

PART I

INTRODUCTION TO THE GENERAL PLAN AND EXECUTIVE SUMMARY

BACKGROUND

The town of Kingsburg was established in the 1870's when the (now) Southern Pacific Railroad was laid through the heart of the San Joaquin Valley, and when cattle raising and wheat production were the principal economic activities of the day. It was the railroad's alignment that set the diagonal pattern of streets and blocks in the area immediately surrounding the community's downtown. And, it was many years before the town outgrew the original town plat established by the railroad and changed the street pattern for newly developing areas to a more conventional layout of north-south and east-west street alignments.

The first home in the area was built by Josiah Draper, who referred to the fledgling town as "Drapersville". It was renamed as "Wheatville" when the first post office was established in 1873, but was renamed again as Kingsburg in 1875 to reflect the City's close proximity to the Kings River. A more diversified pattern of agricultural production emerged in 1876 with the introduction of irrigation. By 1886, significant population increase had occurred with the migration of families of Swedish ancestry from the State of Michigan. By 1890, the town could claim 400 residents. But it wasn't until 1908; 36 years after being founded that Kingsburg became an incorporated city.

The first highway was built in the area in 1912 connecting with Sanger to the north, along the alignment of 18th Avenue (Mendocino). By 1925, raisin production and packing had become the main basic industry. The community's small population in 1930 (1,332) and its strong ties to the agricultural economy saved it from the economic ravages which swept the industrialized cities of the country during the Great Depression.

With the advent of World War II, the City's population increased to approximately 1,500, and the local economy began to show more diversification. In 1950, the population was at 2,310, with many farmers having retired and moved into the City. It was in the early 1960's, when U.S. Highway 99 was converted to freeway status from Kingsburg to Fresno, that the community began showing its suburban characteristics. For the next 25 years and to this day, the desire to live in Kingsburg while working in other communities has been fanned by the physical amenities and cultural character which enrich the quality of life available to residents of the community.

With a current population (January, 1992) of about 7,640, Kingsburg has reached the threshold where perhaps its greatest challenge may be to attract and sustain economic growth while maintaining and even enhancing its physical and cultural character. These goals need not conflict, and indeed are intended to become mutually reinforcing aims to be nurtured through a well-established city planning process that has become a positive characteristic of community life. The City adopted its first General Plan in the early 1960's. A decade later, it undertook a comprehensive revision of the Plan and adopted an entirely new Plan document in August of 1973. Many amendments have been made to the Plan over the past 19 years, including new Land Use and Circulation Elements in 1984 and 1988, and major revisions to the Housing and Recreation Elements in 1986-1988 and 1989, respectively.

Because of the many amendments which have been adopted, and because of major changes which have been made in the local planning mandate prescribed by the State Planning Law, this document has been

prepared both as a consolidation of existing policy, and as an articulation of new policies and standards aimed at enhancing the City's overall quality of life for its residents and for visitors to the community.

NATURE AND FUNCTIONS OF THE GENERAL PLAN

Under the body of statutory and case law which has evolved in California, including Guidelines issued by the State Office of Planning and Research, the General Plan for Kingsburg functions as a "constitution" in much the same way as a state or national constitution. The Plan reflects the City's long-range aspirations of physical form and amenity and provides guidance to the substance of developmental regulations such as zoning and subdivision ordinances, and to other programs approved by the City Council, such as the Redevelopment Program, which combine as the package of tools necessary to carry out the Plan over time.

The General Plan has three basic functions:

1. To enable the City Council, upon the advice of its Planning Commission, to express agreement on development policies;
2. To provide clear guidance in judging whether projects proposed by public agencies and private developers are in close agreement with policies of the General Plan; and
3. To allow and provide the basis for making intelligent changes to the Plan as time and changing circumstances may dictate, while being true to its purposes.

The principal characteristics of the Plan are that it is comprehensive, long-range and general. It is comprehensive in that it embraces all aspects of existing and future physical development of the community, public and private. It is long-range in that it presents a view of the physical character to be achieved over the next 15 to 20 years. And, it is general in that it provides for innovation and flexibility in working toward the achievement of the Plan's goals through the many public and private actions that are and will be necessary for Plan implementation.

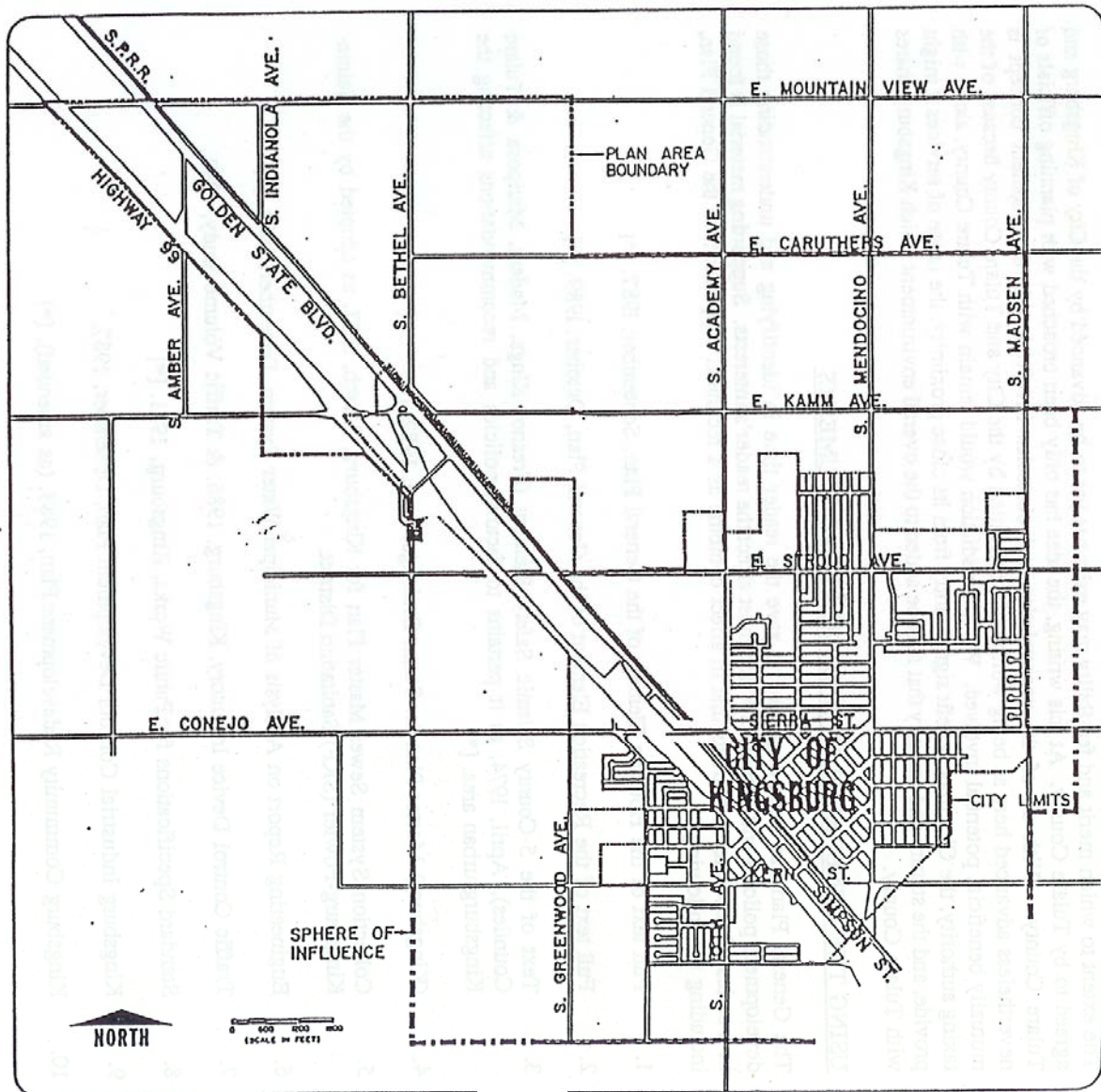
THE KINGSBURG PLANNING AREA

The area covered by the Plan has two geographic dimensions. The first dimension is prescribed by the City's "Sphere of Influence" as adopted by the Fresno County Local Agency Formation Commission. The SOI boundaries are shown on Figure I-1, and include all lands within the existing City limits, lands that are expected to be annexed and urbanized over the next 20 years, and the unincorporated territory of the County where various types of development may be proposed to the County which will have an influence on the interests of the City. In the latter case, County policies and procedures provide opportunity for the City to express its position and recommendations for County action, consistent with adopted policies of the Kingsburg Area General Plan as adopted by Fresno County.

The second dimension has emerged as a new and potentially exciting direction for the encouragement of a recreation-oriented urban complex between the City and the Kings River for development mostly within Tulare County. It involves the triangle-shaped Kings River environment encompassed by the City limits on the north, the extension of State Route 201 east of the City to the Kings River, lands which border the south side of the Kings River, and a line parallel to and approximately one mile west of Freeway 99. Concepts for the development of this triangle will be developed initially separate from the City's General Plan document because of the need for careful exploration of development concepts with Tulare County.

Figure I-1

PLANNING AREA BOUNDARY



The extent to which merit and feasibility may exist has yet to be advanced by the City of Kingsburg and agreed to by Tulare County. At this writing, the idea has only been broached with planning officials of Tulare County. With all of the uncertainties and obstacles involved, this development concept is nevertheless advanced here as being worthy of exploration by the City and Tulare County because of the mutually beneficial potential involved. While jurisdiction would remain with Tulare County, along with taxing authority, the City may benefit significantly from its close proximity, the range of services it might provide, and the stature and amenity that may be added to the overall environment which Kingsburg shares with Tulare County.

USING THE GENERAL PLAN AND RELATED DOCUMENTS

The General Plan has been organized to save the reader time in identifying and understanding those development policies and proposals which most affect the reader's interests. Supporting material is found in a series of separate documents that in affect combine as a technical supplement to the General Plan, including the following:

1. Full text of the Housing Element of the General Plan, September, 1987. [*]
2. Full text of the Recreation Element of the General Plan, October, 1989. [*]
3. Text of the 5-County Seismic Safety Element (Fresno, Kings, Madera, Mariposa & Tulare Counties), April, 1974, as it pertains to factors, policies and recommendations affecting the Kingsburg urban area. [*]
4. (Kingsburg) Master Plan for Storm Drainage, June, 1982. [*]
5. Collection System Sewer Master Plan for Kingsburg, March, 1987, as adopted by the Selma-Kingsburg-Fowler (SKF) Sanitation District.
6. Engineering Report on Analysis of Municipal Water System, December, 1982. [*]
7. Traffic Control Device Inventory, Kingsburg, 1986, & Traffic Volume Study, 1987.
8. Standard Specifications for Public Works, Kingsburg, 1981. [*]
9. Kingsburg Industrial Corridor Development Plan, December, 1987.
10. Kingsburg Community Redevelopment Plan, 1983, (as amended). [*]
11. Kingsburg Zoning Ordinance, May, 1982 (as amended). [*]
12. Street Tree Ordinance & Master Tree List and Planting Guide, 1978. [*]

These documents are available in Kingsburg at the Office of the City Clerk, City Hall, 1401 Draper Street, and may be useful for the professional firms and individuals who require more detailed technical data in preparing development proposals for review by the City. The reader's attention is directed to the Zoning Ordinance because of its singular importance in implementing land use policies of the General Plan. Of special note are the procedural sections of the ordinance which set forth requirements for preparing an adequate application for such entitlements as change of zone district, planned unit

development, conditional use permit, special zoning exception, and site plan and architectural design review.

In various ways, most of these documents contain a refined set of policies and directions for action with respect to the functional purposes of the document. Those designated with an asterisk [*] have been adopted by the City Council as official City policy, while others are informational or have been proposed for adoption. In any event, all should be considered as presenting a body of policy which is either mandatory in its application to the development process (adopted) or may be made mandatory as a condition of development approval through administration of the City's Zoning, Subdivision and Parcel Map ordinances.

FORMAT AND CONTENT OF THE PLAN

The General Plan is presented in eight parts (including this introduction). Part II provides a description of the environmental setting which serves to meet requirements of the California Environmental Quality Act (CEQA) for purposes of the General Plan EIR and for environmental assessments that may be required for specific development projects. Part III describes the goals and major policies of the Plan. Parts IV - VI present descriptions of seven mandatory (and one optional) elements of the Plan (Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety). The optional element is the Recreation Element. These descriptions have been combined into three so-called "Super Elements" as discussed under alternatives for element consolidation developed by the Governor's Office of Planning & Research.² These new consolidated elements are referred to as the Community Development Element (Part IV), the Resource Management Element (Part V) and the Hazard Management Element (Part VI). They represent a functional consolidation which simplifies the task of element description by combining those elements which are closely related to each other. Consolidation also makes it easier to achieve internal consistency among elements as required by State Law and Case Law. The relationship of the formerly separate and consolidated elements is shown in Table I-1. Certain Elements previously included in the 1974 version of the General Plan have been deleted or otherwise incorporated as part of this current General Plan document. The Scenic Highways Element is no longer required by State Law, nor was it required for Kingsburg in 1974 or thereafter since neither of the State highways which pass through the community are included on the State's adopted Master Plan of Scenic Highways. More appropriately, the General Plan contains policies in the Land Use and Open Space Elements relating to the improvement of the aesthetic qualities of major entrances and transportation corridors of the City. The Seismic Safety and Safety Elements have been combined under recent amendments to the State Planning Law, and the Solid Waste and Public Buildings, Service and Facilities Elements have been deleted. The entire function of solid waste management has been elevated to a regional level under a joint exercise of powers agreement between the County of Fresno and cities of the County. Features of Public Buildings and Services Elements have been incorporated as part of the Land Use Element. The policies and proposals of the General Plan are given added dimension by the General Plan Diagram which is included in Part IV of this document. The Diagram depicts only those proposals which are capable of graphic presentation. Although the Diagram usually is referred to more often than the text of the Plan, the Diagram taken together with this entire document constitutes the complete General Plan. The Diagram illustrates, while the text explains.

¹. "Element Consolidation, Streamlining Local General Plans", Governor's Office of Planning & Research, Office of Local Governmental Affairs, April, 1988.

TABLE I-1

RELATIONSHIP OF MANDATORY, OPTIONAL AND CONSOLIDATED ELEMENTS OF THE GENERAL PLAN

<u>Separate Mandatory Elements</u>	<u>Optional Elements</u>	<u>Consolidated Elements</u>
		Community Development
Land Use	(included)
Circulation	(included)
Housing	(included)
		Resource Management
Conservation	(included)
Open Space	(included)
Recreation	(included)
		Hazard Management
Noise	(included)
Safety	(included)

Part VII presents a general strategy and program for Plan implementation. It is included to provide direction to the City rather than policy commitment to specific programs in recognition of financial limitations which impose constraints on the ability of the City (and therefore the timing) to implement various features of the Plan. Part VIII fulfills requirements of the California Environmental Quality Act (CEQA) for an Environmental Impact Report on the General Plan. It describes the environmental evaluation conducted during Plan preparation and review, and identifies key sections of the Plan document which meet various requirements of CEQA Guidelines for EIR preparation. The EIR is made an integral part of the Plan so that its conclusions and mitigation measures will be readily available as decisions are made concerning Plan implementation and future Plan amendment. Since 1974, all amendments to the General Plan have been given environmental evaluations which called for findings in support of Negative Declarations. However, both time and the consolidation of all elements of the General Plan into a single document necessitate the incorporation of a General Plan EIR as part of this document.

EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary is provided as a ready-reference to goals and many of the more significant policies of the General Plan and to mitigation measures specified by the General Plan EIR. Policies of the General Plan can be found throughout Parts II, IV, V, and VI, along with considerable descriptive material that translates goals and policies into more specific directions for action by all parties engaged in the development process. The complete description of mitigation measures can be found throughout the various sections of Part VIII which comprise the General Plan EIR.

GOAL NO. 1 - BALANCING THE SOCIAL AND ECONOMIC COSTS AND BENEFITS OF URBANIZATION THROUGH GROWTH MANAGEMENT

The General Plan gives emphasis to the development of tax revenue and job-creating activities as a matter of primary importance to achieving other goals of the Plan. Despite pressures and demands that are certain to emerge in order to build housing units at a rapid pace, a clear policy of the General Plan is to limit the pace and quantity of housing construction to annual allocations in reasonable balance with the growth of Kingsburg's economic base.

Policies:

General:

1. The City's ability to stay abreast of its financial and service capabilities will require continuous monitoring on at least an annual basis. Once a system is in place, it will be relatively easy to identify current conditions and to estimate the probable impacts of new development proposals. It is the City's responsibility to manage growth in relation to physical and financial capability of municipal services, and other local governmental services, while being consistent with all applicable policies and proposals of the General Plan.

Commercial Development:

1. Areas having early potential for Regional and Highway Commercial development primarily involve lands located along the Sierra Avenue and Simpson Street/Golden State Boulevard corridors with access from the Sierra/Conejo and Kamm/Bethel interchanges with Freeway 99. The largest commercial project being considered in the short term (other than the already approved K-Mart complex now under construction) is a Factory Stores center along Simpson/Golden State.
2. Priorities for commercial development along Sierra Avenue include Highway Commercial west of Greenwood Avenue, and a Community Commercial shopping complex on the old winery property at Sierra and 10th Avenue.
3. Priorities for commercial development as extensions of the Central Business District include the Simpson Street and Marion Street corridors extending from Draper Street to Sierra Avenue.
4. Proposals for the classifications of retail activity described in Part IV-A of the Plan are to be considered as offering flexibility for ingenuity and innovation in the selection, promotion, design

and development of commercial centers and uses which reflect the Swedish Village concept for all commercial areas of the City.

Industrial Development:

1. Industrial development priorities involve lands along the freeway and railroad corridor extending northwesterly to Kamm Avenue.
2. Areas designated for industrial use are to assure that there will be sufficient long-term availability of industrial land to expand the City's economic base and capability for meeting the on-going costs of public services required by the community. A slow pace of industrial development is not to be construed alone as justification for designating industrial land areas for another type of urban use unless such use would be of a regional commercial character.
3. Industrial proposals should be located where possible within an industrial park designed for the accommodation of a community of industries that are compatible in terms of operational characteristics, aesthetic qualities, utility service requirements and street circulation.

GOAL NO. 2 - EQUAL OPPORTUNITY

Growth in the local economy will foster equality in opportunity for existing residents, for racial and ethnic minorities and for people of low and moderate income in the provision and availability of public services and facilities and in meeting employment and housing needs. Insofar as reasonably may be possible, policies and proposals of the General Plan are intended to provide for and support the attainment of such equality of opportunity.

Policies:

1. The City intends that positive benefits accrue to the community as a whole through programs which maximize the potential of local residents to obtain jobs, assuming adequate training and personal characteristics. Contracts will be sought with commercial and industrial employers which will create opportunity for employing qualified local residents.
3. Residential expansion should reflect the considerable variety of housing types that comprise the residential market of the region. In addition to conventional single-family detached housing, there is a strong market for small lot detached and attached (townhouse) single-family purchase housing for entry level buyers as an alternative to multi-family rentals. As an alternative to large multi-family rental projects, there also is a market for owner-occupied multi-plexes. Other alternatives are the purchase and rental condominium, the single story garden apartment and well-designed mobile home park. As an overall standard, the City will seek to maintain a 70% to 30% ratio in the combined variety of single-family units provided as compared to the combined variety of multi-family units. This percentage is a fair reflection of regional characteristics of housing market demand, and will assure that Kingsburg will meet its fair share of the regional market for housing to meet the needs of low and low-moderate income households.

With respect to housing opportunity, more than 20 policies are listed in Part IV-C regarding the following topics:

- Increasing the supply of affordable and accessible housing.
- Adequate provision of housing sites.

- Implementation and monitoring.
- Preservation and conservation of existing neighborhoods.
- Adequate housing for all socio-economic segments of the population.
- Energy conservation.

GOAL NO. 3 - COMMUNITY IDENTITY THROUGH THE SWEDISH VILLAGE CONCEPT

It is a goal of the General Plan that the Swedish Village Concept will make a strong contribution toward the identity of the entire City of Kingsburg, fostering a continuing sense of pride and identity among local residents with the community's Swedish heritage.

Policies:

1. A policy basic to the design of commercial areas is that the Swedish Village design motif already well established throughout the Central Business District (CBD) be continued and expanded to embrace Highway Commercial, Service Commercial and Light Industrial centers within the City's Re-development corridor and the commercial corridor developing along Sierra Avenue west of the freeway.
2. The original town site, centering on the Central Business District, should continue to be made the target of an intensive effort to honor and share the community's Swedish heritage through expression in building design, site planning, landscaping, street and open space improvements, business functions and cultural activities having broad visitor attraction.

GOAL NO. 4 - QUALITY IN THE FORM, DESIGN AND FUNCTIONS OF THE URBAN AREA

The building of the future city and the rehabilitation of existing older areas is not to be approached as a collection of subdivisions and commercial and industrial enterprises, to be built out as rapidly as the private sector may desire. The City of Kingsburg has an unique opportunity and responsibility to manage the timing and phasing of development; to create and hold more directly to an overall town design; and to withhold the provision of essential public services if necessary to gain the level of cooperation required of developers and landowners to assemble land and proposed units of development in conformance with the town design.

New development and redevelopment is to reflect quality in community design and image. Development is to be phased to create a community which exhibits the best that community building and management experience will allow, limited only by the economics of market opportunity.

Policies:

1. Architectural design review shall be required of all Planned Unit Developments (PUD's), and of all multi-family, office, commercial, institutional and industrial uses.

Residential Areas:

1. Eligibility for density bonuses under Planned Unit Development applications should be based on objective criteria to be included in the zoning ordinance.

2. Multi-family projects shall include landscaped open space in addition to yard areas required by the zoning ordinance, to be developed for the common recreation use of tenants. Minimum facilities may be required for common recreation areas. Examples include totlots for pre-school children, and passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading, including area to be shaded by trees and shade structures.
3. 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 reviewed by the City to assure visual compatibility and residential privacy.
4. Multi-family site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

Commercial and Industrial Areas:

1. Major features for the CBD would include the following:
 - a. Application of an architectural review process for all new building and remodeling.
 - b. Development of central and bordering streets as landscaped corridors. Examples of design features include angle parking, mid-block crosswalks, street furniture, and tree planting and complementary building facades.
 - c. Use of recirculating bodies of water and fountains as landscape features.
 - d. Off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release on-street and off-street spaces for customers close to places of business.
 - e. Encouragement of residential use above the ground floor in support of the CBD as a major activity center during evenings.
 - f. Encouragement of business and medically-related office development at the periphery rather than at the core of the CBD.
2. The visual interface between commercial/industrial areas and residential areas shall be designed and developed so as to avoid obtrusive visual impacts of commercial or industrial activities on nearby residential areas.
3. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.
4. Street trees and frontage landscaping, with automatic irrigation, shall be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD; Shade trees shall be provided within off-street parking areas as determined under site plan review.

Urban Open Space System:

1. Features of the urban open space system should include neighborhood and community recreation-parks, recreation corridors along natural and man-made drainages and waterways,

recreation corridors which connect with major components of the park system, and specialized recreation facilities such as a municipal golf course, centers for teenage youth and the elderly, and swimming pool. Neighborhood parks should be adjacent to and integrated with elementary school sites as well as being free-standing. Community parks should be adjacent to and integrated with junior high and high school sites, as well as being freestanding.

2. An important component of the system will be landscaped open space corridors on either side of some arterial streets as a means to buffer residential areas from traffic noise and glare. These corridors may vary in width and design to accommodate such recreation pursuits as walking, biking, and visual appreciation of the community.

GOAL NO. 5 - ENHANCING THE QUALITY OF LIFE

It is a goal of the General Plan to enhance the quality of living by preventing the degradation of the natural environment and by taking steps to off-set and alleviate the effects of that degradation which already has occurred or which cannot be avoided. Where feasible, natural conditions should be emulated as features of the community's systems of public and private open space.

Policies:

1. The extent of urbanization proposed at the periphery of the existing urban pattern is based on the principle that the capacity to accommodate population and economic growth is dictated by the need to preserve environmental qualities rather than the potential of Kingsburg to grow beyond its planning area boundaries.
2. The City's Sphere of Influence (SOI) boundaries should be amended to include lands west to the boundaries of the SKF Sanitation District disposal ponds, and east and south to include lands proposed for exchange between Fresno and Tulare Counties. This would effectively extend the City's SOI to 1/4 to 1/2 mile east of Madsen Avenue, 1/8 to 1/4 mile south of Clarkson Avenue (west of the freeway) and to the freeway alignment north and east of the freeway.
3. Exclusive agricultural zoning shall be continued on agricultural lands outside the boundary of future urbanization. Agricultural zoning should be continued on lands in accordance with development phasing proposals of the General Plan and any applicable Specific Plans.
4. The protection of agricultural lands outside of the urban pattern depicted by the General Plan shall be reinforced by firm City policies to not permit the extension of sewerage and water service to such lands.
5. With its name so closely tied to the environment of the Kings River, the City will seek to establish a physical (if not jurisdictional) tie with the River environment which will provide expanded recreation and living opportunity of mutual benefit for the people of greater Kingsburg and the northwestern corner of Tulare County.

GOAL NO. 6 - GROWTH MANAGEMENT

The City will seek to manage the rates of population and housing growth at levels which do not exceed the capacity of the City, the SKF Sanitation District and local school districts to provide the necessary levels of community and educational services and facilities required, consistent with all other goals of the General Plan. Management policies and techniques shall rely more on indirect rather than direct

means, recognizing that flexibility is both essential and desirable if significant progress toward goal achievement is to be realized over time.

Policies:

1. The overall population growth rate is to be managed by maintaining the housing growth rate at an annual average of 3.0% when factored over continuous five year intervals, and that the rate for any one year is not to exceed 5.0%.
2. Household and family size, and school child generation is to be monitored in cooperation with the local school districts. The City shall request annual reports from the districts, along with projected student enrollment by school, for discussion with school district Superintendents.
3. The City Building Department shall issue building permits consistent with the phasing of residential development established by the Planning Commission in approving subdivisions, parcel maps, PUD's and site plans.
4. Growth experience for the previous year and anticipated for the coming year is to be reported to the Planning Commission and City Council in July of each year. The Building Official may also submit reports for such shorter periods of time as the Building Official determines as to be necessary in the event of a fast pace of residential building activity.
5. Tentative subdivisions for single-family and/or multi-family use are to be accepted for processing in accordance with the following criteria, in descending order of importance:
 - a. Projects which are consistent with the General Plan and which do not require General Plan amendment. Such projects often will have been covered by previous environmental assessment. Projects intended to meet the needs of the housing market that currently are not being satisfied may be given preference over conventional market orientation.
 - b. Projects under 5 a., above, which seek to in-fill property and provide improved balance to the pattern of residential development for the community as a whole.
 - c. Projects which are consistent with the General Plan as to use but which require General plan amendment to remove a "reserve" designation. Under these conditions, applications for an amendment to the General Plan and Tentative Map will be accepted for processing at the same time. Unless otherwise covered by previous environmental assessment, a focused EIR may be required.
6. Projects which require General Plan amendment as to use are not to be accepted for filing until directed by the Planning Commission. Preliminary applications may be accepted only for the purposes of establishing priorities as to time, for evaluating the concepts involved and for understanding the probable implications for growth management. The Commission may require that two or more projects be evaluated jointly under the EIR and General Plan amendment process. The acceptance of a preliminary application will not in any way commit the City to approve an application for formal General Plan amendment once processing of such an application is authorized by the Commission.
7. State Planning Law limits the City to amending each of the several elements of the General Plan to four times each year. To meet this test, the City establishes the months of January, April, July

and October as the times when General Plan amendments will be considered by the Planning Commission. This will require that formal applications be on file at least one month prior to a month when the Commission will hold public hearings and act on an application. Since the environmental review process must first be concluded before Commission action on a proposed amendment, filing of an application two to three months before the month for programmed action by the Commission is advised. Where an EIR is required, an application must be filed at least four months prior to the month of Commission action.

8. If General Plan amendments are not processed during one or more of the four months scheduled for Commission review (January, April, July, October), the Planning Commission shall set other months of the year for consideration of General Plan amendments to avoid unnecessary time lags between the time when an application is accepted for filing and the time when it is acted upon by the Planning Commission.
9. Acting within the above framework of policy, the Planning Commission, with concurrence by the City Council, shall establish practical criteria for setting priorities for the consideration of amendments to the Land Use Section of the General Plan. Such criteria shall address the need to assure a continuing sequence of residential development activity and to avoid the granting of "rights" to priorities by developers who fail to build approved projects within a reasonable time.

GOAL NO. 7 - TRANSPORTATION/CIRCULATION/TRAFFIC

It is a goal of the General Plan to guide and provide for the development of an integrated system of transportation and internal circulation, and to provide access to other parts of Fresno County and the region. This goal is intended to benefit all citizens of Kingsburg, including the young, the elderly and the physically handicapped, by seeking the following:

- Increased transportation safety for citizens.
- The efficient movement of people and goods.
- Lower vehicle operating costs.
- Lower vehicle miles traveled with consequent reduction in vehicle emissions.
- Economy in street construction and maintenance.
- A circulation system correlated and consistent with the land use patterns fostered by the General Plan.
- Avoidance of the disruption of residential areas caused by through traffic on minor streets.
- Protection of rights-of-way needed for future Arterial and Collector Street widening in developed areas.

Policies:

State Highways:

1. The City should protect the through traffic functions of State Route (Freeway) 99 by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial street system.
2. Land use designations along Freeway 99 should take into consideration the existing visual and noise impacts associated with existing and future traffic levels on the freeway.

3. Freeway interchanges should be improved to carry the demands of traffic generated by Kingsburg's development, with additional interchange ramps being added where necessary and practical in consideration of the need for fair apportionment of traffic to existing and future regional demands.
4. The City should continue to protect future right-of-way requirements for State Route 201 to assure eventual capability for a four lane facility with a continuous left-turn lane between the east and west city limits.

Expressways and Arterial Streets:

1. Golden State Boulevard is to be developed to boulevard standards as a facility parallel to Freeway 99 to the northerly boundary of the Kingsburg Sphere of Influence. Golden State Boulevard may require six lanes, depending on the amount of traffic capacity required, with a landscaped divider between intersections and left turn lanes at each intersection. Sufficient right-of-way is required to include room for landscaped corridors along either side. Spacing between the intersections of crossing streets and driveways should be greatly restricted, with on-street parking prohibited.
2. Arterials are to be constructed for 4 lanes of traffic wherever practical, with left turn lanes provided at intersections. Development through residential areas should be designed to back-on to the Arterial, with ornamental walls and landscaping along the right-of-way line. In areas where development fronts the arterial, the design for a 4-lane facility may require a minimum right-of-way of 84'. Typically, this would involve four 12' travel lanes, two 8' parking lanes and two 10' planting strips for the accommodation of sidewalks and street trees. Where residential use fronts upon an Arterial street, driveways shall be designed so that vehicles can exit to the street by moving forward. Commercial sidewalks 10' in width need only be provided in retail commercial areas and along the frontages of other pedestrian-intensive uses. Street trees should be provided along all Arterial streets (and Expressways). Rights-of-way at the approaches to major intersections may require space for additional turn lanes.
3. Arterial streets serving Highway Commercial, Service Commercial and Industrial areas are to be designed and constructed to standards which reflect heavy truck traffic and the need for longer turning radii for trucks at intersections. On-street parking should be prohibited.

Collector Streets:

1. Collector streets are to be designed to carry from 500 to 5,000 vehicles per day. Where average daily traffic (ADT) is projected to be less than 4,000, a ROW of 60' is usually sufficient. Typically, this will involve two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width need not exceed 4' except where intensive pedestrian traffic is expected such as along school access streets.
2. Where ADT is projected above 4,000 in residential areas, a 66' right-of-way is usually required. In commercial and industrial areas, four lanes of traffic may be required. Where ADT is projected above 5,000, with high peak hour traffic, wider cross-sections will be required. Rights-of-way may require widening on their approaches to Arterials, Expressways or other Collector streets in order to provide suitable turn lanes.

4. The high costs of converting a deficient Collector street to the appropriate standards required for existing and projected traffic should be limited to only those streets where either: a) high current and projected volumes of traffic are involved; b) joint funding is possible; c) significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or d) where the rate of serious accidents has been high and where hazards to public safety are great.

Minor Streets:

1. To keep Minor street volume within design capacity, and to avoid the use of minor streets for through traffic, street length shall be kept under 1,600 feet where possible unless interrupted by an Arterial or Collector street.
2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Unit Development procedures of the Zoning Ordinance or under any applicable adopted Specific Plan.
3. Curb-to-curb sections of 56' may be permitted by the Planning Commission for cul-de-sacs and for streets not exceeding two blocks in length.
4. In view of deficiencies in existing Minor streets, the City should consider forms of funding which include direct public sources (e.g., through redevelopment or assessment districts) as a means of overcoming Minor street deficiencies. Curb, gutter, sidewalk and paving needs along Minor streets might alternatively be made the responsibility of affected property owners. Under this policy, the City would assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. The City might also share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.
5. Policies for Minor streets are intended to reflect options for reducing through traffic on minor streets between intersections with Arterials. This policy seeks to eliminate the use of Minor streets as thoroughfares through residential areas where they extend parallel to nearby Arterials or Collectors for many blocks and are often used as substitutes for Arterials or Collectors. Illustrations of how this policy may be implemented are shown on Figure IV-6.

