

1 Introduction

Twenty years after the last comprehensive General Plan Update in 1992, it is an appropriate time for the City of Turlock to take stock of what it has accomplished in the past two decades and lay out a vision for its future. As a thriving community of over 70,000 in the heart of California's Central Valley, Turlock has held firm to its agricultural roots while diversifying economically and expanding opportunities for its residents. It has become a very desirable community, attracting many people to both live and work locally. The City's rapid growth is expected to continue, adding some 35,000 new residents over the next 20 years. A new General Plan is needed to guide the City in providing critical services, amenities, infrastructure, and growth management.

Turlock has had a long history of planning. A general plan for the City was prepared in the early 1950s, and although it was never adopted, it served as a point of departure for future plans. The General Plan prepared in 1969, much before general plans acquired their present political and legal stature, addressed such contemporary issues as urban sprawl and unnecessary destruction of farmland, and was updated in the early 1980s. The next General Plan (formally adopted in 1993 and partially updated in 2002) has served the City well, guiding the creation of attractive new neighborhoods, parks, and major new retail and employment areas.

The present effort, begun in 2008, represents a continuation of this planning tradition. The General Plan articulates a vision for Turlock that draws on the ideas of the many citizens, business owners, and elected officials who participated in the planning process. Designed to guide growth and development, the Plan emphasizes the creation of attractive new neighborhoods and successful employment centers, while preserving the valuable farmland in which the city has its roots.



Turlock's new General Plan reflects the changes the city has seen over the last 20 years and presents a vision for the next 20.



The General Plan enables and encourages the development of housing to suit all types of residents.

1.1 GENERAL PLAN THEMES

City Council Resolution 2009-063, passed and adopted on April 23, 2009, established the following vision statement for the General Plan:

“Turlock will grow sensibly and compactly, maintaining its small-town feel, while enhancing quality of life, meeting housing needs, and providing high quality jobs and recreation opportunities for its diverse population.”

Supporting this vision statement are eight General Plan Themes, which are reflected in this plan’s elements and policies:

1. **Establish limits to urban growth that will maintain Turlock as a freestanding city surrounded by productive agricultural land.**

The City’s identity, history, and economy derive from its site in the center of one of the richest agricultural regions in the country. Preserving farmland and maintaining Turlock as a free-standing community surrounded by farmland emerged as high priorities for residents. At the same time, new neighborhoods are needed to support the city’s growing population and the Westside Industrial Specific Plan adopted in 2002 as a 2,500-acre industrial job area. The General Plan balances these needs by limiting the development footprint of the city, promoting infill development, and planning for compact, mixed use neighborhoods that offer a high quality of life to new residents and are logical extensions of the current city limits. These strategies together can minimize conversion of prime agricultural land, one of the city’s greatest assets.

2. **Maintain an economically and socially diverse population by promoting a greater variety of housing types citywide and a localized mix of housing types in some areas.**

Numerous factors contribute to the need for Turlock to provide a wide variety of housing choices: changing demographics, an aging population, increasingly diverse family types, and the continued high cost of housing in California. Turlock residents come from many different household structures, circumstances, and income groups, and the General Plan calls for a more diverse housing stock to allow opportunities for all. Elderly persons, students, single-parent households, adults sharing housing, multifamily households and multigenerational households are household types that evolve from economic need or personal preference. Turlock’s economically and socially diverse population deserves a wide range of housing options.

3. Attract new businesses to Turlock to create well-paying jobs and maintain a good jobs/housing balance.

Population and economic growth in Turlock are intertwined. The city seeks to attract new industries and create jobs in order to boost revenue, remain competitive, attract new residents and provide opportunities for existing ones. The growing resident population demands increased goods and services which in turn fuel economic growth. The General Plan takes a multi-pronged approach to economic development in order to achieve these goals: supporting the buildout of the Turlock Regional Industrial Park (established by the Westside Industrial Specific Plan), drawing new businesses Downtown, identifying new industries to target, and building on existing assets such as California State University, Stanislaus.

