

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 City of Isleton. Land use categories included in the text and on the Diagram are described under proposals for Land Use in this Section A of the Community Development Element. Proposals for Circulation are described in Section B; Housing is covered by Section C, and Water-Sewerage-Drainage-Flood Control appears in Section D. As background to land use proposals, changes that have occurred in recent years, growth characteristics, and population and household projections are provided below.

DECLINE AND CHANGE SINCE 1979

When the City's General Plan was last updated, in 1979, Isleton had been experiencing a long period of decline in population and economic activity since the close of the local canneries after World War II. It was expected in 1979 that the decline was leveling off and that a modest upturn would begin. In fact, however, decline in population has continued over the past 20 years since 1979 from about 910 to 850.

On several occasions over the past 20 years, the City has received proposals for the development of property east of H Street within its Redevelopment Project Area, and for the annexation and development of property south of the City extending to Georgiana Slough. All of these proposals proved to be ill-fated for a variety of reasons beyond the City's control. For the most part, inadequate financing and/or internal disputes within the development groups were at the heart of the problem. During this same period, the City lost its capacity to treat wastewater that would be generated by new development. When the lack of wastewater treatment capacity is combined with the need to elevate new construction to meet requirements for flood protection, the lack of growth becomes more understandable.

THE POTENTIAL FOR GROWTH

Isleton's potential for growth in population and economic activity clearly is linked to its ability to attract tourism and recreation activity destined for the larger Delta area surrounding Isleton. Lacking historical growth as a catalyst for future economic growth, Isleton must create itself as an attraction to tourists while encouraging investment in housing and commerce that will take full advantage of those opportunities that exist, including its location along the Sacramento River.

Two levels of growth are envisioned by the General Plan. The first level is that which can be accommodated within the existing City Limits and Sphere of Influence. The second level is that which might occur beyond the current City limits under circumstances and conditions which are far

too speculative to consider in any specific terms at this time. The first level is described below as the basis for land use proposals of the General Plan within existing City Limits. The second level is described separately at the end of Section a under the topic of "Urban Reserve".

Population Holding Capacity within the Existing City Limits

Without annexing any additional acreage, the City has enough land proposed for residential expansion to accommodate a permanent population of about 1,700, or twice the existing population. Land use proposals envision residential expansion in the eastern, southern and western sectors of the community surrounding the existing commercial centers along Second Street and Main Street. These proposals are described below. Table IV-1 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.

TABLE IV-1

POPULATION HOLDING CAPACITY OF UNDEVELOPED LAND REFLECTED BY THE GENERAL PLAN DIAGRAM, 1999 - 2020.

Density Category	Gross Acres	Net Acres	No. of Hous. Units	Persons Per HU	Added Pop. Capacity	% of Total
Low ⁶	27.5	20.6	150	3.0	450	53.6
Medium ⁷	13.3	11.3	136	2.4	326	38.8
High ⁸	2.6	2.3	46	1.4	64	7.6
Totals	43.4	33.6	332	2.5	840 ⁹	100.0
Existing (Jan. 1999) Population:						850
Theoretical Population Holding Capacity						2,000
Practical Population Holding Capacity						1,700

⁶ Low Density (LD) includes 5.9 acres along the south side of Sixth Street, and assumes that 21.5 acres east of H Street will also develop in Low Density. The 11.6 acres south of the Ballpark (shown as a Low Density option) is expected to develop as a Recreation Vehicle (RV) Park.

⁷ Medium Density (MD) includes 4.3 acres along W. Jackson Blvd., 8.75 acres bounded by Tyler Island Bridge Rd. and the south city limits.

⁸ High Density (HD) includes the 2.5 acres along the west side of H Street south of Union Street. HD also includes residential units allowed in the Residential/Commercial area along Main Street.

⁹ The calculated population holding capacity does not assume any residential development within the Residential Reserve south of Jackson Blvd. which is not likely to occur for another 20 years.

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-2 and on the General plan Diagram included at the end of the Plan. **Low Density** areas typically would have from 6 to 8 housing units per net acre; **Medium Density** would have from 9-15 units per net acre; and, **High Density** would have from 16-22 units per net acre. [Note: "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. As an example, 10 gross acres of Low Density residential land typically will require 2.5 acres in public streets, leaving 7.5 net acres actually available for conventional 6,000 sq. ft. lots. At 7.0 housing units per net acre, the 7.5 acres would yield 52 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 10 gross acre example, about 15% of the area is required for public streets, leaving a net of 8.5 acres for calculating housing yield. Under a theoretical maximum, with 6,000 sq. ft. lots, as many as 60 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 in Table IV-2 to the acreage in each density category.

The range of housing units indicated for the Low Density category provides for lots as low as 5,000 sq. ft. for application to partially developed areas and to undeveloped lands where small lots are desired.