GOAL NO. 8 - SEISMIC HAZARDS

Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing services.

Policies:

1. The City will inventory all buildings which are unsound under conditions of “moderate” seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks.

2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard.
3. The present building height limit of 50 feet shall be maintained, with a maximum of four stories. This policy should stay in force until such time that high rise construction is desired and capability for evacuation and fire fighting in upper stories is possible through the availability of appropriate equipment.
4. Facilities necessary for emergency service should be capable of withstanding a maximum credible earthquake and remain operational to provide emergency response.
5. Soil compaction tests, and geotechnical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, those which hold 100 or more people).
6. The City should adopt an Earthquake Disaster Plan in coordination with Fresno County and local special districts. The Plan should identify hazards that may occur as the result of an earthquake of major magnitude. The Plan should be sufficiently broad in scope to include the designation of evacuation routes and means to coordinate all local government 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 air-borne gas.
7. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Adequate emergency standby power generation capability should be available at water wells to assure water availability in the event of a major power failure.

GOAL NO. 9 - PUBLIC SAFETY HAZARDS

Goals for public safety seek to accomplish the following:

1. The reduction of loss of life or property due to crime, fire, earthquake, or other disasters or hazards.
2. The provision of adequate medical and emergency services to reduce the effects of natural or man-made disasters.
3. The promotion of citizen awareness and preparedness for emergency/disaster situations or potential for the incidence of crime.
4. The implementation of adequate inter-agency disaster planning.

Policies:

1. The City will continue to give high priority to the support of police protection, and to fire suppression and prevention and life safety functions of the Kingsburg Fire Department. Relocation of the City's fire station facilities is proposed for the vicinity of Sierra Avenue and Marion Street, affording adequate response within a maximum of 3-4 minutes to all parts of the urban area.

2. The City will work to maintain a fire flow standard of 3,000 gpm for all commercial and industrial areas of the community, and 1,500 gpm for residential areas, to assure the capability to suppress urban fires.
3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.
4. The City will continue to maintain and update emergency service plans, including plans for managing emergency operations, the handling of hazardous materials and the rapid cleanup of hazardous materials spills.
5. The City will continue to cooperate with the County of Fresno and other agencies in pre-disaster planning activities such as evacuation required in the event of a serious spill of hazardous chemicals.
6. The City will seek to reduce the risks and potential for hazards to the public through planning and zoning practices and regulations which avoid hazardous land use relationships, and by the continued and timely adoption of new-edition building and fire codes.
7. Neighborhood watch programs will be encouraged in all residential areas of the City.

GOAL NO. 10 - NOISE HAZARDS

The Goals of the Noise Section of the Hazard Management Element of the General Plan are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing encroachment by noise-sensitive land uses on noise-producing roadways, industries, the railroad, and other noise sources.

Policies:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards prescribed in Table VI-1.
2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise to the following levels:
 - a. Noise sources preempted from local control, such as railroad and highway traffic:
 - 65 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.
 - Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
 - Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.
 - b. For noise from other sources, such as local industries:

- 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.
3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation by the State of California will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.
 4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.
 5. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS

of the Project for which the decision-maker must issue a "statement of overriding considerations" under Section 15093 of State CEQA Guidelines (as amended) if the Project is approved.

The significant unavoidable adverse impacts which cannot be mitigated to insignificance based on a "worst-case" analysis of future conditions under Project implementation are:

1. An incremental annual increase over 20 years in the consumption of nearly 200 additional acres of productive agricultural land for urban use. This land is designated as Prime Land under the State's Farmland Mapping Program, and its loss will be irreversible. While the total annual value of the loss of vineyards and orchards involved is minor as compared to total County losses that can be expected over the same time period, the cumulative impact becomes significant over time.
2. An incremental increase in the annual quantities of vehicle and stationary emissions of air pollutants released to the atmosphere each year as vehicle traffic increases and the number of new industries increase. Under worst-case conditions, additional annual releases of carbon monoxide from vehicle sources of emission under full project build-out could be as high as 2,060 tons; for Nitrogen Dioxide, added annual releases would be about 98 tons; for Reactive Organics, annual added releases could reach 246 tons, and with particulates reaching about 131 tons. These totals would add significantly to an already serious problem of air quality within Fresno County and the southern part of the San Joaquin Valley Air Basin.

SUMMARY OF SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS THAT FEASIBLY CAN BE MITIGATED OR AVOIDED, for which the decision-maker must make "findings" under Section 15901 of the State CEQA Guidelines (as amended) if the project is approved.

It is useful to understand the meaning of the phrase "significant effect" on the environment as defined under Section 15382 of CEQA Guidelines as a basis for reviewing the significant impacts discussed in this report:

"A 'Significant effect on the environment' means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance.

An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant."

Additional Impacts and Mitigation Resulting from EIR's Processed During and 1991

The original Draft and Final EIR contained in Part VIII in an earlier draft version of the General Plan prepared in 1990 has been expanded to include the results of environmental assessments prepared for four subdivisions, two residential Planned Unit Developments and a K-Mart shopping center. The draft EIR's for these new projects were circulated for public review, and Final EIR's were prepared and certified. The significant conclusions of these additional environmental assessments are included in the body of the General Plan EIR contained in Part VIII, and in this Executive Summary.

Compaction and Overcovering of Soils

Extensive over covering and compaction of the soil will occur throughout the planning area which will significantly increase surface water runoff and the extent to which soil erosion may occur during construction activities. Surface water drainage from streets and other paved surfaces will contain petroleum distillates, grease and chemicals that can degrade groundwater quality.

Mitigation Measures:

1. A requirement for drainage to acceptable locations for disposal.
2. Employment of dust control measures through construction management.
3. One or more special systems eventually will be needed to remove contaminants from surface water prior to disposal to ponding basins.

Premature Agricultural Land Conversion and Urban-Agricultural Conflicts

An overly aggressive pace of urbanization could unnecessarily result in the premature conversion of agricultural land to urban use and create urban-agricultural conflicts at the line of interface between urban land and farmland.

Mitigation Measures:

1. Land use policies call for the phased development of agricultural lands in such a manner as to avoid the fracturing or fragmentation of the urban pattern and to assure a gradual conversion of agricultural lands extending outward from existing urban development.
2. Urban-agricultural conflicts can be minimized by requiring adequate fencing between residential land and farmland, and by concentrating on in-fill where feasible as compared to an outward expansion of the urban pattern.

Noise Effects

Noise generated by freeway and railroad traffic has the potential for adverse effects on residential areas west of the freeway, and on commercial areas east of the railroad. Noise generated by industrial activity is mostly isolated.

Mitigation Measures:

1. Sound wall construction has been provided west of the freeway and south of Kern Street within Tract No. 4044; residential construction within Tract No. 4044 has included the insulation of windows and doors.
2. Sound wall construction may be required along the east side of the railroad through the Central Business District.
3. A continuation of policies which will assure noise-compatible land use and avoidance of sensitive receptors near major sources of noise.

Transportation and Circulation

Street improvements proposed by the General Plan and to be required of development proposals will adequately mitigate the potential for adverse impacts of traffic.

Public Services and Utilities

A potential for adverse impacts on the capability of providing adequate levels of public services and utilities would result from an overly aggressive approach to population and housing growth. This potential is to be mitigated by maintaining an annual average growth in housing of 3.0% over successive five year periods, with upward adjustments to be made following periods of economic recession in the housing market.

Policies of the General Plan which Serve to Mitigate Potential Adverse Impacts of Growth and Development Envisioned by the General Plan.

1. A modest increase in the area required for urban expansion (over the 1988 General Plan) and consequent population growth to reflect more realistic levels of housing demand, and to reflect a desired ratio in total housing stock of 70% Single-Family to 30% Multi-Family.
2. Incremental phasing of development over a 20 year period, with land to be developed after the year 2000 designated as "Reserve".
3. Achieving added quality in multi-family development consistent with meeting housing needs.
4. Early annexation of all non-reserve lands depicted on the General Plan Diagram for urban expansion during the period 1992-2000; maintaining a growth rate which will not exceed the reasonable capacity of the City and local special districts to provide needed public services.
5. Increasing efforts to achieve the in-fill of vacant lands which have been bypassed by the process of urban development, including standards to be met as a condition of redesignating lands held in "reserve" status, and efforts to achieve the revitalization of blighted areas through the cooperative efforts of the City and the private sector.
6. Enhancing existing economic activities, and providing for the expansion of business and industry at locations which will be convenient to the population to be served.

7. Partial mitigation of air quality impacts through improvements to traffic capacity and reduction of traffic congestion, by adopting industrial performance standards, and by controlling dust particles during construction activities.
8. Partial mitigation of the impacts of converting agricultural land to urban use by phasing development as under Item 2, above.
9. Land Use and Housing policies pertaining to residential, commercial, and industrial use, and to public and semi-public facilities which reduce the potential for adverse impact to acceptable levels.
10. Circulation policies pertaining to State Highways, streets and alleys, the railroad corridors, and off-street parking within the Central Business District which reduce the potential for adverse traffic impacts to acceptable levels.
11. Resource Management policies pertaining to open space for managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.
12. Hazard Management policies pertaining to seismic safety, safety and noise.

Alternatives

The "no project" alternative is the environmentally superior alternative in that it would not foster any further outward expansion of the community, thereby reducing the potential conversion of agricultural lands to urban use. Of the alternatives that would involve urban expansion beyond that envisioned by the 1988 General Plan, the alternative of requiring substantial in-fill of undeveloped lands near the urban fringe would be the most environmentally superior.

Mitigation Monitoring

As required by State Law, Kingsburg is required, as the Lead Agency, to establish a mitigation monitoring and reporting program to cover all mitigation that may be required during the course of build-out within the planning area under policies and proposals of the General Plan. The monitoring that will be necessary is summarized in Table I-2.

**TABLE I-2
SUMMARY OF MITIGATION MONITORING RECOMMENDATIONS**

TOPIC	Responsibility for Implementation	Mitigation Measure Required	When Monitoring is Required	When Mitigation Is to be completed	Who Needs to Verify Completion
CIRCULATION & TRAFFIC	Developers	On-site and off-site street improvements	During project construction	Prior to occupancy permit	City Engr./Pub. Works Dept.
	City/County/Caltrans/Developers	Freeway interchange improvements	As determined by Caltrans	At completion of contract construction	Caltrans, City Engr., County Public Works
	City/County	Improvements to exist. Arterial & Collector streets	During Capital Improvement Program	At completion of contract construction	City Engr., City & County Pub. Works Depts.
AIR QUALITY	Developers	Fugitive Dust Control	During project construction	Completion of construction	City Public Works Dept.
	Large employers	Van-pools, car pools, flex-time	On-going	On-going	City/Company management.
	Stationary sources	Emission control	On-going	On-going	Air Pollution Control District
FARMLAND CONVERSION	Developers	Discourage farm trespass	Project approval & construction	Completion of construction	City Pub. Works/ Planning/Bldg.
	City	Phased development	On-going	On-going	Planning & Bldg. Dept.
WATER/ SEWER/ DRAINAGE	Developers	On-site and off-site improve.	Project construction	Prior to occupancy permit	City Engr./Public Works
	City & SKF Sanitation Dist.	Improve existing treatment/ disposal facilities	During Capital Improvement Program	On-going	SKF staff; City Engr./ Public Works
OPEN SPACE/- RECREATION	Developers/ City/School Dist.	Park & open space improvements	Project construction, Capital Improve Prog.	Project construction or on-going	Plan. Director/ City Engineer/ School Admin's.
SCHOOLS	Developers/ School Districts	School planning & construction	Project construction, Capital Improve, Prog.	Project construction, on-going	Kings. Elem. & High School Dist's./Bldg.Off.
REDEVELOPMENT	City Redevelop. Agency	Plans & improvements	On-going	On-going	Redevelopment Agency

PART II

THE ENVIRONMENTAL SETTING

LAND USE

The environmental setting of the Kingsburg planning area is dominated by residential, commercial and industrial use, with supporting public and semi-public facilities such as schools, churches, a hospital, government offices and public utilities. The location of the community in the region is shown on Figure II-1. The developed urban complex encompasses an area of approximately 1,270 gross acres of land, including streets, or 2.00 square miles, and is surrounded by prime agricultural land devoted almost exclusively to vineyards and orchards.

The distribution of urban land use within the City's Sphere of Influence (SOI) boundaries by major category of use is shown in Table II-1.

TABLE II-1

DISTRIBUTION OF URBAN LAND USE (January, 1992)

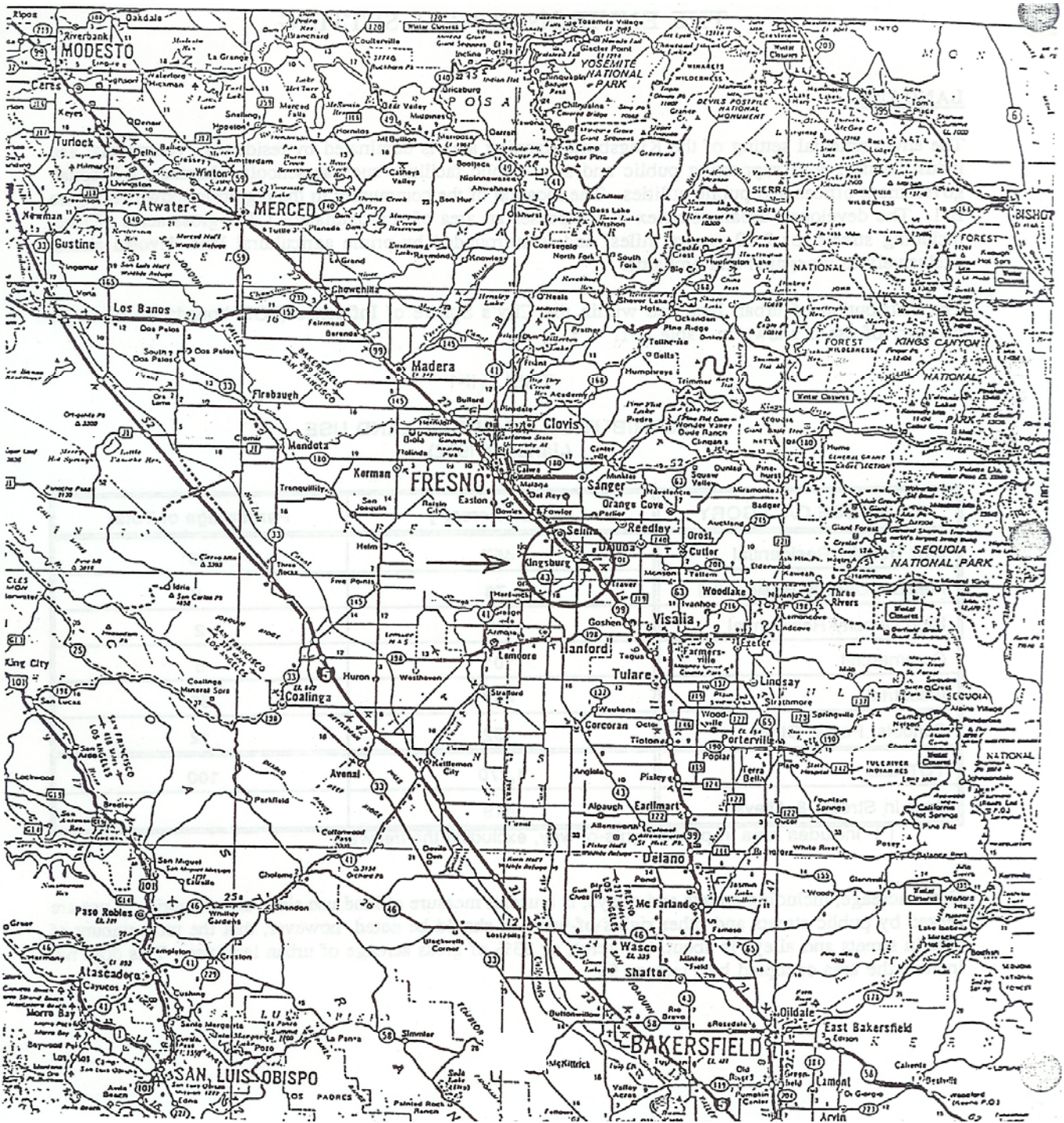
LAND USE CATEGORY	Gross Acres[*]	Percentage of Total
Low Density Residential	457	36
Medium Density Residential	76	6
High Density Residential	25	2
Commercial	101	8
Industrial	457	36
Schools, Parks, Other	152	12
TOTALS	1,270	100
Area in Streets & Alleys	419	

[*] Includes area in public rights-of-way, excluding the freeway.

Gross acreage, including streets and alleys, is a useful measure of land use since all categories of use are served by public streets and other rights-of-way. It should be noted, however, that the total amount of area in streets and alleys is about 419 acres, or 33% of gross acreage of urban land use. This does not include the area occupied by Freeway 99.

FIGURE II-1

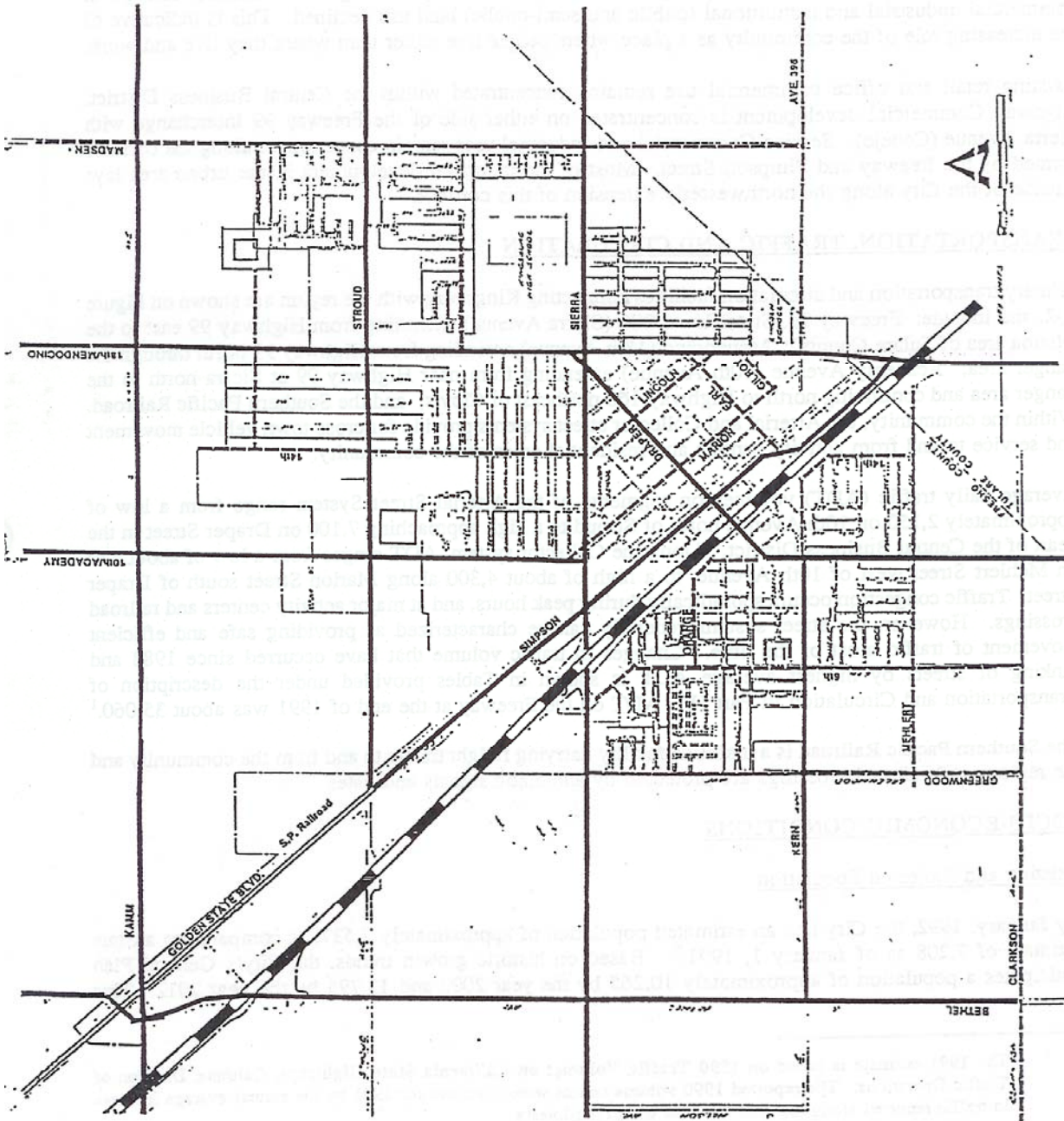
LOCATION IN THE REGION



ENVIRONMENTAL SETTING

FIGURE II-2

EXISTING TRANSPORTATION FACILITIES



Residential development is concentrated mostly in the area north of Sierra Avenue. Referred to in this document as Planning Area "A", this area includes a majority of the total number of Single-Family and Multi-Family dwellings in the community, followed by Area B which lies west of Freeway 99. Residential acreage has increased in its percentage of total urban acreage within the City limits since 1972 from nearly 80% to about 90% of the total. During the same period, the percentage of combined acreage in commercial, industrial and institutional (public and semi-public) land use declined. This is indicative of the increasing role of the community as a place where people live rather than where they live and work.

Existing retail and office commercial use remains concentrated within the Central Business District. Highway Commercial development is concentrated on either side of the Freeway 99 interchange with Sierra Avenue (Conejo). Service Commercial and Industrial uses remain concentrated along the corridor formed by the freeway and Simpson Street. Most of the industrial development in the urban area lies outside of the City along the northwesterly extension of this corridor.

TRANSPORTATION, TRAFFIC AND CIRCULATION

Primary transportation and circulation facilities connecting Kingsburg with the region are shown on Figure II-2, and include: Freeway 99, State Route 201 (Sierra Avenue) extending from Highway 99 east to the Dinuba area of Tulare County); Mendocino (18th Avenue) extending from Highway 99 north through the Sanger area; Academy Avenue (10th Avenue) extending from near Highway 99 at Sierra north to the Sanger area and continuing north to Highway 168 northeast of Clovis; and the Southern Pacific Railroad. Within the community, the Arterial and Collector street systems provide for cross-town vehicle movement and service to and from activity centers and residential areas of the community.

Average daily traffic (ADT) volumes on segments of the Arterial Street System range from a low of approximately 2,150 on 10th Avenue north of Stroud to a high approaching 7,100 on Draper Street in the heart of the Central Business District. Along the Collector system, ADT ranges from a low of about 620 on Mehlert Street west of 10th Avenue, to a high of about 4,300 along Marion Street south of Draper Street. Traffic congestion occurs sporadically during peak hours, and at major activity centers and railroad crossings. However, the street system generally can be characterized as providing safe and efficient movement of traffic most of the time. Changes in traffic volume that have occurred since 1983 and ranking of streets by highest average ADT is shown in Tables provided under the description of Transportation and Circulation in Part IV. ADT on the Freeway at the end of 1991 was about 35,060.³

The Southern Pacific Railroad is a mainline facility carrying freight traffic to and from the community and the region. All railroad crossings are protected by automatic signals and gates.

SOCIO-ECONOMIC CONDITIONS

Existing and Projected Population

By January, 1992, the City had an estimated population of approximately 7,637, as compared to a State estimate of 7,208 as of January 1, 1991.⁴ Based on historic growth trends, the City's General Plan an-

¹ The 1991 estimate is based on **1990 Traffic Volumes on California State Highways**, Caltrans, Division of Traffic Operations. The reported 1990 volume counts were advanced for 1991 by the annual average increase in traffic reported along the freeway over the past 10 years.

² Estimate by California Department of Finance.

ticipates a population of approximately 10,265 by the year 2002 and 13,795 by the year 2012. This projection reflects an annual average growth over the 1992-2012 period of 3.0%. Based on an annual average rate of population growth of 4.0% (4.09% occurred during the 1980-1990 decade), the projections would increase to 11,305 and to 16,735, respectively. [Note: The actual amount of land shown for residential expansion on the General Plan Diagram, as discussed in Part IV, is based on the higher projections in order to assure choice in the availability of land over the course of a 20 year planning period between 1992 and 2012.]

During the 1970's, the annual average rate of population growth was 7.8%. The City of Kingsburg considers the high rate of the 1970's to be excessive in relation to the ability of the City and local school districts to provide essential services, the prospect that it would result in a reduction in the level of services that existing residents have become accustomed to receive, and that it would jeopardize the very unique character which the majority of residents wish to retain.

Economic Characteristics

1989 median household income in Kingsburg as reported in the 1990 Census remained as the highest of all cities in the County, at approximately \$27,089. Employment in 1990 was highest in retail trade, followed by retail trade, followed by manufacturing, health services, agriculture, education services, wholesale trade and construction (tied), other professional services, public administration, business and repair services, finance (incl. insurance & real estate), personal services, transportation, communications/public utilities, and entertainment and recreation services.

The City had 2,129 and 2,877 employed residents in 1980 and 1990, respectively. The number of local jobs in 1980 amounted to 2,226, of which only 804 were held by local residents. By 1987, the number of local jobs increased to about 2,800 [State Department of Employment Development]. Partial 1982 and 1987 data suggest that total employment in Kingsburg amounts to about 1.3% of the County total. However, the ratio varies widely by type of employment, as follows:

- Manufacturing (1982 data): 700 employees, or 3.3% of County total
- Wholesale trade (1987 data): 44 employees, or 0.3% of County total
- Retail trade (1987 data): 449 employees, or 1.1% of County total
- Services (1987 data): 187 employees, or 0.6% of County total

In 1988-89, Kingsburg had an assessed valuation of \$139 million, or 0.7% of the County total of \$21.4 billion. The City's assessed valuation amounts to about \$55,600 per housing unit which is well below the County average of \$90,500. In large part, this reflects the City's high inventory of pre-Proposition 13 housing units which have not changed ownership. The City's estimated property taxes are \$248,800, or about \$ 99 per housing unit.

In 1988, taxable retail sales were \$20.9 million. This represents 0.6% of the County total even though the City had 1.2% of the County's total number of retail outlets. Conversely, taxable non-retail sales (services, mnfg. vendors, wholesale, etc.) were only 0.4% of the County total but had increased 51% during the period 1983-1988 compared to the County average of 36%. During this period, the City captured 0.6% of the County total.

Retail trade in Kingsburg during the six year period 1984-1989 has experienced a decline in the value of the dollar because of inflation even though the gross numbers show an increase in sales. As reported by the State Board of Equalization, taxable retail sales show the following variations for the period:

1984	-	\$ 20.1 million
1985-86	-	\$ 18.2 II-5
1987	-	\$ 19.0
1988	-	\$ 20.9 "
1989	-	\$ 23.4 "

During this same period, the City has experienced the following changes in the number of stores by category of retail trade:

	No. of Stores	
	1984	1989
Apparel	8	4
General Merchandise	4	2
Specialty	20	19
Home Furn. & Appliances	6	2
Drugs	2	2
Eating	16	14
Liquor	2	1
Auto Service Stations	7	7
Bldg. Materials/ Farm Equip.	4	4
Auto and Auto Parts	7	6

A third indicator is the City's 1989 position based on a comparison of per capita spending among the 15 cities in the County, as shown in Table IV-2. From the table, Kingsburg ranks 12th out of 15 cities in Fresno County with per capita spending of only \$4,329; it ranks 7th in population, and ranks 10th in taxable sales. The significance of this ranking is heightened when considered in light of Kingsburg's number one position among the 15 cities in household income. Kingsburg's decline in retail sales continues even while its population increases, due to leakage of purchasing power from Kingsburg's primary and secondary trade areas to other cities (notably Selma).

The most telling of all indicators is the extent of leakage of purchasing power from Kingsburg's Primary Trade Area for four major categories of shopping goods trade. As shown in Table IV-3, the City captures only small percentages of potential purchasing power from the City and its primary trade area.

LAND, WATER, AIR, BIOLOGICAL, ENERGY, ARCHAEOLOGICAL & HISTORIC RESOURCES AND THE NOISE ENVIRONMENT

Land Resources

Land resources surrounding the urban area have been devoted almost exclusively to the production of wine grapes, raisins and deciduous fruits on prime sandy-loam agricultural soils. Terrain is relatively flat, with slopes falling gently to the southwest. The elevation of the City is approximately 293 feet above sea level. The City is located on the alluvial plain formed by the Kings River drainage system. Most of the area has good to excellent soil permeability.

TABLE II-2

PER CAPITA SALES COMPARISON, FRESNO COUNTY AND ITS CITIES⁵

CITY	Sales (millions \$'s)	Population	Per Capita Spending
Fresno	3,228.00	333,549	\$ 9,677
Kerman	44.16	5,011	\$ 8,812
Selma	130.28	14,864	\$ 8,765
Clovis	382.52	49,288	\$ 7,760
Firebaugh	32.14	4,219	\$ 7,618
Fowler	24.62	3,344	\$ 7,362
Reedley	96.31	15,397	\$ 6,254
Sanger	96.08	16,026	\$ 5,995
Coalinga	45.53	8,462	\$ 5,380
Mendota	37.53	7,071	\$ 5,307
San Joaquin	10.81	2,154	\$ 5,016
Kingsburg	31.21	7,208	\$ 4,329
Huron	10.34	4,011	\$ 2,577
Orange Cove	9.69	4,848	\$ 1,999
Parlier	9.88	8,331	\$ 1,185
Fresno County	5,141.37	646,796	\$ 7,948

⁵

Abstracted from an article and table published by the Fresno Bee during the third week of November, 1990.

TABLE II-3

**LOSS OF LOCAL PURCHASING POWER TO OTHER CITIES
FOR SELECTED CATEGORIES OF RETAIL TRADE**

POPULATION, HOUSEHOLDS, TRADE CATEGORY, ACTUAL SALES, POTENTIAL SALES, ESTIMATED LOSSES	PURCHASE POWER PER HOUSEH'LD	GEOGRAPHIC TRADE AREA		
		City	City + Primary	K-Mart Sub- Regional
Population, 1990		7,208	13,840	32,890
Households, 1990		2,520	4,840	11,500
General Merchandise	\$ 2,360			
Actual Sales in Kingsburg (\$ 000's)		\$ 500	\$ 500	
Potential Sales in Kingsburg (\$ 000's)		\$ 6,000	\$ 11,400	\$ 27,000
Estimated Leakage from Kingsburg (\$ 000's)		\$ 5,500 - [92%]	\$ 10,900 - [96%]	
Apparel + Specialties + Home Furn. & Appliance	\$ 4,190			
Actual Sales in Kingsburg (\$ 000's)		\$ 3,300	\$ 3,300	
Potential Sales in Kingsburg (\$ 000's)		\$ 10,000	\$ 20,600	\$ 48,000
Estimated Leakage from Kingsburg (\$ 000's)		\$ 6,700 - [67%]	\$ 17,300 - [84%]	
Four Categories Combined	\$ 6,550			
Actual Sales in Kingsburg (\$ 000'0)		\$ 3,800	\$ 3,800	
Potential Sales in Kingsburg (\$ 000's)		\$ 16,000	\$ 32,000	\$ 75,000
Estimated Leakage from Kingsburg (\$ 000's)		\$ 12,200 - [76%]	\$ 28,200 - [88%]	

The nearest earthquake faults are located more than 55 miles to the east in the Sierra Nevada Range. The community has experienced several noticeable shocks in recent years. The most serious recent quakes occurred in the spring of 1983 near Coalinga more than 70 miles to the southwest in the foothills of the Coast Range, and in October, 1989 near Watsonville. Both of these quakes damaged their immediate environs quite seriously. The Watsonville quake had an enormous impact on the San Francisco Bay region, including \$ billions in property damage and loss of life. Other recent quakes have been generated from the Mammoth Lakes area on the east slope of the Sierra approximately 80 miles to the north. No local damage was experienced from any of these quakes. Distance from known active faults places Kingsburg in an area of low potential for quake damage.

Water Resources

Groundwater is the source of domestic water supply. The groundwater basin is recharged primarily by rainfall and infiltration, storm water runoff, infiltration from irrigated ditch flows and seepage in the Kings River bottom, and water conservation recharge to natural sloughs in the nearby agricultural area. New City water wells were drilled to depths over 400 feet in the past few years to off-set groundwater contamination occurring in aquifers tapped by then existing wells caused by the presence of DBCP (1,2-dibromo-3-choloropropane) which was widely used as a soil fumigant for nematode control until 1977.

