



# West Lathrop Specific Plan

**2020 Amendment for Phase 2 of River Islands**

May 2021



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01



# Introduction



## 1.1 OVERVIEW AND APPLICABILITY OF THE 2020 WLSP AMENDMENT

The West Lathrop Specific Plan ("WLSP" or "Specific Plan") was originally approved in 1996 and modified in 2002 and 2015. West Lathrop consists of two major development areas, Stewart Tract (consisting of a total of 5,794 acres), and Mossdale Village (consisting of a total of 1,611 acres). Stewart Tract is further divided into two distinct areas: Southeast Stewart Tract and the River Islands project ("River Islands" or "Project"). River Islands has two overall phases: Phase 1 and Phase 2.

The 2020 West Lathrop Specific Plan Amendment for Phase 2 of River Islands ("2020 WLSP Amendment" hereafter) includes updates and modifications for Phase 2 of River Islands only. It does not, in any way, alter, amend, or otherwise change the entitlements for Mossdale Village, Southeast Stewart Tract, or Phase 1 of River Islands. The 2002 WLSP and the associated entitlements govern Mossdale Village and Southeast Stewart Tract, and the 2002 and 2015 amendments to the WLSP are the governing approvals by which Phase 1 of River Islands is currently being administered by the City of Lathrop (City).

The 2002 WLSP includes the Phase 2 area ("Plan Area") of River Islands within its Specific Plan boundary. The 2020 WLSP Amendment updates all policies, regulations, land use concepts, and development standards with respect to Phase 2 of River Islands and supersedes the 2002 WLSP for the Plan Area (Figure 1-3). The 2020 WLSP Amendment creates a stand-alone document intended to implement the design standards and concepts for Phase 2 of River Islands described in the chapters below. The 2020 WLSP Amendment includes the chapters summarized in Table 1-1, which will guide City staff when processing subsequent entitlements for Phase 2 of River Islands. Table 1-1 also identifies the chapters of the 2020 WLSP Amendment and the corresponding chapters they supersede in the 2002 WLSP.

As with the 2002 WLSP, the 2020 WLSP Amendment was prepared with careful consideration of environmental constraints and has been designed to minimize environmental impacts. Although the City is responsible for adopting the Specific Plan, the City and the River Islands master developer engaged in a collaborative planning process to update and further refine the conceptual land use plan for the Plan Area originally adopted in the 2002 WLSP. One major land use change proposed for Phase 2 of River Islands is the densification of housing. As

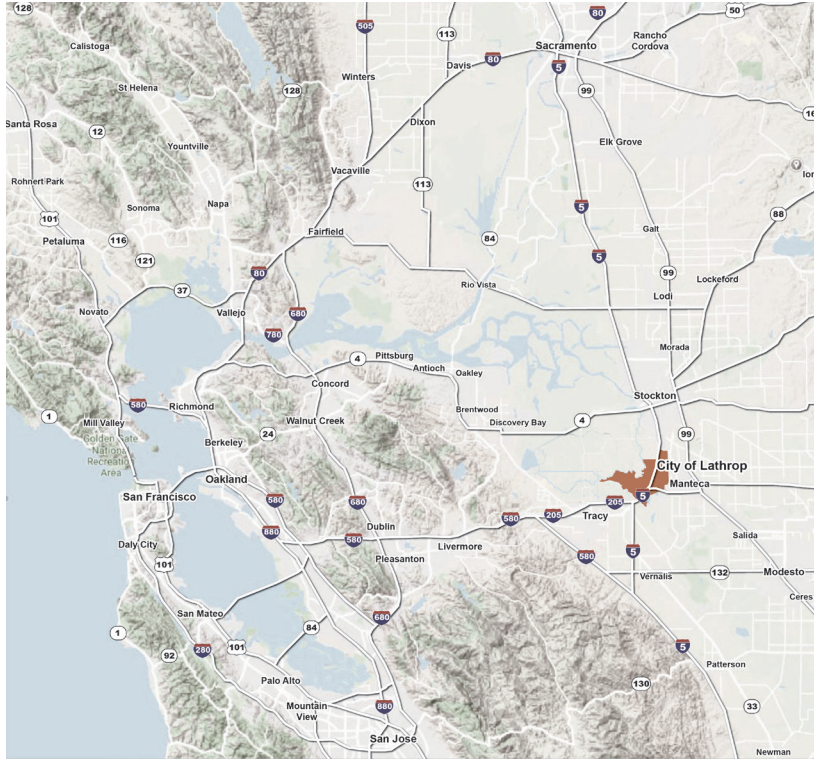
described in Chapter 2, "Land Use," of this 2020 WLSP Amendment, the Plan Area will now include two new areas of high-density housing. One area is located next to the proposed Valley Link station as a transit-oriented development (TOD), and the other is the Paradise Cut Village Center, located at the western entry to the Plan Area and accessible via Paradise Road. Both areas are designed to accommodate mixed-use retail, commercial, and high-density housing development.