4. Improve the local and regional circulation system to serve businesses and new residential development.

In order to foster balanced, sensible growth, it is critical that land use and transportation planning proceed hand in hand. Turlock’s General Plan defines a comprehensive transportation network, emphasizing connectivity, logical spacing, multimodal service, and “right-sizing” of roads to match the travel demand generated by new homes and businesses in the city. Additionally, the plan identifies and responds to potential regional transportation developments, such as commuter and high speed rail, ensuring that Turlock residents can take full advantage of connections to the rest of the region and beyond.

5. Implement sustainable development and green building principles in City projects and new development projects. Foster development that encourages alternatives to auto use, especially for non-commute trips.

Issues of sustainability are addressed in elements throughout the General Plan: in Land Use, City Design, Circulation, Conservation, and more. By enabling alternatives to automobile travel and encouraging green building construction and sustainable site design, General Plan policies help achieve the increasingly important goals of protecting the natural environment and reducing greenhouse gas emissions. Turlock’s level topography makes it ideal for pedestrians and bicyclists. However, many destinations, such as shops, services, parks, and schools, are difficult or



Complete, mixed use neighborhoods place residences closer to jobs, stores, and services; reduce long car trips; and create vibrant communities.



Downtown Turlock is the city's heart, with a unique character and sense of place. The General Plan includes policies to continue strengthening Downtown and other older neighborhoods.

inconvenient to access from existing neighborhoods without a car. General Plan policies counter these trends by calling for the renewed use of traditional neighborhood street patterns and more provisions for bicycle use, including extension of the bicycle route system throughout the whole city. Related policies call for mixed use neighborhood centers, where services and amenities are easily accessible.

6. Revitalize and enhance older areas of Turlock. Create an economic and social balance among different city sectors. Enhance the County islands within the City limits, and annex them into the City if feasible.

While the General Plan expects Turlock's growing population to require the development of new neighborhoods outside current city limits, it is an equal priority for current residents to maintain and improve Turlock's older neighborhoods and the Downtown. Numerous infill sites—including those in currently unincorporated County Islands—spread throughout the city's existing urban fabric offer opportunities to enhance the streetscape, raise property values, improve public services, and add housing and jobs close to where current residents live. Public realm improvements also help reduce crime and raise residents' quality of life, bringing greater socioeconomic balance to Turlock's various neighborhoods. Promoting infill development will also improve the economic viability of Downtown by increasing the number of residents who can walk there to enjoy central Turlock's historic charm and small-town ambiance.

7. Manage growth using the Master Planning process to implement General Plan policies and enhance Turlock's quality of life.

Growth management has been a key component of planning in Turlock since the early 1990s. The City's proactive approach to master planning, phasing, and service and infrastructure provision to new development areas has distinguished it amongst Central Valley cities. The General Plan continues this planning tradition and strengthens it with a New Growth Areas and Infrastructure Element, which supports the City's area-wide planning, rezoning, and annexation policies. New master plan development areas are defined, with minimum and maximum densities, and the phasing of growth is established. This ensures that city services, public investment, and infrastructure can keep pace with development while still maintaining high standards for the existing urban area.

8. Provide a wide variety of recreation and cultural activities for all ages.

A key component of the General Plan is the enhancement of Turlock’s park system and network of community and cultural facilities. While the City has built successful new parks in recent years, including popular sports facilities, the amount of projected population growth necessitates a new community park to serve the southeastern area of town. Turlock’s existing parks will also be augmented by a system of multiuse linear parks and trails, linking new housing to neighborhood schools, parks, and shopping centers, providing space for walking/jogging for health and time with neighbors, and serving additional purposes of storm drainage and agricultural buffering.

1.2 STATE AND REGIONAL PLANNING CONTEXT

Turlock’s new General Plan comes at a time when issues of sustainability, global climate change, and smart growth are being actively addressed at the State and regional levels. New legislation and regional planning efforts have framed this update to Turlock’s General Plan in new and innovative ways, and underscore the way in which each California community plays its part in confronting these larger challenges.