TABLE IV-2

STANDARDS OF POPULATION & HOUSING DENSITY

Density Category	# Hous. Units/Net Acre	Persons/Hous. Unit	Population Density: Persons/Net Acre
Low	6 - 9	3.0	18.0 - 27.0
Medium	9 - 15	2.4	22.0 - 36.0
High	16 - 22	1.8	29.0 - 40.0

The standards of population density shown in Table IV-2 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, 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 Housing Element for further discussion of policies relating to overcrowding.]¹⁰

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. Except where low income housing is proposed, the maximum number of units may be achieved 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. The maximum number of units per net acre is urged as an incentive for low income housing. Areas designated for Medium and High Density shall be developed at no less than the average number of units allowed for each category.

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:
Population Density:

6-9 housing units per net acre
18-27 persons per net acre

Typically, Low Density will involve single-family detached housing on lots having a minimum area of 6,000 sq. ft. The average number of housing units per net acre is 7.5, and the average population density per net acre is 24.0 based on a factor of 3.0 persons per household. Zoning consistency with variations in LD development is provided by the R-1-5 and R-1-6 zoning districts. 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-2 cannot be granted except as required under Government Code Section 65915 where a minimum percentage of housing units are proposed for lower income housing.**¹¹ 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

¹⁰ 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.

¹¹ 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).

improvements equal to the differential value involved, or grant other concessions as prescribed by law.¹²

Government Code §65852.1 and 65852.2 allow the building of "granny-flats" and second units in 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 under the Zoning Ordinance. 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 lot sizes of 7,000 sq. ft. or more.

Medium Density [MD]:

Building Intensity: *9 -15 housing units per net acre*
Population Density: *22-36 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, multi-plex (e.g., duplex, triplex), 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 12, and the average population density per net acre is 29.0 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 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 are listed below:

¹² 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.

- MD-PUD-3.0 , 3,000 sq. ft. site area/housing unit
- MD-PUD-MH8 , 8 Mobile Homes per Net Acre
- MD-PUD-4.0 , 4,000 sq. ft. site area/housing unit

The MD-PUD-MH8 mobile home park and MD-PUD-4.0 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 if mobile home parks and small lot subdivisions are to 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 34 based on a factor of 1.8 persons per housing unit. High Density is reserved exclusively for lands within or adjacent to the Residential/Commercial area designated for Main Street

Zoning consistency with the High Density designation of the General Plan is achieved by the RM-2 zoning district. A special High Density area is intended for above-ground floors and rear halves of ground floor areas of commercial structures within the Main Street commercial area between E and H Streets. The undeveloped strip immediately west of the Ball Park was changed to Low Density by previous General Plan amendment. This would allow the extension of Georgiana Drive as a cul-de-sac short of or to the south line of the Ball Park or to serve Low Density lots farther south.

Low Density Proposals

Areas proposed for Low Density as shown on the General Plan Diagram include the mostly developed residential areas south of Union Street and Third Street, the large residential subdivision north of the Ball Park, undeveloped land on either side of School Street north of Sixth Street, about 21.5 acres of the Mixed Use designation east of H Street, and undeveloped land along the south side of Sixth Street Jackson Road extension and H Street. Most of the strip along the south side of 6th Street was approved as a subdivision in 1995.

Lands south of the Ball Park previously designated for Mobile Home and RV Park development are given greater flexibility with a Low Density designation as well. This reflects the possibility that vehicular access and utility costs associated with RV Park development may be excessive and the greater compatibility provided by Low Density with the existing Low Density single family subdivision north of the Ball Park.

About 10-15 acres of the 37 acres of agricultural land outside of the City Limits south of Jackson Boulevard are designated as Low Density Residential Reserve. [See description of Residential Reserve which follows the description of High Density proposals.]

Medium Density Proposals

Medium Density proposals are confined to scattered multi-plex and apartment development near existing commercial areas, to undeveloped lands east of the Ball Park on either side of Jackson Boulevard, and to the triangular-shaped area along the west side of Tyler Island Bridge Rd. north of the City Limits at the east end of town. Without exception, undeveloped MD acreage is designated as MD-PUD to assure adequate design review of multi-family projects by the City.

High Density Proposals

Areas proposed for High Density include the Residential-Commercial along East Main Street and vacant property along the west side of H Street south of Union Street. High Density development of the vacant parcel along H Street would be possible in its entirety, or it could be developed with a variety of other uses under the MXU - Mixed Use designation described below,

Low Density Residential Reserve

Residential Reserve is shown for the Low Density category at the west end of town on 10-15 acres of the 37 acre parcel in agricultural use adjacent to the City Limits. This Residential Reserve provides a relief valve in the event that non-reserve Low Density residential lands are not made available for development. It is proposed that the City's Sphere of Influence boundary be changed to encompass this Residential Reserve, even though development is not expected before 2020. The EIR included with this General Plan document covers the boundary change. The elimination of the "Residential Reserve" designation would require a resolution of the City Council before any development would be possible, consistent with the criteria described below.

