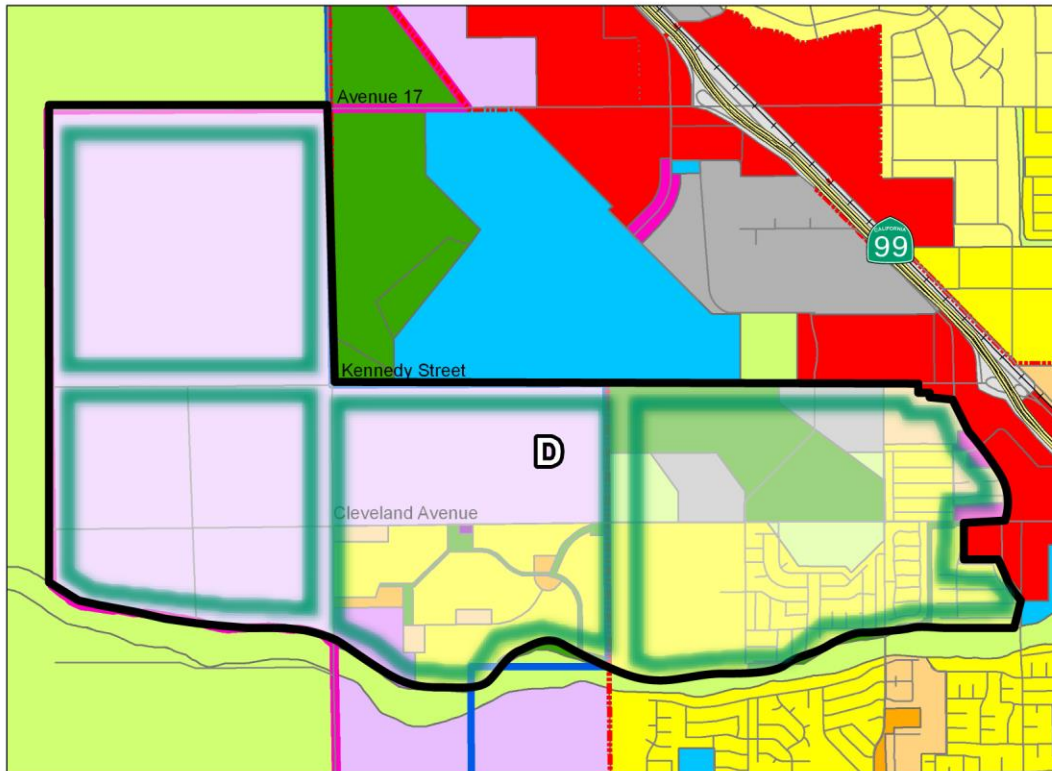
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide development, as the area transitions to urban use.

- 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.

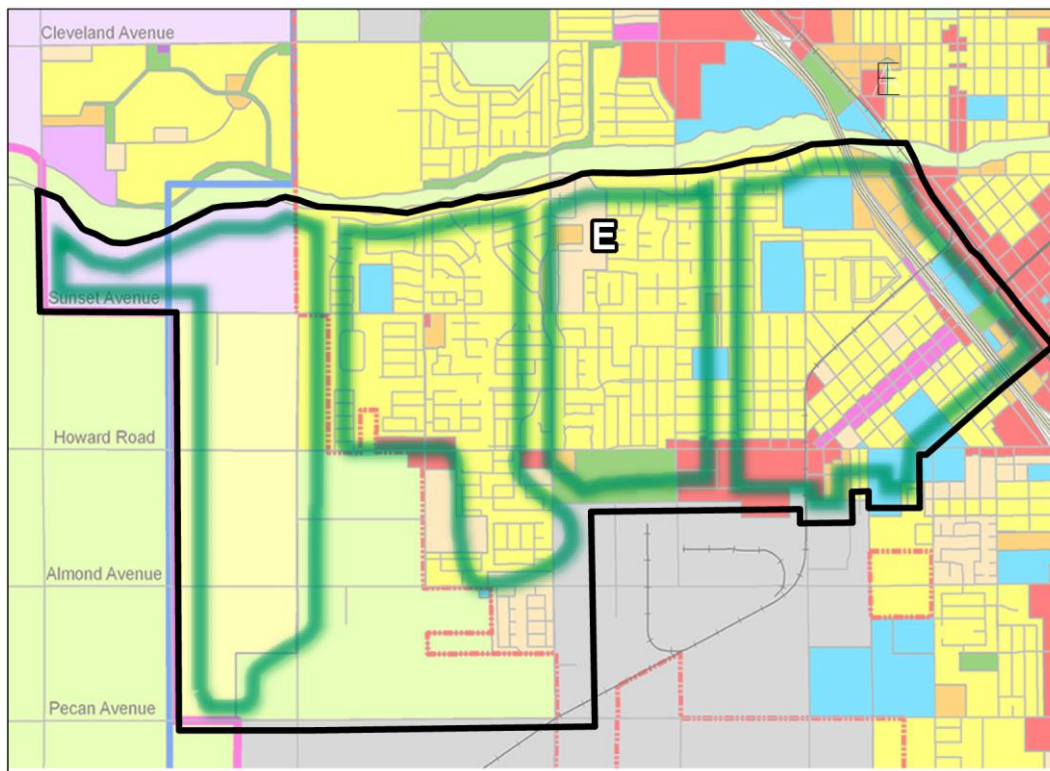
Note: Please see the Health and Safety Element of this General Plan for additional information and a map of land use compatibility areas for Madera Airport.