CALIFORNIA’S GREENHOUSE GAS EMISSIONS LEGISLATION

California Global Warming Solutions Act of 2006 (AB 32)

The California Global Warming Solutions Act of 2006 (Chapter 488, Statutes of 2006, also known as Assembly Bill (AB) 32) directed the California Air Resources Board (CARB) to perform numerous tasks aimed at achieving the state’s reduction targets, including approving a statewide greenhouse gas (GHG) emissions estimate that is equivalent to the 1990 GHG emissions level to be achieved by 2020. As the roadmap for achieving AB 32’s reduction goals, the CARB Scoping Plan outlined the combination of policies, programs, and measures necessary to reduce statewide GHG emissions to 1990 levels by 2020, the equivalent of reducing emissions by 15 percent below current levels and 30 percent below projected business-as-usual levels in 2020. Many of the measures would, when implemented, contribute to emission reductions statewide as well as in local communities. CARB continues to adopt measures outlined in the Scoping Plan



New park and recreation facilities will augment Turlock’s existing network of parks and open space.

and is in the process of preparing rules to implement these measures. Turlock's General Plan responds to CARB's implementation strategy as it pertains to cities' general planning efforts.

Sustainable Communities and Climate Protection Act of 2008 (SB 375)

The Sustainable Communities and Climate Protection Act of 2008 (Chapter 728, Statutes of 2008, also known as Senate Bill (SB) 375) promotes better integration of transportation and land use planning throughout California. The statute was intended to complement efforts under AB 32 by requiring CARB to develop regional GHG emission reduction targets for passenger vehicles. CARB was tasked with establishing targets for the years 2020 and 2035 for each region covered by the state's 18 federally-designated metropolitan planning organizations (MPOs), which in turn would be required to meet that target by considering the impacts of land use and transportation on GHG emissions. CARB adopted regional GHG emission reduction targets for cars and light trucks on September 23, 2010.

Pursuant to SB 375, each of California's MPOs must prepare a Sustainable Communities Strategy outlining how the region will meet its GHG reduction target by integrating land use planning, transportation planning and funding, and housing needs. The SCS will be incorporated into the regional transportation plan, typically prepared by each MPO every 4 to 5 years. CARB is required to review each SCS to determine whether it would achieve the necessary GHG emission reduction for each region. SB 375 sets new requirements for coordinating the RTP process with the regional housing needs allocation and housing element update processes, and also provides incentives for implementation by establishing new California Environmental Quality Act streamlining opportunities. The Stanislaus Council of Governments, the MPO to which Turlock belongs, is responsible for developing an SCS pursuant to SB 375.

California Environmental Quality Act and Guidelines Amendments

Senate Bill 97 (Chapter 185, Statutes of 2007) amends the California Environmental Quality Act statute to say GHG emissions and the effects of GHG emissions are appropriately analyzed under CEQA. Pursuant to SB 97, the Governor's Office of Planning and Research prepared amendments to the CEQA Guidelines in a public process, and the California Natural Resources Agency adopted the proposed amendments in December 2009. The amendments became effective March 18, 2010.

California Complete Streets Act (AB 1358)

This act requires all cities and counties to plan for the development of multimodal transportation networks in their general plans, beginning in January 2011. “Complete Streets” meet the travel needs of all users of streets, roads, and highways, and of all modes of travel (walking, cycling, driving, etc.). Turlock’s General Plan responds directly to the Complete Streets Act in its Circulation Element, Chapter 5.

REGIONAL EFFORTS

San Joaquin Valley Blueprint and Smart Valley Places Partnership

Communities in California’s San Joaquin Valley have been engaged in an eight-county planning process known as the San Joaquin Valley Blueprint since 2005. The Blueprint is a regional planning process aimed at engaging communities in the region in developing a shared vision for land use and transportation that will guide growth in the area over the next 50 years. The “Blueprint Roadmap Summary Final Report” was released in September 2010. It describes the Preferred Scenario and 12 Smart Growth Principles adopted by the Regional Policy Council that resulted from the process, and it outlines steps for implementation.

As a partner city in the Valley Blueprint process, Turlock is also participating in the Smart Valley Places Partnership, a formal network of cities, agencies, institutions, and nongovernmental organizations with the goal of implementing a regional plan for sustainable development in the San Joaquin Valley. With the assistance of a Sustainable Communities Planning Grant from the U.S. Department of Housing and Urban Development, the partnership is continuing the work of the Blueprint with the development of a shared Regional Sustainability Toolbox and individual cities’ projects and plans.