Criteria which may indicate the need to eliminate Residential Reserve status would include any of the factors that may affect the unavailability of other land designated for Low Density residential use including: owner decision to continue farming, owner speculation or excessive price, estate or trust limitations, or excessive cost associated with flood control or of 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. 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 City Council approval, including certified evidence where appropriate as determined by the City Planning Commission and/or City Council. As a practical matter, development of any of the Residential Reserve is not expected for another 20 years.

Development Policies and Standards for Medium and High Density Areas

All undeveloped land shown for Medium or High Density on the General Plan Diagram 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.
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.
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. 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.
5. 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.
6. At least one-half of all off-street parking spaces in multi-family areas shall be covered by a garage or carport.
7. Site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

Central Commercial District (CCD)

Building Intensity: Generally 1 to 3 stories

Land Use Intensity: Up to 90% site area coverage¹³

The CCD includes the commercial center along Second Street and the historic commercial center along Main Street. These areas remain as centers for retail shops and stores, business and financial services, dining and entertainment. The Main Street center also provides for residential use in conjunction with commercial use, utilizing 2nd floor space and the rear half of 1st floor space.

¹³ This high percentage of coverage assumes that off-street parking is provided within or under a building on the site, or on a separate site.

The Second Street center contains most of the commercial activity within the City and has the greatest vitality. State Highway 160 descends from the levee at either end of this commercial center and crosses a large open square devoted to street and parking area. The west end of the center includes the site of the old City Hall, temporary city offices, fire stations, a medical clinic, drugstore, bakery, and offices. These uses combine with a mix of basic commercial uses, including a bank, service station, hotel, restaurants, small shops and the Post Office to make this the major commercial center of the community. [Note: a new City Hall or other public use at the southwest corner of the Second Street/Jackson Boulevard intersection or within the park area along Second Street west of the intersection may replace the facility damaged beyond safe occupancy by the 1989 Loma Prieta earthquake.]

The Main Street center is the area which first encouraged the use of a redevelopment program in Isleton. A study financed by the property owners in 1982 illustrated the potential for rehabilitation of this seriously deteriorated 2-block area which lays immediately south of the State Highway, west of H Street.¹⁴ Most buildings of this center were rebuilt in the 1920's after a fire burned out the entire area. Today, the Main Street center occupies both sides of the street between D and H Streets. While most of the buildings suffer from long-deferred maintenance, most are also capable of rehabilitation. At an elevation of about 5 feet above sea level, Main Street was not flooded in 1972.

As the Chinn study of 1982 indicated, new facades and utilities can be installed at relatively modest cost. If the entire Main Street center were to be improved as a unit, values would increase markedly and private investment would be attracted. However, the extent of new investment attracted would depend in large part on Isleton's ability to capture a significant share of tourism attracted to the greater Delta area surrounding Isleton. Improvement of the waterfront as a park and landscape open space corridor, with fishing access, boat docks and other water-oriented recreation is envisioned as a catalyst to eventually achieve Main Street and Second Street renewal.

Major features proposed for the CCD include the following:

1. Application of an architectural theme for all new building and remodeling. While the CCD, and especially the Main Street center, has had a long history of ethnic development, existing facades do not suggest a particular unified standard of architectural design. As proposed by the Chinn study, individual buildings would be aesthetically renovated, embellished and preserved to reflect their original character as part of an early 20th Century small town in the Delta.
2. Development of Second Street and Main Street as a central landscaped corridor with 45 degree angle parking, mid-block crosswalks, pedestrian connections to the waterfront, street furniture, and modern street lighting on historically designed standards.
3. A strong visual commercial, street and landscaped linkage with development of the redevelopment project area east of H Street.
4. Complementary angled parking and landscaping for other streets within the CCD which are either perpendicular or parallel to the Second/Main Street corridor.

¹⁴

A Rehabilitation Plan for the SPECIAL PROJECT AREA of Isleton, California, by Roger Chinn, AIA, October 1982.

5. Additional off-street parking to satisfy the need for all-day static parking of owners, managers and employees of businesses and public service activities, in order to release additional on-street spaces close to businesses for customers. The block occupied by the water tower is proposed for such parking, to be available for general public use during special events.
6. Encouragement of 2nd floor residential use in the Second Street center as a means to assist in achieving financial feasibility of ground floor commercial development.
7. The gradual replacement of illegal signs, garish or outmoded signs.

Proposals for renovation of the Main Street center are illustrated on Figures IV-1 through IV-4, as originally shown in the Chinn study.

Mixed Use (MXU)

The General Plan designates the entire Redevelopment Project Area which lays east of H Street and along the west side of H Street south of Union Street as a "Mixed Use" area to be rehabilitated and developed under 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 (Planned Unit Development) procedures of the Zoning Ordinance.