Consideration of the 2020 WLSP Amendment requires corresponding amendments to the Lathrop General Plan and Lathrop Municipal Code. The General Plan sets forth the broad City goals for the development and conservation of land within its jurisdiction. It also describes the City's intent for the development of Stewart Tract, referred to therein as Sub Plan Area #3. The 2020 WLSP Amendment provides policies and regulations that elaborate on the broad General Plan goals and guide the implementation of those goals through specific development and conservation projects in the Plan Area.

Subsequent entitlement applications related to Phase 2 of River Islands will be reviewed to confirm that the proposed uses are consistent with the Lathrop General Plan, as well as the 2020 WLSP Amendment, and that the proposal complies with the minimum and maximum numbers of residential units and intensity of commercial/office uses allowed for each Planning District.

**Table 1-1: Relationship between the 2002 WLSP and 2020 WLSP Amendment**

CHAPTER IN 2002 WLSP (SUPERSEDED FOR THE PHASE 2 PLAN AREA)	2020 WLSP AMENDMENT FOR PHASE 2 OF RIVER ISLANDS
Chapter 1, "Introduction"	Chapter 1, "Introduction"
Chapter 3, "Land Use"	Chapter 2, "Land Use"
Chapter 4, "Infrastructure"	Chapter 3, "Infrastructure"
Chapter 5, "Community Design"	Chapter 4, "Community Design"
Chapter 6, "Implementation"	Chapter 5, "Implementation"



**Figure 1-1: Regional Context**

## 1.2 SITE LOCATION AND ACCESS

River Islands is located in California’s Central Valley in the upper reaches of the San Joaquin River Delta, within the city limits of Lathrop. The Phase 2 Plan Area encompasses 3,447 acres and is located immediately west of the Phase 1 area of River Islands, which is almost fully developed. It is bounded on the north by Old River and on the south by the Union Pacific Railroad tracks, and Paradise Cut is located in the southwest portion of the Plan Area. North of Old River is the Primary Zone of the Delta, where development is not allowed. South of Paradise Cut is the Pescadero Tract, which is outside the City of Tracy’s sphere of influence.

River Islands is located near the intersection of Interstate 5 (I-5), I-205, and State Route (SR) 120. Access to the Plan Area from the Phase 1 area of River Islands is provided primarily via River Islands Parkway, Golden Valley Parkway, Lakeside Drive, and additional collector streets. Another main access from the southwest will be provided through Paradise Road, which crosses land in the county and connects with SR 205, a major San Francisco Bay Area connector. From a regional perspective, the entire West Lathrop area is located on a major growth corridor that connects the Central Valley to the Bay Area. A rail transit service, Valley Link, is being proposed by the San Joaquin Valley/Tri-Valley Regional Rail Authority to connect the city of Stockton to the Bay Area Rapid Transit (BART) system. A Valley Link station is planned to be located in the Plan Area, approximately 30 miles east of the Dublin/Pleasanton BART station. Figure 1-2 and Figure 1-3 depict the surrounding context and existing conditions for the Plan Area.