#### **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.

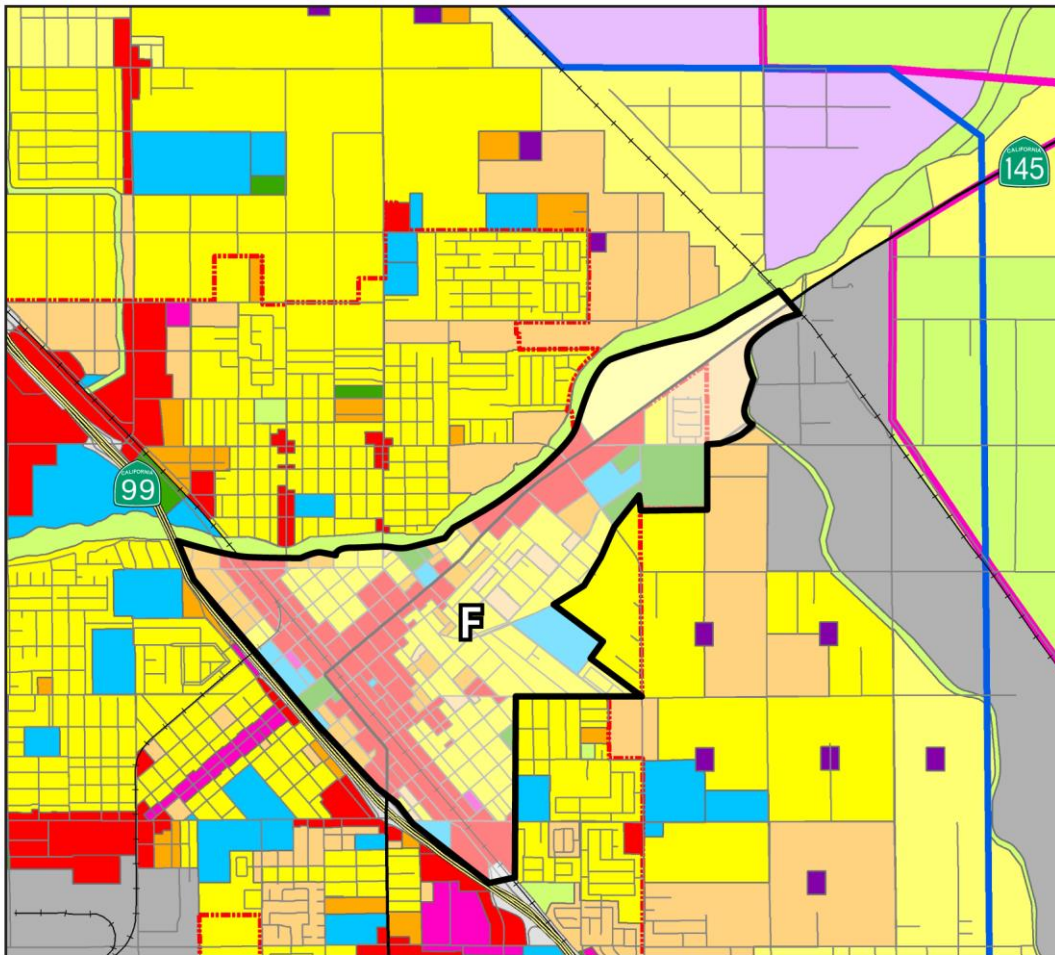
### VILLAGE E: VILLAGE SPECIFIC POLICIES