The mixed use concept provides the flexibility needed to improve land use conditions within the Redevelopment Project Area under present uncertainties as to the types of uses that may be proposed or that may be best 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 industrial. It is to be noted that the best potential use for some properties is more clear-cut than for others. While not reducing or eliminating potential for mixed use, the following land use designations are considered to be most appropriate for the areas indicated:

Recreation Commercial/Residential: For the approximate 31 acre area having Sacramento river frontage along the south side of the existing Route 160 alignment. This would include water-oriented commercial, hotels, motels, marinas, a landscaped corridor along the water and housing catering to boaters.

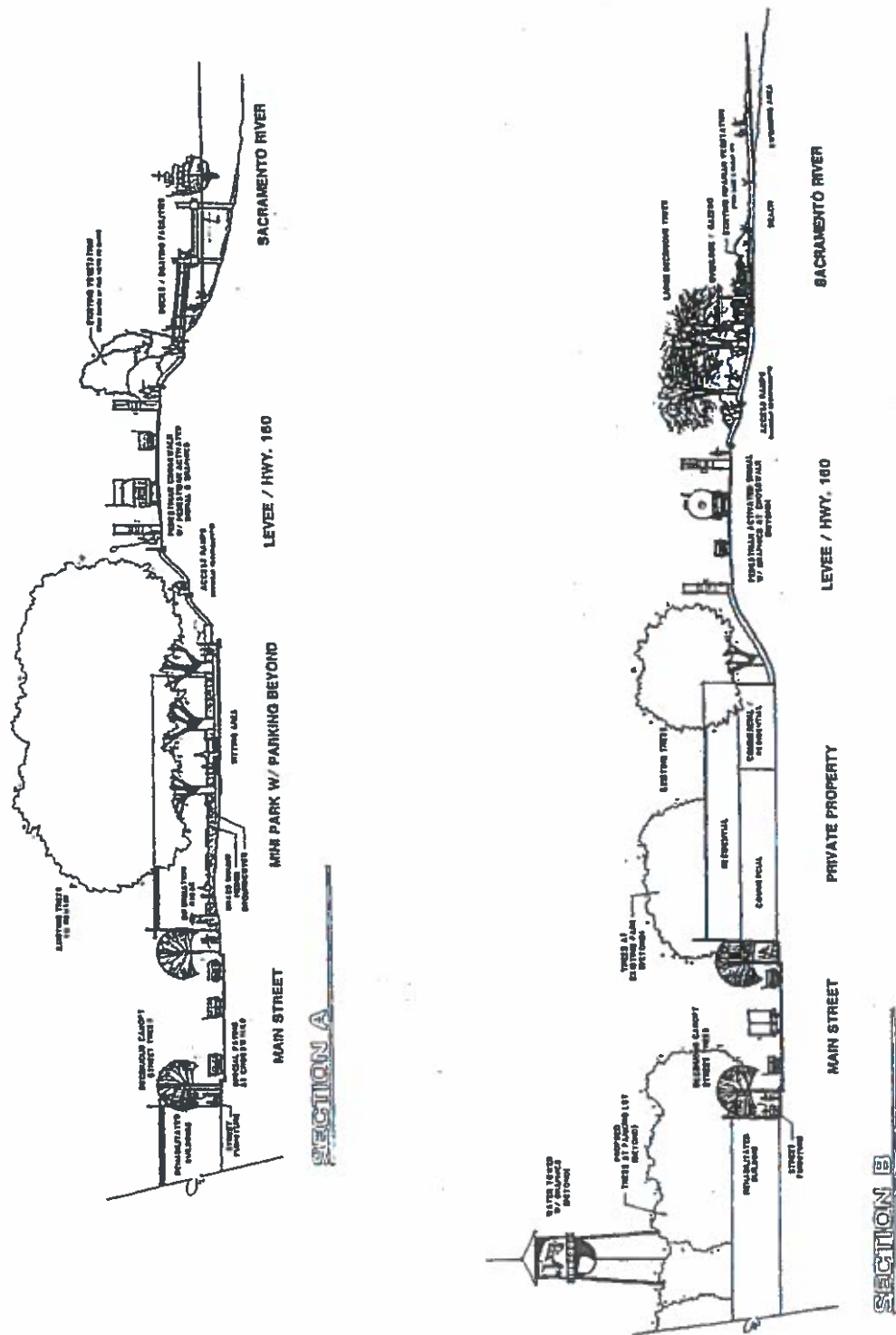
Central Commercial: For acreage on either side of the extension of Main Street for about a block distance east of H Street.

Medium Density Residential: For the approximate 7.5 acre triangular area bounded by Tyler Island Bridge Road, the proposed realignment of Highway 160 as shown on the General Plan Diagram and the south City Limits.

High Density Residential: For the approximate 2.6 acre area along the west side of H Street and south of Union Street.