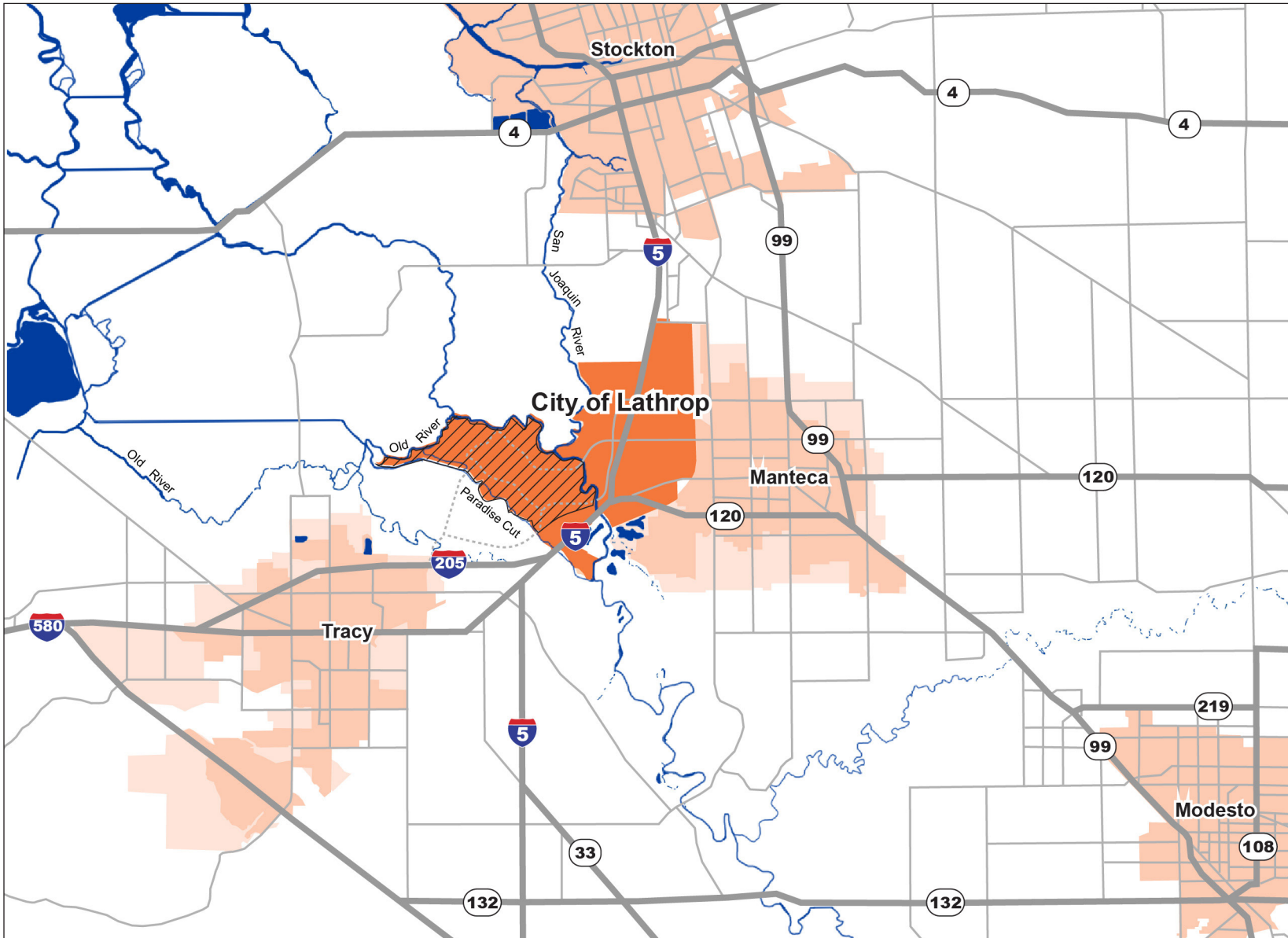