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**

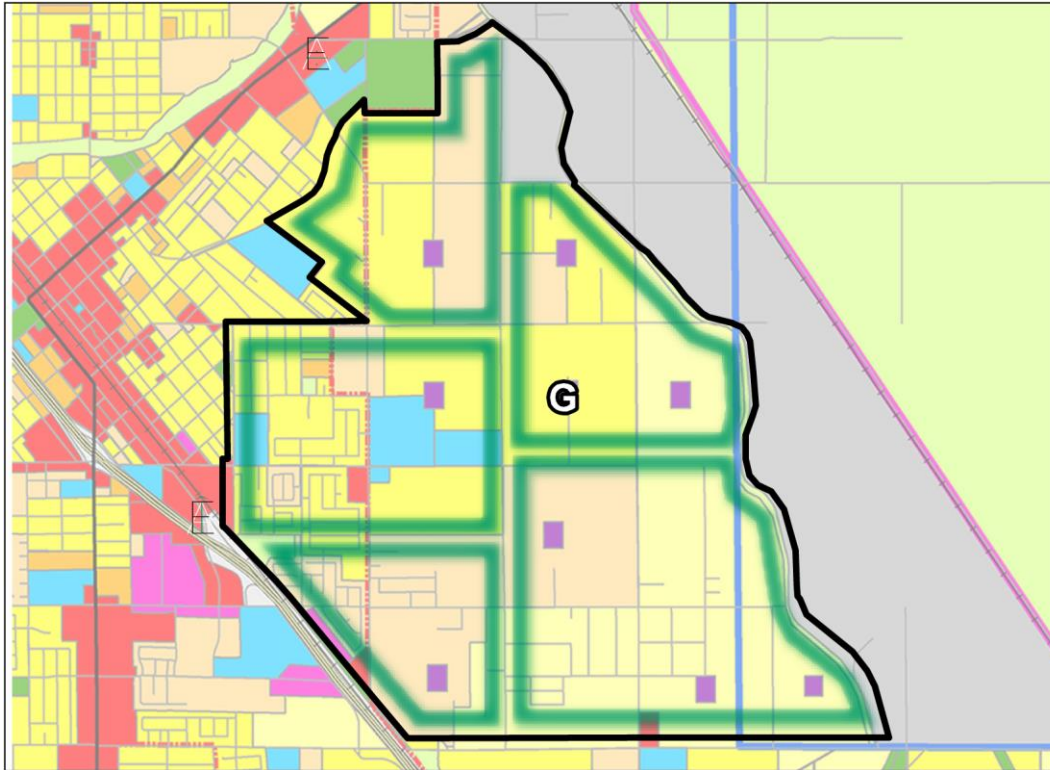
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

- 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: PARKSDALE



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. Sub-standard 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**

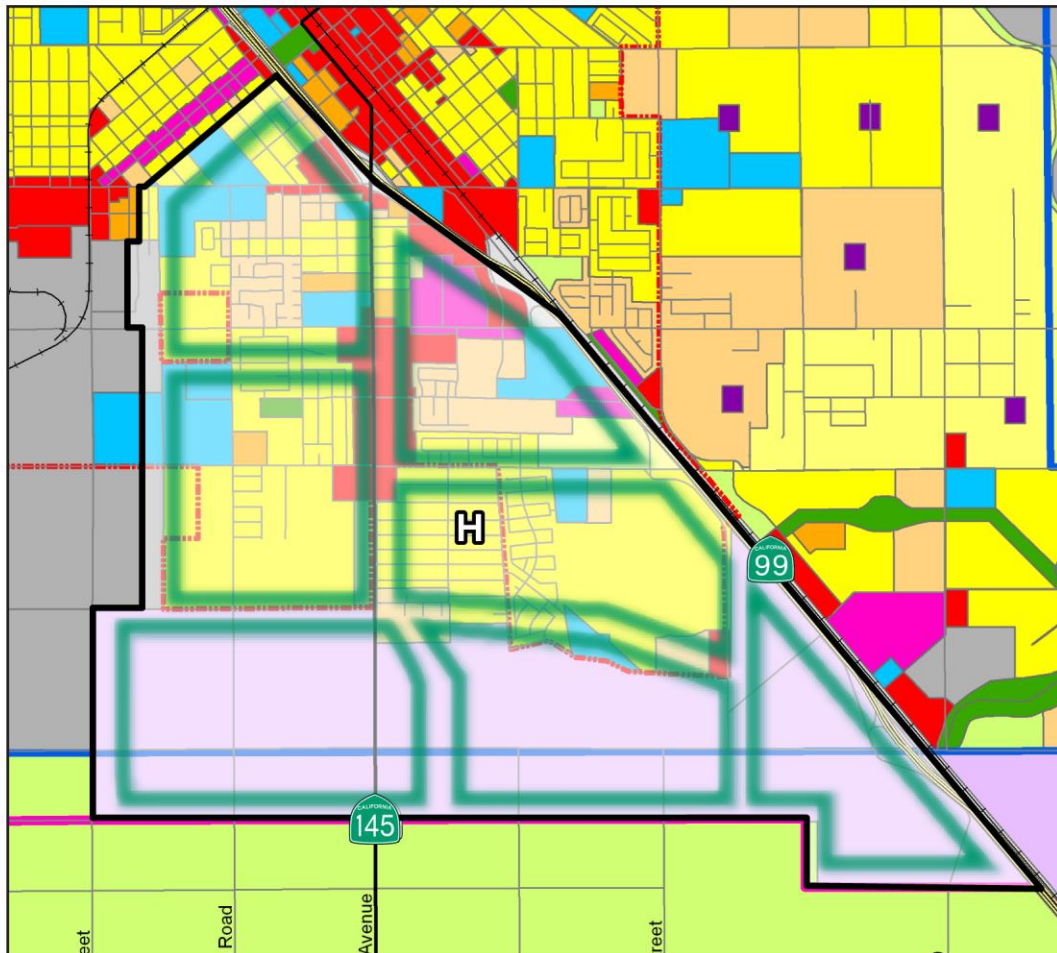
The following policies are intended to identify some of the unique issues for this area which will need to be addressed, and to guide redevelopment and transition of rural areas to urban uses.