FIGURE IV-2

ILLUSTRATIVE MAIN STREET CROSS-SECTIONS



SPECIAL PROJECT AREA
ISLETON, CALIFORNIA
 PROJECT ENGINEER: ALAN APOSTOL
 PROJECT ARCHITECT: SUPERIOR ARCHITECT
 1000 POLARIS, OAKLAND, CA

FIGURE IV-3

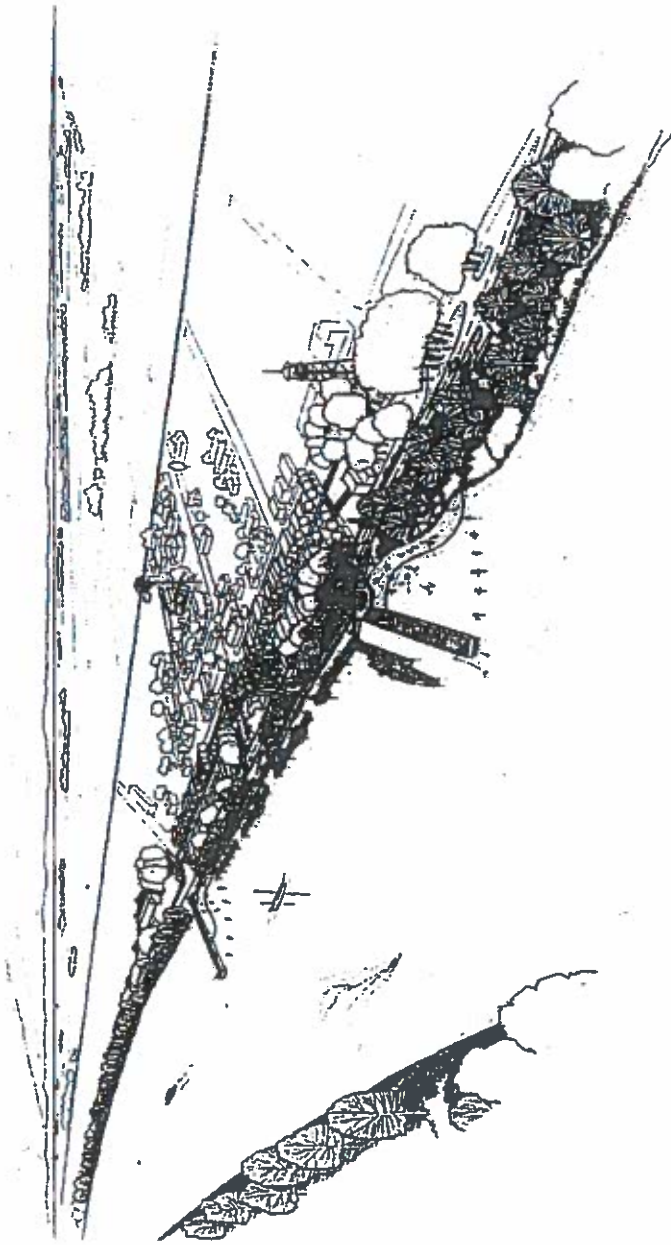
STOREFRONT REHABILITATION CONCEPTS



SPECIAL PROJECT AREA
STOREFRONT REHABILITATION CONCEPTS
ROGER CHINN ARCHITECT AIA SEPT 82
SLETON CA

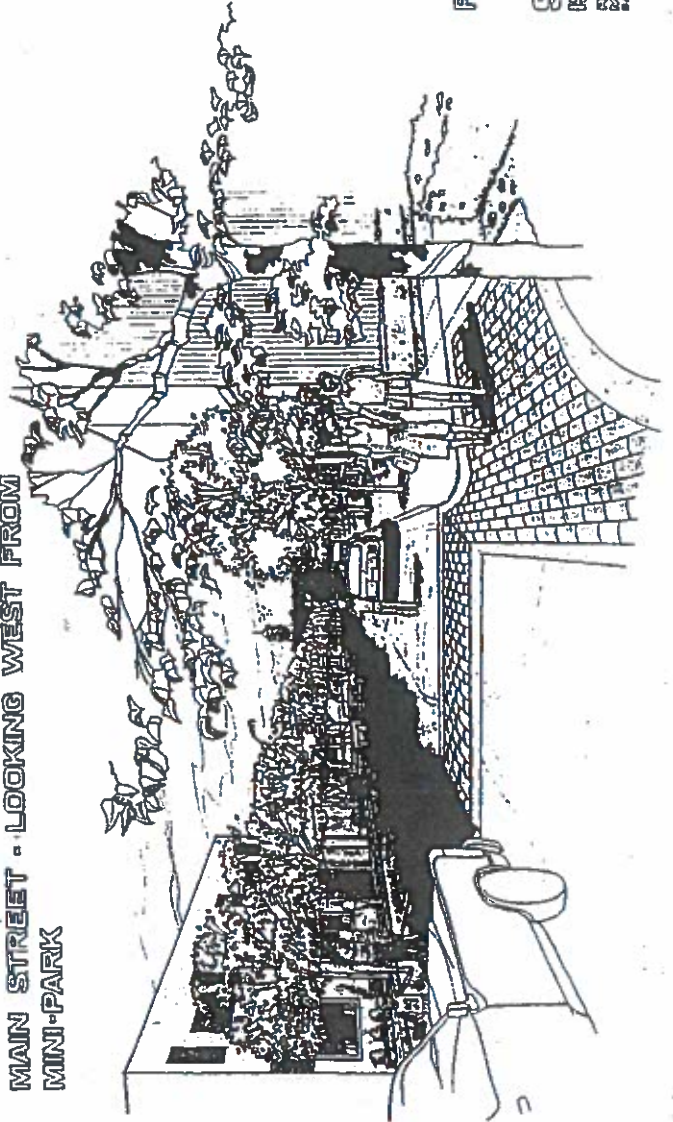
FIGURE IV-4

PERSPECTIVE DRAWINGS
ISLETON'S WATERFRONT



BIRD'S-EYE VIEW TO SOUTHEAST

MAIN STREET - LOOKING WEST FROM
MINI-PARK



PERSPECTIVE SKETCHES

SPECIAL PROJECT AREA
ISLETON, CALIFORNIA

FOR THE COUNTY OF ALBA, SUPERVISOR
COURTNEY LEEB, DISTRICT 10
AND PORTLAND, OREGON

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 City. Proposed projects shall first be approved conceptually by the Redevelopment Agency as to use prior to Site Plan Review by the City Planning Commission. The role of the Agency is to determine whether a proposal is consistent with the purposes of the Redevelopment Plan. The Planning Commission and City Council determine land use policy as contained in the General Plan and through zoning consistent with the General Plan. Temporary uses, including light industrial, may be approved under agreement between the City and applicant on the condition that the applicant will remove all temporary uses at his expense at such time as the City determines that the property is needed for permanent use under the General Plan and Redevelopment Plan.
2. Commercial site boundaries adjacent to residential areas shall be visually screened with ornamental masonry walls and landscaping.
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 per 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 in accordance with a list of street trees approved by the City.

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*

Areas planned for Industrial are those shown along the north side of the Sixth Street immediately east of Jackson Blvd., and along the west side of Jackson Blvd. extension. Existing industrial use along First Street at the River is also recognized. An industrial reserve is also shown along the north side of the Sixth Street extension west of the Jackson Boulevard extension. This reserve is subject to the same criteria for development as the adjacent residential reserve described previously.

Zoning consistency with the General Plan is achieved by the PDI - Planned Industrial Zoning District. The PDI District is to be applied to all undeveloped industrial acreage to assure the opportunity for review of industrial processes proposed so as to avoid adverse impacts on the community environment.

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 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 through General Plan amendment.
2. Industrial areas shall be designed to accommodate industries that are compatible in terms of operational characteristics, aesthetic qualities, utility service requirements and street circulation.