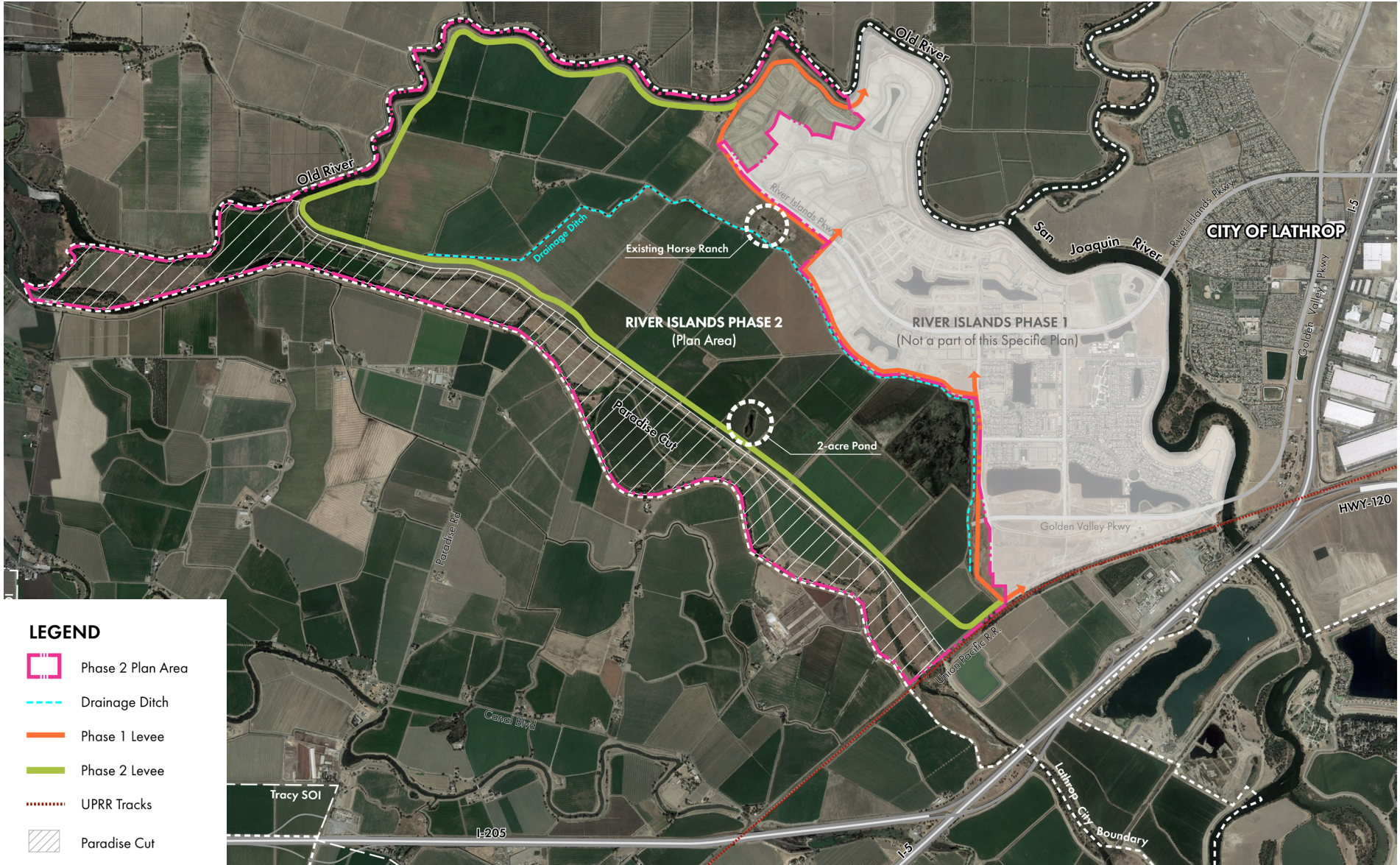