Climate and Air Quality

Kingsburg's climate is semi-arid which is typical of the San Joaquin Valley. Average annual rainfall varies considerably between less than seven inches during drought years and over 18 inches during wet years. The annual average taken over a period of 10 years is in the order of 10.1 inches. In the Sierra Nevada Mountains to the east, annual precipitation reaches 60 inches in some areas, with much of it in the form of snow packed in deep drifts which provides the primary source of irrigation water during the spring runoff.

Average temperatures range from 82 degrees in July to 46 degrees in January. During the summer, it is not unusual to experience temperatures in the 100-110 degree range for many days at a time. However, because of low humidity and night time breezes, overall conditions in summer are generally quite pleasant. Prevailing winds are from the northwest, averaging 6.7 miles per hour. Wind storms of extremely high velocity are quite rare, but tornado-like funnel clouds are spotted occasionally with some minor damage having been reported in nearby rural areas.

Air quality does not presently meet state or federal standards for the local air basin for a substantial number of days during the period May through October. Ozone standards are exceeded regularly, primarily because of mobile source emissions associated with vehicle traffic along the Freeway 99 corridor, and emissions generated in the Fresno-Clovis metropolitan area to the northwest. To a lesser but yet significant extent, air quality is adversely affected by the inter-regional transfer of pollutants from the San Francisco Bay Area.

Periods of air pollution are heightened during the fall months when the temperature inversion common to the San Joaquin Valley traps pollutants within a warm air mass below a layer of cool air. In the winter, this inversion pattern reverses, trapping cool air below the warm air mass and creating conditions favorable to frequent heavy fog conditions.

Biological Resources

There are no rare or endangered species of plants or animals within the existing and planned boundaries

of the Kingsburg urban area. With the exception of the immediate riparian environment along the Kings River, all natural areas that existed at the time the community was established have been eliminated through agricultural activities. Biological resources, other than those found along the river or which involve agricultural crops and ornamental trees and shrubs within the urban area, are limited to annual grasses and noxious weeds on vacant lands, and to small animal and bird populations common to the urban area and its fringe. Common mammals include ground squirrels, rabbits, mice, gophers and opossum. Common birds include robin, mourning dove, meadowlark, sparrow, crow, barn swallow, wren, mockingbird, bluejay and blackbird.

Energy Resources

There are no direct sources of energy within the community except those resulting from privately-owned solar power generation units. All other energy sources (other than wood burning) are provided by the Pacific Gas & Electric Company and the Southern California Gas Company. Some industries are considering the co-generation of electricity by burning agricultural, industrial or domestic wastes. A co-generation facility has been constructed on the site of the Sun-Maid Raisin Cooperative northwest of town, which provides electrical energy for raisin drying and related operations, with surplus power being purchased by PG & E.

Archaeological and Cultural Resources

There are no sites of archaeological significance listed by the California State University Archaeological/Cultural Resource Facility at Bakersfield as being located within the City's planning area.

Cultural building resources of historic significance have been made a part of the City's Historic Park located along the east side of the High School site on Sierra Avenue. Cultural building resources which reflect the Swedish Village concept are located mostly throughout the Central Business District (CBD). The Lutheran Church and S.P. Railroad Station are also considered to be historic landmarks.

The effort to create a Swedish Village character in the downtown area has been followed seriously for about two decades to the point where it clearly dominates the appearance of commercial structures. Characteristics of building design include steeply pitched shingled roofs, gable and dormer windows, side paneling with cross boards, stucco walls and used brick facades.

The Noise Environment

Major noise sources within the Kingsburg urban area are intermittent railroad traffic and steady vehicle traffic along Freeway 99. Ambient noise levels at approximately 50' back from the freeway rights-of-way lines are approximately 70 dBA; along the railroad right-of-way, noise generated by a single event of through railroad freight traffic may exceed 95dBA. Lesser but significant noise levels of 65 dBA are generated by trucks along truck routes within the City. Farm equipment operating adjacent to residential areas can generate similar noise levels as those for trucks. None of the major sources of noise, including industrial noise generated by the Del Monte cannery, create problems for such noise sensitive uses as schools, hospitals, convalescent and nursing homes and housing for the elderly.

HOUSING

Housing quality within the community is perhaps the best of any City in the County. There are no dilapidated units (units unfit for human habitation). The number of deteriorating units, while not great, has been decreasing as the result of the overall increase in residential property values and the demand

for older homes by first-time buyers.

During the 1980-1990 decade, the City's housing inventory increased by 685 units, with an annual average rate of housing growth at 3.58%. During this same period, the housing vacancy rate decreased from 3.9% to 3.0%.

UTILITY SERVICES

Water, sewer and drainage utilities have substantial remaining capacity for continued urban expansion. Each of these utilities is expanded in accordance with adopted master plans, and no area of urban expansion currently is inhibited by these existing utilities. By adhering closely to the policy that urban expansion should be a direct extension of the existing urban pattern, the City and the SKF Sanitation District have avoided serious problems of utility extension associated with by-passed lands.

A need for drilling several new water wells has emerged as the result of a change in water quality standards established by the State of California. This change is more a reflection of policy rather than hard evidence that the City's groundwater has degraded in quality due to naturally occurring elements. There are, however, very localized areas of soil and groundwater contamination caused by the seepage of petroleum-based products associated with the operation of a trucking business on Simpson Street, south of Sierra Avenue, and the site of the former Hueblein Winery at Sierra and 10th Avenues.

LOCAL GOVERNMENT SERVICES

City services, including public works, police and fire, planning, building inspection, and administration, and the local elementary and high school districts, have often operated at or close to peak loads of capacity for the past few years because of the increased demand for services resulting from new development activity and population increase.

PART III

GOALS AND MAJOR POLICIES OF THE GENERAL PLAN

THE VALUE OF GOALS

Goals give meaning to the short, medium and long-range directions for policy and action provided by the General Plan. Goals express the highest aims and aspirations of the community which should be reflected in the day-to-day conduct of the peoples' business. They also express what the community feels it is capable of achieving and what they are willing to work to achieve over time. As the community proceeds with the multiple tasks of Plan implementation, some projects and services reflected in the goals may have to be held in abeyance or advanced in priority, depending on realities or needs at any one point in time. While some adjustments may be required in programs and timing of Plan implementation, goals will retain their value as long as they are not adjusted to reflect the short term limitations that may exist.

GOAL NO. 1 - BALANCING THE SOCIAL AND ECONOMIC COSTS AND BENEFITS OF URBANIZATION THROUGH GROWTH MANAGEMENT

Policies and proposals of the General Plan should seek to expand job-creating and revenue-generating activities, including levels of retail, commercial service and industrial expansion which are necessary to support government services required by the expanding population base consistent with the rate of growth established by the General Plan. The General Plan gives emphasis to the development of tax revenue and job-creating activities as a matter of primary importance to achieving other goals of the Plan. Despite pressures and demands that are certain to emerge in order to build housing units at a rapid pace, a clear policy of the General Plan is to limit the pace and quantity of housing construction to annual allocations in reasonable balance with the growth of Kingsburg's economic base.

City government has the authority and responsibility to accommodate urban expansion at costs which are reasonable in relation to the benefits received. This principle is sound but illusive to achieve without enlarging the community's economic base. Costs resulting from urban development are both direct and indirect. Examples of direct costs include: public land acquisition, improvements and long-term maintenance of public facilities. Examples of indirect costs include: omission or postponement of needed improvements or services, an inconvenient pattern of urbanization, difficulty in municipal management and the disproportionate burdening of existing residents with responsibility to meet needs generated by new residents.

GOAL NO. 2 - EQUAL OPPORTUNITY

Growth in the local economy will foster equality in opportunity for existing residents, for racial and ethnic minorities and for people of low and moderate income in the provision and availability of public services and facilities and in meeting employment and housing needs. Insofar as reasonably may be possible, policies and proposals of the General Plan are intended to provide for and support the attainment of such equality of opportunity.

GOAL NO. 3 - COMMUNITY IDENTITY THROUGH THE SWEDISH VILLAGE CONCEPT

It is a goal of the General Plan that the Swedish Village Concept will make a strong contribution toward the identity of the entire City of Kingsburg, fostering a continuing sense of pride and identity among local residents with the community's Swedish heritage. The original townsite of the community, centering

on the Central Business District, should continue to be made the target of intensive effort to honor and share the community's Swedish Heritage through expression in building design, site planning, landscaping, street and open space improvement, business functions and cultural activities having broad visitor attraction. The Swedish Village Concept should also be applied to all commercial and industrial areas to the extent reasonable and practical.

GOAL NO. 4 - QUALITY IN THE FORM, DESIGN AND FUNCTIONS OF THE URBAN AREA

The building of the future city and the rehabilitation of existing older areas is not to be approached as a collection of subdivisions and commercial and industrial enterprises, to be built out as rapidly as the private sector may desire. The City of Kingsburg has a unique opportunity and responsibility to manage the timing and phasing of development; to create and hold more directly to an overall town design; and to gain the level of cooperation required of developers and landowners to assemble land and to propose units of development in conformance with this goal.

New development and redevelopment is to reflect quality in community design and image. Development is to be phased to create a community which exhibits the best that community building and management experience will allow, limited only by the economics of market opportunity. New development (public as well as private) is to reflect high levels of community appearance and image through development regulations which express appropriate concern for visual quality through site planning and engineering, architectural design, landscaping, use of signs, and the maintenance of public and private buildings and sites.

GOAL NO. 5 - ENHANCING THE QUALITY OF LIFE

It is a goal of the General Plan to enhance the quality of living for present and future generations of residents by preventing degradation of the natural and man-made environment, and by taking steps to off-set and alleviate the effects of that degradation which already has occurred or which cannot be avoided. The standard of living and the quality of life available will be influenced in part by public policies which reflect sensitivity to the many ways in which "environmental quality" is nurtured and achieved.

With its very name so closely tied to the environment of the Kings River, the City will also seek to establish a physical (if not jurisdictional) tie with the River environment which will provide expanded recreation and living opportunity of mutual benefit for the people who reside within and close to the River environment.

GOAL NO. 6 - GROWTH MANAGEMENT

The City will seek to manage the rates of population and housing growth at levels which do not exceed the capacity of the City and local school districts to provide the necessary levels of community and educational services and facilities required, consistent with all other goals of the General Plan. Management policies and techniques shall rely more on indirect rather than direct means, recognizing that flexibility is both essential and desirable if significant progress toward goal achievement is to be realized over time.

GOAL NO. 7 - TRANSPORTATION/CIRCULATION/TRAFFIC

It is a goal of the General Plan to guide and provide for the development of an integrated system of transportation and internal circulation, and to provide access to other parts of Fresno County and the re-

gion. This goal is intended to benefit all citizens of Kingsburg, including the young, the elderly and the physically handicapped, by seeking the following:

- Increased transportation safety for citizens.
- The efficient movement of people and goods.
- Lower vehicle operating costs.
- Lower vehicle miles traveled with consequent reduction in vehicle emissions.
- Economy in street construction and maintenance.
- A circulation system correlated and consistent with the land use patterns fostered by the General Plan.
- Avoidance of the disruption of residential areas caused by through traffic on minor streets.
- Protection of rights-of-way needed for future Arterial and Collector street widening in developed areas.

GOAL NO. 8 - SEISMIC HAZARDS

Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing services.

GOAL NO. 9 - PUBLIC SAFETY HAZARDS

Goals for public safety seek to reduce loss of life or property due to crime, fire, earthquake, or other disasters or hazards, to provide adequate medical and emergency services to reduce the effects of natural or man-made disasters, the promotion of citizen awareness and preparedness for emergency/disaster situations or potential for the incidence of crime, and the implementation of adequate inter-agency disaster planning.

GOAL NO. 10 - NOISE HAZARDS

Goals for the noise environment of the community are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of noise-sensitive land use by noise-producing roadways, industries, the railroad, and other sources of noise.

MAJOR POLICIES OF THE GENERAL PLAN

Policies and proposals described in Part IV serve as working translations of the preceding statements of goals. The major statements of policy which follow are of overriding significance to their achievement over time.

Annexation to the Urban Limit Line

Kingsburg has two boundaries which have served to limit and determine the pattern of urban expansion a southern City limit line which is coterminous with the Fresno/Tulare County boundary line, and a major irrigation canal along the east side of Madsen Avenue. The Fresno/Tulare County boundary has been particularly limiting to the City's efforts to achieve a rational urban pattern. This boundary passes diagonally through an existing residence on 21st Avenue, through the east end of the Lincoln School site, through an existing vineyard east of 21st Avenue within the City's Sphere of Influence, and through

the 18th Avenue interchange with Freeway 99. Limited annexation to Fresno County and the City in these areas is proposed as a major policy of the General Plan to create opportunities for residential expansion and highway commercial development which is consistent with sound principles of urban form and municipal service. This policy is being pursued actively through a cooperative effort among affected agencies of the two counties and the City of Kingsburg.

Further annexation of lands needed for residential expansion to the north, west and southwest is proposed, consistent with other policies of the Plan which seek to provide reasonable management of the rate of growth in population and housing in relation to City and local district capacities to provide needed levels of municipal, sewer and school service, respectively. Certain areas are shown on the General Plan Diagram as "Reserves" to signify longer-range 10 to 20 year priorities in development. Criteria for eliminating reserve status in favor of urbanization are provided in Chapter IV.

Annexation to the urban limit line shown on the General Plan Diagram along the commercial/industrial corridor extending northwest of the City to the vicinity of Kamm Avenue remains as a major policy of the General Plan. The Plan has recognized this potential for more than two decades, but the City is only now approaching capability to provide municipal services to new and existing uses in this corridor which are significant to achieving an expanded economic base and employment opportunities for the City and its residents. The City is entitled to share directly in the economic growth occurring in this corridor, as compared to merely providing a place of residence for employees.

Expanding the Boundaries of the City's Sphere of Influence

The boundaries of the City's Sphere of Influence (SOI) as adopted by the Fresno County Local Agency Formation Commission are tightly drawn on the east, west and south sides of the community. [See Figure III-1 for existing and proposed boundaries]. In view of the cooperative City/County/LAFCO effort already underway to expand the City's capability for urban expansion to the south and east, and in view of the continuing need to seek and maintain balance in urban form as expansion occurs, the City will seek to have its SOI boundaries expanded to a line one-half mile east of Madsen Avenue and south to the Freeway, a line one-quarter mile south of Clarkson Avenue, and a line one-half mile west of Bethel Avenue. The westerly line would be within a half-mile of the eastern boundary of the waste water treatment plant of the SKF Sanitation District, providing an agricultural open space buffer between the plant and future western urban expansion of the City.

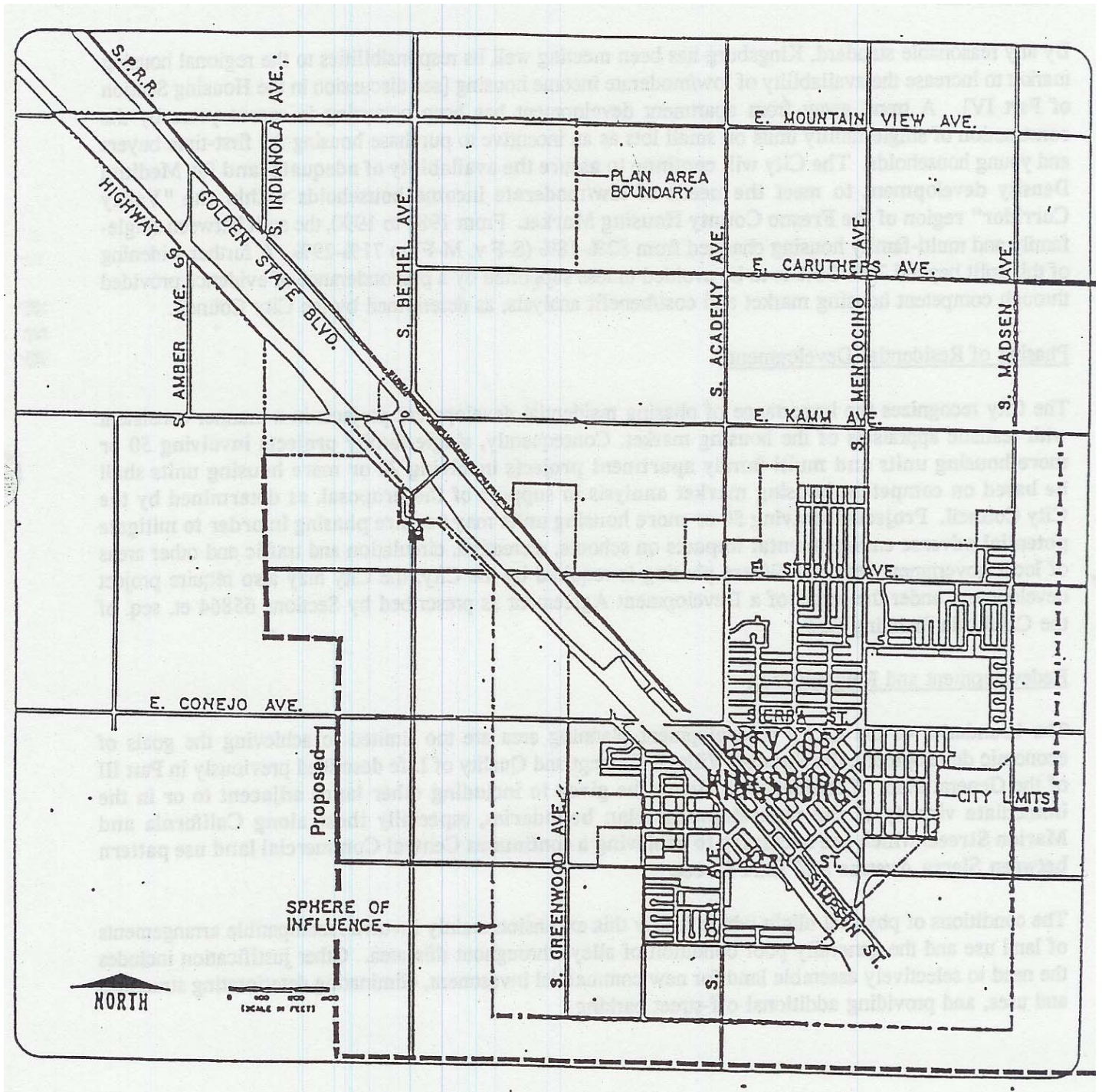
Managing the Rate of Growth in Population and Housing

Kingsburg's annual average population growth rate since 1980 has been approximately 4.09%, as compared to an annual average housing growth rate of 3.57%. These rates are relatively low as compared to the decade of 1970's when the rate of population growth was nearly 8%. This is due in part to the serious recession in the housing market that occurred during the early 1980's (and which is again adversely affecting the housing market in the early 1990's).

The City has benefited greatly by the reduction in the population growth rate that occurred during the 1980's, as compared to the higher rate of the 1970's. It has been particularly difficult for the City to obtain sufficient municipal revenues to maintain the levels of municipal service that the residents of the

FIGURE III-1

EXISTING AND PROPOSED SPHERE-OF-INFLUENCE BOUNDARIES



community had become accustomed to expect for many years. In addition to the problems of municipal finance that have faced most California cities since the passage of Proposition 13, Kingsburg experienced an extraordinary drain on its financial position because of the need to add several new wells to its domestic water system to offset the effects of DBCP contamination of groundwater supplies by the surrounding agricultural community.

Maintaining an average annual housing growth rate of approximately 3.0% is a major policy of the General Plan.

By any reasonable standard, Kingsburg has been meeting well its responsibilities to the regional housing market to increase the availability of low/moderate income housing [see discussion in the Housing Section of Part IV]. A trend away from apartment development has been occurring in recent years by the construction of single-family units on small lots as an incentive to purchase housing for first-time buyers and young households. The City will continue to assure the availability of adequate land for Medium Density development to meet the needs of low/moderate income households within the "Valley Corridor" region of the Fresno County Housing Market. From 1980 to 1990, the split between single-family and multi-family housing changed from 82%-18% (S-F v. M-F) to 71%-29%. A further widening of this split beyond 70%-30% is to be avoided unless supported by a preponderance of evidence provided through competent housing market and cost/benefit analysis, as determined by the City Council.

Phasing of Residential Development

The City recognizes the importance of phasing residential development projects in a manner consistent with realistic appraisals of the housing market. Consequently, single-family projects involving 50 or more housing units and multi-family apartment projects involving 20 or more housing units shall be based on competent housing market analysis in support of the proposal, as determined by the City Council. Projects involving 50 or more housing units may require phasing in order to mitigate potential adverse environmental impacts on schools, recreation, circulation and traffic and other areas of local government service. Where phasing is required by the City, the City may also require project development under the terms of a Development Agreement as prescribed by Sections 65864 et. seq. of the California Planning Law.

Redevelopment and Revitalization

The boundaries of the City's redevelopment planning area are too limited to achieving the goals of economic development, the Swedish Village Concept and Quality of Life described previously in Part III of the General Plan. Consideration should be given to including other lands adjacent to or in the immediate vicinity of the redevelopment plan boundaries, especially those along California and Marion Streets which are necessary to achieving a continuous Central Commercial land use pattern between Sierra Avenue and Earl Street.

The conditions of physical blight which justify this expansion mainly involve incompatible arrangements of land use and the generally poor condition of alleys throughout this area. Other justification includes the need to selectively assemble land for new commercial investment, eliminating deteriorating structures and uses, and providing additional off-street parking.

Kingsburg City Planning Commission Staff Report

GENERAL PLAN AMENDMENT NO. 94-03

Growth Management Policy Revisions

October 6, 1994

INTRODUCTION

This General Plan amendment proposes important revisions and additions to the existing General Plan policy relating to growth management. The amendment is the result of direction provided by the Commission and City Council at their joint workshop meeting of September 8, 1994. The amendment addresses the following topics:

1. Partial waiver of the 3% annual growth policy for certain types of senior citizen housing.
2. The establishment of an "urban limit line" as the outer boundary for future expansion of the community, and corresponding changes in the City's Sphere of Influence boundaries.
3. Limits to the time available for the filing of a final subdivision map, after approval of a Tentative Map, in order to retain a project's position in the line of approved projects under the 3% annual growth limit allocations.

The amendment indicates existing language of the General Plan to be retained, language to be changed or deleted (by ~~strikeout~~) and new language (by **bolding**).

Managing the Rate of Growth in Population and Housing [pp. III-4 and III-6 of the General Plan]

Kingsburg's annual average population growth rate ~~since~~ **between 1980 and 1993** ~~has been~~ **was** approximately 4.09%, as compared to an annual average housing growth rate of 3.57%. These rates are relatively low as compared to the decade of 1970's when the rate of population growth was nearly 8%. This is due in part to the serious recession in the housing market that occurred during the early 1980's (and which is again adversely affecting the housing market in the early 1990's).

The City has benefited greatly by the reduction in the population growth rate that occurred during the 1980's, as compared to the higher rate of the 1970's. It has been particularly difficult for the City to obtain sufficient municipal revenues to maintain the levels of municipal service that the residents of the community had become accustomed to expect for many years. In addition to the problems of municipal finance that have faced most California cities since the passage of Proposition 13, Kingsburg experienced an extraordinary drain on its financial position because of the need to add several new wells to its domestic water system to offset the effects of DBCP contamination of groundwater supplies by the surrounding agricultural community.

A 3% Annual Housing Allocation:

Maintaining an average annual housing growth rate of approximately 3.0% is a major policy of the General Plan. During the period from January, 1988 to January, 1994, the City was able

General Plan Amendment No. 93-03

to maintain an average annual growth rate in housing of slightly greater than 3%. For all practical purposes, this experience indicates close consistency with Goal No. 6 of the General Plan. Adjustments in the 3% annual allocation of housing units are possible through averaging over successive five year periods, with an annual allocation permitted by the Planning Commission as high as 5% in any given year to off-set the effects of economic downturns in the housing market. The annual housing allocation is based on a cumulative 3% increase in the total number of housing units allowed the previous year.

Adjustment for Senior Citizen Housing:

Further adjustment is provided for certain types of housing needed by senior citizens who require specialized facilities and services. As defined here, "senior citizen housing" is congregate housing provided for individuals and members of households who are at least 60 years of age and ambulatory, who do not have minor children, including children of elementary or secondary school age, residing in the household, and who desire such benefits of congregate housing as, e.g., monitoring of health under emergency conditions, the availability of food preparation and service on a communal basis, and transportation service. In addition, "senior citizen housing" may include individuals and members of households at least 50 years of age who require specialized services because of a disability, such as, e.g., being legally blind, being unable to prepare one's own meals, or being in need of assistance in moving from place to place.

Up to 100 senior citizen housing units may be added to the basic annual housing allocation, to be renewable every five years if utilized, provided that 20% of the number of senior citizen units shall be considered as part of the basic 3% allocation for all other types of housing units for that same year. This additional allocation may be adjusted further upward by the Planning Commission if experience shows a greater demand for senior citizen housing to meet the needs of Kingsburg's elderly residents.

Determining Priorities for Housing Construction:

The time when a given development may be permitted under the 3% annual housing allocation shall be determined by the time when an entitlement for residential development is first approved by the City Planning Commission. Such entitlements include the approval of Tentative Subdivision Maps, Planned Unit Development, or developments approved under Site Plan Review procedures of the zoning ordinance, but do not include General Plan amendments.

The Building Official shall maintain a master list of approved projects, including any limitation as to the phasing of housing construction. Each new residential development proposal shall be added to the master list in the order that the "completed" application for entitlement is first approved by the Planning Commission. The place of an application on the agenda of the Planning Commission shall be in the order in which "completed" applications for entitlement, as defined by local ordinance and/or state law, are accepted for official review by the City.

General Plan Amendment No. 93-03

Any entitlement for housing development, as described above, which has been approved by the Planning Commission, shall lose its position on the master list under any one of the following conditions:

1. If, in the case of a subdivision, a Final Map for one or more phases of development has not been recorded and a subdivision agreement with the City has not been approved by the City Council within 18 months following the date of Planning Commission approval of the Tentative Subdivision Map. Meeting this time limit requires all maps and documents required for City Engineer review and approval to have been submitted to the City Engineer no later than 15 months after the date of Commission approval of the Tentative Subdivision Map.
2. If, in the case of a parcel map, a Final Map has not been recorded within 18 months following the date of Planning Commission approval of the Tentative Parcel Map.
3. If, in the case of any other type of residential entitlement, all engineering and related plan approvals have not been submitted to and approved by the City, all required fees have not been paid, and building permits have not been issued for more than five housing units.

It is the intent of this policy that the Building Official shall maintain and control the housing allocation process prescribed herein through the issuance of building permits.

Growth Management in Relation to Meeting Fair Share Housing Requirements of the Region:

By any reasonable standard, Kingsburg has been meeting well its responsibilities to the regional housing market to increase the availability of low/moderate income housing [see discussion in the Housing Section of Part IV]. A trend away from apartment development has been occurring in recent years by the construction of single-family units on small lots as an incentive to purchase housing for first-time buyers and young households. The City will continue to assure the availability of adequate land for Medium Density development to meet the needs of low/moderate income households within the "Valley Corridor" region of the Fresno County Housing Market. From 1980 to 1990, the split between single-family and multi-family housing changed from 82%-18% (S-F v. M-F) to 71%-29%. A further ~~widening~~ **narrowing** of this split beyond 70%-30% is to be avoided unless supported by a preponderance of evidence provided through competent housing market and cost/benefit analysis, as determined by the City Council.

Growth Management in Relation to the Urban Limit Line

An "Urban Limit Line" is hereby established, as shown on Figure 1, which encompasses all that area which the City believes that it may urbanize in the long-range future. This area, encompassing approximately 4.2 square miles, including the existing urban area, is capable of accommodating a future population in the order of approximately 22,500 sometime during the period of 2035-2040.

General Plan Amendment No. 93-03

The concept of an Urban Limit line is fairly straight-forward and uncomplicated. It involves establishing firm boundaries within which urban expansion will be contained well into the 21st Century, to accomplish the following:

1. Establishing limits on growth in population and housing such that the unique character of Kingsburg and its "quality of life" be retained for the enjoyment of current and future generations of residents.
2. The protection of the most productive surrounding farmland outside of the urban limit line from conversion to urban use.
3. Continued urban expansion as a direct extension of the urban pattern avoiding fragmentation in the urban pattern through the infill of parcels that already have been or may be by-passed by the development process. This assumes that affected land owners will make their lands available for development at a fair price so that infill can occur.
4. Sufficient flexibility in the selection of lands for development such that existing owners do not gain a monopoly that would "corner the market" and so inflate land prices that reasonable growth under the General Plan could not occur.
5. Provide the opportunity to consolidate and implement proposals for streets, schools, utilities, parks and recreation corridors and other elements of public infrastructure on a cost-effective basis, including improving existing facilities as needed.
6. Protection of the SKF County Sanitation District ponds and related facilities west of the community from encroachment by urban development.
7. Expansion of the City's Sphere of Influence boundaries only to the extent necessary to encompass fully the proposed urban limit line. Where the sphere of influence boundary already extends well beyond the boundary of the proposed urban limit line (north of the City), the potential for future urban expansion beyond the urban limit line will not be considered by the City as a matter of policy until at least the year 2010.

A PROPOSED URBAN LIMIT LINE AS A BASIS OF DISCUSSION

The urban limit line is bordered by the following lines and County roads, as shown on Figure 1:

- An east-west line 1/4 mile north of Kamm Avenue on the north;
- The planned south r-o-w line of Clarkson Avenue on the south;
- The planned east r-o-w line of Madsen Avenue on the east;
- The planned west r-o-w line of Bethel Avenue on the west; and
- An irregular line encompassing areas designated by the General Plan for Highway Commercial and Industrial development in the vicinity of Bethel Avenue, Kamm

General Plan Amendment No. 93-03

Avenue and Freeway 99, including the site of the Sun Maid Raisin plant west of Bethel Avenue.

This area has a residential population holding capacity of approximately 22,500, including the existing population of about 8,340. This would involve an additional 14,160 people and 4,640 housing units. At an average annual increase in housing and population of nearly 3% (about 85 housing units per year), it would take another 54.5 years, or until the year 2045 to absorb this amount of growth. Since not all land is available for development at the time it may be needed, a choice factor of 20% is reflected in the amount of planned residential acreage shown by the General Plan. Applying the 20% factor to this analysis, the "practical" added population holding capacity would be about 11,330, involving 3,712 added housing units, and would be reached by about the year 2038. With some minor adjustments to retain the 70%-30% ratio between S-F and M-F housing, total population by the year 2038 would be about 20,000 (an increase of 240%). To the extent that efforts at infill are successful, the 2040 population would be somewhere in the range of 20,000 to 22,500.

Applying the Urban Limit Line as described above is viewed by the City as a very responsible approach to growth management. Establishing an Urban Limit Line in 1994 buys the time necessary for the City and local special districts to better organize their programs of public service. By announcing its policies clearly in 1994, the City also retains the option at some later date to lowering the housing and population cap if desired, knowing that the population would not even double for another 30 years (to the year 2024).

The urban limit boundaries to the south, east and west represent absolute limits. The line on the north currently is set 1/4 mile north of Kamm Avenue because this area has been designated for residential reserve since 1988. As noted above, even the northern line should be considered as an absolute at least until the year 2010. At that time, the City would review its policies and determine whether some adjustment is desired well before the time when lands may no longer be available for residential expansion.

Growth Management in Relation to Financing Residential Impacts on School Services:

[Note: This section will be added at such time as directed by the City Council in the event that agreement between the Council and local School Boards is reached on the need for additional mitigation of school impacts through the payment of additional fees beyond those currently collected by the local school districts.

PART IV

COMMUNITY DEVELOPMENT ELEMENT

SECTION A - LAND USE

INTRODUCTION

The following text, when taken together with the General Plan Diagram, sets forth the body of policies and proposals which are to provide the basis for the zoning and development of all public and private land within the community. Land use categories included in the text and on the Diagram are described under proposals for Land Use. As background to land use proposals, changes that have occurred over the past 17 years, growth characteristics, and population and household projections are provided below.

GROWTH AND CHANGE OVER THE PAST 20 YEARS

Change During the Period 1972 through 1981

Major changes recorded during the 1972-1981 decade are summarized below:

1. Residential growth comprised nearly 88% of the total increase in urban acreage; of the 491 new housing units constructed, 132 units (27%) were multi-family. The ratio of single-family to multi-family housing in the entire housing inventory of the City changed to 1,460 S-F (71%)/596 M-F (29%).
2. Of the 491 new housing units constructed, 57% (279 units) were constructed in Planning Area A (the area north of Sierra Street and east of the freeway). Area A accounted for 71.4% (94 units) of all new multi-family housing constructed during the decade.
3. Planning Area B (the area east of the freeway and south of Sierra) had only 31 new housing units of which 25 were multi-family.
4. Planning Area C (the area west of the freeway) gained 181 new housing units. 26 multi-family units accounted for 20% of all new multi-family housing constructed during the decade.
5. Office expansion dominated new construction within the Central Commercial area; other uses included a restaurant, liquor store, food market and building materials supply.
6. While residential area increased as a percentage of total urban acreage, the percentage represented by commercial, industrial and institutional use declined.