3. 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-two 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 (but is not limited to) public schools, government offices and utility service yards, drainage basins, hospitals, churches and religious institutions. Park, recreation and other open space areas are described as part of the Resource Management Element in Part V.

Schools

Isleton is included within the River Delta Unified School District. The existing elementary school site along either side of "D" Street south of Union Street provides primary education services for grades K-8. Secondary education services are provided at the Rio Vista High School. The elementary school has a capacity for approximately 400 students as compared to an existing enrollment of about 200. This capacity is considered adequate to meet future elementary education needs of the community over the life of the General Plan provided that there is no surge in enrollment due to residential expansion. The school site has additional undeveloped site area available in the event of a need for additional classrooms. Future elementary enrollments are

predicated on the policy that the City will manage the rate of population and housing growth to avoid a surge in unplanned enrollment in any given year that would substantially exceed the capacity of local District facilities.

Government

City government administrative offices are to be relocated to a new City Hall facility in the next few years, replacing the old City Hall which had suffered earthquake damage to the point where occupancy was no longer safe or practical. The new facility is shown at the southwest corner of Second Street and Jackson Blvd., between the fire station facilities.

Health Care Facilities

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 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, but should not be located within the Central Commercial District (CCD).

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. Church development within the CCD 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. 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.

It is important to note that virtually the entire city is currently subject to flooding under conditions of a 100 year event. The only acreage excepted is that along the south slope of the Sacramento River levee. It is also noted that up to 10 acres of land south of Jackson Boulevard and west of the Catholic Church property is designated as an Open Space Reserve for the conduct of activities associated with large-scale public events such as the annual Crawdad Festival.



THE URBAN RESERVE

Introduction

The "Urban Reserve" (UR) is the second level of growth referred to on pages IV-A-1 and 2 which may occur sometime in the future on lands outside of the existing City Limits that would require annexation. Any such annexation would require enlarging the City's Sphere-of-Influence (SOI). At its meeting in February 1998, the General Plan Citizens Advisory Committee concluded that the City should seek the broadest possible expansion of its SOI boundaries for the reasons discussed below. At the same time, agreement was reached that an Urban Reserve be created that provides the mechanism by which growth potential well beyond the existing City Limits may be evaluated by the City.