- 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.

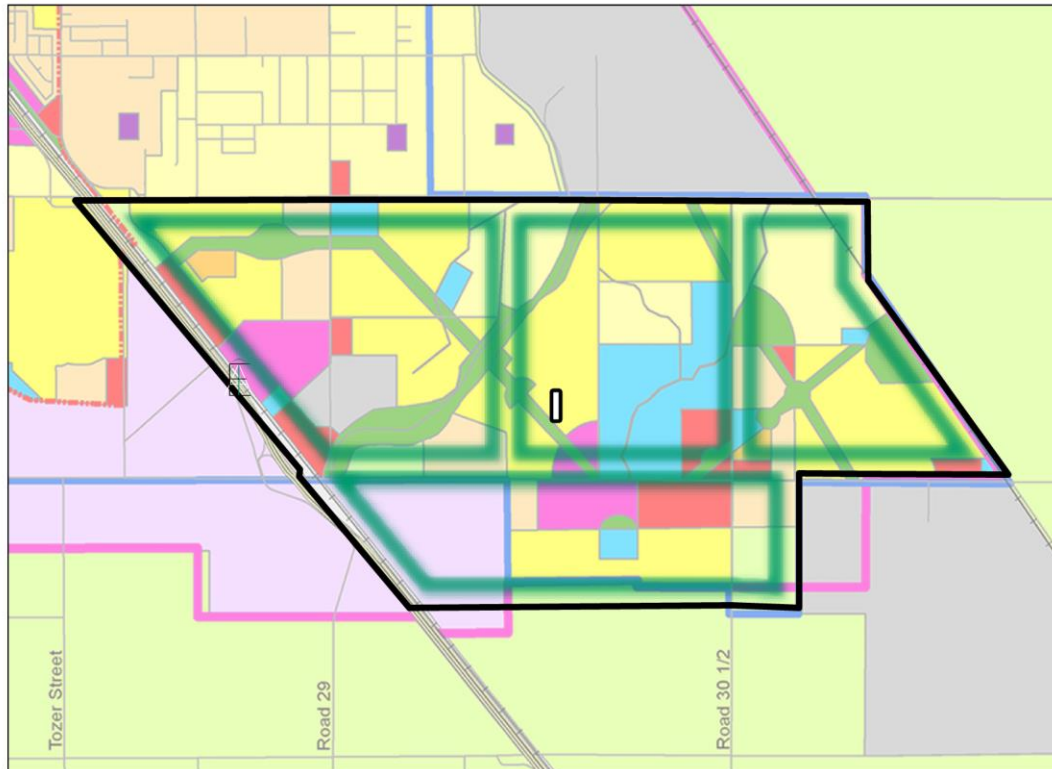
Although the retail area on Madera Avenue fulfills the need for a village center, commercial development is also expected to occur at Highway 99 and Avenue 12. The existing residential areas are generally under supplied with neighborhood centers. A large portion of the area designated Village Reserve 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.