Change During the Period 1982 through 1991

For the next 10 year period, ending at the end of 1991, the total amount of housing construction declined considerably due in part to a serious recession in the housing market that has continued into 1992. From records maintained by the City's Building Department, the total housing inventory for the decade increased from 2,056 to 2,643, involving a net increase of 587 units. Overall, the percentage split between single-family (SF) and all forms of multi-family (MF) housing remains much the same as it was in 1982, at 71% (SF) and 29% (MF). However, close examination by housing type

indicates a significant change in the character of both SF and MF units.

The biggest change has occurred as a result of City encouragement of small lot and smaller single-family units under Planned Unit Development regulations of the zoning ordinance. Over the past five years, this hybrid form of single-family detached housing has accounted for 213 or 66.5 % of the 320 total number of single-family units constructed. When compared with changes in the characteristics of MF, no less than a minor revolution has been occurring in the housing market as a direct reflection of the increasing costs of housing and the desire of a majority of younger age households to shy away from apartment living if an alternative is available. The small lot hybrid SF unit has proven to be a desired alternative.

The total number of apartments (projects with 5 or more MF units) has remained static since the end of 1986 at a total of 525 for the entire City. Of the 59 new MF units during this period, 43 were mobile homes and only 16 were multi-plex units (duplex, triplex, fourplex). If it were not for the relatively large number of apartments constructed during 1982-87 (mostly for the elderly), there would have been an appreciable drop in the overall percentage which MF units comprise of the total housing inventory (including mobile homes). At the end of 1987, the ratio had dropped to 67.5% SF to 32.5% MF but then returned to 71%-29% because of the significant decrease in MF construction over the past five years.

Non-residential changes have been modest, with growth in restaurants including fast-food), mini-marts, offices and lodging facilities, and in small service commercial and light industrial use. By the end of 1992, a new K-Mart variety store is expected to be serving the sub-region from its location west of the freeway on Sierra Avenue.

POPULATION AND HOUSING PROJECTIONS

Population projections which underlie proposals of the Land Use Element are somewhat different from those used in updating the Housing Element in 1986 and the General Plan in 1988. While projections basically reflect a continuation of some of the trends that have occurred over the past 10 years, an important difference is that projections now reflect an increasing household size (for all types of housing). Overall, the size of newly formed households during 1980-1990 averaged 3.07 as compared to a range of 2.4-2.6 during the 1970's and early 1980's. This change reflects an overall decline in apartment construction in favor of smaller SF units, and Kingsburg's attraction to young families.

The population projections in Table IV-1 show the effects of 3.0% and 4.0% rates of population growth over a period of 20 years ending in 2010. The two rates are shown to illustrate the significant differences that can occur from a 1% change, especially when compared on an annual basis. Under a 4% rate, there would be one-third more housing units in any given year. Since the 4% rate also reflects the nearly 4.1% average annual rate of population growth that occurred over the decade of 1980-1990, the 4% column indicates the growth that would occur if the 1980-1990 experience was allowed to be repeated.

It is important to understand that a 3.0% annual average rate of population increase translates to a slightly higher rate of housing increase because of variations in household size among SF and MF housing units. While not reflected in the table, there is also a need to build in an adequate vacancy factor to assure reasonable choice in the availability of housing. To illustrate: a 3.0% increase in housing construction during 1992 would yield 80 housing units. With a 5.0% vacancy factor added, a total of 84 units would be required during all of 1992. Other statistical variations are introduced by the fact that Table IV-1 assumes full occupancy of all units constructed in a single year, and that ac-

tual building experience is certain to vary from year-to-year while averaging 3.0% over successive five year periods of activity.

TABLE IV-1

**INCREMENTAL INCREASES IN POPULATION AND HOUSING UNITS
UNDER ALTERNATIVE ANNUAL AVERAGE RATES OF POPULATION GROWTH**

YEAR	Population Growth Rate @ 3.0%		Population Growth Rate @ 4.0%	
	Population	+ Housing	Population	+ Housing
Jan. 1992	7,637	2,758	7,637	2,758
1993	7,870	+ 82	7,940	+ 108
1994	8,100	+ 83	8,260	+ 114
1995	8,345	+ 87	8,590	+ 118
1996	8,595	+ 89	8,935	+ 123
1997	8,855	+ 93	9,290	+ 127
1998	9,120	+ 95	9,665	+ 134
1999	9,390	+ 96	10,050	+ 138
2000	9,675	+ 102	10,450	+ 143
2001	9,965	+ 104	10,870	+ 150
2002	10,265	+ 107	11,305	+ 155
2003	10,570	+ 109	11,755	+ 161
2004	10,890	+ 114	12,225	+ 164
2005	11,215	+ 116	12,715	+ 175
2006	11,550	+ 120	13,225	+ 184
2007	11,900	+ 121	13,755	+ 189
2008	12,255	+ 127	14,305	+ 196
2009	12,625	+ 132	14,875	+ 204
2010	13,000	+ 134	15,470	+ 213
2011	13,390	+ 139	16,090	+ 221
2012	13,795	+ 146	16,735	+ 230
		2,196		3,247

POPULATION HOLDING CAPACITY BY DENSITY CATEGORIES

The 1983 update of the Land Use Element involved only modest change from prior policy in terms of total acreage. Studies completed in April, 1983, indicated that the community had a surplus of acreage in the Low Density category (which accommodates the bulk of Single-Family detached housing), and a deficit in the Medium Density category (which accommodates the bulk of Multi-Family housing). Adjustments to the General Plan Diagram were therefore made to eliminate the imbalances between these two land use categories without adding residential acreage.

With the City having reached an overall housing inventory by 1987 where MF housing already constituted 32.5% of total housing, and with several years grace available to meet low/moderate income housing targets of the 1986 Housing Element, some reduction in Medium Density acreage was considered necessary in 1988 to assure the ability of the City to accommodate future population and housing needs at an average annual population growth rate of 3.0%, while maintaining a 70% - 30% ratio of SF to MF. As noted previously, the advent of the small lot SF unit and the decline in apartment construction has since had the effect of bringing the SF to MF housing ratio back in line to 71% - 29%.

Table IV-2 shows the amount of undeveloped land in each of the major categories of residential density depicted by the General plan Diagram, along with the amount of acreage, housing units and population holding capacity involved. The theoretical limit to population holding capacity reflects a 20% factor for choice in the assemblage of property by developers when property already designated for residential expansion is unavailable. Unavailability can occur where land is held off of the market by the owner for land speculation or continued agricultural use, where land is priced too high in relation to any realistic appraisal of market demand, where land is tied up in an estate or trust, or where the extent of off-site improvements required is too costly. All of these constraints have emerged at one or more times in recent years to limit choice. {see discussion in the EIR provided in Part VIII}.

**TABLE IV-2
POPULATION HOLDING CAPACITY REFLECTED BY THE GENERAL PLAN
DIAGRAM
1992 - 2012**

Density Category	Gross Acres	No. of Hous. Units	% of Total	Persons Per HU	Added Pop. Capacity	% of Total
Low	564	2,538	69.3	2.8	7,110	76.0
Med. 5.5	50	285	7.8	2.6	740	7.9
Medium	70	840	22.9	1.8	1,510	16.1
High	[Nos. too small to have meaning because all High Density confined to the built-up residential area surrounding the Central Business District]					
Sub-totals		3,660	100.0		9,360	100.0
Existing (Jan. 1992) Population: 7,637						
Theoretical Population Holding Capacity (incl. 23% factor for choice): 17,000						
Targeted Population Holding Capacity @ 3.0% average annual rate: 13,795						

RESIDENTIAL LAND USE POLICIES AND PROPOSALS

Population and Housing Density Standards

The General Plan provides three basic categories of residential density as shown in Table IV-3 and on the General plan Diagram (Figure IV-1). Low Density areas typically would have from 4 to 6 housing units per net acre (with larger lots encouraged); Medium Density would have from 8-15 units per net acre; and, High Density would have from 16-22 units per net acre. [Note: The term "net acre" means the actual amount of land used for residential purposes, excluding the area in publicly-owned streets.]

While single-family detached housing units would be the predominate housing type in the Low Density areas, any combination of housing types would be possible under the Planned Unit Development (PUD) approach to design, provided that the average ratio of site area per dwelling unit does not fall below the ratio for all lands in the Low Density category. As an example, 100 gross acres of residential land typically will require 25 acres in public streets, leaving 75 net acres actually available for conventional 7,000 sq. ft. lots. At 6.0 housing units per net acre, the 75 acres would yield 450 housing units. However, it may be possible under a PUD approach to gain an extra number of units as an incentive to better design and amenity than otherwise would result from conventional lot design. This can occur where internal streets are to be held privately as common area by all owners of units residing in the PUD project area, and which is not therefore subtracted from gross acreage to determine "net" acreage. In utilizing a PUD approach to the 100 gross acre example, about 15% of the area is required for public streets, leaving a net of 85 acres for calculating housing yield. Under a theoretical maximum, as many as 510 housing units could result. As a practical matter, the number of extra units would be negotiable, depending on the amount of affordable housing and common recreation open space and other amenities to be provided.

Calculations where two or more density ranges would be involved would require applying the separate density standards shown below in Table IV-1 to the acreage in each density category.

TABLE IV-3

STANDARDS OF POPULATION & HOUSING DENSITY

Density Category	# Hous. Units/Net Acre	Persons/Hous. Unit	Population Density: Persons/Net Acre
Low	4 - 6	3.0	15.0 - 18.0
Medium	7 - 15	2.4	17.0 - 36.0
High	16 - 22	1.8	29.0 - 40.0

The standards of population density shown in Table IV-1 are intended to indicate the desirable range of population that would result from the standards of housing density. While the population range per net acre is not to be considered absolute either as to the minimum or maximum number of people allowed,

FIGURE IV-1 (continued)

GENERAL PLAN LEGEND

RESIDENTIAL

LD	Low Density Residential [3-6 units/net acre] Minimum 7,000 sq. ft. site area/unit
MD	Medium Density Residential [7-15/net acre] Minimum 3,000 sq. ft. site area/unit
HD	High Density Residential [16-22/net acre] Minimum 2,000 sq. ft. site area/unit

COMMERCIAL

PO-HD	Professional Office - High Density
CC	Central Commercial
HC	Highway Commercial
MXU	Mixed Use

INDUSTRIAL

LI	Light Industrial [Includes Service Commercial]
HI	Heavy Industrial





COMMUNITY FACILITIES

ES	Elementary School
JHS	Junior High School
HS	High School
HOSP	Hospital
CY	Corporation Yard
DB	Drainage Basin
SrC	Senior Center

OPEN SPACE

NP	Neighborhood Park
CP	Community Park
OS	Open Space Corridor
AG	Agriculture

CIRCULATION

	Freeway
	Super Arterial
	Arterial
	Collector

	Elementary School Site Alternative
---	---------------------------------------

any persistent excess of the maximum would be in conflict with the intent of the Housing Element of the General Plan to avoid overcrowding of housing [See Section C, Part IV for further discussion of policies relating to overcrowding.]⁵

An important residential development policy is that the maximum number of housing units for any density range is not to be considered as a "right" but rather as an "entitlement" to be granted under special circumstances. The maximum number of units may be exceeded only through the PUD process and then only on the merits of a request for the maximum. Factors to be considered in judging the merits typically would include the character and density in any adjacent development, efficiency in street design, housing affordability, housing design and quality and open space and recreation amenities.

For purposes of calculating population holding capacity of the General plan, the average number of units per net acre was used for each density category, multiplied by the typical household size for each category. These calculations are discussed for each of the density categories in the descriptions which follow.

Low Density [LD]:

Building Intensity: ***4-6 housing units per net acre***
Population Density: ***12-18 persons per net acre***

Typically, Low Density will involve single-family detached housing on lots having a minimum area of 7,000 sq. ft. The average number of housing units per net acre is 5.0, and the average population density per net acre is 15.0 based on a factor of 3.0 persons per household. Zoning consistency with variations in LD development is provided by the R-1-7 zoning district. The Planned Unit Development (PUD) process is available for application in LD areas as a means to achieve innovation in overall design, including a mixture of dwelling types and density transfer. An important policy limitation in LD areas is that density bonuses above the range provided for a given density category in Table IV-1 cannot be granted except as required under Government Code Section 65915 where a minimum percentage of housing units are proposed for lower income housing.⁶ Section 65915 requires that the City either grant a density bonus equal to 25% of the maximum number of housing units otherwise allowed in areas designated for residential use, or grant concessions in design and improvement standards or provide capital improvements equal to the differential value involved, or grant other concessions as prescribed by law.⁷

Government Code §65852.1 and 65852.2 allow the building of "granny-flats" and second units in

⁵ Because of variations in household size, the households which may occupy a given net acre of land may collectively exceed the standard. However, the impact of such variations will be virtually immeasurable when viewed on the basis of a block, a subdivision, a neighborhood or the community as a whole.

⁶ Section 65915 states that density bonuses be provided when a housing developer proposes at least 20% of the total number of units for "lower income" households (as defined by law) or at least 10% of the total number of units for "very low income" households (as defined by law).

⁷ At least two concessions are required involving any combination of the following: a) a reduction in site development standards, or a modification of Zoning Code requirements or architectural design requirements which exceed the minimum building standards approved by the State Building Standards Commission; b) approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial or other use will reduce the cost of the housing development, and if these other land uses are compatible with the housing project and the existing or planned development in the area of the proposed housing project; c) other regulatory incentives or concessions proposed by the developer or the City which result in identifiable cost reductions.

single family and multiple family zoned areas. To a large extent the State Law supersedes the ability of a local agency from preventing the installation of such units but does provide an opportunity to condition the approval of attached or detached units.

Except for bonuses mandated by the Government Code, other bonuses are prohibited in LD areas except as may be obtained through the PUD process as described above under "Population and Housing Density Standards". This is necessary in order to protect the integrity of areas already developed in Low Density that are adjacent or in close proximity to proposed new subdivisions in undeveloped LD areas. An example of incompatibility that can result is increased traffic generated by a density bonus project that depends on its access from streets serving established single-family housing on conventional lot sizes of 7,000 sq. ft. or more.

Medium Density [MD]:

Building Intensity: ***7 -15 housing units per net acre***
Population Density: ***17-38 persons per net acre***

Medium Density provides for a wide variety of housing types within walking distance of shopping districts and employment centers. MD housing types would include small lot, zero lot line, and multi-plex, patio homes on small lots with reduced front yard setbacks, garden apartments, condominiums, townhouses, and mobile homes in mobile home parks. The average number of housing units per net acre is 11, and the average population density per net acre is 26.0 based on a factor of 2.4 persons per household.

Zoning consistency with General Plan designations of Medium Density is achieved by the RM-3 zoning district of the Zoning Ordinance. Within the Medium Density category, several more specific designations (subcategories) have been developed in order to establish limits on the number of housing units to be allowed under the Zoning Ordinance. Consistency between subcategories of MD areas and the Zoning Ordinance is achieved through application of the PUD process.

Subcategories include density limitations for mobile home parks, apartments and small lots for single-family detached homes and zero lot line housing. As long as the specific designation falls within the broader density range shown above, consistency in General Plan policy is maintained. The specific subcategories currently being utilized, and which provided the basis for acreage calculations in determining population holding capacity, are listed below:

- MD-PUD-3.0, 3,000 sq. ft. site area/housing unit
- MD-PUD-MH8, 8 Mobile Homes per Net Acre
- MD-PUD-5.5, 5,500 sq. ft. site area/housing unit

The MD-PUD-MH8 mobile home park and MD-PUD-5.5 small lot categories are closer to being Low Density rather than Medium Density in character. In fact, State Law now requires that mobile home parks be allowed in any single-family zoning district as a matter of right. They have been designated as Medium Density subcategories by the General Plan as a means of highlighting such proposals. Either of these MD subcategories may be substituted for Low Density development without prior General Plan amendment where they are approved under PUD provisions of the zoning ordinance. This avoids the time involved in seeking a General Plan amendment, while assuring quality in development. Achieving quality in development design under PUD procedures is absolutely essential now that mobile home parks and small lot subdivisions have become important components of the local housing market.

High Density [HD]:

Building Intensity: ***16 - 22 housing units per net acre***

Population Density: ***29 - 40 persons per net acre***

The average number of housing units per net acre is 19, and the average population density per net acre is 35 based on a factor of 1.8 persons per housing unit. High Density is reserved exclusively for residential areas surrounding the Central Business District.

Zoning consistency with the High Density designation of the General Plan is achieved by the RM-2 zoning district. A special High Density area not shown on the General Plan Diagram is intended for above-ground floors of commercial structures within the Central Business District (CBD). While the maximum number of housing units is the same as for basic HD areas, no other regulations apply except those that may be specified by the Zoning Ordinance for the RM-2 district.

Low Density Proposals

Areas proposed for Low Density as shown on the General Plan Diagram extend north to a line 1/4 mile north of Kamm Avenue, south to Avenue 396 east of the freeway, south to Mehlert Avenue west of the freeway, east to Madsen Avenue, west to the line of 6th Avenue east of the freeway and west to Bethel Avenue south of Sierra/Conejo Aves. Lands north of Kamm, between the south City limits and Avenue 396 and a 1/4 mile west of Greenwood to Bethel are designated as Residential Reserves. [See description of Residential Reserves, which follows the description of High Density proposals.]

Medium Density Proposals

Important changes in MD designations are reflected in the new General Plan Diagram. For the most part, they involve a reduction in densities based on experience with higher density apartment development in the vicinity of undeveloped MD areas. Without exception, all undeveloped MD acreage is designated as MD-PUD-3.0.

A second major change has been to replace Professional Office acreage southeast of the High School facing Sierra Avenue with Low Density Residential. This overcomes the problems associated with previous policy that would have allowed as much as 6.7 acres of additional office development at a location well removed from the Central Business District. This office acreage was first allowed when previous managers of the local hospital could not find room for a new out-patient clinic close to the hospital site on 18th Avenue. While the new clinic building can be expected to be devoted to some form of office use, it would be a mistake to continue the office policy for adjacent acreage.

A third change has been to convert the 11.2 acres previously designated MD along the south side of Sierra at the diagonal east city limit line to Low Density. A fourth change has been to convert 11.6 acres along the south side of Kern Street, west of 6th Avenue, to Medium Density, while adding additional MD west to the line of Greenwood Avenue along the north side of Kern Street. The lines have been drawn to respect the westerly limits of developed MD acreage along the north side of Kern (housing for the elderly) and acreage already developed in small lot subdivisions and a mobile park east of Greenwood between Sierra and Kern.

Previous policy which allowed application of the MD-2.0 designation to unspecified older residential areas where some conversion of existing single-family housing was desired because of the age and condition of structures is rescinded. In lieu of this previous policy, the Zoning Ordinance provides the opportunity for the consideration of a Conditional use permit for up to three housing units on

property zoned for single family use having 50' of frontage and an area of at least 7,500 square feet in the following areas:

1. Along the north side and south sides of Tulare Street, between 10th and 12th Aves., and between 14th and 18th Aves.
2. Along the north and south sides of Kern Street, between 6th and 10th Aves.
3. Along the north and south sides of Roosevelt Ave., between 7th and 10th Aves.

High Density Proposals

Areas proposed for High Density which surround the Central Business District include lots along the north side of Sierra Avenue between 12th and 16th Avenue, lands west of 18th Avenue in the vicinity of the Community Hospital, and lands close to and west of the freeway east of 10th Avenue and north of Kern Street. The intent is to encourage multi-family development within walking distance of downtown through the private redevelopment of old single-family structures which have outlived their practical utility. Because of the sound physical condition of most older single-family structures close to the CBD, no significant replacement or conversion of structures is anticipated, and therefore no measurable increase in population can be expected.

Residential Reserves

Residential Reserves are shown for both the Low Density and Medium Density categories. These designations are intended to indicate lands that generally are not intended for development until after the year 2000 in order to maintain an orderly pattern of residential expansion. The Residential Reserves designated are also generally consistent with the phasing of development anticipated as part of the Collection Sewer System Master Plan adopted by the SKF Sanitation District. Reserves also provide a relief valve where non-reserve lands are not made available for development.

All lands designated Residential Reserve are currently in agricultural use. While it is the intent of the General Plan to encourage the development of non-Reserve status lands in priority over those shown as Residential Reserves, this policy is not intended to be absolute as a controlling factor in guiding the residential development process. The elimination of a "Reserve" designation can be accomplished through General Plan amendment.

Criteria which may indicate the need to eliminate Reserve status include all of the factors previously described that may affect the unavailability of non-reserve status land (owner decision, speculation, excessive price, estate or trust limitations, or excessive cost of extending or providing water, sewer and drainage utilities or extending city streets). Other criteria may involve major increases in housing demand brought about through significant new local employment, and a resulting desire by the City to at least temporarily increase the rate of annual growth envisioned by the General Plan. Where unavailability of non-reserve status land is claimed, the burden of proof rests with the land owner and/or developer to make the case in support of General Plan amendment, including certified evidence where appropriate as determined by the City Planning Commission and/or City Council.

Residential Expansion and Agricultural Land Preservation

Residential land use policy depicted on the General Plan Diagram reflects the conversion of a modest amount of agricultural acreage over that envisioned by the 1983 and 1988 updates of the General Plan. The most significant additions involve lands designated as Low Density Reserve, along the

north side of Kamm Avenue (about 102 acres), and lands west of Greenwood south of Conejo (about 40 acres). These additional reserve areas are necessary to off-set Reserve lands redesignated to LD by various General Plan amendments since 1989.

Development Policies and Standards for Medium and High Density Areas

All undeveloped land shown for Medium or High Density on the General Plan Diagram, including areas designated for Professional Office/High Density, shall be developed in accordance with the following development policies and standards:

1. Review under Planned Unit Development procedures of the Zoning Ordinance for multi-family projects involving 10 or more housing units if a PUD designation is included on the General Plan Diagram.
2. The extent and rate at which multi-family development is allowed to occur during a given year shall be governed by realistic demands in the housing market. Unsubstantiated local market potential for multi-family proposals may be grounds for project disapproval, even though multi-family use is called for by proposals depicted on the General Plan Diagram or as described in the General Plan text.
3. Multi-family projects shall include landscaped open space in addition to yard areas required by the zoning ordinance, to be developed for the common recreation use of tenants. Minimum facilities may be required for common recreation areas. Examples include totlots for pre-school children, and passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading, including area to be shaded by trees and shade structures.
4. 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 reviewed by the City to assure visual compatibility and residential privacy.
5. Flexibility should be allowed by applying a lesser standard in the amount of off-street parking required for senior citizens housing where adequate open space is provided to permit an eventual ratio of 2.0 off-street parking spaces per housing unit if the development is ever converted in whole or in part to rentals or condominiums which no longer are intended for senior citizens.
6. Notwithstanding the provisions of Item 4, above, all multi-family housing projects shall provide off-street parking for visitors at locations reasonably central to the units to be served at the rate of one space for each four (4) units. On-street parking may be substituted for off-street visitor parking at the ratio of one (1) space for each eight (8) units.
7. At least one-half of all off-street parking spaces in multi-family areas shall be covered by a garage or carport.
8. Site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

The Central Business District (CBD) [shown on the GP Diagram as Central Commercial]

Building Intensity: Generally 1 to 3 stories

Land Use Intensity: Up to 90% site area coverage⁸

The CBD remains as the center for retail commercial, business and financial services, dining and entertainment, and encompasses a generally triangular area bounded by Sierra Avenue on the north, the freeway on the southwest and Lewis Street on the southeast, with some overlap on Earl street to the south and some exclusion on Lewis Street to the east. In 1983, a large area of approximately 17 acres occupied by the Hueblein Winery was added at the northwest corner of Sierra and 10th Avenue as the site of a Community Commercial shopping center. With the recent removal of buildings and other facilities associated with the Winery, the property will soon be available for commercial development. It is the intent of the General Plan that the Marion Street corridor between the winery site and Draper Street be developed in uses consistent with the purposes and functions of the CBD.

Because of the need to improve the land use arrangements along Simpson Street, the Simpson Street corridor has been added to the CBD between Sierra Avenue and Earl Street, and the Draper Street corridor has been added between the freeway and 10th Avenue. This enlarged CBD area is shown on Figure IV-1, Existing Land Use - CBD and Environs.

Major features proposed for the CBD include the following:

1. Application of a Swedish Village architectural theme for all new building and remodeling. [Note: this policy also applies to all of the area included within the City's central redevelopment area extending north of the CBD along Simpson/Golden State, west of the CBD and the freeway to include Highway Commercial areas along Sierra Avenue, and south of the CBD along Simpson to Earl Street.]
2. Development of Draper Street as a central landscaped corridor with 45 degree angle parking, mid-block crosswalks, pedestrian treatment for mid-block alleys, street furniture and a Swedish architectural theme for all new building design and remodeling.
3. Complementary angled parking and landscaping for other streets within the CBD which are either perpendicular or parallel to Draper Street.
4. Additional off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release additional on-street spaces close to businesses for customers.

⁸

This high percentage of coverage assumes that off-street parking is provided within or under a building on the

FIGURE IV-2

EXISTING LAND USE - CBD AND ENVIRONS

No diagram

5. Eventual commercial development of the Kingsburg Cotton Oil and Johnson Lumber Company property along Marion Street, and of some non-commercial properties along streets within the CBD. This could also include conversion of the Washington School to commercial use if school relocation proves to be financially feasible as a cost of commercial development.
6. The redevelopment of the Simpson Street corridor between Sierra Avenue and Earl Street (see discussion below under "The Redevelopment Corridor".)
7. Encouragement of second floor residential use as a means to assist in achieving financial feasibility of ground floor commercial development of parcels now occupied with older residential use.
8. Enlargement of the Redevelopment Plan area to encompass selected areas of the CBD which are now excluded from the Plan boundaries.
9. Encourage business and medically-related office development at the periphery rather than at the core of the CBD.
10. The gradual replacement of illegal signs.

The proposed Community shopping center site at Sierra and 10th Avenue lies within the current boundaries of the Redevelopment Plan. Under policies described below for the Redevelopment Corridor, a mixture of uses would be permitted. However, it is intended here as a matter of policy that retail commercial be considered as the most appropriate dominant use of both the northwest and southwest corners of the intersection, and that Service Commercial uses be excluded except as may be permitted under Conditional Use Permit procedures of the Zoning Ordinance.

The Redevelopment Corridor

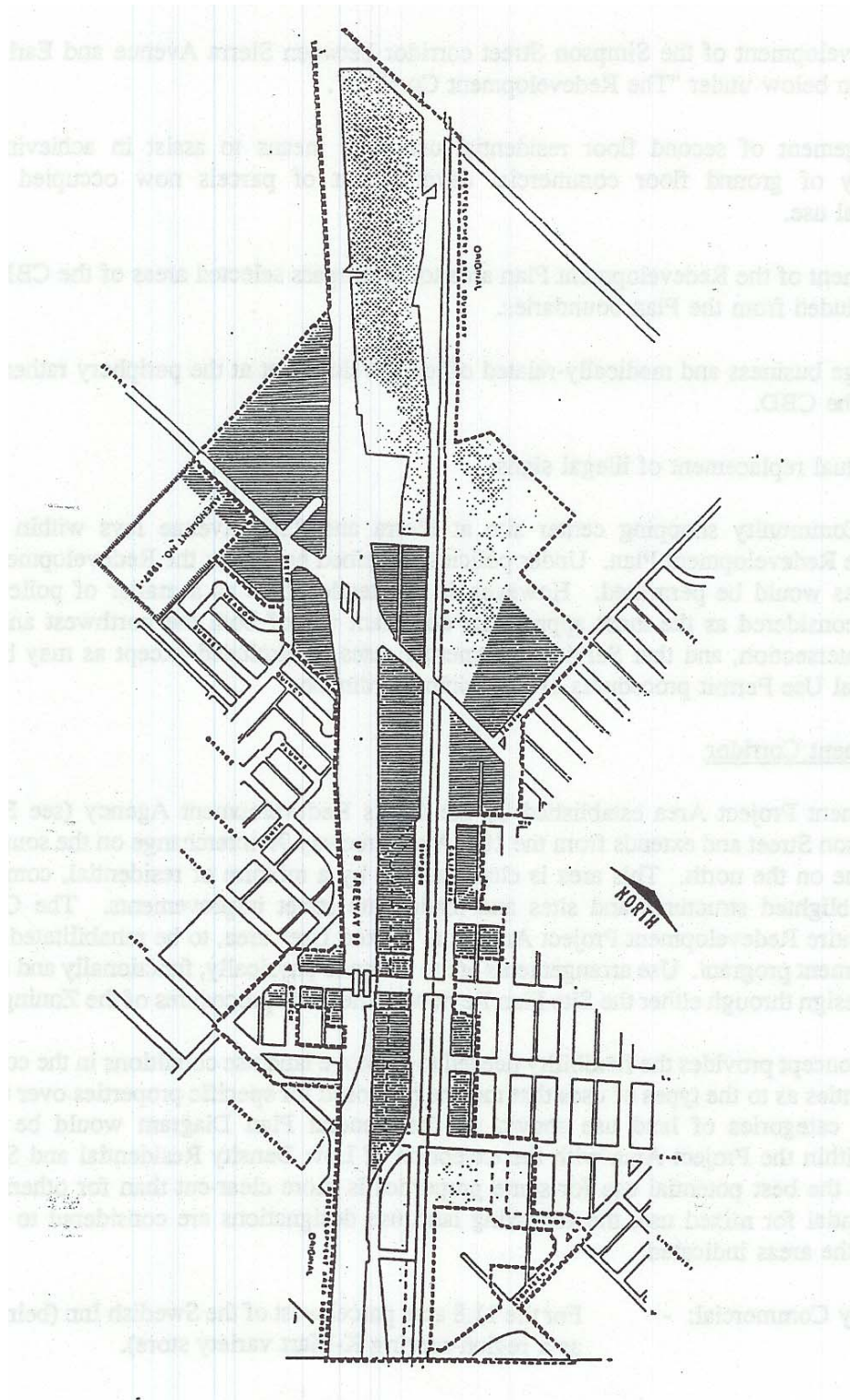
The Redevelopment Project Area established by the City's Redevelopment Agency (see Figure IV-3) centers on Simpson Street and extends from the 18th Ave.-Freeway 99 interchange on the south to the line of Stroud Avenue on the north. This area is characterized by a mixture of residential, commercial and industrial uses, blighted structures and sites and inadequate street improvements. The General Plan designates the entire Redevelopment Project Area as a "Mixed Use" area, to be rehabilitated through the City's redevelopment program. Use arrangements are to be made physically, functionally and aesthetically compatible by design through either the Site Plan Review or the PUD procedures of the Zoning Ordinance.

The mixed use concept provides the flexibility needed to improve land use conditions in the corridor under present uncertainties as to the types of uses that may be proposed for specific properties over time. Under Mixed Use, all categories of land use shown on the General Plan Diagram would be eligible for consideration within the Project Area with the exception of Low Density Residential and Schools. It is to be noted that the best potential use for some properties is more clear-cut than for others. While not abrogating potential for mixed use, the following land use designations are considered to be the most appropriate for the areas indicated:

Highway Commercial: For the 11.8 acre parcel west of the Swedish Inn (being developed as a region-serving K-Mart variety store).

FIGURE IV-3

REDEVELOPMENT AREA BOUNDARIES



LAND USE

- For the area on either side of 6th Avenue south of Sierra, at the southwest quadrant of the Sierra/Freeway 99 interchange.
- For the area at the northwest and southwest corners of Simpson Street and Sierra Avenue.

- Central Commercial:
- For the northwest corner of 10th and Sierra Avenues.
 - For the southwest corner of Sierra Avenue and Marion Street.
 - For the area along both sides of Draper St., from the freeway west to S. 10th Avenue.
 - For the area along the northeast side of California Street, between Earl and Williams Streets.
 - For the two westerly corners of the Draper/Simpson intersection.
 - For the Simpson Street corridor between Draper and Sierra Avenue.
- High Density:
- For the area west of the freeway, east of 10th, north of Kern Street and south of the Central Commercial along Draper Street.
- Light Industrial:
- For the area between Freeway 99 and the S.P. Railroad, northwest of Laurel Street to Stroud Avenue.
- Heavy Industrial:
- For the area along the northeast side of Simpson Street occupied by the Del Monte Cannery.

Service Commercial

Building Density: *Generally, 1 to 3 stories*
Building Intensity: *Up to 65% site area coverage*

The potential for Service Commercial expansion is well accommodated by land within the Redevelopment Corridor. Service Commercial can also be accommodated within Light Industrial areas along the freeway corridor northwest of Stroud Avenue.

Highway Commercial

Building Density: *Generally, 1 to 2 stories*
Building Intensity: *Up to 60% site area coverage*

This designation is limited to business or services that rely on visibility from highways and/or serve the needs of the traveling public and residents of the surrounding agricultural area. It is intended to encourage development of open, uncrowded and attractive projects that will enhance the freeway interchanges and major thoroughfares at which they are located. Small scale businesses and general commercial uses that do not fit these criteria would not be allowed. Uses that generally are dependent on a regional as well as local population for their support would be encouraged. This would include the manufacture, sale, repair and maintenance of light duty utility vehicles and equipment involving

physical characteristics of development which are aesthetically compatible with the location of highway commercial areas at primary entrances to the community.