Options for Broadening the City's Sphere-of-Influence.

A report prepared in February 1998 identified three options for the SOI. Option #1 is to keep the SOI boundary coterminous with the existing City Limits [see General Plan Diagram].

The reasoning in support of Option #1 is that sufficient land remains to accommodate that modest growth which might occur over the next 20 years. The 2nd and 3rd options are shown on Figure IV-5. Basically, the City concluded that the best approach would be to include all land in an expanded SOI that may eventually be allowed to urbanize, plus additional land over which the City would want to have the right to "influence" future land use decisions made by the County of Sacramento. This approach would be covered by Option #2. Lands that may be allowed to urbanize would be designated Urban Reserve". Such lands would first have to meet specific criteria and policies of the City before the City would consider approving any applications for development. Those criteria or "tests" would include preparation of a Specific Plan and Specific Plan EIR, supported by economic market analysis, fiscal impact analysis on the City and other units of local government, and a development agreement that assures all parties of performance.

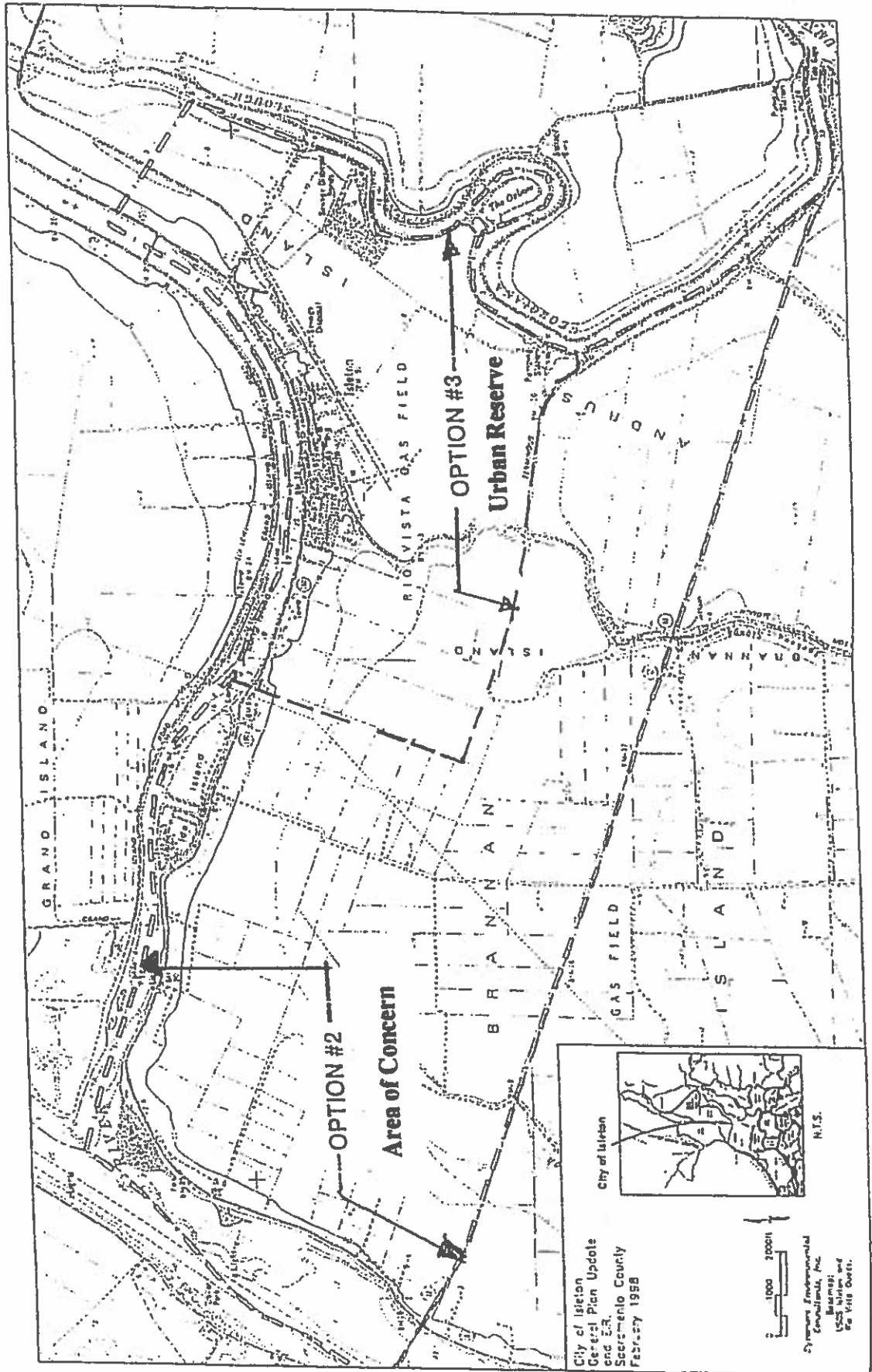
Recommended SOI Boundaries

It is the policy of the General Plan that the City seek the right from the County Local Agency Formation Commission (LAFCO) to influence any development proposals submitted to the County within territory located between the boundaries of Options #2 and #3 as shown on Figure IV-5 as the "Area of Concern". The City waives all rights to annex territory within this area. It is also a policy of the General Plan that the territory covered by Option #3 be designated as Urban Reserve. The criteria to be applied in considering applications for urban expansion within the boundaries of Option #3 are described below. It is noted that all of the territory within the boundaries of Options #2 and #3 lies outside of the Delta Primary Zone as designated by the Delta Protection Commission. Being within the Secondary Zone, development within this territory is not required to be consistent with the Commission's Regional Plan for the Delta.

The Urban Reserve boundary has the practical effect of being an "Urban Limit Line" beyond which further urban expansion could not be considered without General Plan amendment and LAFCO approval.



FIGURE IV-5
SPHERE OF INFLUENCE OPTIONS #2 AND #3



The Criteria for Considering Development Applications

Specific Plan and Specific Plan EIR: The basic planning document for approving urban expansion within the Urban Reserve will be the Specific Plan as described in Article 8, commencing with Section 65450, of the California Planning & Zoning Law [see Appendix]. The Specific Plan shall provide design detail with respect to all aspects of proposed development, including policies on phasing of development and the standards of development to be met, so that the City can control the extent and character of growth being proposed. If an application is made for only a part of the area designated UR, the Specific Plan would be required for the entire area to assure compatibility with future applications.

A great deal of innovation is encouraged by the specific plan process. For Isleton, the Specific Plan will have several related functions:

1. **The interpretive function** of the Specific Plan indicates the degree of flexibility which is to be permitted; it provides development standards to be applied to the actions of the City and the private sector; and it provides guidance to the phasing and coordination of development activity.