The Smart Valley Places Partnership adopted the HUD-EPA-DOT Livability Principles, which Turlock’s General Plan also reflects through its themes and policies. The Principles are:

- Provide more transportation choices;
- Promote equitable, affordable housing;
- Enhance economic competitiveness;



Planning for the needs of pedestrians, cyclists, and other transportation modes helps meet State requirements for greenhouse gas reductions and “Complete Streets.”

- Support existing communities;
- Coordinate and leverage policies and investment; and
- Value communities and neighborhoods.

Turlock’s involvement in these and future regional planning processes will ensure that the city’s interests are represented in the region and will contribute positively to creating a consistent and feasible strategy for regional growth.

1.3 SCOPE AND PURPOSE

The General Plan governs all City actions relating to Turlock’s growth and development. It is both a long-range vision and a guide to ongoing decision-making and near-term actions. It expresses the general ideas and desires of the community; the seven themes described above together convey a sense of what is most important to the City’s residents and how the community will focus its efforts in dealing with change during the coming decades. The defined policies, maps, standards, and guidelines outline what actions must be implemented in order to accommodate population and employment growth over a 20-year time period. Guiding policies in each chapter are statements of vision and overall intent.

However, the Plan will be in use long before the City’s vision is achieved. The Plan is a document for landowners and developers to consult prior to formulating development proposals, and for City officials to consult when reviewing proposals for private development and public projects. As a guide to the City’s physical development, the Plan offers criteria for evaluating the consistency and desirability of development proposals, and it also sets forth actions to be undertaken by the City. These range from public works projects to revisions of the Zoning Ordinance. Because of the requirements that a variety of other City actions be consistent with the General Plan, regular ongoing use of the Plan is essential. Additionally, the General Plan can help guide shorter term strategic and financial planning for the City. As each City Council engages in visioning for the future, the shorter-term strategic plans should be consistent with and reflect the overall long-range goals of the General Plan.

1.4 REGIONAL LOCATION AND PLANNING BOUNDARIES

REGIONAL LOCATION

The City of Turlock is located in Stanislaus County, on the eastern side of California’s San Joaquin Valley, 100 miles east of the San Francisco Bay Area. The City is on the State Highway 99 corridor, linking it to other Central Valley cities including Stockton and Sacramento to the north and Fresno and Bakersfield to the south. Turlock remains a stand-alone city surrounded by productive agricultural land. Figure 1-1 shows Turlock in its regional Northern California context.

Turlock’s largest neighbor is the City of Modesto, which lies 14 miles north. The communities of Keyes, Denair, and Ceres are the closest neighboring communities to the north; Delhi, Hilmar, and Livingston are located within 10 miles to the south. Twenty miles to the west and southwest, Patterson and Newman are along the I-5 corridor. This collection of communities represents the area in which most Turlock residents work, as well as the area from which people come to Turlock for employment and shopping.