Figure 1-2: Vicinities Map (Hatched area indicates the River Islands Project)

### 1.3 SITE CONTEXT

The topography in the Plan Area is relatively flat. A drainage ditch that traverses the area has been delineated as waters of the United States. That ditch and a 2-acre wetland area that is also federally regulated have been entirely avoided and are not proposed for alteration (Figure 1-3). Additionally, the flood protection for the Plan Area was improved in 2019. The original levees, built in 1957, were designed to provide protection against a 50-year storm. In 2019, a new levee system was built on the project side of the original Federal levee and has been designed to a 200-year flood protection standard. The new levee system for Phase 2 is being certified by the Federal Emergency Management Agency (FEMA) for 100-year protection, and the developer is processing the approvals for the state-required 200-year certification of an Urban Level of Protection (ULOP), which must be in place by 2025.

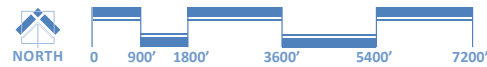
There are numerous easements for roads, irrigation lines, and aboveground electrical distribution lines in the Plan Area. As part of the levee construction, borrow sites for future lake locations were created. The Plan Area is predominantly used for agriculture, including row crops such as small grains and alfalfa, and farming will continue until the area is developed. A horse boarding ranch on approximately 30 acres and a small home, several barns, and a number of small outbuildings are located in the area. There are no Williamson Act contracts on the Phase 2 property.



**LEGEND**

- Phase 2 Plan Area
- Drainage Ditch
- Phase 1 Levee
- Phase 2 Levee
- UPRR Tracks
- Paradise Cut

Figure 1-3: River Islands Phase 2 Existing Context



The 2020 WLSP Amendment regarding Land Use primarily updates the 2002 WLSP Chapter 3, Subsection B, "Stewart Tract: River Islands at Lathrop", which is specific to River Islands Phase 2 development. Table 2-1 and Figure 2-1 provide the proposed land use plan map and acreages of River Islands Phase 2, which supersede all related information provided for the Plan Area in the 2002 WLSP.

# 02

## Land Use

## 2.1 LAND USE PLAN

The River Islands Phase 2 land use program is a balanced combination of nonresidential and residential uses. With the 2020 WLSP Amendment, the residential density is intensified by promoting a significant increase in medium- and high-density residential land use areas. Other major changes include the addition of the Paradise Cut Village Center, a mixed-use development area near the southwestern entrance to the River Islands community, and the Transit-Oriented Development (TOD) located in the western portion of the Employment Center associated with Phase 1. The TOD area proposes to include approximately 1,821 high-density residential units, service-oriented retail and parking, and access to the proposed Valley Link Transit Station. The Employment Center is designed to support approximately 40 employees per acre.

The land use controls for River Islands Phase 2 include Figure 2-1: Land Use Plan, Figure 2-2: River Islands Planning Districts, Table 2-1: Land Use Program, the 2020 Urban Design Concept Amendment for River Islands Phase 2 (2020

UDC), and an amended Chapter 17.61 of the Lathrop Municipal Code. The 2020 WLSP as amended regulates the permitted and conditional uses for River Islands Phase 2, along with establishing density, intensity, and building height restrictions. The 2020 UDC for River Islands Phase 2 supplements the 2020 WLSP and contains overall conceptual guidance for development in the Plan Area. The 2020 UDC provides the generalized development framework for Phase 2 of River Islands, to guide the preparation of subsequent Neighborhood Development Plans (NDPs) for public uses and Architectural Guidelines and Design Standards (AG/DS) for private development, consistent with the 2020 WLSP Amendment and Chapter 17.61 of the Lathrop Municipal Code. The proposed updates to Chapter 17.61 required with this amendment include the creation of the TOD Zoning District.

**Table 2-1: River Islands Phase 2 Land Use Program**

LAND USE CATEGORY	LAND USE DESCRIPTION	PHASE 2 ACREAGES	
		2002 WLSP	2020 WLSP AMENDMENT*
MU	Mixed-Use	0	149.5
CR	Regional Commercial	210.9	61.9
TOD	Transit-Oriented Development	0	116.0
RL	Residential - Low	2,004.6	797.3
RM	Residential - Medium	150.7	161.3
RH	Residential - High	34.9	32.7
RCOS	Resource Conservation Open Space	703.8	703.8
OS	Open Space	0	472.9
	TOTAL	3,104.9	2,495.4*

\* Total for the 2020 WLSP area does not include lakes, streets, and other common public uses.