2. **The illustrative function** describes and illustrates the ways in which private and public developments may be designed in a manner consistent with the General Plan. Photographs, sketches and diagrams are to be provided liberally to aid this function.
2. **The regulatory function** sets forth the process of development regulation and even the regulations to be applied to private and public development actions. Development regulations can be tailored to a given project, a group of projects or all projects, in lieu of regulations otherwise prescribed by the City's zoning ordinance. Different procedures and regulations for Planned Development will be required to reflect the different conceptual and practical characteristics of large v. small ownerships.

The Specific Plan EIR shall be prepared as a separate document in accordance with the California Environmental Quality Act. It shall contain all of the measures required to mitigate potential adverse impacts on the environment as phased development occurs, along with a Mitigation Monitoring Program..

Economic Market Analysis: Market analysis shall be provided in support of the Specific Plan. Basically, market analysis shall indicate the economic support of the residential, commercial and other proposals of the Specific Plan. Competent market analysis shall provide the following: 1) the extent to which development proposals of the Specific Plan will be based on jobs to be created locally and/or jobs created in other cities of the region; 2) a basis for development expected as the result of tourism and the attraction of the Delta for recreation-oriented economic activity; 3) realistic estimates on income and potential for expenditure for goods and services in Isleton; and, 4) demonstration of the feasibility for the sale and rental of proposed housing. In short, adequate market analysis will provide a realistic economic basis for what is proposed as compared to pure speculation.

Fiscal Impact Analysis: Fiscal impact analysis shall provide the City (and other units of local government) with knowledge of the fiscal effects of proposed development on the tax base, the existing taxpayer, and the operations of local government. This is where the City finds out how much everything is going to cost, who will pay for it, how it will be paid for and the benefits which the City will realize from approving a development project.

The Development Agreement: Under Law, the City may enter into a Development Agreement with a prospective developer which sets forth all of the terms and conditions which would govern the annexation and phased development of land in accordance with policies and standards of the Specific Plan. For the City, a well-drafted agreement assures that the Developer will in fact carry out his proposals and that all of the infrastructure needed for new residents and businesses will be in place at the time they are needed, with costs to be borne by the project and not the City. For example, if a golf course is proposed as part of a development, the City can require that it be constructed during the first phase of development. With respect to economic returns, the City can require that it share in certain of the "profits" of new development through assessments, fees and charges or through the construction of facilities needed by the City to serve the existing population.

A development agreement is required as a condition of any project approval. For the developer, a well-drafted agreement will assure the developer that the City will not back down on its approval of the Specific Plan or any parts thereof because of a change in political climate or other factors affecting local opinion. The developer will know that he can proceed if he meets all of the conditions of development specified in the agreement. Negotiating a development agreement will be rewarding for both sides if the effort is motivated by principles of fairness and equity.