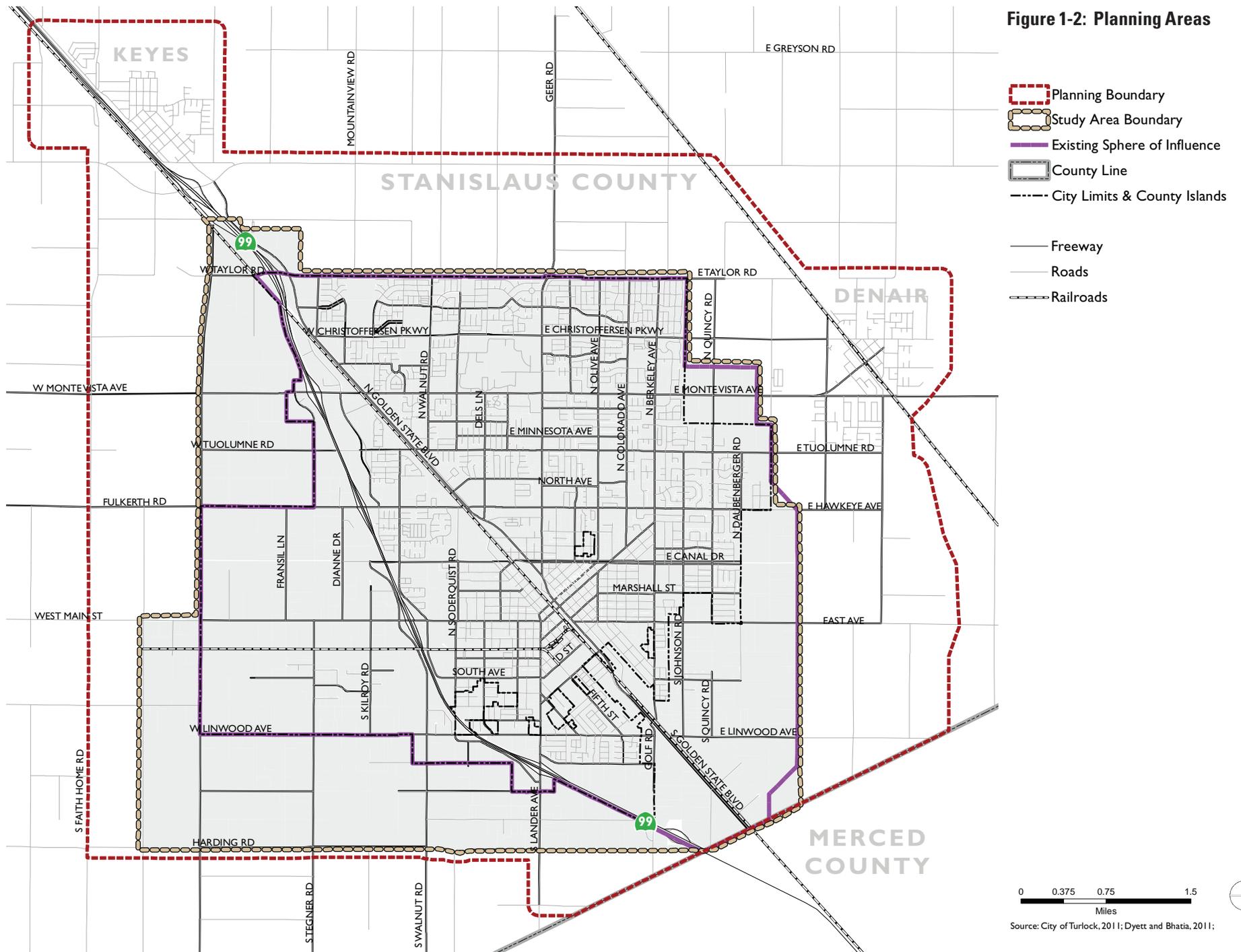
PLANNING BOUNDARIES

Planning Area

The Planning Area is the geographic area for which the General Plan establishes policies about future urban growth, long-term agricultural activity, and natural resource conservation. The boundary of the Planning Area was determined in response to State law requiring each city to include in its General Plan all territory within the boundaries of the incorporated area as well as “any land outside its boundaries which in the planning agency’s judgment bears relation to its planning” (California Government Code Section 65300).

The Planning Area, shown in Figure 1-2, extends beyond Turlock’s city limits and includes the unincorporated communities of Keyes and Denair. They have been included because the City believes these unincorporated communities and lands bear relation to planning activities the City undertakes, and in some cases, benefit from City services. For example, Turlock provides wastewater treatment services to Keyes and Denair. However, the City recognizes Stanislaus County’s role in land use planning for these unincorporated but urbanized areas. The extension

Figure 1-2: Planning Areas



Source: City of Turlock, 2011; Dyett and Bhatia, 2011;

of the Planning Area to these communities underscores the importance of interjurisdictional cooperation and planning in key areas. The Planning Area occupies 29,800 acres or 46.5 square miles.

Study Area

The Study Area represents the greatest extent to which Turlock’s urban development may take place over the next 20 years. Only land within the Study Area has been assigned urban uses or designated as Urban Reserve. Urban Reserve is land that would likely be developed in the next 20 to 50 years—beyond the scope of this General Plan, but may be considered for possible longer term development. The Urban Reserve includes land for future urban neighborhood development, future jobs west of Highway 99, regional shopping centers, and a greenbelt surrounding the city to the maximum extent possible.