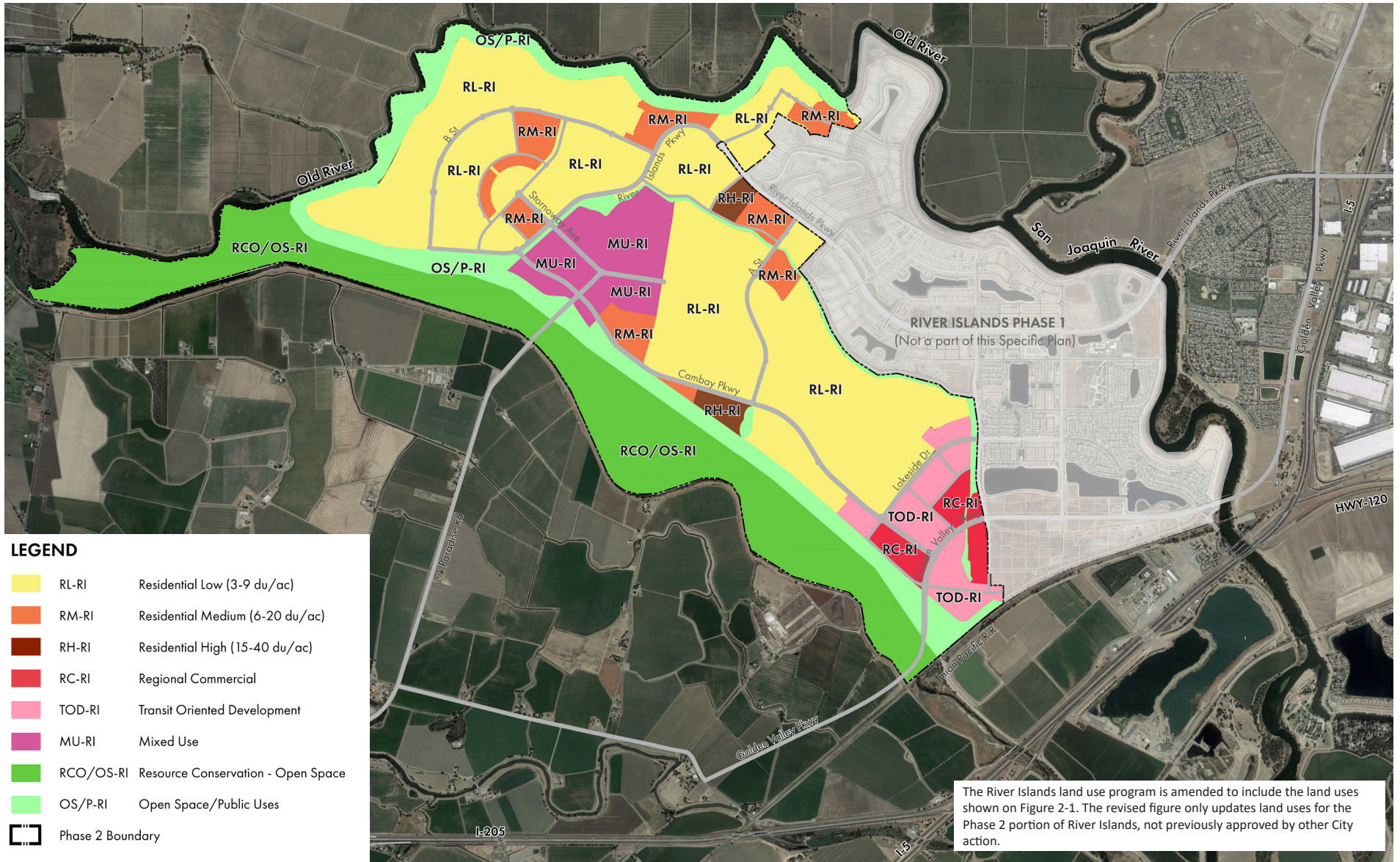


Figure 2-1: River Islands Phase 2 Land Use Plan





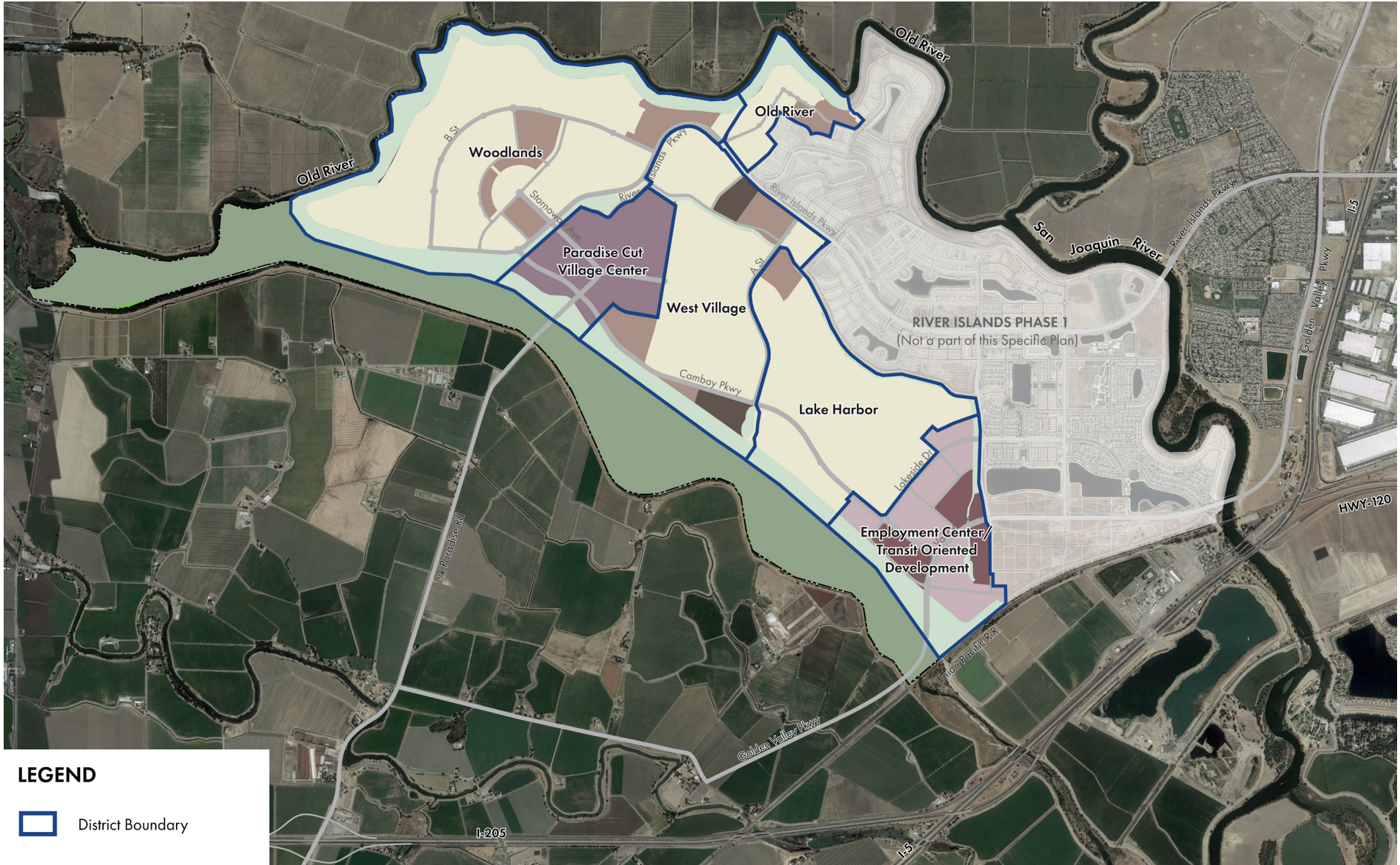


Figure 2-2: River Islands Phase 2 Planning Districts



## 2.2 DISTRICTS AND LAND USE PROGRAM

The land use program for Phase 2 of River Islands is divided into the Planning Districts ("Districts") described below. Each District has been defined by the specific land uses suggested with geographic boundaries as depicted in Figure 2-2. The Planning Districts may be divided into small sub-planning districts or "Stages" as determined by the City and the developer. Further detail on these districts is provided in Chapter 4 of the 2020 UDC for River Islands Phase 2.

1. Woodlands – This District primarily includes single family lots, medium-density neighborhoods, community and neighborhood parks, and public uses (several lakes, a fire station, K–8 schools).
2. West Village – This District features a possible 900-unit active adult community in single family lot configuration, served by neighborhood parks and potential private recreation facilities for the senior residents. River Islands High School and several medium-density neighborhoods are also included.
3. Lake Harbor – This District mostly consists of low-density single family lots, a limited number of medium-density residential units, two K–8 schools, and neighborhood parks, planned around the largest lake in River Islands.
4. Employment Center/Transit Oriented Development – This mixed-use development consists of higher-density housing of up to 1,821 units, service commercial uses, and employment uses that is envisioned near the planned Valley Link transit station. This District will be an extension of the Phase 1 Employment Center District, where additional employment uses will be developed in proximity to the transit station. The area may also include a "public access lagoon" (a lake-size swimming pool with a constructed beach).
5. Old River District – This District is largely composed of single family lots and some medium-density residential units planned along a linear open space drainage corridor, west of the Phase 1 Lakeside West District.
6. Paradise Cut Village Center – This mixed-use area consists of higher-density housing, retail, restaurants, and entertainment-related uses combined with parks, open space, and a lake. The Paradise Cut Village Center will provide another "town center" for the River Islands community to serve the residents of Phase 2 and will serve as a gateway to River Islands for those entering via Paradise Road from the southwest.