It is intended that areas with this designation would have good highway access and would not be developed until all urban services are available. Highway Commercial would be located at the Freeway 99 interchanges with 18th, Sierra and Kamm-Bethel Avenues. The locations could be considered for truck stop facilities. The following uses would be typical of those allowed in Highway Commercial centers: motels, restaurants, service stations, regional auto malls, factory outlet shopping centers, RV, boat and mobile home sales, transportation services, and governmental and agricultural services relying on highway access.

In addition to Highway Commercial preferences within the Redevelopment Corridor, Highway Commercial at the westerly quadrants of the 18th Avenue/Freeway interchange involves land now in Tulare County that will require cross-county annexation. Highway Commercial expansion has been added along the north side of Sierra/Conejo directly west of Greenwood Avenue. The K-Mart center was allowed within the Highway Commercial area west of the freeway along Sierra Street because of its dominant characteristics as a center serving the surrounding sub-region and its location within the Redevelopment Corridor. However, retail shopping goods stores which typically are encouraged within the Central Commercial Area are not to be permitted within the Highway Commercial area unless clearly highway serving or "regional" in character as described below.

Regional Commercial

Building Density: ***Generally multi-story***

Building Intensity: ***Up to 35% site area coverage***

Located half-way between two metropolitan areas, Kingsburg has proven its potential for providing services to the surrounding region with the attraction of a K-Mart variety store and negotiations for a factory outlet center. A Factory Outlet center serving the San Joaquin Valley and tourist traffic is envisioned as an alternative to Central Commercial or Highway Commercial along Simpson Street, between Draper and Sierra, along Marion Street, between Draper and Sierra, at the northeast corner of Sierra and 10th Avenue, along Golden State Boulevard south of Kamm Avenue and along the north side of Sierra/Conejo west of Greenwood. Other Regional Commercial alternatives for these sites include regional offices, restaurant/tourist centers, regional discount centers for such goods as home improvement, furniture, appliances and sporting goods, commercial recreation centers for such activities as bowling, skating, water park, miniature golf and athletic club, and an agricultural service center. Hard and fast limitations on the selection and mixing of uses is discouraged in favor of permitting flexibility if operational characteristics and aesthetic conflicts among uses are avoided through excellence in site planning, building design and functional arrangement among uses.

Development Standards for Commercial Areas

The following development standards shall apply within commercial areas:

1. All lands within the Redevelopment Project area shall be subject to such additional standards for Site Plan and Architectural Review as may be imposed by the Redevelopment Agency. All proposed projects shall first be approved conceptually by the Agency as to use prior to Site Plan Review by the City Planning Commission.
2. 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 by

the Planning Commission.

3. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.
4. Shade trees shall be provided within off-street parking areas as determined by the Planning Commission under Site Plan Review. Generally, the standard shall be a ratio of one tree/five spaces, placed along the line between parking bays, with trees at both ends of a line of parking spaces, served by automatic irrigation.
5. Street trees and frontage landscaping, with automatic irrigation, shall be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD.

PROFESSIONAL OFFICE POLICIES AND PROPOSALS

Building Density: ***Generally 1 to 2 stories***

Building Intensity: ***Up to 90% coverage within the CBD; up to 65% coverage at other locations***

Professional offices are encouraged in combination with High Density Residential (designated as PO-HD on the General Plan Diagram) along the north side of Sierra Avenue between 12th and 14th Avenues, and may be allowed under Conditional Use Permit procedures of the Zoning Ordinance within the High Density Residential area immediately surrounding the CBD. Within the Central Commercial area that comprises the CBD, business and professional offices other than banks and savings and loan institutions are encouraged off of Draper Street, and medical offices shall not be permitted.

INDUSTRIAL LAND USE POLICIES AND PROPOSALS

Building Density: ***Generally 1 to 4 stories***

Building Intensity: ***Up to 90% site area coverage, excluding off-street parking and loading***

The Industrial Corridor Development Plan

Industrial use proposed within the area encompassed by the proposed Industrial Corridor Development Plan as shown on Figure IV-4 shall be developed in accordance with the policies, standards and regulations of that Plan as adopted by the City Council. Until such adoption, industrial land use proposals for properties covered by the Industrial Corridor Development Plan shall be subject to the applicable industrial land use policies and proposals which are described below.

Light Industrial

Areas planned for Light Industrial are those shown on the Industrial Development Corridor Plan and the Redevelopment Project Plan, subject to the flexibility of mixed use as described previously for the Redevelopment Corridor.

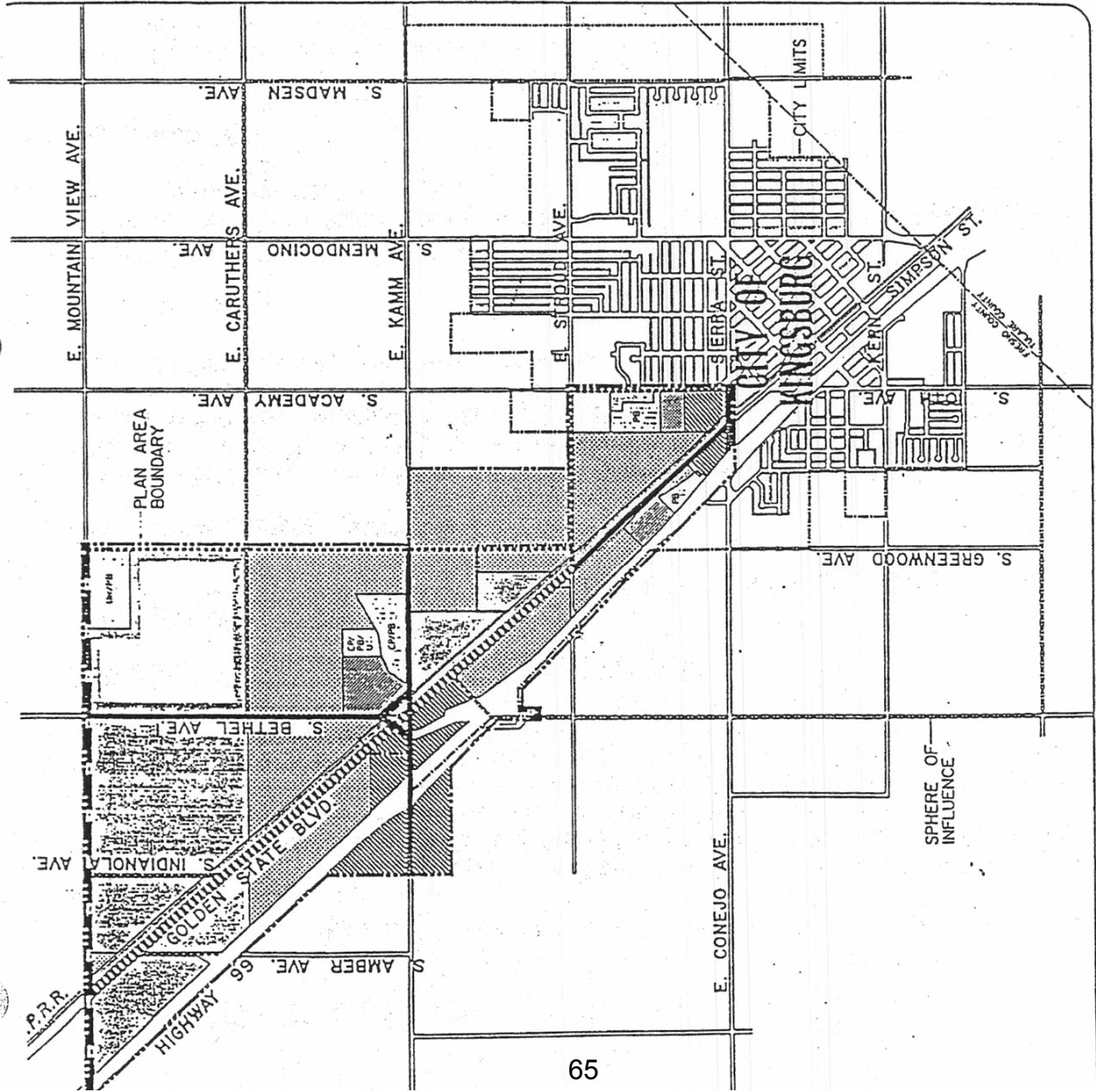
FIGURE IV-4

INDUSTRIAL CORRIDOR DEVELOPMENT PLAN

INDUSTRIAL CORRIDO
DEVELOPMENT PLAN

FIGURE IV-4

- LEGEND:**
- RESIDENTIAL**
 - LOW DENSITY
 - MEDIUM DENSITY
 - HIGH DENSITY
 - COMMERCIAL**
 - CENTRAL COMMERCIAL
 - COMMERCIAL SERVICE
 - COMMERCIAL HIGHWAY
 - INDUSTRIAL**
 - LIGHT INDUSTRIAL
 - HEAVY INDUSTRIAL
 - URBAN RESERVE/
HEAVY INDUSTRIAL
 - COMMUNITY FACILITIES**
 - CP - COMMUNITY PARK
 - PB - PONDING BASIN
 - U - UTILITY
 - CIRCULATION**
 - FREEWAY
 - EXPRESSWAY
 - SUPER ARTERIAL
 - ARTERIAL
 - COLLECTOR
 - LOCAL



0 100 200 300
SCALE IN FEET



PREPARED BY: COUNCIL OF FRESNO COUNTY GOVERNMENTS
DATE: MARCH, 1966

Heavy Industrial

Heavy Industrial areas are limited to existing industry at the northeast corner of Kamm Avenue and Golden State Boulevard, and at the northwest and northeast quadrants of the 18th Avenue and Freeway 99 interchange, east of the railroad.

Industrial Development Policies

Policies in support of the industrial land use designations shown on the General Plan Diagram include the following:

1. Areas designated for industrial use are intended to take advantage of rail and freeway access.
2. Areas designated for industrial use are to assure that there will be sufficient long-term availability of industrial land to expand the City's economic base and capability for meeting the on-going costs of public services required by the community. A slow pace of industrial development is not to be construed alone as justification for designating industrial land areas for another type of urban use unless such use would be of a regional commercial character.
3. Industrial proposals should be located where possible within an industrial park designed for the accommodation of a community of industries that are compatible in terms of operational characteristics, aesthetic qualities, utility service requirements and street circulation.
4. Industries are to be developed and operated in such manner as to avoid damage, destruction or degradation of the environment.

Industrial Development Standards

Industrial sites shall be subject to the same standards for visual screening with ornamental walls, screen fencing and landscaping and street trees, frontage landscaping and parking lot landscaping as provided for commercial areas, above.

PUBLIC, SEMI-PUBLIC AND PRIVATE INSTITUTIONAL FACILITIES

Building Density: *Generally one story*

Building Intensity: *Site area coverage as follows: Up to 10% for parks and recreation areas; up to 20% for schools; up to 90% for government offices, utility service yards, medical, health care, and charitable and religious facilities (excluding off-street parking).*

This broad category of land use includes park and recreation areas, public schools, government offices and utility service yards, drainage basins, hospitals, charities, churches and religious institutions.

Park and Recreation Areas

Park and recreation areas are shown on the General Plan Diagram and are described as part of the Resource Management Element in Part V. Several areas lay outside of the boundaries of proposed urban expansion only because they involve combined use with drainage basins planned for future needs beyond the year 2012.

Schools

The three existing Washington, Lincoln and Roosevelt elementary schools, the new Jr. High School along Stroud, the existing High School site and 1-2 new elementary schools are considered adequate to meet future elementary and secondary education needs of the community over the life of the General Plan. Additional classrooms may be required at any given site in the event that school child generation expands beyond the capacity of the school districts to accommodate it. Future elementary and high school enrollments are predicated on the policy of the City to manage the rate of population and housing growth to an annual average of 3.0% when monitored over successive five year periods. Alternative sites for new elementary schools are shown on the General Plan Diagram and are to be considered illustrative as to location.

Government

City government administrative offices would remain at their present location until such time as the City is able to provide new offices at a centrally located site within or outside of the Redevelopment Project Area. A Civic Center site is proposed within the Central Business District either between Marion Street and the railroad (including right-of-way now utilized for sections of Lewis and California Streets) or in the block south of Downtown Park. It is proposed that a new fire station be incorporated in plans for the development of the Marion Street corridor, with access to Sierra Avenue. Police facilities could then remain at their present location in expanded quarters. The City's Corporation Yard is to be relocated from its present location on Kern Street west of the freeway to an 8-10 acre site within the freeway/railroad industrial corridor extending northwest of Sierra Avenue.

Drainage Basins

Drainage basins and storm water collection facilities designated and described by the City's Master Plan for Storm Drainage are hereby incorporated as part of the General Plan by reference. The General Plan clearly intends that the Master Plan for Storm Drainage be carried out and adhered to as land develops. Where temporary on-site storm water ponding is required because of excessive distance from existing or planned drainage basins and/or collection facilities, provisions shall be made by the City in conditioning land development applications under zoning and subdivision ordinances to assure that eventual connection to planned facilities is both physically and financially possible at a later date. Subdivision design shall assure that public street access will be provided to at least two sides of a combined drainage basin/park. Temporary drainage ponds shall be designed so that they can be converted to appropriate uses proposed for the area by the General Plan.

Medical and Other Health Care Facilities

Medical and health care facilities that may be required should be located within stable environments close to the residential areas they serve, and where emergency access from the freeway and the entire community is available via the City's Arterial street system. Medical and medically related offices, hospitals, clinics, laboratories, and rehabilitation, convalescent and nursing centers should be in close proximity to each other wherever possible. Such facilities should not be located within the CBD.

Churches and Other Religious Facilities

Churches and other religious facilities should be located along elements of the Arterial and Collector street system to assure convenient access from residential neighborhoods and an environment compatible with religious service functions. The need for church sites should be considered whenever possible during the process of reviewing subdivisions. Further church development within the CBD

is to be discouraged.

CONSERVATION AND OPEN SPACE COMPONENTS OF THE LAND USE SECTION

State Law requires that the Land Use Element of the General Plan provide also for "...the proposed general distribution and general location and extent of the uses of the land for ... agriculture, natural resources, recreation and enjoyment of scenic beauty..." and "...solid and liquid waste disposal facilities." Areas subject to flooding must also be identified as part of the Land Use Element (none within the Kingsburg Planning Area). With the exception of solid and liquid waste disposal, policies and proposals dealing with these categories of land use are described in appropriate detail within Section D of Part IV and within Part V of this document. Solid waste disposal is to be accomplished in accordance with the joint powers agreement governing the functions of the Southeast Regional Solid Waste Commission.

Liquid waste disposal is provided by the Selma-Kingsburg-Fowler (SKF) Sanitation District. In reviewing requirements for liquid waste disposal needed to serve new development projects, the City shall be guided by the provisions of the Collection System Sewer Master Plan as adopted by the SKF Sanitation District Board of Directors.

SECTION B - CIRCULATION

INTRODUCTION

The Circulation component of the Community Development Element includes state highways, arterial and collector streets, minor streets, pedestrian ways, alleys, bicycle routes, railroad service and public off-street parking. Of these, the street and highway system comprises the heart of the circulation system of the community. Circulation facilities within the community are a function of land use in that they exist to move people and goods among the centers of various land use in (and outside) the community. In addition, the extent of use imposed by such centers of activity on any circulation facility is a product of the collective demand of land use to be served. It therefore follows that close correlation with the Land Use Element is required in the planning of circulation facilities. Of special importance is assurance that adequate capacity and safety will exist for each of the circulation components at such time in the future as they will be needed.

A policy of overriding significance that affects each of the components of the Circulation Element is as follows:

It is the policy of the General Plan to guide and provide for the development of an integrated system of internal circulation and access and to provide access to other parts of the County and the region to serve all citizens of the Kingsburg area, including the young, the elderly, and the physically handicapped, by seeking the following:

1. Increased safety for citizens.
2. The efficient movement of people and goods.
3. Lower vehicle operating costs.
4. Lower vehicle miles traveled and therefore lower quantities and impacts of vehicle emissions.
5. Economy in street construction and maintenance.
6. A circulation system which is correlated and consistent with the needs of land use patterns fostered by the Land Use Element.
7. Minimizing and (where possible) avoiding the disruption of residential areas caused by through traffic.
8. Protection of future rights-of-way needed for Arterial and Collector street widening within developed areas.

FUNCTIONAL CLASSIFICATION OF HIGHWAYS AND STREETS

The functional classification of highways and streets shown on the General Plan Diagram includes Freeway, Super Arterial, Arterial, Collector and Minor streets. Since traffic generation is a function of land use, two different sections of the same street may require different standards of design and improvement because of different levels of projected traffic, even though the street is classified for the same function(s) throughout its entire length.

Freeway 99

State Route 99 is part of the State's freeway system and is developed to full freeway standards with a grade separation at Draper Street and interchanges at Sierra and 18th Avenues. Freeway 99 connects the City with other parts of the San Joaquin Valley Region, National Park and National Forest Areas of the Sierra Nevada, and the State.

Super-Arterial

Golden State Boulevard is designated as a Super-Arterial northwest of Stroud Avenue to provide continuity with County policy. As a multi-lane divided facility, it provides an important through traffic function connecting the cities of Kingsburg, Selma, Fowler and Fresno along the former alignment of Freeway 99. Access to abutting property is more restrictive than on an Arterial Street, and new development is subjected to design standards at the time of site plan review. Fresno County has adopted the "Golden State Boulevard Super Arterial Access Plan and Permit Process" which is hereby adopted by reference for the section which lies within the City's Sphere-of-Influence.

Arterial Streets

Arterial streets provide the principal network for traffic flow within the community. They connect areas of major traffic generation within the urban area, and with State highways and important County Roads. Arterial streets function primarily as carriers of cross-town traffic. They also provide for the collection and distribution of traffic to and from Collector streets which serve residential, commercial and industrial areas. Arterial streets also provide indirect as well as direct access to abutting properties. Indirect access may be preferred in newly developing areas, by backing parcels onto the Arterial street.

Collector Streets

Collector streets provide for traffic movement between Arterial and Minor streets and for traffic movement within major activity centers. They also provide direct access to abutting properties.

Minor Streets

Minor streets provide for direct access to abutting properties and for very localized traffic movements within residential, commercial and industrial areas.

Alleys

Alleys are intended to provide secondary access to abutting properties and to accommodate certain utility lines and refuse disposal services. They are most often located to the rear of properties and occasionally provide side access to parcels.

THE STATE HIGHWAYS

Freeway 99

Freeway 99 has an ADT (average daily traffic) of about 35,000 vehicles, utilizing two lanes in each direction. By the year 2010, ADT is expected to be approximately 65,000 (north of Sierra-Route 201). The need to expand the current 4-lane facility to six lanes is expected before the year 2000, but is not yet programmed. The greatest need for widening will occur north of the Sierra-Route 201 interchange with the freeway. Sufficient median width exists to accommodate three lanes in each direction through the community if necessary.

State Route 201

The need for widening State Route 201 has been recognized for a number of years. Detailed planning and design is underway. Caltrans studies indicate justification for a 4-lane facility with a continuous left turn lane from the west side of the freeway to the vicinity of Marion Street. From Marion to the east city limits, construction would involve 2-lanes and a continuous turn lane. Completion in 1996

is anticipated. The City has been assisting in meeting eventual need for widening by protecting right-of-way as new projects are developed along Sierra Avenue. Protection for an eventual 4-lane facility extending to the east city limits should be continued.

Policies Relating to State Highways

The following policies are proposed as guidance for achieving improvements to elements of the State Highway system which directly affect Kingsburg:

1. Sound walls should be considered along sections of the freeway which are or will be adjacent to or sufficiently close to residential areas which would experience a sound level at or above the threshold standard for exterior noise of 65 dBA.

3. The City will continue to protect the need for eventual widening of Sierra Avenue to four travel lanes within an 80' R-O-W between Marion Street and the east city limits by setback and improvement requirements and access control for projects which require Site Plan Review. West of the freeway, Sierra/Conejo will be developed to 4-lanes with a continuous left turn lane as development occurs.

GOLDEN STATE BOULEVARD SUPER ARTERIAL

Golden State Boulevard is to be developed in accordance with the Super Arterial Access Plan and Permit Procedure as adopted by Fresno County.

THE ARTERIAL AND COLLECTOR STREET SYSTEM

Existing and Proposed Arterial and Collector Streets

Existing and proposed Arterial and Collector streets are shown on the General Plan Diagram, and include the following:

ARTERIALS

<u>North-South</u>	<u>East-West</u>
Bethel Avenue (through planning area)	Kamm Avenue (99 - Madsen)
10th Avenue (Draper to Clarkson)	Stroud (Gold. State to Madsen)
N. 10th Avenue (Sierra to north urban limits)	Sierra (Bethel to Madsen)
Draper Street (S. 10th to Sierra/18th)	Simpson (Gold. State to S. County line)
18th Ave. (So. County line to north urban limits)	Kern St. (10th to west city limits)
Madsen (Avenue 396 to north urban limits)	Clarkson (18th to west city limits)

COLLECTOR STREETS

<u>North-South</u>	<u>East-West</u>
Greenwood Ave. (From north of Sierra to Clarkson)	Klepper (East of 18th)
S. 6th Ave. (Draper to Clarkson)	Marion (Sierra to Gilroy)
S. 10th Ave. (N. of Draper to Orange)	Lincoln (Sierra to 18th)
14th Ave. (From N. of Klepper to Sierra)	Orange (S. 6th to S. 10th)
Earl St. (18th Ave. to California)	Mehlert (West of Greenwood to
Gilroy St. (18th to Marion)	Freeway 99)

Arterial Streets are to be designed to carry from 5,000 to 20,000 vehicles per day, with a right-of-way (ROW) width of 80' - 88' depending on conditions affecting the acquisition of ROW in developed areas and design factors. Where on-street parking is desired, this width provides for four 12' travel lanes, two 8' parking lanes, and two 10' planting strips for the accommodation of sidewalks and street trees [See Figure IV-4]. In Residential, Service Commercial, Highway Commercial and Industrial areas, the sidewalk is integrated with the curb and the planting area is on the outside of the sidewalk. In commercial areas, a 10' sidewalk is required with street trees planted within tree wells adjacent to the curb.

For Sierra Street, where ROW acquisition opportunity is limited by existing development, an 80' ROW should be considered without provision for on-street parking. This would provide for one 12' continuous left-hand turn lane, two 12' inner travel lanes, and two 14' outer travel lanes. Two planting strips would be limited to 8' of width, with similar variations in sidewalk width as described above for the 84'ROW. A new approach to Simpson Street northwest from the 18th Avenue interchange frontage road is shown near the intersection of the frontage road with Earl Street to improve traffic flow into the CBD. From Draper to Sierra, Simpson is proposed as a 4-lane divided serpentine or as a 2-lane + continuous left turn lane section without any on-street parking. Selection from these alternatives will depend on the intensity of commercial traffic generated along its length.

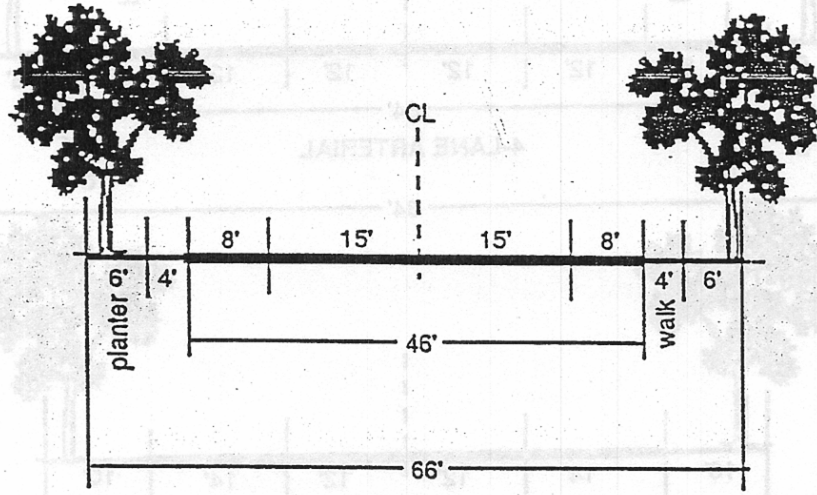
The Stroud Avenue designation has been changed from Collector to Arterial to reflect consistency in street function regardless of ROW width and curb-to-curb development standards. Stroud functions as an Arterial, providing an important cross-town connection from Madsen to Golden State Boulevard. While limitations exist in ability to widen Stroud through developed residential areas, an opportunity for widening does exist west of 14th Avenue as residential projects and light industry develops. West of 10th, the standards of the Industrial Corridor Development Plan for a 100' Arterial ROW should apply through the industrial area. This wider standard allows for the turning movement of trucks in and out of industrial sites without the hazard and interruption to the flow of on-coming traffic that otherwise would occur [see Figure IV-4].

The Madsen, Kern and Clarkson designations have also been changed from Collector to Arterial in recognition of their eventual cross-town function once the City's sphere-of-influence boundary is moved east of the existing city limits along Madsen into what is now Tulare County and westerly of Bethel Avenue and south of Clarkson.

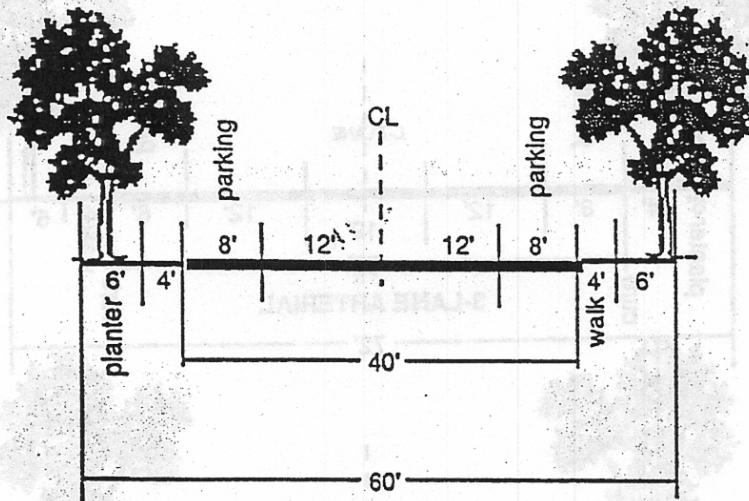
Collector Streets are to be designed to carry up to 5,000 vehicles per day. Where ADT is projected to be less than 4,000, a ROW of 60' is sufficient, with two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width should not exceed 4' in width except within the CBD where 10' will be required ultimately on all Arterial, Collector and Minor streets. Where ADT is projected above 4,000 (e.g., N. 10th Avenue between Sierra and the Jr. High site),

FIGURE IV-5 (cont.)

ILLUSTRATIVE ARTERIAL & COLLECTOR STREET CROSS-SECTIONS



2-LANE COLLECTORS



ROW should be 66', increasing the traffic lanes to a width of 15'. Only N. 14th Avenue is currently developed to this standard for a Collector.

Existing Traffic Volume

An extensive measurement of traffic volumes in the City was completed by the Fresno County Department of Public Works & Development Services during 1988. The Department measured volumes at 69 locations as shown on Table IV-4 to provide a comprehensive view of the extent of traffic intensity and movement that is occurring on elements of the Arterial and Collector streets systems. The County's measurements provide the City with a much clearer understanding of conditions, and in some cases the results indicate lower levels than previously had been projected in the 1983 version of the Circulation Element. For purposes of understanding the relative degrees of traffic along and among elements of the Arterial and Collector street systems, the reader is directed to Table IV-4 and the discussion which follows, below.

Traffic volumes are arranged in Table IV-4 so that changes in volume can be viewed along the length of various Arterials and (to a lesser extent) Collectors. Analysis of the data indicates or suggests the following conclusions:

1. The section of Sierra Ave. (State Route 201) between the westerly freeway ramps and Marion Street is deserving of immediate expansion to four travel lanes and a continuous left-hand turn lane. This should be given highest priority by Caltrans and the City before further expansion of Sierra east of Marion. Second priority should be given to the section between Marion and 18th.
2. 18th Avenue deserves immediate improvement for the full mile between Kern Street on the south and Stroud Avenue on the north. The traveled section north of Sierra should be widened by the elimination of the on-street parking lane along the west side of the street and the addition of a continuous left-hand turn lane. Similarly, the section between Sierra and Stroud should be widened to provide a continuous left turn lane. Interim solutions to immediate problems are essential if conditions are to improve. Given the realities of not obtaining full funding necessary for long-term solutions, even with the half-cent monies that were approved by voters of the County in 1986, other practical alternatives do not exist! Further residential development north of Stroud and east of 18th Avenue is contingent in part on improvement to the section of 18th (Mendocino) between Stroud and Draper/Sierra.
3. With the exception of Sierra, 18th and Stroud (west of 14th), and Mehlert (east of 10th Ave.) all remaining Arterials and Collectors are operating well within the limits of capacity established by existing curb-to-curb paving widths.

Projected Traffic Volume and Capacity

Based on existing paved sections, and assuming periodic maintenance, most Arterials and Collectors are also capable of accommodating projected traffic that will result from additional urban development under the Land Use Element. One exception is 10th Avenue from Sierra north to Stroud. The addition of a continuous left turn lane would meet future needs for as many as 10 years before widening to four travel lanes is required.

TABLE IV-4

TRAFFIC VOLUME ALONG THE ARTERIAL & COLLECTOR STREET SYSTEMS

(Counts taken January - June, 1988, except [*] = July)

<u>Street or Avenue</u>	<u>Location</u>	<u>24 Hr.Vol.</u>
<u>NORTH-SOUTH ARTERIALS</u>		
South 10th	NO (north of) Kern	3,800
	SO (south of) Kern	3,670[*]
	NO Mehlert	2,660
	SO Mehlert	2,380
North 10th	NO Stroud	2,150
	SO Stroud	2,940
	NO Marion	3,800
Draper	EO Washington	5,810
	EO Marion	6,440
	WO Marion	6,470
	EO S. 10th	7,070
18th	NO Klepper	3,310
	SO of Klepper	3,830
	NO Stroud	3,440
	SO Stroud	5,320[*]
	SO Tulare	7,280
	NO Sierra South-bnd.	1,390
	SO Sierra	3,540
	SO Smith	5,190[*]
NO Marion	3,500	
<u>EAST-WEST ARTERIALS</u>		
Stroud	WO 10th	2,030
	EO 10th	1,850
	WO 14th	2,290
	EO 14th	2,150
	WO 18th	1,970
	EO 18th	1,140
Sierra	WO 6th	1,680
	WO Simpson	9,980
	WO 10th	8,470
	WO 14th	6,340
	EO 14th	5,160
	WO 18th East-bnd.	3,310
	EO 18th	6,430
EO 21st	3,970	

TABLE IV-4 CONT.

<u>Street or Avenue</u>	<u>Location</u>	<u>24 Hr. Vol.</u>
Simpson	NO Sierra	South-bnd.2,300
	SO Sierra	North-bnd.3,380
<u>NORTH-SOUTH COLLECTORS</u>		
South 6th	SO Sierra	2,370
	SO Kern	860
South 10th	NO Mariposa	1,120
14th	SO Stroud	2,290
	NO Sierra	2,500
Earl	WO Marion	1,170
	EO Marion	1,000
<u>EAST-WEST COLLECTORS</u>		
Klepper	WO 18th	470
Marion	SO Sierra	2,710
	NO Draper	3,340
	SO Draper	4,260
	NO Earl	2,190
	SO Earl North-bnd.	1,490
Lincoln	SO Sierra	2,400
	NO Draper	2,090
	SO Draper	1,210
Orange	EO 6th	1,180
Kern	EO 6th	700
	WO 10th	1,040
	EO 10th	540
Mehlert	WO 10th	620
	EO 10th	700

A second exception will be 6th Avenue between Sierra and Kern as Medium Density lands served by 6th Avenue continue to develop. ROW widening to 66' and pavement widening to 46' may be required by the late 1990's. Other exceptions are Kern Street and Clarkson west of S. 10th Avenue and S. 18th Avenue, respectively.

Based on traffic analysis completed as part of an EIR for the K-Mart project on Sierra Avenue concluded in early 1991, substantial improvements to Sierra west of the freeway and signalization at the Sierra/6th, Sierra/freeway ramps and Sierra/Simpson Street will be required. In addition, Sierra will

be widened to 4-lane divided with left turn slots westerly to Greenwood Avenue. Signalization at other intersections will wait until a substantially greater increase in peak hour traffic than now exists. Candidate intersections will be Draper/Simpson, 18th/Sierra/Draper and Sierra/Marion. The need for signalization at these intersections is tied directly to the time when significant retail commercial expansion occurs within the CBD.