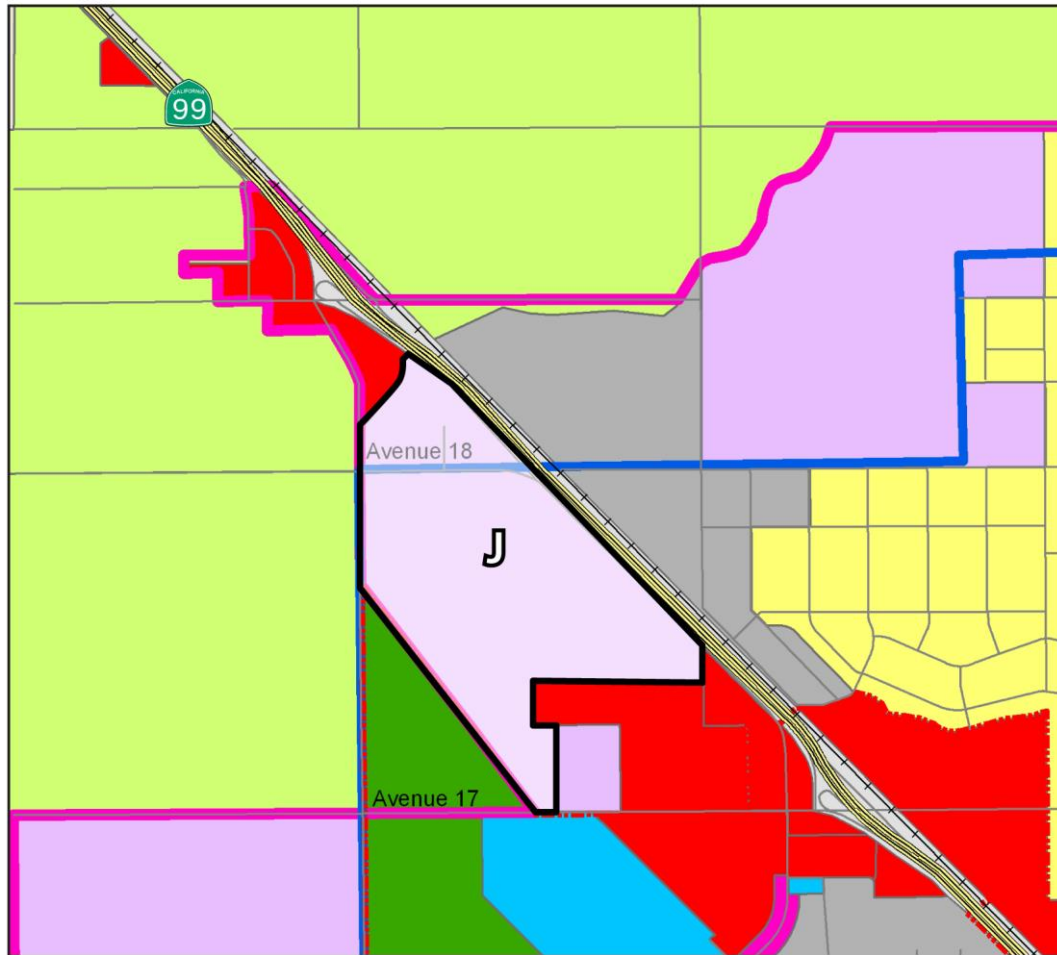
Hwy 99 forms the western boundary of this area; the BNSF rail line forms the eastern boundary. Both create noise and potential safety concerns.

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

Explore the use of financing incentives to encourage employment-generating businesses to locate in Madera.

#### Action Item LU-44.2

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

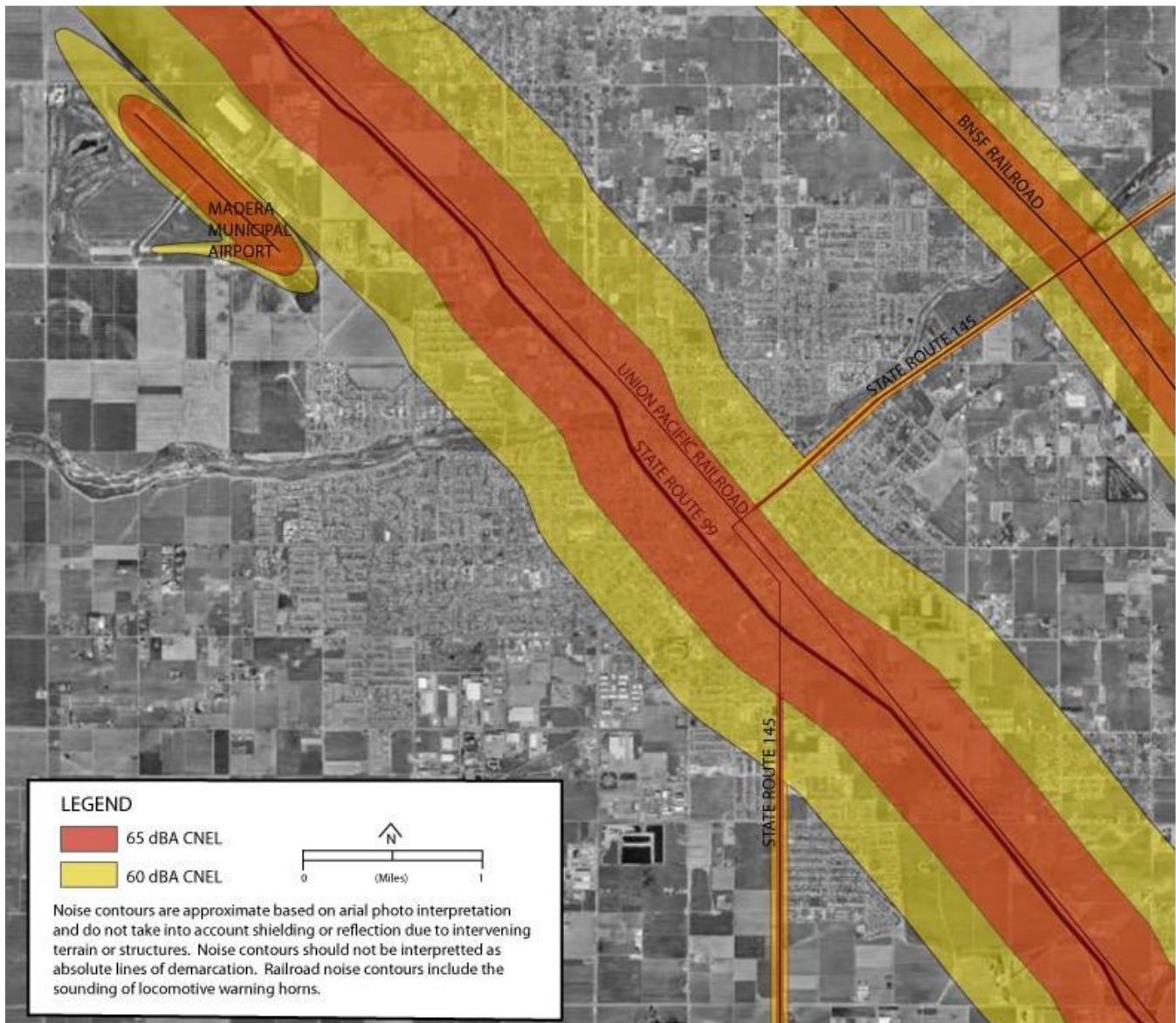
Roadway Segment	ADT	CNEL at 100 Feet from Near Travel-lane Centerline	Distance (feet) From Roadway Centerline to CNEL Contour		
			70	65	60
Road 23, Between Avenue 16 and Cleveland Avenue	29,170	72.73	169.0	363.8	783.5
Road 23, North of Avenue 12	9,770	62.28	--	73.4	157.8
Road 29, Between Olive Avenue 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.