The majority of existing conditions research, analysis, and policy formulation pertains only to the Study Area, and this is the area that is depicted on the Land Use Diagram and other supporting maps in the General Plan. The Study Area is roughly bounded by Taylor Road to the north, Waring and Verduga roads to the east, Harding Road to the south, and Commons and Washington roads to the west. It also includes some additional land at the northwest corner, along the State Route 99 Corridor, encompassing the Taylor Road interchange. The Study Area comprises 17,460 acres or 27 square miles.

Sphere of Influence

The General Plan must cover Turlock’s adopted Sphere of Influence (SOI) as well as any land outside of it that is relevant to the city’s planning. The SOI is a boundary that encompasses lands that are expected to ultimately be annexed by the City, and it will be updated to match the extent of planned urban development as part of the General Plan Update. The SOI is determined by the Stanislaus County Local Agency Formation Commission (LAFCO), which is an entity empowered to review and approve proposed boundary changes and annexations by incorporated municipalities. Portions of the Planning Area beyond the SOI may or may not be annexed to Turlock, but are still considered to be related to and influenced by the City’s planning.

1.5 GENERAL PLAN REQUIREMENTS

California’s tradition of allowing local authority over land use decisions means that the State’s cities have considerable flexibility in preparing their General Plans. However, though land use policies are not mandated, the issues to be addressed in the Plan are prescribed by State law. California Government Code Sections 65300 *et seq.* establish requirements for the content of General Plans, as well as for their adoption and subsequent amendments.

GENERAL PLAN ELEMENTS

Seven general plan elements are required by State law, which permits the required contents of the elements to be combined at the discretion of the local government producing the Plan. The seven required elements are: Land Use, Circulation, Housing, Open Space, Conservation, Noise, and Safety. Section 1.8 describes how this plan meets State requirements and how the material required to be in these elements is organized and integrated with optional elements in the Turlock General Plan. The Housing Element is the part of the Plan for which the most detailed and extensive requirements are prescribed. Because the Housing Element is required by State law to be updated at specific times—more frequently than the rest of the General Plan—it is published as a separate document. However, the Housing Element is written to be consistent with the rest of the General Plan.

COMPREHENSIVENESS

The General Plan must be comprehensive. This requirement has two components. First is a geographic component, which requires that the Plan cover the entire incorporated area of the City, as well as any other land which bears relation to the City’s planning. Figure 1-2 illustrates the planning boundaries. Second, the Plan must address the full range of issues associated with the City’s physical development.

INTERNAL CONSISTENCY

The consistency requirement established by State law (Government Code Section 65300.5) and interpreted in several significant judicial decisions requires the separate parts of the Plan to be fully integrated and to relate internally without conflict. This horizontal consistency requirement extends to the diagram and figures, as well as to text, data, and analysis in addition to policies.



Residents weighed in on all aspects of the General Plan through a series of workshops, open houses, and focus group meetings.

All portions of the Plan, whether required by the State or included at the option of local government, have equal legal weight. None may supersede another. Furthermore, if a single element of the General Plan is judged to be inadequate with respect to legal requirements, the entire Plan may be considered inadequate. Comprehensive General Plan revisions provide an ideal opportunity to satisfy the requirements of both comprehensiveness and consistency.

1.6 RELATIONSHIP TO OTHER CITY REGULATIONS, POLICIES, AND PROGRAMS

The General Plan provides the basis for all of the City’s regulations, policies and programs that relate to issues addressed in the Plan. In addition to requiring that the Plan be internally consistent, the State requires what is sometimes called vertical consistency — i.e., consistency between the General Plan and other City actions. This requirement means that the City’s zoning and subdivision ordinances, specific plans and redevelopment plans, all development approvals, public works projects, and open space implementation programs have to be consistent with the General Plan.

The State’s *General Plan Guidelines* provides the following rule for defining consistency: “An action, program, or project is consistent with the general plan if, considering all its aspects, it will further the objectives and policies of the general plan and not obstruct their attainment.” This rule clarifies that consistency does not require all subsequent city actions to be specifically anticipated by the General Plan. Because the Plan is both general and long-range, there are many circumstances where future City actions will be addressed only generally in the Plan.