The conclusion on the availability of added capacity for Arterial and Collector streets is not intended to suggest that problems of traffic congestion will not occur. Some congestion can be expected during the peak hour of travel, when intersections will have to carry about 10% of ADT. However, even then, the Level-of-Service (LOS) experienced at the most heavily traveled intersections can be expected to be reasonably good at all times. Traffic experience in small communities can often spoil the local resident into believing that existing conditions are difficult and that any new development will be intolerable in its effect on traffic. By contrast, the worst of conditions in Kingsburg would be a desired objective on most Arterial and Collector streets in a metropolitan area such as Fresno or Visalia, or even in medium sized cities of the San Joaquin Valley such as Madera, Hanford and Tulare.

Policies Concerning Freeway 99

1. The City should protect the through traffic functions of State Route 99 by planning expressway and arterial street alignments which will avoid the need or desire to utilize freeway sections for short, local area interval trips as if they were elements of the local expressway/arterial street system.
2. Land use designations along freeway sections should take into consideration the visual and noise impacts associated with existing and future traffic levels on these major traffic carrying facilities.
3. Freeway interchanges should be improved to carry the demands of traffic generated by Kingsburg development, with additional interchange ramps and ramp signalization provided where necessary and practical in consideration of the need for fair apportionment of traffic to existing and future regional demands v. local demands.

Arterial and Collector Street Policies

1. Golden State Boulevard is to be developed to boulevard standards as a facility parallel to Freeway 99 to the northerly boundary of the Kingsburg Sphere of Influence. Golden State Boulevard may require six lanes, depending on the amount of traffic capacity required, with a landscaped divider between intersections and left turn lanes at each intersection. Sufficient right-of-way is required to include room for landscaped corridors along either side. Spacing between the intersections of crossing streets and driveways should be greatly restricted, with on-street parking prohibited.
2. Arterials are to be planned for 4 lanes of traffic with left turn lanes provided at intersections. Development through residential areas should be designed to back-on to the Arterial, with ornamental walls and landscaping along the right-of-way line. In areas where development fronts the arterial, the design for a 4-lane facility may require a minimum right-of-way of 84'. Typically, this would involve four 12' travel lanes, two 8' parking lanes and two 10' planting strips for the accommodation of sidewalks and street trees. Where residential use fronts an Arterial, driveways shall be designed so that vehicles may exit by moving forward. Commercial sidewalks 10' in width need only be provided in retail commercial areas and along the

frontages of other pedestrian-intensive uses. Street trees should be provided along all Arterial streets (and Expressways). Rights-of-way at the approaches to major intersections may require space for additional turn lanes.

3. Existing 2-lane Arterials should be expanded to 4-lanes when justified by anticipated traffic. However, the addition of a continuous left turn lane should be considered where the amount of traffic necessary for 4-lane development is not anticipated for several years.
4. Arterial streets serving Service Commercial and Industrial areas are to be designed and constructed to standards which reflect heavy truck traffic and the need for longer turning radii for trucks at intersections. On-street parking should be prohibited.
5. Collector streets are to be designed to carry from 500 to 5,000 vehicles per day. Where average daily traffic (ADT) is projected to be less than 4,000, a ROW of 60' is usually sufficient. Typically, this will involve two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width need not exceed 4' except where intensive pedestrian traffic is expected such as along school access streets.
6. Where ADT is projected above 4,000 in residential areas, a 66' right-of-way is usually required. In commercial and industrial areas, four lanes of traffic may be required. Where ADT is projected above 5,000, with high peak hour traffic, wider cross-sections will be required. Rights-of-way may require widening on their approaches to Arterials, Expressways or other Collector streets in order to provide suitable turn lanes.
7. The high costs of converting a deficient Collector street to the appropriate standards required for existing and projected traffic should be limited to only those streets where either: a) high current and projected volumes of traffic are involved; b) joint funding is possible; c) significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or d) where the rate of serious accidents has been high and where hazards to public safety are great.
8. Improvements to Arterial and Collector streets should be made on a highly selective basis which seeks to improve capacity, flow and safety by the use of traffic engineering solutions where feasible as compared to major structural improvements. This might include the elimination or restriction of traffic movement at intersections with Minor streets where too many exist at short intervals. Examples of this condition are the four intersections of 19th through 22nd Avenues along the south side of Sierra. Other techniques might include elimination or restriction of hours of on-street parking, greater use of directional signs, the diversion of traffic onto streets which are underutilized, and the provision of right-turn and left-turn lanes at intersections.
9. Direct access to Arterials and Collectors from residential development is to be discouraged except where physical conditions do not allow for other design solutions. In commercial and multi-family areas, access may be required from an alley or from a continuous driveway along the rear of adjacent commercial lots. Access from the street side yard of a corner lot which sides onto an Arterial shall be prohibited in new subdivisions or on undeveloped lots in existing subdivisions.
10. Left turn lanes shall be provided where necessary for access from Arterials and Collectors into high traffic commercial centers as a condition of development approval.
11. Special standards or conditions of improvements may be required during the development

review process, including off-site Arterial or Collector street improvements and intersection signalization well removed from a project site, but where a "nexus" or clear interrelationship between the need for the improvement(s) and traffic generated by a proposed development is substantiated by the City.

THE MINOR STREET SYSTEM

Only existing Minor streets are shown on the General Plan Diagram, and they constitute the greatest mileage of the City's total street system. Minor street deficiencies have become extensive in older residential areas, including broken pavement (ripples and chuckholes), deteriorated curb and sidewalk sections from invasive tree roots, and inadequate drainage. Minor streets are to be designed to carry up to 500 vehicles per day, with 56' of ROW and a minimum of 36' between curbs for cul-de-sacs and sections not exceeding two blocks in length. This limited departure from the pre-1983 standard of 60' of ROW and a minimum of 40' between curbs continues to be justified from the standpoint of traffic demand, length of street and need to reduce housing costs.

Minor Street Policies

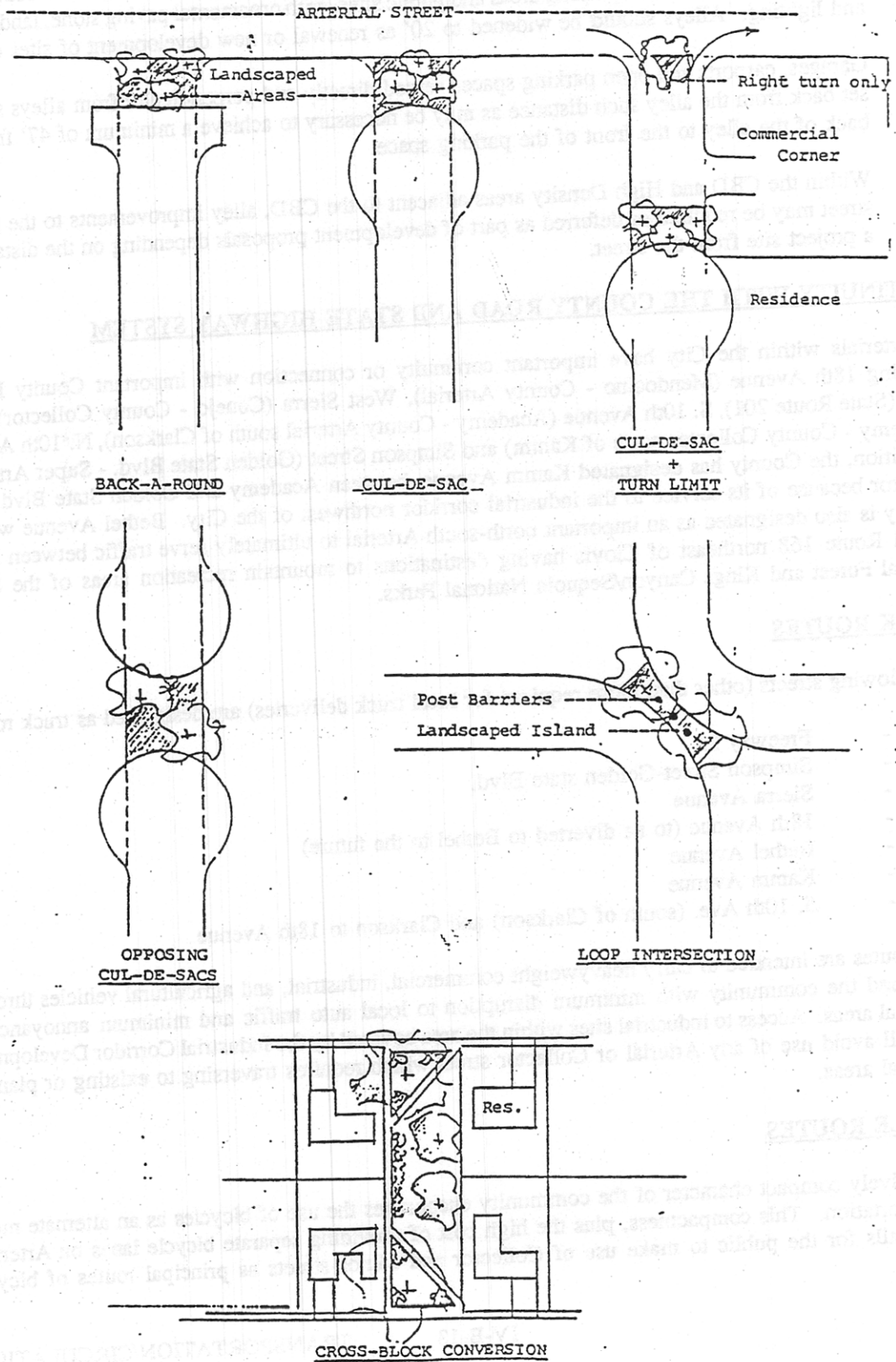
1. To keep Minor street volume within design capacity, street length shall be kept under 1,600 feet where possible unless interrupted by an Arterial or Collector street.
2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Unit Development procedures of the Zoning Ordinance.
3. In view of deficiencies in existing Arterial, Collector and Minor streets, the City should consider forms of funding other than direct public sources (e.g., assessment districts) as a means of overcoming Minor street deficiencies. Curb, gutter, sidewalk and paving needs along Minor streets should be made the responsibility of affected property owners. Under this policy, the City would assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. As an alternative, the City could share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.
4. Proposals of the Circulation Section are intended to reflect options for reducing through traffic on minor streets between intersections with Arterials. This policy seeks to eliminate the use of Minor streets as thoroughfares through residential areas where they extend parallel to nearby Arterials or Collectors for many blocks and are often used as substitutes for Arterials or Collectors. Illustrations of how this policy and Arterial and Collector Street Policy No. 2 may be implemented are shown on Figure IV-5.

ALLEYS

Alleys have provided an important means of secondary access to residential, commercial and industrial areas since the first town plat was recorded, and also accommodate utility lines. The standard within single-family residential areas remains at 16' in width, and the standard within multi-family, office, commercial and industrial areas remains at 20' in width. New or widened alleys are required for all new development in accordance with these standards and the following policies where applicable.

FIGURE IV-6

ALTERNATIVE APPROACHES TO REDUCING THROUGH TRAFFIC ON MINOR STREETS



Alley Policies

1. Within the CBD, alleys are to serve a dual purpose of providing pedestrian access to commercial establishments, off-street parking areas and public sites, with ornamental paving stone, landscaping and lighting. Alleys should be widened to 20' as renewal or new development of sites occurs.
2. Garages, carports and open parking spaces served directly and perpendicular from alleys shall be set back from the alley such distance as may be necessary to achieve a minimum of 47' from the back of the alley to the front of the parking space.
3. Within the CBD and High Density areas adjacent to the CBD, alley improvements to the nearest street may be required or deferred as part of development proposals depending on the distance of a project site from the street.

CONTINUITY WITH THE COUNTY ROAD AND STATE HIGHWAY SYSTEM

All Arterials within the City have important continuity or connection with important County Roads, including 18th Avenue (Mendocino - County Arterial), West Sierra (Conejo - County Collector), East Sierra (State Route 201), S. 10th Avenue (Academy - County Arterial south of Clarkson), N. 10th Avenue (Academy - County Collector north of Kamm) and Simpson Street (Golden State Blvd. - Super Arterial). In addition, the County has designated Kamm Avenue, between Academy and Golden State Blvd., as a Collector because of its service to the industrial corridor northwest of the City. Bethel Avenue west of the City is also designated as an important north-south Arterial to ultimately serve traffic between Route 99 and Route 168 northeast of Clovis having destinations to mountain recreation areas of the Sierra National Forest and Kings Canyon/Sequoia National Parks.

TRUCK ROUTES

The following streets (other than those required for local truck deliveries) are designated as truck routes:

- Freeway 99
- Simpson Street-Golden state Blvd.
- Sierra Avenue
- 18th Avenue (to be diverted to Bethel in the future)
- Bethel Avenue
- Kamm Avenue
- S. 10th Ave. (south of Clarkson) and Clarkson to 18th Avenue

These routes are intended to carry heavyweight commercial, industrial, and agricultural vehicles through and around the community with minimum disruption to local auto traffic and minimum annoyance to residential areas. Access to industrial sites within the area covered by the Industrial Corridor Development Plan shall avoid use of any Arterial or Collector street which requires traversing to existing or planned residential areas.

BICYCLE ROUTES

The relatively compact character of the community encourages the use of bicycles as an alternate mode of transportation. This compactness, plus the high cost of providing separate bicycle lanes on Arterials streets, calls for the public to make use of Collector and Minor streets as principal routes of

bicycle transportation. These streets provide sufficient continuity to allow safe bicycle travel among all parts of the community except for connecting links between areas east and west of the freeway. The Circulation Element therefore proposes that separate bike lanes be provided along these connecting links and streets which connect with bike lanes along County roads, as follows:

1. Along Sierra, between 6th and 10th Avenues.
2. Along Draper, between 10th Avenue and California Street.
3. Along Golden State Blvd.-Simpson Street between Sierra and Kamm Avenues.

TRANSIT FACILITIES

Regional Transit

Regional transit capability potentially exists by utilizing the Southern Pacific Railroad line which connects with the metro areas and major cities of the San Joaquin Valley, the San Francisco Bay Area and Southern California. This capability has been under study since the 1970's and there is an excellent chance that such service will be initiated within the next decade. A station is proposed close to Draper Street to underscore the importance of regional transit as a means to mitigate the adverse impacts of traffic on the freeway system and regional air quality, and because of the short-term benefits of a transit service that would connect Kingsburg with all cities along the Freeway 99 corridor between Madera and Tulare.

Local Transit

Within the City, mini-bus service is now provided to residents on an on-call and fixed rate basis. In time, such service might be expanded to a scheduled bus system. Planning for a bus system is to be considered a fundamental policy of the General Plan. If proven feasible, the implementation of a bus system to connect residential areas with major activity centers is an objective to be considered during the next 10 years.

THE RAILROAD CORRIDOR

The Southern Pacific Railroad corridor carries frequent main line freight traffic through the community. All crossings are protected by automatic signals and guards, but the noise generated by this train traffic adversely affects the immediate environment adjacent to the rail corridor. Ways to buffer railroad noise are to be considered as conditions of development approval of projects proposed within the Redevelopment Plan area and within areas affected by the railroad within the Central Business District.

FINANCING IMPROVEMENTS TO THE CIRCULATION SYSTEM

Financing street and highway improvements has become complicated by the reduction of funds formerly available from the State and Federal governments, and by the reduction in local property taxes after passage of Proposition 13. Gas tax subventions to municipalities have dropped relative to amounts received prior to the oil price increase of the mid-1970's because of the greater mileage per gallon gained by modern vehicles. Moreover, not all of the gas tax money is allocated to transportation purposes originally intended by the Collier-Burns Act. As financial capabilities to maintain and improve streets and highways has diminished, cities have had to turn to new and sometimes innovative sources of funding. The 1/2 cent sales tax approved by Fresno County voters in 1986 is an

example of local government filling the gap left by reduced state and federal funding.

One of the more important new means to finance Arterial street improvements in California cities is the use of fees required by local ordinances for fair-share contributions by developers of residential areas toward the off-site cost of intersection improvement, signalization and arterial street widening. Such fees are needed to aid the City in overcoming deficiencies of existing Arterial streets. A case in point may be the need to limit further residential development east of 18th Avenue and north of Stroud unless the capacity of 18th between Stroud and Sierra is improved. Fees levied in relation to the amount of traffic generated by a residential project may be the only way in which the City can accumulate the amount of matching funds necessary to gain federal and state funding for such a project.

While developer fees and state and federal monies will help, they will not raise the funds necessary to overcome the substantial deficiencies in street improvements that have accumulated over the years, and that continue to increase each year. Streets and alleys in older areas of the City are in some cases experiencing rapid decline because of age, inadequate maintenance and inadequate drainage. For these areas, the only solution (and perhaps the fairest) may be the formation of assessment districts.

Assessment district financing for street (and other improvements) is practiced extensively throughout California. Property owners within a district are charged according to the proportional benefits they receive. Assessment districts are not imposed by a City Council. While they may be sponsored or urged by the City for consideration by landowners, they are very often created at the behest of the affected property owners. The process begins with a request to the City for certain improvements from a neighborhood or specific area of the City. Boundaries are then established, and the City Engineer prepares plans for the improvements. Plans and estimated costs for the proposed improvements are mailed to all property owners within the boundaries of the potential district. The plans are later posted prominently throughout the potential district and published in the local newspaper. If protests to the proposed district are minimal, a resolution is drafted for consideration by the City Council. If protests are substantial, or if there is any question raised as to the extent of resistance, then the Council can call for an election. A margin of 50.0+ % of the eligible voters is needed for approval, whereas a 50.0% vote can defeat a proposal. A City Council can overrule a negative response from the voters by a four-fifths majority only if the project is deemed essential for public safety.

Because of Kingsburg's modest size and the economies involved, consideration should be given to forming an assessment district for the entire City in order to overcome the deficiencies that already exist. Under this approach, the existing residents and property owners contribute their fair share to overcoming deficiencies, while developers of land (and new residents) are also charged fair-share fees to contribute toward amortizing the costs of certain types of off-site improvements (e.g., intersection signalization) that may be provided through assessment district financing.

Assessment districts may also be used for large-scale improvements required to serve newly developing areas. This use of districts has become popular in larger cities where the costs of off-site improvements would otherwise be staggering to developers unless financed over time. Assessment district financing under these circumstances also permits the sale of tax exempt bonds, with lower interest rates than are available to developers through private financing.

SECTION C - HOUSING

INTRODUCTION

The Housing Element of the General Plan consists of policies and actions required to carry out the Housing Element as adopted by the City in June, 1984, and as amended July 1, 1987. The entire Element is hereby incorporated as part of the General Plan by reference. The policies of the Housing Element are consolidated below, together with new and revised policies where appropriate.

HOUSING OBJECTIVES

The goals, objectives, policies and programs of the Housing Element are the result of a series of discussion sessions during 1984 and 1987 involving the Planning Commission, City staff and a Citizens Advisory Committee. Overall objectives were adapted from State Guidelines concerning housing construction, rehabilitation and conservation. The quantified housing construction objectives established for the six year planning period of 1984-1990 are shown in Table IV-5.

TABLE IV-5

QUANTIFIED HOUSING OBJECTIVES, 1984-1990 ⁹

	<u>Very Low Income</u>	<u>Low Income</u>	<u>Moderate Income</u>	<u>Above Mod. Income</u>	<u>Total</u>
Non-Market Rate ¹⁰	131	91	65 ¹¹	-0-	286
Market Rate	<u>-0-</u>	<u>-0-</u>	<u>50</u>	<u>230</u>	<u>280</u>
TOTALS	131	91	115	230	567

The primary need projection to 1990 was for 222 housing units to meet the combined needs of the Very Low and Low Income categories. Since development of the projection, the City has more than met its quantified housing objectives for non-market rate housing, and has nearly met its total projections for all housing needs for mid 1990 by mid 1989. Non-market rate projects through July, 1989, have included 290 occupied units, including 100 units of elderly housing along Kern Street, 42 zero lot-line purchase S-F housing, 58 units of Self-Help housing, and 90 units of small lot S-F purchase housing. For the same period, market rate projects have involved 122 units, not including the 70+ unit expansion of Valkommen Mobile Home Park along South 6th Avenue. By the end of 1989, the

⁹ Represents the first planning period for the elimination of non-market rate housing needs for the City, under revised Guidelines established by the State Department of Housing and Community Development. Subsequent planning periods will be in five year increments, beginning July 1, 1992 which hopefully will be able to utilize data from the 1990 Census.

¹⁰ Non-Market Rate housing needs refer to all households having an income insufficient to purchase or rent housing in the current market without some form of subsidy.

¹¹ Of the total number of households in the moderate income group, 65 or about 56% are estimated as being unable to afford housing in the current market without some form of subsidy. Households of moderate income comprise a group having incomes ranging from 80% to 120% of the median income of households within Kingsburg.

number of new occupied housing will have increased to about 475 units.

Within the Low and Very Low categories, special needs have been identified for the elderly, large families, and female heads of households. Based on daily patrols by the Police Department, there has been no observable evidence of homeless people within the community.

HOUSING GOALS AND POLICIES

All of the statements of goals contained in the 1987 update of the Housing Element remain intact. However, many policies have been modified and others added to better reflect current conditions and projected needs. To some extent, modifications and changes are necessary to achieve internal consistency between policies and proposals of the Land Use and Housing Sections of the Community Development Element of the General Plan. The policies provided here are intended to supersede in their entirety the statements of policies provided in the 1987 Housing Element update.

Housing Goals

1. To develop, through public and private efforts, sufficient new housing to ensure the availability of affordable housing for all households in Kingsburg.
2. To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and the neighborhood environment in which it is located.
3. To provide for a choice of housing locations for all residents.
4. To maintain and improve the quality of the existing housing stock and the neighborhoods in which it is located.
5. To promote equal access to safe and decent housing for all economic groups.
6. To promote energy conservation activities in all residential neighborhoods.

Housing Policies

Increasing the Supply of Affordable and Accessible Housing:

1. The City will explore participation in various federal and state housing bond programs, and will encourage the utilization of programs which would allow local households of moderate income to purchase homes.
2. Manufactured housing is considered as an alternative to stick-built housing as a means to improve housing affordability for low and moderate income groups. This includes mobile homes on permanent foundations on separate lots or within mobile home parks.
3. The City will encourage participation by individuals, households and the building community in various federal and state programs intended to improve housing opportunity, including housing that might be made available under programs of the Farmers Home Administration, Self-Help and Community Development Block Grants.

Adequate Provision of Housing Sites:

4. Low and moderate income housing sites should be selected so as to avoid excessive concentrations of such housing within any of the residential neighborhoods of the City.
5. Encourage in-fill housing in residential districts where essential services are available.
6. The City will support the expansion of housing opportunities for the elderly, handicapped, minority and other low income groups through the following:
 - a. The promotion of housing sites for the elderly and handicapped which are within reasonable proximity to transportation services, medical facilities, recreation areas and convenience shopping facilities, and where reasonable security by police and fire protection services can be assured.
 - b. Encourage and pursue programs to assist the poor and elderly to rehabilitate deteriorating housing.
 - c. Encourage new housing units which are adaptable for handicapped households. This can be accomplished by City staff at the review stage by assuring the elimination of barriers and by provisions for special handicapped needs such as lowered switches and flush doorways.
 - d. Maintain a housing directory and referral service which is accessible to the handicapped.

Implementation and Monitoring:

7. It is the policy of the City to make information available on housing programs, housing availability and assistance to all residents of the community. This is to be accomplished in part by the publication and maintenance of a "Housing Information and Referral Brochure".
8. The City will maintain an efficient process for the review and approval of zoning and building permits for new housing construction and remodeling, and will maintain an equitable fee structure for such review.
9. Based upon competent community-wide housing market analysis, the City will: maintain an adequate ratio of single family homes to apartments to allow choice, affordability and availability in housing types; encourage an increase in home ownership; require that proposed income or rental subsidy apartment projects be justified by features of design, livability and availability of community services. Generally, an adequate ratio is considered to be about 70% single-family to 30% multi-family.
10. The City will impose limitations on time limits of approval for multi-family projects, with time extensions to be approved only if adequate evidence is provided of circumstances beyond the control of the applicant that warrants such approval other than failure to achieve financing.
11. The City will administer strict enforcement of building and housing codes to achieve demolition of dilapidated houses, and actively pursue condemnation of vacant dilapidated housing units.

12. Mobile home parks will be considered as multi-family residential districts, with a maximum density of 8 units per net acre.
13. Maintain an adequate supply of developable land to meet realistic housing demand.

Preservation and Conservation of Existing Neighborhoods:

14. Conserve and maintain the existing housing stock through building inspection, participation in housing rehabilitation programs and the enforcement of weed abatement and other nuisance abatement programs.
15. Seek methods to alleviate overcrowding, including provision for some three or more bedroom apartments in new multi-family projects.

Adequate Housing for All Socio-Economic Segments of the Population:

16. Require use of Planned Unit Development (PUD) procedures of the Zoning Ordinance for multi-family projects involving 10 or more units.
17. Waive or permit modification of selected development standards under PUD zoning procedures for affordable housing projects where design proposals achieve the functional equivalent of existing improvement standards. The burden of proof for making a case for modification or waiver shall rest with the project applicant.
18. Permit smaller lots with a minimum of 5,000 square feet for subdivisions where housing units are designed specifically for the small lot under PUD procedures.
19. Grant density bonuses for low-moderate, low and very low income households as required by State Law.
20. Grant density bonuses under PUD zoning procedures in areas of Medium Density for projects which do not qualify under Policy #18, above, only if a project is judged successfully against quantitative and qualitative criteria which assures design excellence and the provision of amenities not normally provided under conventional approaches to residential project design.
21. Require the phased development of multi-family projects where appropriate as a means to mitigate potential adverse impacts of a proposed project.
22. Apply standards of landscaped open space and recreation area to apply to multi-family projects of 20 or more housing units.

Energy Conservation:

23. Promote the achievement of a high level of energy conservation in all new and rehabilitated housing units.
24. Encourage utilization of federal and state programs which assist homeowners in utilizing energy conservation measures.

FIVE-YEAR ACTION PLAN

The Five-Year Action Plan has been developed to carry out the policies of the Housing Section of the Community Development Element. Because of financial constraints to actions by the City, a description of such constraints is included below.

Financial Constraints to Housing Actions

A consideration of overriding importance to the City is that serious financial limitations are imposed by the City's size and revenue base in attempting to carry out a housing action plan. However, the City also recognizes potentials for overcoming such limitations through cooperative programs with other government agencies and the private sector, and by enlisting the energies and talents of private citizens and organizations within the community.

Staff Resources

Primary responsibility for monitoring and reporting on the state of housing conditions and needs rests with the City Planning Commission and its staff. Staff assistance is limited mostly to personnel in the Building Department, and secondarily to the Offices of the City Administrator, Public Works, the City Clerk and the Commission's part-time planning consultant. The assignment of full-time personnel to on-going action program commitments is extremely difficult and in some cases impossible, except in conjunction with related assignments.

An example of a related assignment is the need to monitor changes in the quality of the housing stock. The Building Department already keeps monthly and annual records on the number, type and value of new housing construction and remodeling. With some modification in form, this effort can be expanded to provide a more complete profile on housing quality and progress in meeting non-market rate housing needs.

Examples of difficulty in carrying out action program assignments include:

1. Development of an annual housing assistance plan.
2. Development of a housing rehabilitation assistance program to eliminate deteriorating housing conditions and prevent sound housing from becoming deteriorated.
3. Preparing applications for and administering federal and state assisted housing programs.

As one of 13 small cities within the County of Fresno, Kingsburg participates in the Council of Fresno County Governments (COFCG). Kingsburg will seek continued efforts from the COFCG staff and staff of the County Housing Authority to provide technical housing assistance to small member cities. Developing familiarity with the myriad of government assisted housing programs is in itself a major burden for the small city. Staying abreast of changes in the field poses another major obstacle. Gaining COFCG and County assistance will be a least cost and efficient approach for the small city, avoiding duplication of effort and providing a means to achieve intergovernmental coordination locally and with state and federal agencies.

The Planning Function

The City's planning function rests initially with its Planning Commission and the Commission's part-time professional and technical staff. This staff comprises a well-coordinated team which has worked

together for many years in the administration and up-dating of the City's General Plan and development regulations, the preparation of environmental assessments, and the conduct of special studies as required. A majority of the housing policies listed above fall within the responsibility of the Commission and its staff.

Even with outside support from the County and COFCG, further effort will be required by the City's staff in carrying out parts of the Housing Action Program. Given the experience of the first five years, it is apparent that all actions cannot be pursued simultaneously, and that continued setting of priorities will be required.

ACTION - Provision of Adequate Sites for Housing Development

The major tool applied in protecting Kingsburg's unincorporated fringe for urbanization in accordance with the General Plan has been to annex lands in advance of need and to designate lands not needed for 10+ years as "Residential Reserve". The County also utilizes the "reserve" concept, releasing properties from Reserve status as pre-zoning and annexation occurs. In the interim, lands held for future urbanization in the unincorporated area are zoned for Agriculture.

The Land Use Section of the Community Development Element of the Kingsburg General Plan now provides for sufficient acreage in a non-reserve status to meet the single-family and multi-family housing needs of the community for a period of about 7-10 years, based on an assumed overall average annual population growth rate of 3.0% and a housing growth rate of about 3.5%. The Planning Commission reviews changing conditions after the end of the calendar year, and makes such adjustments in available land as appear necessary to maintain an adequate inventory of housing sites.

ACTION - Providing for the Housing Needs of Very Low, Low and Moderate Income Households.

A high correlation between income deficiency and housing problems indicates the need for assistance to low income households. In addition to government-assisted programs, other actions are essential to meet this specialized need for assistance. Chief among them will be to improve the economic base of the community and therefore employment opportunity.

In addition to meeting the needs of existing residents having inadequate income, it will be important to satisfy the needs of the population yet to arrive. Short-falls in the production of housing for the lower income households continues to plague the housing industry and communities throughout the State and the Nation. In Kingsburg, these needs are being met by multi-family rental and small lot purchase housing, and the market response has been phenomenal. Indeed, a challenge is to assure that Kingsburg does not become a magnet to satisfy the housing needs of the sub-region out of proportion to its capability to provide job opportunity.

The City intends to continue to work with the development community to find innovative ways to meet housing needs. It is important to note, however, that the extent of population and housing expansion is to be geared to growth in the local economic base as compared to the base of the region, and especially of the Fresno-Clovis metropolitan area. The City wants to avoid the unhappy experience of the late 1980's where residents of a large-scale multi-family project financed under FmHA were evicted in favor of new tenants from outside the community who qualified for various forms of rental assistance.

ACTION - Conservation and Improvement of Affordable Housing

While the City's inventory of substandard housing was low in 1984 as compared to other communi-

ties in the County, the number of affected units remains as a challenge to accomplish rehabilitation for the owners and renter households involved. To meet the need, a coordinated effort will be conducted by the City, the County Housing Authority and County Department of Housing and Community Development. This effort will seek to make housing rehabilitation loans available to eligible owners of deteriorated housing units, and to provide the technical assistance necessary to meet the procedural requirements of the various government assistance programs involved.

ACTION - Promotion of Equal Housing Opportunity

Equal housing opportunity is hard to achieve for certain sub-groups of low income households who must pay excessive percentages of their incomes for housing. Examples include the elderly, large households with five or more people, households of extended families, and female heads of households. Another problem of access to better housing results from the distribution of older housing in areas which tend to encourage segregated living patterns based on income levels. This is particularly true among minority income households. For Kingsburg, there has been some difficulty in identifying individual households in need of assistance in gaining equal opportunity to housing. This is due in large part to the small size of the community and desire for keeping one's problems to oneself.

An inter-agency and citizen task force has been established at the County level to address these problems. While the City's 1984 Housing Element recommended a similar task force for Kingsburg, little experience from the County effort has trickled down to the community to give direction for a local task force. Overcoming this deficiency is an important objective of the City's current 5-Year Plan.

ACTION - Provision of Low Rent Assistance

Low rent housing assistance is needed mostly by the elderly, handicapped, minorities and farm workers. Lack of adequate income forces many households to live in overcrowded and deficient housing. Programs of the Fresno County Housing Authority provide low-rent housing, including 762 units of conventional low rent units, 1,008 units under the Section 8 Existing Housing Program and 50 units under the Section 8 New Housing Program. The Authority also operates 34 units of permanent farm labor housing and 108 units of migrant farm labor housing. To date, only Section 8 New Housing Program rent subsidies have been used in Kingsburg.

The City's quantifiable housing objectives for rental assistance for its Very Low and Low income groups is dependent on the ability of local, state and federal agencies to provide assistance. While the City is supportive of such programs being utilized in Kingsburg, it strongly opposes the use of such programs within the City for people who currently do not reside within the urban area or in the immediate sub-region to the detriment of identified needs of existing residents.

ACTION - Energy Conservation

The City continues to engage in the following activities which foster energy conservation:

1. An energy conservation program in conjunction with the Pacific Gas & Electric Company.
2. The use of solar equipment in new construction and remodeling of houses. The City will consider the adoption of an ordinance which will assure access to southerly positions of the sun in relation to roof-mounted solar equipment.
3. The City actively enforces State construction standards for new housing.