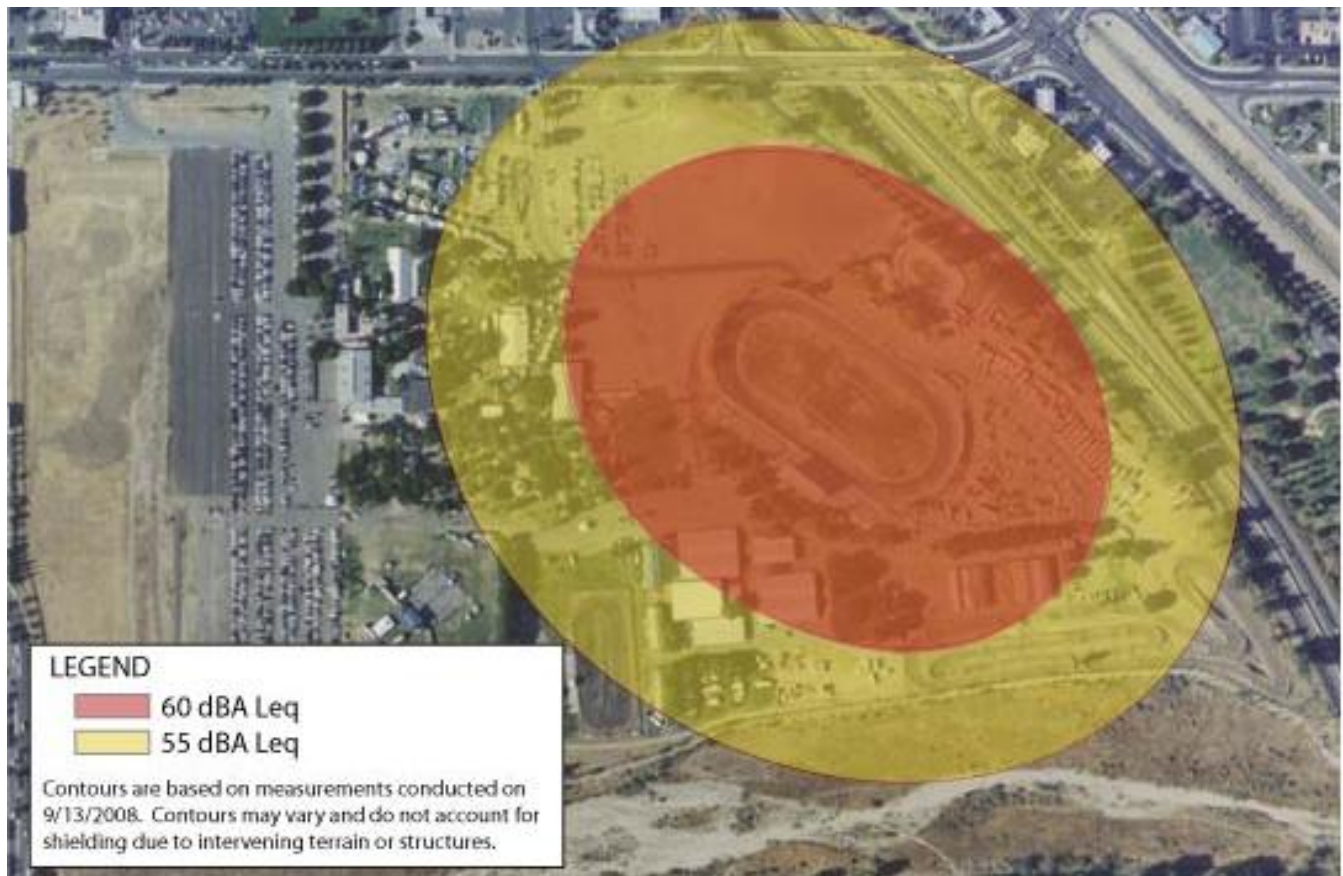
**FIGURE N-1: MADERA TRANSPORTATION NOISE CONTOURS, 2010**



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.