CONSISTENCY BETWEEN THE PLAN AND ZONING

The City’s Zoning Ordinance is one of the most important tools for implementing the Plan. Requirements for consistency between the General Plan and zoning can be broken down into three aspects:

- **Uses and Standards.** The General Plan’s land use classifications are more general than the Zoning Ordinance classifications. For example, the Plan has four different categories for residential use, while the zoning ordinance may have more. Multiple zoning districts may be consistent

with a single General Plan residential classification, as long as all of the densities and unit types allowed in each zoning district are also permitted in the relevant General Plan category.

- **Spatial Correlation.** The Zoning Map should reflect the general pattern of land use depicted on the Plan Diagram. However, the two need not be identical. Boundaries of land use classifications depicted on the General Plan Diagram are typically more precise in developed areas and more generalized in undeveloped properties. In particular, future master plan areas are given a single General Plan land use designation with overall density requirements; precise master or specific planning and pre-zoning is required prior to annexation. Following the adoption of a master or specific plan, establishment of zoning, and annexation, the General Plan must then be updated.
- **Timing.** There are two main issues related to timing. The first addresses the time frame for bringing zoning into compliance with the General Plan; State law allows a “reasonable time” for reconciling the zoning ordinance with the General Plan. The General Plan has a 20-year horizon, while zoning focuses on the immediate appropriate uses for individual sites. In many cases, zoning will only gradually fulfill the prescriptions of the General Plan, particularly as it pertains to new growth areas, which are expected to be master planned, pre-zoned and brought into the city in phases over a number of years.

The second issue relates to the timing and sequencing of development. All land within City limits should be zoned in accordance with the General Plan land use designations. In instances where land outside the City is designated for non-agricultural uses on the General Plan Diagram, the designated General Plan uses can be applied for at the time of annexation using master planning, specific plans, and pre-zoning, as is currently the practice in Turlock.

Many General Plan policies, in particular those in the Land Use and Economic Development, Housing, and City Design elements, call for specific changes to be made to the Zoning Ordinance.



The General Plan is a reflection of the Turlock community's vision for the future of their cities. Residents participated in a variety of ways throughout the process.

1.7 PLANNING PROCESS

Because the General Plan is intended to be a statement of community preferences, and because it will result in significant changes to the City, public participation in making the Plan is very important. Broad outreach and news coverage, including a newsletter, continually-updated project website, and press releases published prior to the first workshop, served to offer education to the City's citizens early in the Plan Update process. Additionally, interviews were held with approximately 40 community leaders (elected officials, City staff, leaders of local organizations, and other members of the planning and development community) in order to identify specific technical issues that the Plan would need to address.

During General Plan preparation, community participation was solicited at a number of well-attended workshops. The first focused on visioning and issue identification, the second on land use alternatives, and the third on proposed new plan policies, held in an open-house format. In each case, written and graphic material was prepared in advance and made available to participants. A City mailing list was maintained and used to advertise the workshops; these were also announced on the project website. Other forums for public comment on the Plan have been City Planning Commission and City Council meetings at which staff has provided updates on the progress of the Plan.

Groups with special interests have also contributed. The Housing Element was prepared separately from the rest of the Plan, in order to comply with State requirements. Preparation of this element involved two public forums held specifically for groups associated with affordable housing in the City. Two focus groups were held for property owners whose land was likely to be redesignated in the new General Plan, and additional meetings were held with the Turlock Chamber of Commerce, the Downtown Property Owners Association, and other economic groups regarding economic development strategies.

The final stages of public participation were the hearings, at which the Environmental Impact Report that analyzes the Plan and the General Plan was certified and adopted, respectively. Following a public open house on the plan and Final EIR in June 2012, the Planning Commission and City Council held two public hearings during the formal Plan Consideration process. Final adoption of the updated General Plan took place on September 25, 2012.

1.8 PLAN ORGANIZATION

The organization of the General Plan is summarized in Table 1-I. Throughout the Plan, cross-references guide the reader to related policies in other sections and elements. A Financing Plan and Capital Facility Fee Nexus Study will also accompany the General Plan.