PART V

RESOURCE MANAGEMENT ELEMENT

INTRODUCTION

The Resource Management Element (RME) brings together two mandatory elements and one optional element into a single functional element of the General Plan. They are: Conservation and Open Space (mandatory) and Recreation (optional).

RELATIONSHIP TO REQUIREMENTS FOR ENVIRONMENTAL ASSESSMENT

In addition to providing important policies for the management of local resources, the RME is intended to aid the City in determining whether a proposed public or private project is likely to have a "significant effect" on the environment as defined by the California Environmental Quality Act (CEQA). Since this General Plan document also contains the General Plan EIR (see Part VIII), the document further serves as the foundation for environmental assessments for specific projects within the community. While subsequent environmental assessments, including Initial Studies, Negative Declarations and various types of EIR's, may reference and summarize material from any part of this General Plan document, the information and policy in this Section will have special relevance for many projects.

In fostering the objectives of CEQA, RME policies permit sponsors of public and private projects to consider all but the most site specific environmental factors during the earliest stages of project conception. This will avoid unnecessary risks and loss of time and funds during later stages of the development process.

OPEN SPACE CLASSIFICATION SYSTEM

For convenience and simplicity in organization and description, all General Plan elements included under the RME are covered under the following open space classification system:

- A. Open Space for Managed Resource Production, including prime agricultural lands, lands producing specialty crops, and lands for grazing, mineral production and water supply.
- B. Open Space for the Preservation of Natural and Human Resources, including fish and wildlife habitat, unique geological and landscape and historical features.
- C. Open Space for Health, Welfare and Well-Being, including lands to protect the quality of water resources, to provide for the disposal of solid and liquid wastes, and to improve the quality of the airshed and to protect developed lands from flooding.
- D. Open Space for Shaping Urban Growth, including lands to preserve community identity, lands necessary to prevent excessive costs in the provision of urban services and facilities, and lands which give form and dimension to the character of the urban pattern.
- E. Open Space for Outdoor Recreation, including neighborhood and community recreation parks, school site recreation areas, regional and state parks, recreation corridors and trails, unspoiled natural areas, and scenic and recreation travel corridors.

The relationship of this classification system to the General Plan Elements included in the RME is shown in Table V-1. This matrix illustrates the interrelated character of these elements and why the open space classification system provides such a useful vehicle for describing proposals of the RME.

TABLE V-1

MATRIX ILLUSTRATING THE RELATIONSHIP BETWEEN COMPONENT ELEMENTS OF THE RME AND THE OPEN SPACE CLASSIFICATION SYSTEM

<u>Open Space Categories</u>	<u>Elements of the General Plan</u>		
	<u>Conservation</u>	<u>Open Space</u>	<u>Recreation</u>
Managed Resource Production	x	x	
Preservation of Natural & Human Resources	x	x	x
Health, Welfare & Well Being	x	x	x
Shaping Urban Growth	x	x	x
Outdoor Recreation	x	x	x

NOTE: "x" indicates categories which fulfill various requirements of State Law for the elements of the General Plan included as part of the RME.

OPEN SPACE FOR MANAGED RESOURCE PRODUCTION

Proposals for this category are limited to preserving productive agricultural lands which surround the community. Since 1983, subsequent amendments to the Land Use Element have adjusted previous imbalances between Low Density and Medium Density designations. As a consequence, it has been possible to accommodate a greater population holding capacity without any substantial increase in acreage required for housing. This permits urban growth with a minimum impact on agricultural lands which surround the community.

While it is very important to minimize the amount of agricultural land converted for urban use, and to avoid premature conversion, it is also recognized that virtually all urban expansion must take place on land which now is being farmed or which has been farmed. The consequences of any policy of absolute preservation of agricultural land would be to create a monopoly in the urban land market and eventually stymie urban expansion to the detriment of long-range economic and social interests of the community.

Policies

1. To avoid the premature conversion of agricultural lands both within and outside of the City limits, residential commercial and industrial "Reserves" have been designated on the General

Plan Diagram to be withheld (generally) from urban development until after the year 2000. This includes "reserves" which may be annexed during the interim. [Note: qualifications of this policy are provided on Page IV-A-11 of the Land Use Section, Community Development Element.]

2. Since most of the agricultural acreage designated for eventual urban development is in permanent crops (mostly vineyards), productive acreage should be developed under a phasing program which will retain agricultural production as long as possible.

OPEN SPACE FOR NATURAL AND HUMAN RESOURCES

Proposals for this category are wildlife habitat and landscape features. Lands within or adjacent to the urban development boundary are mostly devoid of any natural landscape features. However, ornamental trees and shrubs within the urban pattern (and vineyards, orchards and field crops around it) have become essential components of the urban landscape, providing shade, accent, color, wind-breaks, and visual screening. Street trees have become especially important to the residential environment and to soften the otherwise harsh environment of the Central Business District and other commercial areas throughout the City. In contrast, commercial/industrial areas extending northwest along the Simpson Street/Golden State Blvd. corridor are almost barren of tree and shrub plantings.

Policies

1. Appropriate trees within public rights-of-way are to be retained and new street trees planted and maintained in accordance with policies and procedures of the City's Master Street Tree Plan and Street Tree Ordinance (See Policy #6, below). Only trees which are badly diseased, disruptive of street improvements because of root growth, or dangerous to the public shall be allowed to be removed. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.
2. Appropriate ornamental walls, street trees, shrubs and automatic irrigation shall be required as a condition of approving residential subdivisions and other types of development which are designed to back-on to an Arterial or Collector street.
3. External site landscaping shall be required of all development projects which are subject to Site Plan Review provisions of the City's Zoning Ordinance.
4. The design and placement of on-premise signs shall be regulated so as to avoid visual chaos and confusion within commercial and industrial areas; the installation of off-premise outdoor advertising signs shall be permitted only within Industrial zoning districts.
5. Once the undergrounding of electrical and telephone service within the downtown area has been accomplished, priorities should be assigned to park and recreation areas, school sites and Arterial streets.
6. The City will implement its Master Street Tree Plan along all segments of the Arterial and Collector street systems, within the Central Business District, within the Redevelopment Corridor, and along streets leading to major public facilities such as parks, school sites, government offices, and along all entrances to the community.

OPEN SPACE FOR HEALTH, WELFARE AND WELL-BEING

Proposals for this category are limited to water, sewer and drainage utility systems, solid waste dis-

posal, flood plain management and air quality management.

Water quality within the Kingsburg planning area is protected by treatment and disposal of liquid wastes through the sewerage facilities maintained by the SKF (Selma-Kingsburg-Fowler) Sanitation District. Domestic water supplies are provided by a system of interconnected distribution lines utilizing water from the City's wells. Surface water drainage depends on a series of drainage sub-systems for the collection and disposal of surface water. Solid waste disposal depends on collection and disposal to publicly-maintained landfills outside of the planning area by a carrier contracted by the City.

There are no natural flood plains within the urban area which could have an adverse impact on development. However, a potential exists for the flooding of houses close to Madsen Avenue below any point where a break might occur in the levee of the adjacent Cole Slough irrigation canal in the most eastern sector of the community.

The City and its environs are impacted by conditions of air pollution generated upwind within the San Joaquin Valley, and from outside of the region (San Francisco Bay Area). The transfer of air pollutants from the Fresno-Clovis metropolitan area and by traffic upwind along Freeway 99 is substantial during the summer and fall months of the year. The community is also adversely affected by particulates generated by the plowing of land in spring and the burning of agricultural wastes.

Policies

1. The City should continue to improve the quality of its drinking water through appropriate improvements to the domestic water system.
2. The City should continue to cooperate with SKF in its program for enlargement of sewerage system capacity in order to meet the needs of urban expansion.
3. The City should adopt standards which require industrial process analysis before the fact of site and building permit approval to assure compliance with State water and air quality standards. Standards should provide for periodic monitoring of industrial processes which could have an adverse impact on water or air quality, including impacts that could result from a break-down in equipment designed to control emissions or the pre-treatment of industrial liquid waste.
4. Industrial process review that may be required to determine conformance with industrial performance and air quality standards should be conducted by an engineer licensed in the State of California having demonstrated experience in the type of industrial process involved. Such review should be provided initially as part of the environmental assessment process and prior to any approval under Site Plan Review.
5. The City should require positive control of dust particles during project construction activities, including watering or use of emulsions, parking of heavy equipment on paved surfaces, prohibition of land grading operations during days of high wind (beginning at 15mph, with gusts exceeding 20 mph), and prohibition of burning on vacant parcels.

OPEN SPACE FOR SHAPING URBAN GROWTH

Open space in the Kingsburg area that has the effect of shaping the pattern of urban growth is limited to the extensive acreage of vineyards that borders the community on all sides. No special measures are required except those provided above under the topic Open Space for Managed Resource Production.

OPEN SPACE FOR OUTDOOR RECREATION

Because of the complexity of this section, it begins below under an enlarged format.

OPEN SPACE FOR OUTDOOR RECREATION

INTRODUCTION

The Recreation component of the RME describes a comprehensive system of recreation areas, facilities and services needed by people of the community. An important function is to meet requirements of State Law for purposes of continuing to qualify the City for the levying of impact fees upon new residential construction to fund park and recreation area development throughout the community. The full text of the Recreation Element of the General Plan as adopted by the City in June of 1989 is hereby included in its entirety by reference as if wholly contained herein.

THE MEANING OF RECREATION

Discussion of "recreation" often is plagued by misunderstanding and vagueness concerning the very meaning of the term. However, there is widespread agreement within the field of recreation management that the term is best defined broadly as follows:

Recreation encompasses all forms of activity and planned inactivity which are undertaken voluntarily for pleasure, fun, relaxation, exercise, self-expression, or release from boredom, worry or tension. Recreation is physically and psychologically rejuvenating because it occurs apart from the essential routines of one's life.

RECREATION ROLES AND RESPONSIBILITIES

Every present-day indicator of economic and social trends points toward the availability of an increasing proportion of leisure time. Therefore, a serious attempt to meet the needs of City residents in the face of existing deficiencies and demands will require a substantial commitment by the City, other agencies of local government and private groups. A key factor is the complexity of recreation activity. Participation in recreation activity is an individual choice made on the basis of knowledge, skill, aptitude, and social and economic status. A myriad of recreation pursuits exist, and new forms continue to emerge even before society has learned to respond to older ones.

The pervasive nature of recreation works against the establishment of clear-cut allocations of responsibility of governments at all levels. Patterns of use do not observe jurisdictional lines. It is common to find regional use of local areas and facilities, and local use of regional, statewide and federally sponsored areas and facilities. Similarly, the roles of the City and local school districts can become blurred. Under these circumstances, inequities develop when any given jurisdiction fails to assume its fair share of responsibility.

Basic Divisions of Responsibility

The basic roles of each level of government and the private sector are summarized below prior to defining more specifically the roles for the City of Kingsburg. The function of supplier provides the clearest basis for allocating responsibilities:

1. The primary roles of the City and of local school districts as suppliers are to provide those park and recreation areas, facilities and programs which are needed to meet neighborhood and

community needs of residents of the Kingsburg urban area.

2. The primary role of the County of Fresno as a supplier is to provide those park and recreation areas, facilities and programs necessary to meet the "County day-use" needs of all residents of the County. Such needs are largely of an outdoor recreation character for which demand exists within one-half to one hours driving time, including sightseeing, picnicking, day-use and limited overnight camping, hiking, boating and natural area swimming, hunting and fishing.
3. The primary role of the State of California as a supplier is to preserve and (as appropriate) develop for park and recreation purposes those areas which have natural or historic values which will benefit the people of the entire state.
4. The primary role of the private sector as a supplier is to enrich recreation opportunity for self-determining groups and the individual which cannot be met easily, or at all, by government. As used here, the phrase "private sector" refers to civic, fraternal, religious, service and charitable organizations, to commercial recreation interests and to voluntary services by individuals.

The Unique Role of Non-Commercial Private Groups

Non-commercial private groups pursue a wide range of recreation opportunities to meet the specific needs of the people they represent. Such activity needs to be coordinated with activities of the City and of public and private schools. Kingsburg has many private groups whose activities offer a direct recreation experience for the participant as well as for the recipient of the service rendered by the group. One of the most significant contributions is experience in meeting the needs of various age groups, and in meeting specialized needs within a given age group.

Examples for younger age groups include Scout troops, YMCA, Little League and Babe Ruth baseball, Pop Warner football and organized soccer teams. Examples for adults and the elderly include programs and events sponsored by fraternal organizations, senior citizens and churches. Private groups typically render types and levels of recreation service for which there is limited demand, as compared to broader demands involved in the recreation services provided by the City and local school districts.

The Role of Commercial Recreation

Commercial recreation interests have an important role to play in meeting specialized needs of individuals, and where significant investment in land, facilities and equipment may be involved. Examples include health and athletic clubs, bowling alleys, outdoor theaters, entertainment centers, golf country clubs, riding stables, and hunting and gun clubs.

TODAY'S REALITIES - FINANCIAL CONSTRAINTS TO FULFILLING TRADITIONAL ROLES

With the local taxing limitations imposed by Proposition 13, and the assumption by the State of a majority of school construction and operation financing, traditional roles of recreation service are no longer possible. In response to these limitations, many cities throughout California have imposed fees upon developers to meet their fair share of neighborhood and community-wide recreation needs. Special recreation districts have also been created to assure that existing residents pay their fair share to satisfy unmet needs. And, volunteerism and private sector activity is on the increase.

At this point, the City has little capacity to enlarge its role as a direct supplier. Indirectly, the City can channel funds from recreation development fees or from State grants and loans to provide needed facilities at school sites. Greater application of the "user fee" concept is also needed where those who benefit from a service pay for the service on a self-sustaining basis. This approach is especially useful for maintaining facilities which benefit only a minority of residents. For some recreation activity, it may be possible to attract private funding to replace certain traditional roles of the City and local school districts.

RECREATION GOALS AND MAJOR POLICIES

Goals

With more people in the labor force, increased technology and the shorter work week, the amount of leisure time has increased for most people. For the unemployed, the amount of leisure time is excessive. Some people experience the lack of opportunity for creativity and self-expression on the job, and less physical exertion is required for most jobs. And, while birthrates have been decreasing, life span has been increasing and extending the need for recreation over a longer period of time.

People need to understand and have alternative ways to productively utilize leisure time to accomplish their own goals and to receive satisfaction from each recreation experience. They also need to be self starters in initiating recreation activities as compared to depending solely on what government might provide. Taking these factors into consideration, the Recreation component of the Resource Management Element focuses on the attainment of the following goals:

1. To provide recreation which enables individuals to choose from a variety of opportunities, including (but not limited to): music, dance, arts and crafts, sports, drama, nature study, games, special events, trips and educational activities.
2. To provide recreation opportunities for persons of all age groups, religious and ethnic backgrounds, economic levels, abilities (including the disabled) and for both sexes.
3. To assure quality leadership in the provision of recreation opportunity, including skill development, individual and group activities, creativity and self-expression, socialization, self-fulfillment, involvement, the constructive release of tension and anxiety, individual growth, meeting expressed needs and wants, and carry-over value throughout one's life.
4. To provide year-round recreation programming which involves the public in program planning, evaluation and implementation.
5. To enlighten and educate people for the worthy use of leisure time.

Major Policies

The following statements of policy are recommended for adoption by the City, and the Boards of Trustees of the Kingsburg Elementary and Joint Union High School Districts:

1. It is the policy of the City and the School Boards, functioning under a joint powers or other appropriate written agreement, to provide such quantity and quality of recreation opportunity as will be necessary for individual enjoyment and to assure the physical, cultural and spiritual benefit of recreation for all people of the community.

2. The City and School Boards support the creation of a means to achieve a permanent and stable funding for local recreation services.
3. The recreation program will encompass the needs of all age groups, concentrating on activities and experiences which people are mostly unable to provide for themselves and spanning the following range of active and passive recreation needs:
 - a. **Big muscle activity:** organized sports, informal (free) play, swimming and physical education.
 - b. **Creative play:** activities which engage the imagination of youth to build or create an individual experience from simple elements such as sand, water, wood, space, paving, turf, and a wide variety of natural and man-made objects.
 - c. **Social activities:** experiences which offer the time and atmosphere for an appraisal of social values, with a sharing and interchange among people, and where little is required in the way of prescribed levels of performance and individual preparation.
 - d. **Rhythms, music and the performing arts:** solo opportunities of self-expression as well as group participation in the dance, drama, singing, or the playing of a musical instrument.
 - e. **Hand-Intellect:** painting, sketching, sculpture, arts & crafts.
 - f. **Mental-Intellect:** reading, writing, speaking, learning.
 - g. **Nature-Learning:** outdoor learning experiences involving birds, animals, vegetation, soils, water, weather and other elements of nature.
 - h. **Service activities:** personal involvement for the satisfaction of others.
 - i. **Relaxation:** used here as doing things which generally require little effort and resulting in a sense of calm and repose.
 - j. **Solitude:** the opportunity to re-create through quiet and moments alone.
4. The range of recreation opportunities listed above will be provided through the development of general and specialized areas and facilities at the neighborhood and community level throughout the urban area.
5. The fulfillment of recreation needs will be accomplished through a coordination of effort and programming on the part of the City, local school districts, and charitable, service, religious, and civic organizations, which takes maximum advantage of fiscal and physical resources, and individual and group interest, leadership and talent within the community, both public and private.
6. Through an ongoing coordinated effort, a "framework for cooperation" should be developed and maintained by the City and School Boards. This framework should clearly delineate the areas of responsibility to be retained by each jurisdiction. Examples of topics include fee structures, contracts for maintenance and operation and coordination and sponsorship of recreation programming.

7. The City will encourage and, where appropriate, require the provision of recreation areas and facilities within residential areas and the community as a whole to meet the general and specialized needs of existing and future residents. The Recreation component (Element) of the General Plan is intended to meet the criteria and standards required by the State Subdivision Map Act and by the Quimby Act for determining financial responsibilities of developers in meeting recreation needs of the community.

INVENTORY AND ANALYSIS OF EXISTING PARKS AND RECREATION AREAS AND FACILITIES

The reader is directed to the full text of the Recreation Element as adopted in June, 1989, for a description of existing recreation areas and facilities.

ANALYSIS OF EXISTING AREAS AND FACILITIES

An evaluation of existing recreation areas and facilities indicates that the community is most deficient in the following areas of outdoor recreation opportunity:

1. Small play-lots of 4,000 to 5,000 sq. ft. in area are needed within safe and easy walking distance to serve residential areas. In order to be convenient to all families with young children, playlots will be needed within park sites as well as at elementary school sites. Free-standing locations are not appropriate because of supervision, maintenance and safety considerations.
2. Neighborhood recreation needs of elementary school age children should be met by full utilization of available site area at existing school and park sites, and at new sites.
3. Neighborhood recreation needs of families should be met by the provision of neighborhood park sites of 3-5 acres in conjunction with drainage basins or elementary school sites, or as free-standing sites where necessary.
4. The City lacks a single community-wide park of sufficient size to meet active and passive recreation needs of the entire community, as well as inclusion of neighborhood level facilities. The new school site at Stroud and Academy will eventually meet some of the more active community-wide recreation needs, such as court games and field games, in addition to areas and facilities already located at the High School. However, community parks for free play and passive activities are needed within the urban area and also in a natural setting such as along the Kings River, where water-oriented recreation is possible.
5. A youth center to serve teenagers is needed apart from the High School. Such a center would provide space for dancing, indoor and outdoor games not requiring considerable space, club activity, socializing and opportunities to plan and organize events. This center would be a counterpart to the Senior Center described previously.

RECREATION DEMAND AND SPACE REQUIREMENTS

The measurement of recreation demand is complex because demand is both dynamic and variable by its nature. Recreation demand, and the amount of space required to accommodate it, varies among communities depending on the socio-economic characteristics of the population to be served. Consequently, proposals of the General Plan deal with "basic" needs at the neighborhood and community-wide level, including specialized facilities, for a future population of nearly 11,000 by the year 2005.

Types of Outdoor Recreation Areas

Three types of outdoor recreation areas are described for Kingsburg which will be capable of accommodating the full range of active and passive recreation previously described -- the Neighborhood Park/Playground, the Community Park and the Landscaped Open Space Corridor.

Neighborhood Park/Playground:

In general, a "neighborhood" is the area served by an elementary school. A neighborhood park/playground is a combination school and park site that provides space for indoor as well as outdoor recreation activities. However, some neighborhood park/playgrounds are on sites separate from schools. Regardless of location, the park/playground is planned primarily for children in the 5-13 year age group, and for families, and typically includes an area for pre-school age children. When it adjoins an elementary school, it readily serves both school and neighborhood recreation needs. Like the school, it is within walking distance of the homes in the neighborhood, serving a population of about 2,500.

Community Park:

In general, a "community" is the area served by one or more secondary schools (High Schools). In a large city like Fresno, it is a group of neighborhoods forming a recognized district of the city. In a small city like Kingsburg, it encompasses the entire boundaries of the city (existing and planned). The community park provides indoor and outdoor areas and facilities to meet a much wider range of recreation interests than the neighborhood park. Among the facilities included are fields and courts for various sports, a large swimming pool capable of competitive and non-competitive swimming (at different times), a community center building (which may be a school building) for arts and crafts, clubs and social activities, all of the areas and facilities found in a neighborhood park (if not already provided for the affected neighborhood), family picnic areas, quiet areas and areas of natural beauty.

Specialized Areas and Facilities:

Specialized areas and facilities not typically provided in either neighborhood or community areas include fields for organized soccer, Little League and Babe Ruth baseball, softball, and Pop Warner football. Swimming pools, tennis courts, golf courses, recreation centers for teen-age youth and senior citizens and landscaped open space corridors are also included in this category. A new pool has been constructed at the high school and tennis courts are slated for construction at the Jr. High School. A golf course under the joint sponsorship of the City, Tulare County and the private sector continues to be explored.

The Landscaped Open Space Corridor can take several forms, including the pedestrian parkway separate from auto traffic, a combined vehicle and pedestrian parkway, a buffer zone between residential and commercial or industrial areas, or as a lineal park connecting with other components of the park and recreation system or located separate from other areas such as along the Kings River. Such corridors do not now exist within Kingsburg, but they hold promise for enhancing the overall aesthetic and recreation character of the community.

Neighborhood Standards

At the neighborhood park level, an overall standard of 2.7 acres/1,000 population of developed park land is needed to meet the needs of the future population. This standard reflects the actual experience of the City and the Elementary School District in the provision of neighborhood parks (including

school sites) for the January, 1989 population of about 6,400. Applied to the anticipated future population of 11,000, an additional 12.4 acres of neighborhood parks will be required throughout the community. To the extent that this acreage may be combined with drainage basins, or as part of the future junior high school site on Stroud Avenue, more of the money otherwise required for park acquisition could be used for park development, including overcoming some current deficiencies in recreation opportunity.

Ideally, a neighborhood park should be created in conjunction with an elementary school site. However, there is no vacant land available for the purpose adjacent to existing schools. As a consequence, sites of 3.0 - 5.0 acres will be required either free-standing or in conjunction with drainage basin sites, depending on location in the expanding urban area, and generally within 1/3 to 1/2 mile of every residence.

Development of a 3.0 - 5.0 acre neighborhood park separate from an elementary school will require the following approximate space and use allocations:

-	Playlot and mothers area:	0.15 acres
-	Paved area for court games:	0.25 "
-	Instructional swimming pool:	0.25 "
-	Lawn area for free play & field sports:	1.35 "
-	Quiet area:	0.50 "
-	Perimeter landscaping:	<u>0.50</u> "
	Sub-total :	3.00 acres
-	Family picnic and barbecue:	0.50 "
-	Quiet area of lawn and trees:	<u>0.50</u> "
	Sub-total:	4.00 acres
-	Added area for court games:	0.25 "
-	Added lawn area for field sports:	<u>0.75</u> "
	Total:	5.00 acres

The space required for the instructional swimming pool would be developed as lawn area until the pool is provided. No off-street parking space would be needed if the park is bounded on at least two sides by streets. Diagonal parking should be considered on the park side of the street.

Greater use of the existing Washington and Lincoln elementary school sites and the Roosevelt jr. high site would be possible by creative redesign of space. The provision of security to school building area can be accomplished by locked fencing of building areas, leaving the remaining acreage open (except for safety fencing along streets) and available to the neighborhood during non-school hours.

Community-Wide Standards

At the community park level, an overall standard of 3.0 acres /1,000 population of developed park land is needed to meet the needs of the future population of the entire city. This standard reflects the actual experience of the City and the Joint Union High School District in providing community level park and recreation areas and facilities.

The combined commitment of acreage at the High School, Memorial and Downtown Parks, and the Senior's Center, but excluding the stadium, gymnasium and vacant lands at the High School, results in a standard related to existing areas and facilities of 3.2 developed acres/1,000 population based on 21.0 developed acres. By applying a standard of 3.0/1,000 to the anticipated future population, an additional 13.8 acres of community park land will be required. The distribution, size and uses allocated to new community parks should take into consideration the availability of community level recreation opportunities already provided at the high school and at Memorial Park and Downtown Park, and opportunities for use of City and other public property along the Kings River. Distribution should also consider the dual neighborhood and community recreation functions that eventually will occur at the new school site on Stroud Avenue when it is developed fully as a Junior High.

Ideally, a community park would be developed in conjunction with the high school site, and partly in conjunction with the future Jr. High. However, as in the case of elementary schools, there is not any vacant land available for conjunctive use. Since community park functions serve the entire community, there is not the same need for repetition of recreation opportunities among several community parks as would be typical of neighborhood park development. Overall, the following use and space allocations would be required, to be divided among several locations:

-	Field sports:	.....	6.00 "
-	Paved area for court games:	.....	2.75 "
-	Family and group picnic area:	.....	2.25 "
-	Concrete for performances:	.....	0.30 "
-	Lawn area for free play:	.....	2.25 "
-	Natural area:	.....	3.00 "
-	Off-street parking:	.....	1.25 "
-	Center for teenagers:	.....	2.00 "
-	Perimeter landscaping:	.....	<u>2.20</u> "
	Total:	.....	21.00 acres

Specialized facilities are often included within or adjacent to community, city-wide and regional parks in larger communities. With the exception of fields for organized competitive sports, a teen age center and a public golf course, Kingsburg is in a good position with respect to specialized facilities, because of the availability of the following:

1. An auditorium-theater at the High School with a seating capacity of 350.
2. Multi-purpose facilities at all schools which can be used for classes in arts and crafts and similar creative activities.
3. The Kingsburg Historical Society continues to develop the Historic Park immediately east of the High School along Sierra Avenue, and the Chamber of Commerce maintains a museum in the old train station on California Street (soon to be relocated).
4. The High School bowl meets the need for a large sports center. Major community events are also conducted at the bowl, including the 4th of July Fireworks show, the Watermelon Festival and some Swedish Festival activities.
5. Circus and carnival space is available on the High School campus.
6. A Senior Center has been developed on Ellis Street.

The lack of adequate space for organized team field sports, including baseball, softball and soccer, takes its toll on the turf at school sites, and on the availability of those sites for neighborhood and community recreation activities. Separate fields are needed, especially for soccer.

The need for a public golf course may be met if proposals for joint leasing of lands owned by the City of Kingsburg and Tulare County for the development of an 18 hole course along the Kings River come to fruition. This proposed project also offers the opportunity to provide space for a small park and public beach along the River, which would satisfy the need for a natural area fairly close to the City.

A youth center on a site separate from the High School is clearly needed. The facility would have to be larger than the Senior Center on Ellis St.

Open Space Corridor Standards

Specific standards for open space corridors are more difficult to define because of the possible variations in design and purpose. The standards below are considered to be the minimums for the purposes involved:

- A. *Pedestrian parkway:* - A landscaped corridor wholly or largely separated from streets for the use of pedestrians. Bicycles are not allowed typically because of safety conflicts with foot traffic. Pedestrian parkways should be a minimum of 10' when connecting with streets at a cross-block location (i.e., through a block). When bordering the rear of sides of residential lots for distances of several hundred feet or more, they should be 30' to 40' wide as a minimum to provide space for the planting of trees and lawn.
- B. *Vehicle/pedestrian parkway:* - A pedestrian parkway located alongside an Arterial or Collector street for the purpose of creating an aesthetically pleasing corridor for both drivers of vehicles and pedestrians. The parkway should be a minimum of 15'-20' in width to permit a meandering walk placement within a corridor of lawn, groundcover, shrubs and trees. The vehicle/pedestrian parkway can be used effectively where residential development is designed to back-on to a street and where vehicle access to lots is waived through the subdivision approval process.

NOTE: Pedestrian and vehicle/pedestrian parkways can be used effectively as connectors between parks and recreation areas and schools within and between residential areas and between residential areas and other major activity centers of the community. Location along natural and man-made water courses and along utility easements (such as transmission line easements) may avoid the need for acquiring additional rights-of-way for the purpose.

- C. Landscaped corridors which serve as buffer zones between types of land use (e.g., between residential & commercial, residential & industrial, and public and commercial/industrial) may be multi-purpose by providing visual screening, noise attenuation, and recreation area. When located at the periphery of industrial areas, the corridor often is landscaped for pedestrian use by walking and jogging employees during various work breaks. When located at the periphery of a multi-family complex, the corridor can become a lineal recreation corridor (depending on width). Widths typically would vary from 20' to 50'.
- D. Landscaped corridors serve the public well when located along an area of natural character and beauty. Since the urban area is lacking in such areas, corridor location will be limited to use along sections of the Kings River where public access to the river environment is pro-

posed. Widths typically would vary from 100' to 300'.

- E. Landscaped corridors can be used effectively to define the boundaries of residential neighborhoods or sub-neighborhoods, with development as under A, B, C or D., above.

STANDARDS FOR REQUIRING THE DEDICATION OF LAND AND/OR PAYMENT OF FEES FOR PARK AND RECREATION FACILITIES

Standards

The standards for neighborhood and community park and recreation development as described in the previous section are those which the City will apply to fulfill requirements of the Quimby Act provisions of the State Subdivision Map Act for requiring land dedications and/or fees during the approval of subdivision maps, parcel maps, site plans for multi-family development and planned unit developments.

In determining the amount of land dedication, land development and/or fees required of a developer, it is the intent of this section that the requirement shall not exceed a combined standard of 5.0 acres/1,000 population for neighborhood and community level recreation areas and facilities. **For purposes of allocation between neighborhood and community areas and facilities, the following separate standards shall be applied:**

- **Neighborhood parks & recreation: . . 2.7 acres/1,000 [54.0%]**
- **Community parks & recreation: . . 2.3 acres/1,000 [46.0%]**

The land, fees, or combination thereof are to be used only for the purpose of developing new or rehabilitating existing neighborhood or community park and recreational facilities; the amount and location of land to be dedicated and/or fees to be paid shall bear a reasonable relationship to the use of the park and recreational facilities by the future inhabitants of the residential project involved. This latter qualification does not in any way preclude the general public from also benefiting from such park and recreation areas and facilities.

Fees, Costs and Timing of Park and Recreation Development

Since land dedication will be required in only a few instances as urban growth and expansion occurs over the life of the General Plan, fees to cover the equivalent of capital costs of land dedication and development would be the most common form of developer contribution.

The more specific basis for determining actual costs to the developer and the procedure to be followed are provided by City ordinance and resolution as approved by the City Council. Fees shall be based on the costs of land acquisition and development that are current for the time when approval of a permit for residential land development is being sought from the City. In order to keep costs current, the enabling ordinance shall be amended annually, on or about January 1, by resolution of the City Council. Amended costs for site development shall be adjusted based on the most current edition of "Means Landscape Cost Data", published by the R.S. Means Company, Inc., Construction Consultants and Publishers, or such other authoritative index as may be determined by annual resolution of the City Council prescribing the amount of fees required. Amended costs of land acquisition shall be determined by the appraisal process provided by local ordinance.

Provisions of the State Subdivision Map Act require that the City must specify when development (or

rehabilitation) of park and recreational facilities will begin. However, note is taken here of the holding of the California Supreme Court that a local agency resolution may provide that improvements shall be made as residential areas develop and park facilities become necessary. This qualification as to timing is extremely important for a small city such as Kingsburg, where the rate of residential development may vary considerably from year to year, and where the collection of fees may therefore not provide a sufficient fund to accomplish meaningful development until fund accumulations occur over several years. Generally, the City recognizes a period of five years from the time of land dedication and/or payment of fees provided that sufficient funds are available as described above.

PROPOSALS FOR PARK AND RECREATION DEVELOPMENT

Existing and future areas for park and recreation areas and facilities development are shown on the General Plan Diagram, and are described below.

Neighborhoods Park/Playgrounds

Based on a standard of 2.7 acres/1,000 population added, an additional 12.4 acres of neighborhood park/playground area will be required for a population of 12,000.

Rehabilitating Existing Parks & School Sites:

Both of the existing elementary school sites (Lincoln and Washington) and the Jr. High site (Roosevelt) are in need of recreation area and facility rehabilitation. Improvements should be made in accordance with a plan prepared by the City and approved by the City and School District. Similarly, the combination drainage basin/park located along 6th Street (Bi-Centennial Park) is in need of remodeling to provide for a better combination of neighborhood recreation opportunities than are currently available.