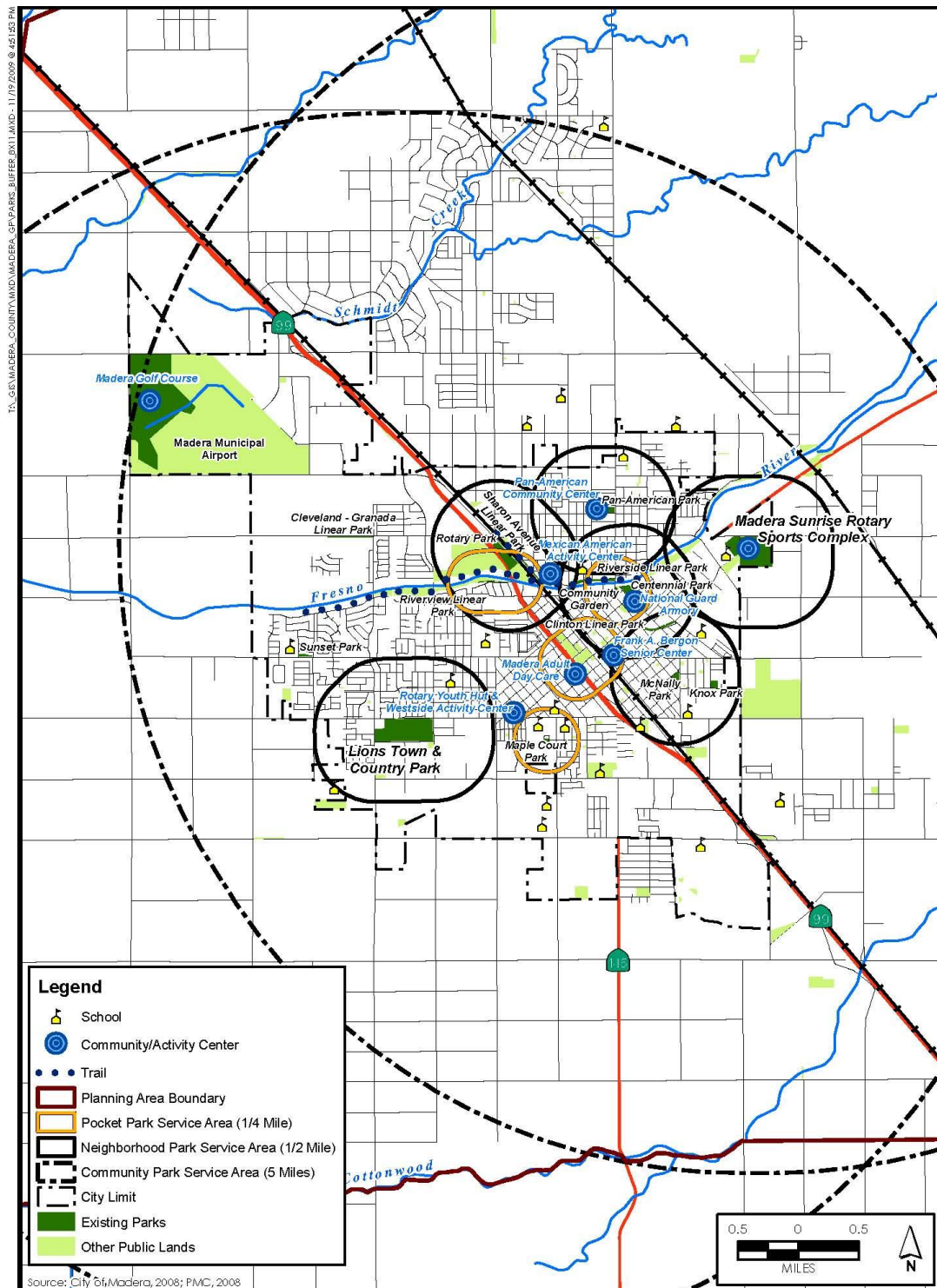
Another notable feature of Madera’s parks system is the Vern McCulloch Fresno River Trail. Vision Madera 2025 describes the River Trail as a recognized feature of the city, providing valued recreation, access and mobility opportunities for pedestrians, runners and bicyclists.