TABLE 1-1: ORGANIZATION OF THE GENERAL PLAN			
GENERAL PLAN ELEMENT	STATE-MANDATED?	MAJOR ISSUES ADDRESSED	CLOSELY RELATED ELEMENTS
Land Use and Economic Development	Yes (Land Use); No (Economic Development)	Distribution of land uses, standards for density and intensity, growth management, intergovernmental relations, jobs and employment growth, economic strategies	All
New Growth Areas and Infrastructure	No	Overall growth management strategy, phasing and design of new neighborhoods, utility infrastructure	All
Parks, Schools, and Community Facilities	Yes (Open Space)	Parks, schools, libraries, recreational facilities	Land Use, New Growth Areas, Conservation
Circulation	Yes	Street classifications, transit service, pedestrian and bicycle needs, rail, air, truck routes	Land Use, New Growth Areas
City Design	No	City form, residential neighborhoods, public space, Downtown	Land Use, Housing, Circulation
Conservation	Yes ¹	Agriculture and soils, biological resources, water quality and hydrology, cultural resources, mineral resources, waste management	Land Use, Air Quality and Greenhouse Gases, Public Facilities and Services
Air Quality and Greenhouse Gases	Yes ²	Air quality, climate change, energy use	Land Use, Transportation, Conservation and Environmental Protection
Noise	Yes	Noise attenuation and reduction	Land Use, Circulation
Safety	Yes	Seismic safety, emergency preparedness, hazardous sites and materials, police and fire services	Land Use
Housing	Yes	Production and conservation of housing for low income households and households with special needs	Land Use, City Design

1. Combines two required elements: Open Space and Conservation.

2. General Plans for cities and counties in the San Joaquin Valley must address air quality per Assembly Bill (AB) 170. Greenhouse gases must be analyzed per AB 32.

The General Plan Land Use Diagram found in Chapter 2 (Land Use and Economic Development) illustrates a number of policies relating to land use, circulation, conservation, and public facilities. The Land Use Diagram is an important part of the plan that contains information not presented anywhere else. However, General Plan policies cannot be interpreted from the Diagram alone. Policies throughout the Plan complement the information in the Diagram. Other maps and diagrams illustrating existing conditions and desired planning outcomes are found throughout other chapters in the Plan as well.

Each section of the Plan includes narrative text providing information about the topics addressed, followed by two sets of policies:

- **Guiding Policies** are statements of philosophy or intent;
- **Implementing Policies** are commitments to specific actions that are to be undertaken in order to achieve the results called for by the Guiding Policies.

Many policy statements are followed by explanatory text, additional descriptive information, or cross-references, which are in italic type. The General Plan Land Use Diagram, other figures, and the Land Use Classifications in Section 2.2 are also adopted parts of the General Plan.

1.9 PLAN ADMINISTRATION

The General Plan is intended to be a dynamic document. As such, it may need to be updated over time to address site-specific or comprehensive needs, to respond to new State or federal law, or to modify policies that may become obsolete or unrealistic over time.

AMENDMENTS TO THE PLAN

The Plan may be amended from time to time, but opportunities for such amendments are limited to four times per year. Each amendment may make an unlimited number of changes to the Plan. However, this restriction does not apply to optional elements (such as Community Design), to amendments needed to comply with a court decision, or to allow for the development of affordable housing. Because the requirement for internal consistency is never relaxed, particular care must be taken to ensure that amendments maintain consistency with text and diagrams in all Plan elements.

ANNUAL REPORT

The California Government Code requires that City staff submit an annual report to the City Council on the status of the General Plan and progress in its implementation. This report is submitted to the Governor's Office on Planning and Research and the Department of Housing and Community Development. The report must include an analysis of the progress made in meeting the City's share of regional housing needs (identified in the Housing Element) and local efforts to remove governmental constraints to the maintenance, improvement, and development of affordable housing. Also, any mitigation monitoring and reporting requirements prescribed in the General Plan Environmental Impact Report (EIR) should be included in the annual report. Finally, the report should also include a summary of all General Plan amendments adopted during the preceding year, a description of upcoming projects or issues to be addressed in the coming year, and a work program and budget.

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