New Park Areas:

Several free-standing parks and parks in combination with drainage basins are proposed in addition to providing for some neighborhood level activity at the new school site on Stroud Avenue (a future Jr. High). In the western part of the community, new park areas are proposed northwest of the drainage basin along Kern Street adjacent to Freeway 99, and along Kern Street at its intersection with the line of Greenwood Avenue extended. The latter would be a 3-4 acre free-standing site. At such time as the Jr. High classes are moved from Roosevelt School to the new site on Stroud, the Roosevelt site can be redesigned and developed to provide for a broader range of neighborhood level opportunities in conjunction with the school site than are now possible.

In the southern district of the City east of the freeway and South of Sierra, existing neighborhood areas include the Washington and Lincoln School sites. The general unavailability of land for new park development suggests that 3-4 acres of land be acquired either in the triangular-shaped vineyard east of 21st Avenue and south of Riverside Street, or immediately east of the Little League ballpark at Lincoln School to create a large combined school/park site.

The northern part of the community is the most deficient area of the City for neighborhood recreation opportunity. Currently, there are no neighborhood park areas north of Sierra Avenue. The first opportunity will arise with development of the school site on Stroud Avenue, between 10th and 14th Aves. It is proposed that plans be developed for this site an early date in cooperation with the Elementary School District to achieve an appropriate initial level of development that will not conflict ultimately with recreation areas of the type that will be needed when the site is converted to Jr. High use.

A second neighborhood park is proposed as a free-standing site of 3-4 acres in conjunction with a 3-4 acre drainage pond in the developing residential area north of Stroud, at the point where Klepper St. (extended) and 23rd Avenue would intersect. Neighborhood parks would eventually be provided in conjunction with drainage basins that will be needed north of Stroud and west of 10th Avenue, and north of Kamm and west of Madsen. Neighborhood parks are also proposed in conjunction with any additional elementary schools provided in northern and western sectors of the community. While shown on the General Plan Diagram, these facilities will probably not be needed until after the City's population reaches 12,000, probably after the year 2005.

Reevaluation is needed of the contours of the City's most recently developed drainage basin west of 10th Avenue and south of Stroud. The steep slopes of the basin preclude recreation use. A few acres could be added to enlarge the basin to permit a "stepped" design so that most of the existing basin would be available for park use except during periods of heavy winter storm water runoff. If this option is pursued, care must be taken to assure pedestrian access from the north (Stroud Avenue) to complement existing maintenance vehicle access from the east (10th Avenue). Pedestrian access could also be allowed along the southern access drive.

Community Park Proposals and Specialized Facilities

Based on the standard of 2.3 acres/1,000 population added, an additional 10.6 acres of community park area will be required for a population of 12,000. This standard takes into account that land available for community recreation use at the future Jr. High site (already acquired) probably will be developed mostly by the Elementary School District, with some financial assistance from the City.

A singular opportunity remains to assure that the majority of future community park and recreation opportunity will be provided at and in close proximity to the High School. This would be accomplished by acquiring the 4.7 acre parcel along the south side of Sierra Ave., south of the Historical Park and at the east end of Riverside Street. Recreation use of this site would be complementary to that of the High School, and would include a Youth Center along the Sierra Street frontage. Area would be provided for both passive and active recreation activity, with substantial lawn and tree area. As an alternative, a youth center could be accommodated at the east end of Memorial Park, leaving most of the 4.7 acre parcel available for passive recreation activity.

While the ultimate location for a community Youth Center may not be selected for several years, an interim or "transitional" location would be the Legion Hall facility at Marion and Earl Streets at the southern limits of the Central Business District. The leasing of this facility or a similar facility by the City for a Youth Center and related recreation/civic activities would provide the City with important experience in managing such a facility before committing to a permanent facility as described above.

Of the remaining acreage needed, about 2.0 acres would be provided by the new Jr. High site on Stroud Avenue. This would leave about 4.0 acres to be provided as part of a public/private approach to providing natural area recreation opportunity along the Kings River, in conjunction with an 18 hole golf course for public use. In addition to space provided by the golf course developer, the additional acreage would combine to create a water-oriented park and beach for general public use. Since the area will not be visible from Freeway 99, it will not become a target for non-resident use of the River environment in competition with Riverland west of the freeway. Prohibition against launching of power boats from the site would further discourage non-resident use, and be protective of the basically quiet character of recreation afforded by the golf course and riverfront park. Even if the golf course project does not materialize, the riverfront park concept remains valid.

Approximately 10 acres of land are proposed for development as fields for organized sports (e.g.,

soccer, baseball), with costs of development to be largely contributed under the auspices of private organizations which manage such field sport opportunities.

Open space corridors are shown in the form of a continuous "greenbelt" system, connecting public schools and parks throughout the community, with connecting linkages through the Central Business District. Pedestrian/vehicle parkways are proposed along the east side of Madsen (along the canal) on the east and the west side of Greenwood Avenue on the west. The Madsen alignment would eventually be linked with the Lincoln School/Park via Kern Street, with the High School and Memorial Park via Sierra Avenue, and with the proposed neighborhood park/drainage basin along the alignment of Klepper. The Klepper alignment would be extended west of 18th Avenue to 14th Avenue, south on 14th to the Jr. High on Stroud, west along Stroud to 10th Avenue, and south on 10th to the perimeter of the proposed shopping center at the NW corner of 10th and Sierra. From there it would follow Sierra/Conejo to Greenwood, south along Greenwood to Kern and east on Kern to link with Bicentennial Park, Roosevelt School and the basin/park proposed at the freeway.

Linkages are shown through the Central Business District (CBD) northwest from Lincoln School and southwest from Memorial Park to Roosevelt School. Through the CBD, the walk would connect with Downtown Park, and would be highlighted by street trees, including conversion of parking spaces to tree and groundcover planters at appropriate intervals. West of the S.P. Railroad, the walk could be made more meandering along one side of Draper within a wider R-O-W.

Conceptual locations for pedestrian parkway alignments are also shown extending from the "greenbelt" into adjacent residential areas. Such extensions are to be encouraged during the review of residential development applications, and may be required as buffer separations between different land use classifications depicted on the General Plan Diagram.

PART VI

HAZARD MANAGEMENT ELEMENT

INTRODUCTION

The Hazard Management Element combines the Noise and Safety Elements into a single element. [Note: the Safety Element is in itself a combination of the Seismic Safety and Safety Elements previously required by State Law but which were combined in the law as a single element in 1985]

SECTION A - SAFETY

INTRODUCTION

Section 65302 (g) of the California Government Code describes the requirements of the Safety Element as follows:

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

To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's safety element that pertains to the city's planning area in satisfaction of the requirements of this subdivision.

Each ...city shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for developing the safety element."

The County of Fresno has previously adopted both a Safety Element and Seismic Safety Element of the County General Plan, prior to amendments to the Government code which required the consolidation of these two elements as a single Safety Element. Both of these original elements were adopted in 1976. To the extent that these original elements apply to the Kingsburg Planning area, they are hereby incorporated by reference as part of this General Plan document. The descriptions of goals and policies which follow supplement those contained in the County's Seismic Safety and Safety Elements.

SEISMIC SAFETY GOALS AND POLICIES

The western half of the community is located within Seismic Zone V-1, which could be impacted by an earthquake along the San Andreas Fault of a magnitude 8.0-8.5. Under policies of Fresno County's Seismic Safety Element, this zone is classified as requiring Zone 3 provisions for construction under requirements of the Uniform Building Code (UBC) for "normal facilities" along with provisions for construction under requirements of the UBC for "essential facilities".

Since new construction can be designed to withstand probable seismic shaking without collapse, the

greatest existing danger is the continued use of older structures, and especially those of unreinforced masonry construction. Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing essential public services. The achievement of these goals is to occur through implementation of the following policies:

1. Inventory all buildings which are unsound under conditions of "moderate" seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks.
2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard. A building height limit of 50 feet shall be maintained, with a maximum of four stories.
3. Soil compaction tests, and geotechnical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, those which hold 100 or more people).
4. The City should adopt an Earthquake Disaster Plan in coordination with Fresno County and local special districts (school and irrigation). The Plan should identify hazards that may occur as the result of an earthquake of major magnitude, and should designate evacuation routes and means to coordinate all local government agencies in assisting local residents in the event of a major earthquake, fire or explosion, or hazardous chemical spill or release of hazardous airborne gas.
5. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Emergency standby power generation capability should be available at all water wells to assure water availability in the event of a major power failure.

SAFETY GOALS AND POLICIES

Only hazards from man-made structural or chemical (urban) fires are covered by the Safety Element. The Kingsburg urban area is not subject to the potential for damage from wildland fire. The potential for damage from flooding from a natural watercourse does not exist.

1. The City will continue to give high priority to the support of police protection, and to fire suppression and prevention functions of the Kingsburg Fire Department.
2. The City will work to maintain a fire flow standard of 2000 gpm for all commercial and industrial areas of the community, and 1500 gpm for residential areas, to assure the capability to suppress urban fires.
3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.

SECTION B - NOISE

INTRODUCTION

The City of Kingsburg has previously adopted applicable sections of the Noise Element of the Fresno County General Plan, first prepared by the County in 1975. By this current General Plan document, adoption of the County's Noise Element continues in force and effect as if wholly contained herein. The statements of goals and policies which follow supplement those of the County's Noise Element.

GOALS AND POLICIES FOR NOISE ABATEMENT AND CONTROL

The Goals of the Noise Element are to protect citizens 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 noise-producing roadways, industries, the railroad, and other sources. As a point of reference, Figure VI-1 illustrates the different degrees of sensitivity of various land uses to their noise environment, and the range of noise levels considered to be appropriate for the full range of land use activities involved. For example, exterior noise levels in the range of 50-60 dB CNEL (Community Noise Exposure Level) are generally considered to be acceptable for residential land uses, allowing normal indoor and outdoor residential activities to occur without interruption. In contrast, industrial activities relatively insensitive to noise may be located in a noise environment up to 75 dB CNEL without adverse affects. Examples of noise levels common to various outdoor environments are shown in Figure VI-2.

The following policies reflect the commitment of the City to the noise-related goals outlined above:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards described in Table VI-1.
2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise to the following levels:
 - a. Noise sources preempted from local control, such as railroad and highway traffic:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.
 - Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
 - Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.
 - b. For noise from other sources, such as local industries:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.

FIGURE VI-1

LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS¹²

¹² Office of Planning and Research, **Appendix A: Guidelines for the Preparation and Content of the Noise Element of the General Plan, General Plan Guidelines**, 1990.

FIGURE VI-2

RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS¹³
[Expressed in Terms of Day-Night Sound Level (L_{dn})dB]

13

Ibid.

TABLE VI-1

NOISE LEVEL PERFORMANCE STANDARDS
For Non-Preempted Noise Sources

Exterior Noise Level Standards*

Receiving Land Use	Nighttime 10pm - 7am			Daytime 7am - 10pm		
	RS	S	U	RS	S	U
One and Two Family Residential	40	45	50	50	55	60
Multiple Family Residential	45	50	55	50	55	60
Public Space	50	55	60	50	55	60
Limited Commercial		55			60	
Commercial		60			65	
Light Industrial		70			70	
Heavy Industrial		75			75	

RS-Rural Suburban, S-Suburban, U-Urban

Nighttime 10:00pm - 7:00am	Category	Cumulative No. of Minutes in any 1-Hour Period	Daytime 7:00am - 10:00pm
45	1	30	55
50	2	15	60
65	3	5	55
60	4	1	70
65	5	0	75

* Each of the noise level standards specified in Table VI-1 shall be reduced by five (5) dB for pure tone noises, noise consisting primarily of speech or music, or for recurring impulsive noises. The standards should be applied at a residential or other noise-sensitive land use and not on the property of a noise-generating land use. Nighttime and Daytime standards are measured by dB.

3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.
4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.
5. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

THE EXISTING AND FUTURE NOISE ENVIRONMENT

The major noise generators in Kingsburg are the freeway, the railroad, arterial streets and (seasonally) the Del Monte Cannery. The High School stadium is also a source of noise resulting from major sports events such as football games, but such events are too infrequent to constitute a problem for purposes of Noise Element policies. Facilities which are particularly sensitive to noise include schools, parks and the hospital. These facilities are sufficiently removed from major sources of noise so as not to be adversely affected.

The noise level along the freeway has been observed most recently as part of an acoustical analysis prepared in conjunction with new houses being constructed in Tract No. 4044 along the west side of the Freeway between Kern Street and Warkentine Avenue.¹⁴ Noise monitoring conducted in the field and predicted for the year 2008 by use of a noise prediction model indicated the comparison at various distances of houses from the freeway as shown in Table VI-2.

TABLE VI-2

**COMPARISON OF MEASURED AND PREDICTED
NOISE LEVELS, TRACT NO. 4044**

	Distance to Freeway Centerline		
	200'	310'	375'
Measured Levels	67.7 dBA	62.8 dBA	61.1 dBA
Predicted Levels	68.6	66.1	64.7

The measured and predicted sound levels shown in the Table reflect the only newly developing area of the community where residential development could be adversely affected by freeway noise. As a result of the study, noise attenuation measures were developed to reduce levels to within State and Federal standards.

Railroad traffic does not pose any serious noise problem for commercial or industrial development

¹⁴ Brown-Buntin Associates, Inc., "Acoustical Analysis, Tract 4044", prepared for Franko Development Company, February 27, 1989.

along the freeway, except in the area immediately along the east side of the railroad along California Street within the Central Business District. At this point (about 100' from the mainline trackage), the noise level generated by fast moving freight trains is in the range of 80-90 dBA.

Seasonal noise from the cannery is most noticeable in the residential block directly to the north between Earl and Gilroy Streets. However, the location of the cannery blocks adverse railroad noise from affecting residential areas affected by seasonal cannery operations.

NOISE MITIGATION

The construction of a 8' high sound barrier (wall) has been recommended to reduce sound levels generated by freeway traffic within Tract No 4044 to acceptable levels. Other measures necessary to meet HUD standards include:

- Mounting windows in low air infiltration rate frames.
- Weather-stripping of exterior doors, including threshold seals.
- Provision of air conditioning or mechanical ventilation to allow occupants to close doors and windows.
- Provision of a fiberboard underlayer for the house closest to the freeway.

Sound wall construction would also be necessary along elevated sections of the freeway adjacent to existing residential areas immediately to the west of the freeway. This should be sought by the City as part of the Caltrans project for widening the freeway to six lanes. The mitigation of railroad noise affecting the Central Business District would be accomplished by construction of a sound barrier along the east right-of-way line of the railroad. This will be particularly important along the section of California between Draper and Williams Streets where the General Plan proposes the location of a new civic center.

For the future, the most important mitigation measure will be to continue with noise-compatible land use policies which do not permit residential development close to the freeway or railroad, and to assure that commercial/industrial uses are constructed to maintain appropriate interior noise levels for customers and the work force.

ENFORCEMENT

Noise Element Guidelines prepared by the Office of Noise Control of the State Department of Public Health urge communities to adopt a community noise ordinance in order to carry out policies of the Noise Element and to assure compliance with State requirements for certain other noise control programs. Such an ordinance would address the full range of potential noise, including operating machinery, truck traffic, poorly muffled motor vehicles, sirens, whistles, barking dogs and other sources that may become a nuisance. At this point, the City will carry out General Plan policy and mitigation measures described under previous sections of the Noise Element, but intends to defer the adoption of an ordinance until or unless complaints are received by the City that various other noise sources require the adoption of a noise abatement and control ordinance.

PART VII

DIRECTIONS FOR PLAN INTERPRETATION AND IMPLEMENTATION

INTERPRETING THE GENERAL PLAN

The entire text of this document and the General Plan Diagram which accompanies it constitutes the Kingsburg Comprehensive General Plan. While the Plan Diagram may typically be referred to more frequently than the text, full understanding of applicable policies and proposals illustrated on the Plan Diagram requires reference to the text. Such reference is essential to those of the private sector who are or will be engaged in urban development, and those of the public sector responsible for carrying out various policies and proposals of the Plan. In addition to City departmental and management staff, and the City Planning Commission, City Council and Redevelopment Agency, the latter group includes the local school districts, the SKF Sanitation District, and agencies of Fresno County Government and the State, such as LAFCO, County Public Works and Development Services, and Caltrans.

The wide range and complexity of subject matter covered by the General Plan is certain to generate questions of interpretation. As questions arise, the City's Planning Department should prepare written interpretations for review with and concurrence by the City Council and other affected public bodies. These written interpretations will become a body of official opinion and a public record for consistent application of policies and proposals of the Plan, and for discussion during annual review and possible amendments to the Plan.

The word "general" is a key to understanding the nature of policies and proposals. It implies overall agreement on major issues without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies the need for adjustment of policies and proposals as changing conditions may dictate. While not inflexible, neither is the Plan to be viewed as being so flexible as to accommodate whatever position or policy may be sought through interpretation.

A properly administered General Plan demands that the rule of "reasonableness" be applied to permit flexibility, variation and adjustment as long as the integrity of basic policies and proposals is maintained. However, any changes that are desired must result from careful study (as required by the State Planning & Zoning Law). Such study should be made independent of pending applications for controversial development proposals, temporary fiscal problems and other "matters of the moment". The policies and proposals of the Plan are not intended to be changed or twisted to accommodate special interests, whether public or private.

The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprise and the public-at-large. Moreover, if Plan policies and proposals are ignored during the zoning process, or if they are changed without following the due process and guidelines established by the State, the entire local planning process becomes subject to legal sanction. This can include action by the Court, the Attorney General's Office and the State Office of Planning and Research prohibiting the subdivision of land, approval of zoning permits and issuance of building permits until corrective action is taken. This type of sanction has been taken against the planning programs of several counties and cities in recent years.

ACHIEVING ZONING CONSISTENCY WITH THE GENERAL PLAN

State Law requires that the City's zoning ordinance and zone plan be consistent with policies and pro-

posals of the General Plan. With adoption of this comprehensive version of the General Plan, the City will also consolidate and adopts the first version of the General Plan to contain all mandatory elements in 18 years. In order to fulfill requirements of law and give the City the types of zoning district regulations and procedural regulations needed, the first priority of the City has been to draft a revision of its zoning ordinance, which was accomplished concurrent with preparation of the General Plan.

ADOPTING A COMPREHENSIVE ANNEXATION PLAN (CAP)

A major policy of the General Plan is that the City follows a program of annexation of lands needed for urbanization over the next 10 years. In order to implement this policy, the City should prepare and adopt a plan and program of annexation that addresses all of the criteria and requirements of law that must be evaluated by the Fresno County LAFCO on a comprehensive basis. In reviewing a proposal for annexation, the core factors which LAFCO must consider concern community-wide land use, development and public service policies of the City, and may be summarized as follows:

1. The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.
2. The costs and capability of providing adequate public facilities and the levels of governmental service required.
3. The effects on adjacent areas, on mutual social and economic interests, and on the local government structure of the County.
4. Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within the Urban Development Boundary (UDB) before allowing development outside the UDB.
5. Maintaining the physical and economic integrity of agricultural lands.

In addressing these factors, the burden of proof rests with the City to make the case for the City's overall strategy on managing urban growth. Guidance to the City in addressing these factors is provided below. Much of the content required for a Comprehensive Annexation Plan is provided in various parts of this General Plan document. Costs of preparing the CAP may be recovered from a fee structure upon subsequent applicants for annexation and development. A critical reason for adopting a CAP is to assure that lands will be available for commercial and industrial expansion without having to undergo a drawn-out process of annexation and environmental assessment on a case by case basis. An extended time process will most certainly discourage such investment and direct it to other communities which are ready to accommodate it.

LIKELIHOOD OF SIGNIFICANT GROWTH WITHIN 10 YEARS

Standards

The standards recommended for application under this factor are:

- A. Submission of a Comprehensive Annexation Plan (CAP) to be revised every five years, or sooner if major General Plan amendments are adopted. The CAP should cover the 10 year time frame provided by the General Plan for priority (non-reserve) areas of development during the period 1990-2000, in increments covering the first five years and the 5 year period

which follows. Consideration should be given to the following factors:

1. An Urban Growth Strategy, including:
 - Population and housing projections
 - Location of planned growth areas
 - Probable annexations, including interdependencies among annexations which may necessitate either sequenced or concurrent annexation approvals by LAFCO.
 - An Urban Service Delivery Plan.
 2. Infill policies, including:
 - An inventory of existing vacant lands within the City's corporate limits, including parcels larger than five acres, land use designation and the number of units in each residential designation; Approved -- but as yet unbuilt -- projects, including tentative maps, final maps, planned unit developments (PUD's) and site plan approvals for developments larger than five acres or accommodating 20 or more dwelling units. Separate calculations are needed for tentative maps v. final maps.
 - Factors which impede the development of vacant land already in the City limits.
 - Past practices, existing policies and future options to eliminate obstacles to infill and to promote infill development.
 - Numerical goals for residential units of infill construction for the first five years of the CAP. Infill objectives should be based on realistic growth and development strategies which consider all of the positive and negative factors associated therewith.
 3. Agricultural preservation policies identifying prime agricultural lands within the Sphere of Influence (Planning Area Boundary shown on Figure I-1 on page I-3) boundary, including provisions for guiding growth away from such lands.
- B. An application for annexation of land for residential development shall be accompanied by evidence, including a housing market analysis that will justify the proposed conversion of agricultural or other open space to urban use. The market analysis will consider the appropriate factors of supply and demand and the Comprehensive Annexation plan. The level of detail should be commensurate with the scale and complexity of the proposed development project. For properties of 10 or less acres in area and adjacent to or wholly or partly surrounded by existing urban development, the City may exempt the application from the requirement for market analysis.

Discussion

A Comprehensive Annexation Plan (CAP) is a statement and analysis of the City's growth plans, focusing in particular on the timing of growth and annexations needed to support that growth in light of all other appropriate considerations. The CAP has the purpose of providing LAFCO with a complete context for evaluating the likelihood of significant growth. Within this context, LAFCO can compare any proposed annexation to projected demand for growth and an appraisal of whether the existing supply of vacant land in the City can be expected realistically to develop first. The existence of vacant land does not necessarily mean that it is developable for a variety of reasons, as described in Part III. The CAP should be prepared in sufficient detail to explain the City's intentions, demonstrate that annexations are needed in light of growth potential and lack of development capability or action on other lands, and that additional annexations will not significantly inhibit the timely development of existing vacant lands within the City.

The purpose of infill policies is to facilitate LAFCO determination as to whether a proposed annexation will significantly affect the City's ability to meet its infill goals. It is appropriate in some situations for cities to reserve lands for a needed use for which a market does not now exist. Consequently, a significant inventory of property for such use should not necessarily become a bar to annexation. Similarly, the existence of policies to promote infill may support a determination that a proposed annexation will not result in the premature conversion of open space because the City is taking steps to have existing vacant lands developed.

COSTS AND CAPABILITIES OF PROVIDING PUBLIC SERVICES AND FACILITIES

The Standard

This standard requires that the appropriate range of urban services and facilities shall be available to areas proposed for annexation when needed. Prior to submittal of individual annexation proposals to LAFCO, the City will submit an Urban Service Delivery Plan identifying the availability, methods and costs of providing the full range of services that will be needed by the proposed project.

Discussion

The Urban Service Delivery Plan covers the needed extension of public services and facilities into areas planned for annexation during the time frame of the CAP. Its purpose is to facilitate LAFCO assessment of whether adequate services and facilities will be available. The plan should identify the services to be extended, the facilities to be constructed, existing capacities, and the public agency responsible for service. Critical time thresholds on availability need to be identified (e.g., when will the need for off-site traffic signalization be triggered), along with the methods of financing to be utilized.

The Service Delivery Plan should emphasize the need for capital improvements, the methods of providing them and steps to be taken to avoid unnecessarily high operating costs. Only that level of detail is required to enable LAFCO to evaluate the feasibility of service without causing undue deficiencies to the affected agency or negative impacts on other jurisdictions. The Plan will of necessity be more conceptual for years 6-10 than it will for years 1-5. Alternative approaches to resolving service issues should be identified where feasible.

EFFECT ON ADJACENT AREAS, MUTUAL SOCIAL AND ECONOMIC INTERESTS AND LOCAL GOVERNMENT STRUCTURE

The Standard

The annexation application should describe the effects which it will have on adjacent areas within and outside of the City, and including any social and economic benefits that may accrue. The proposal should not create any significant adverse social or economic effects on the County or neighboring public agencies.

Discussion

Meeting this standard requires that overall beneficial or negative consequences be placed in perspective through quantitative analysis. Examples of mutual social and economic benefits include: provision of low-moderate income housing; creation of new employment opportunities; providing commercial areas where existing commercial development does not meet the needs of local residents; protecting sensitive resources; advancing the time when public improvements needed by the larger community can be made available; and, improving levels of service within the community without incurring significant additional costs. Examples of negative consequences would be the creation of

peninsulas of unincorporated territory and inefficient patterns for the provision of sheriff, police and fire protection services.

**CREATING EFFICIENT PATTERNS OF URBAN DEVELOPMENT; GUIDING
URBANIZATION AWAY FROM PRIME AGRICULTURAL LANDS; ENCOURAGING
DEVELOPMENT OF EXISTING VACANT OR NON-PRIME LANDS**

The Standards

Urban development should be guided away from prime agricultural land unless such action would not promote planned, orderly or efficient patterns of land use, or unless there is no other reasonable choice available to meet the needs of the City for urban expansion.

- A. An annexation is considered to guide development away from prime agricultural land under any of the following conditions:
1. If it does not contain prime agricultural soils rated as Class I or II under the soil classification system utilized by the U.S. Soil Conservation Service, or does not contain soils having a rating greater than 80 on the Storie Soil Classification Index, or does not contain soils rated "prime" or "unique" under the Important Farmland Series maps maintained by the State Department of Agriculture.
 2. If it is wholly or partly surrounded (on at least two sides) by urban development.
 3. If less than 25% of the acreage is rated as Class I or II as under A., above, out of a total of less than 100 acres.
- B. An annexation is considered to promote the planned, orderly and efficient development of the City if:
1. The proposed annexation meets the tests for the likelihood of significant growth in 10 years (as described above).
 2. The proposed annexation either abuts a developed area of the City or properties which are already committed to urban development by the extension of streets, utilities of other public facilities where service extensions were predicated on adjacent lands being developed to assist in meeting bond or other financial obligations against the property.
 3. It can be demonstrated that there are insufficient vacant non-prime lands within the Sphere of Influence which are planned for the same general purposes because of one or more of the following conditions:
 - Where land is unavailable at a reasonable market rate as determined by competent appraisal.
 - Where insufficient land is currently available for the type of land use proposed, as determined by competent market analysis.
 - Where surrounding or adjacent land use clearly is incompatible because of age and condition of structures, a mixture of residential and non-residential land use, or other conditions of physical blight that would adversely affect property values and the ability to finance the project.

- C. Notwithstanding the factors listed above, it is the responsibility of the City to undertake actions to facilitate and encourage the infill of land within the City limits so as to minimize the need for further annexation. Such actions would include, but are not limited to, the following:
1. Redevelopment plans and actions programs.
 2. Financial planning and capital improvement programming.
 3. Changes in land use policies and regulations.
 4. Housing programs, including rehabilitation.
- D. The City's Comprehensive Annexation Plan should identify prime agricultural lands within the Planning Area, and contain specific provisions for guiding growth away from such lands.

Discussion

These standards need little discussion. They go to the heart of the test for determining what constitutes "planned, orderly and efficient development" for the City, drawing heavily on relevant findings, policies and proposals of the adopted General Plan. With respect to infill, the standards recognize that infill can only be encouraged and not mandated in recognition of variables that may make infill unfeasible or difficult, while mandating that the City make and sustain a good faith effort to achieve infill over time.

THE FINANCIAL PLAN

The City provides services to the people, and regulates certain activities for the common good. Therefore, the most important decisions the City will make will be those that determine which services will be provided and which level or standard of service will prevail. The framework for the systematic provision of needed public services is the Financial Plan.

Components of the Financial Plan

The Financial Plan has three major components: 1) the capital improvements program; 2) the public services program; and 3) the revenue program. Each of these components is integrated with the others to provide a balanced view of requirements to overcome deficiencies and to meet emerging needs.

The capital improvements program provides a priority list of public improvements which will be needed over a five year period. From this list, projects are selected and recommended to the City Council for inclusion in the annual budget. Each year, the program is extended an additional year to maintain the five-year perspective. Financial data, including capital project costs, revenue estimates and projected annual costs of operation and maintenance become a vital part of the program.

The public service program provides a balanced view of the operating and capital expenditures required for continuation and expansion of City services. It permits selection of the levels of service to be provided under various departmental programs, indicating the impact which a given level will have on long-term commitments to capital improvements and to costs of operation and maintenance.

The revenue program deals with the acquisition and allocation of funds necessary to carry out the capital improvements and public services programs.

Value of the Financial Plan

From the vantage point of the citizen, the Financial Plan provides an understanding of the fiscal requirements for meeting the needs for and maintaining public services and capital improvements. Utilized to its full potential, the Plan will permit gradual achievement of community goals while avoiding an atmosphere of crisis which can arise when revenues and spending are projected only on an annual basis.

From the vantage point of the City Council and City Administrator, the Financial Plan becomes an essential device for policy decision and the effective and efficient management of City affairs. It provides a consistent means to examine needs, to evaluate their relative importance in relation to policies of the General Plan, and to determine which needs can be met within the limitations of financial resources and the ability and willingness of the community to pay for them.

Scheduling the Process

The process involved in preparing the Financial Plan is the same, basically, as that followed in developing the annual budget. The steps required are:

1. Conception and initiation of capital projects.
2. Submission of capital improvement request forms to departments.
3. Analysis of revenue and expenditure patterns by the City Manager.
4. Review of departmental requests by City Administrator.
5. City Administrator makes recommendations to City Council.
6. City Council public hearings, review and adoption.
7. Construction plans, advertising and contract awards.
8. Coordination of projects among agencies (including intergovernmental and city/utility company coordination).
9. Amendments to Financial Plan, including mid-year amendments as needed.
10. Begin the process again for the succeeding year.

REDEVELOPMENT AND REVITALIZATION

Use of the California Community Redevelopment Law procedures is no longer new to Kingsburg. Selective redevelopment and revitalization has been made a major policy of the General Plan as described at the end of Part III. The approach made possible by California Statutes is that lands can be acquired and developed for private purposes only if a favorable private investment is possible and is assured by contract with the City's Redevelopment Agency. The law also requires that needs of affected landowners be met fairly either through opportunity to participate in the new development, or to sell at fair market value and be relocated without incurring personal (or business) expense.

The City's first redevelopment project area is a corridor of mixed commercial, residential and industrial land use which exhibits a variety of types of urban blight and which needs to be revitalized so that the City may achieve its goals of economic development and improvement in the quality of life afforded local residents. While benefits have been slow to materialize, the City is at the threshold of considerable success in carrying out the Redevelopment Plan for the Corridor. Continued aggressive action by the Redevelopment Agency, in concert with the City, will make it possible for the City to succeed in its quest to become a "Swedish Village" of note within the San Joaquin Valley and the State.

While pursuing revitalization of the redevelopment corridor, the city should work aggressively with

the downtown beautification committee of the Chamber of Commerce in finalizing a plan for the revitalization of the Central Business District (CBD). A preliminary plan prepared by City staff in early 1990 has been used as a starting point by the Chamber in reviewing all aspects of future downtown development. A proposed plan should be completed soon for adoption by the Planning Commission and City Council as official policy.

IMPLEMENTATION STRATEGY AND ANNUAL REPORT

Amendments to the State Planning and Zoning Law (effective January 1, 1985), require a systematic approach to General Plan implementation. Section 65400 of the Government Code requires the Planning Commission to investigate and recommend to the City Council "...reasonable and practical means for implementing the General Plan or element of the General Plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the General Plan." The law further requires the City Council to receive an annual report on the status of the General Plan and progress toward its implementation.

This requirement seeks to avoid the often fragmented and incomplete attention to Plan implementation that has characterized the actions of too many cities and counties. The most common practices have been to respond to requests for Plan amendments and zoning applications, to prepare a capital improvement program, and to undertake special projects as desired.

What is needed in Kingsburg to respond to these requirements is to classify and assign priorities to policies and proposals of each Element of the General Plan. The classifications should define required kinds of actions (plan, program, capital project or regulation), who is responsible (public agency, private organization or individual), and the short, medium and long-range time frame involved. The decision on priorities rests with the City Council. However, discussions should be undertaken also with other public agencies and the private sector, with opportunity for participation by interested citizens through public meetings and hearings. In some cases, collaborative or even separate actions from those of the City may be required by other parties.

The State Office of Planning & Research has determined that the requirements for an Annual Report may be met by completing and returning to the Office the annual questionnaire sent out by the Office to all cities and counties each spring. Planning staff has been performing this function for many years.