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
Total Neighborhood Park Acreage	12.21
<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
Total Pocket Park Acreage	2.77
<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
Total Linear Park Acreage	9.12

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.
- **Other Park Areas** 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.*

### OTHER PARK 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.

*The City will determine on a case-by-case basis whether a trails facility counts 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.*

### OTHER PARK 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.

*The City will determine on a case-by-case basis whether paseos/greenbelts count toward the City's parkland standard in Policy PR-1.*

### OTHER PARK 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.

*The City will determine on a case-by-case basis whether linear landscape area counts toward the City's parkland standard in Policy PR-1.*



*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.*

**OTHER PARK 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.

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.

*The City will determine on a case-by-case basis whether Pocket Parks count toward the City's parkland standard in Policy PR-1.*

**OTHER PARK AREA: OPEN SPACE**

Open Space is land that is set aside for a variety of reasons:

- 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



*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.*

- 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.

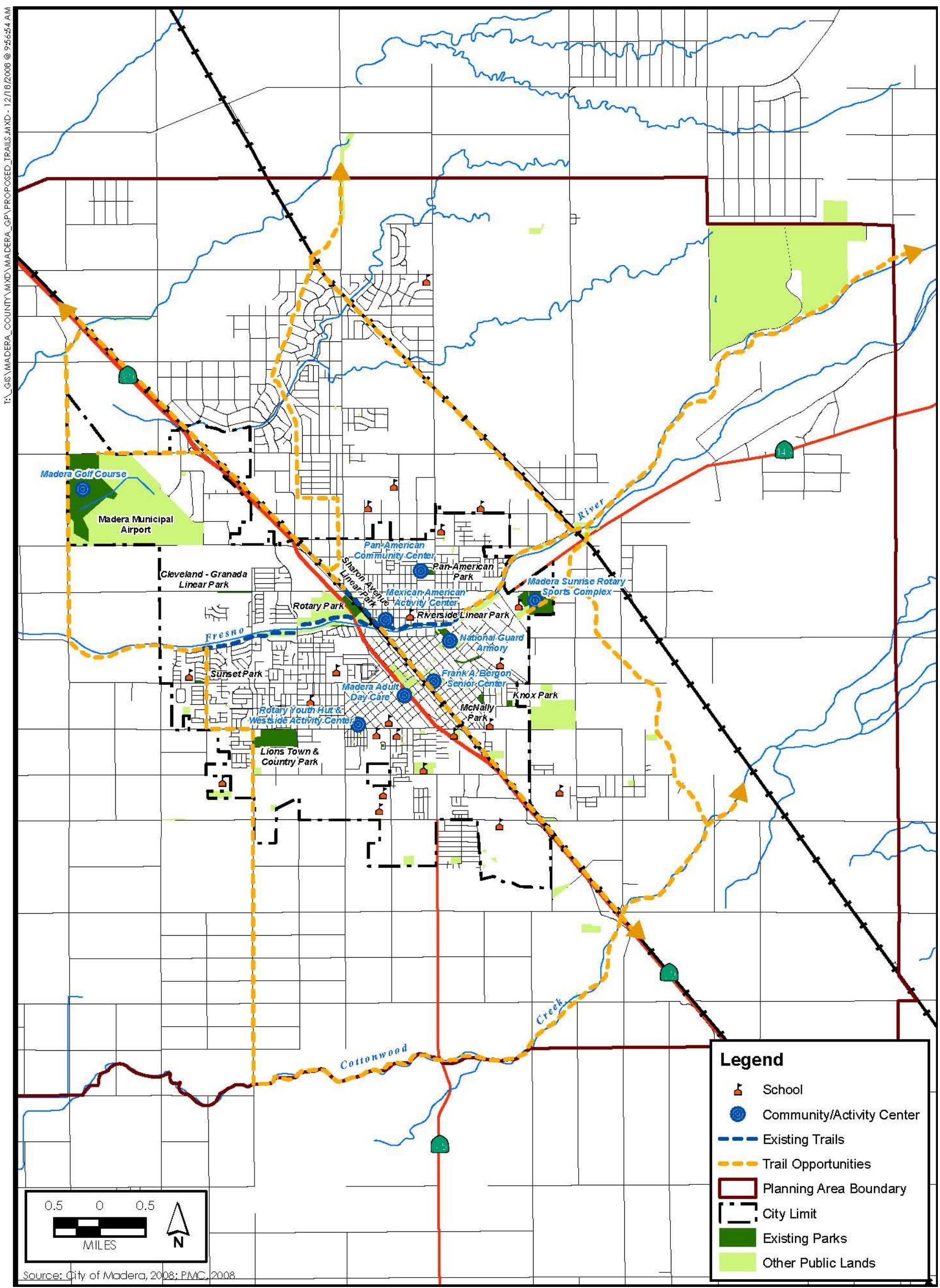
### Policy PR-20►

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.