Each of these Planning Districts may include one or a combination of the following land uses and zoning designations.

### ***Mixed-Use (MU-RI)***

A Mixed-Use category allows for a combination of residential, office, retail, entertainment, and public uses and is the most diverse zone in River Islands. Residential uses may be horizontally mixed with other nonresidential uses (as with apartment complexes near retail) or may be combined within, above, or attached to nonresidential uses. A mixed-use zone typically includes finer-grain block patterns supported by pedestrian-friendly streets to encourage walking. Residential uses will range from 6 to 40 dwelling units per acre (DU/AC).

### ***Transit-Oriented Development (TOD-RI)***

The TOD zone is a new land use and zoning designation proposed in Phase 2 of River Islands, located near the Valley Link transit station. It is similar in character to the Mixed-Use zone in that it allows for a combination of high-density residential uses and supporting service retail, as well as office uses and parking facilities, intended to offer a vibrant, walkable, mixed-use community adjacent to a transit hub. The TOD provides a range of benefits, including increased transit ridership, reduced regional congestion and pollution, and a healthier, more walkable neighborhood. The TOD zone offers pedestrian and bike connectivity to the transit station through open space corridors and walkable streets. Parking is also provided in the TOD area for residents in River Islands and beyond who wish to use the transit station. Residential uses will range from 6 to 40 DU/AC, planned to be primarily multifamily while allowing for single family attached housing.

### ***Regional Commercial Uses (CR-RI)***

The Regional Commercial land use and zoning designation applies to the Employment Center uses, which will be well integrated with the TOD uses near the Valley Link transit station. This integration provides a natural synergy to accommodate not only commuters from River Islands traveling to the Bay Area but intraregional commuters traveling from other areas to the River Islands Employment Center. The Employment Center remains a destination business park development that could relieve thousands of valley residents of the long commute on I-205 and I-580 into the Bay Area. The Employment Center as a whole allows for the development of Class A office space for corporate and administrative offices and research and development companies, along with supporting service retail uses. The development target for the Employment Center in Phases 2 is close to 8,000 new jobs.

TOD/Employment Center Alternative

Even if the Valley Link transit station is not constructed, the TOD area in Phase 2 will proceed as planned, to serve as a multimodal center for traditional transportation alternatives, including buses in the San Joaquin Regional Transit System and possible shuttles between the TOD and the existing Altamont Corridor Express (ACE) regional rail station. The higher-density housing and layout of the TOD area will not substantially change, with planned parking areas used for shuttles to the ACE station, as a park-and-ride lot and for other transit related uses. The planned acreages for these uses should not change substantially. An NDP for the TOD and Employment Center area will be used to further define the area, including circulation and open space with or without the Valley Link transit station.

**Residential Uses (RL-RI, RM-RI, RH-RI)**

The 2020 WLSP Amendment increases the density of proposed residential uses in the Plan Area by introducing a higher number of medium- and high-density residential developments in addition to the low-density developments formerly anticipated. Neighborhoods centered around and oriented toward major recreation and open space amenities, such as lakes, parks, trails, and levee corridors, will continue to be the central development concept in Phase 2.

As with the 2002 WLSP, housing densities will range from 3 to 40 units per net acre while allowing for overlaps in density brackets among the various residential land use designations: low density ranging from 3 to 9 dwelling units per net acre, medium density ranging from 6 to 20 dwelling units per net acre, and high density ranging from 15 to 40 dwelling units per net acre. The overlapping density brackets encourage further diversity and flexibility in the housing types in a residential zone and enables a smooth transition between the zones (e.g., attached dwellings in both low- and medium-density categories, for instance, that may be adjacent to more dense dwellings in the high-density zone). A net acre is defined as residential land that is net of arterials, lakes, parks, designated open space (resource conservation/habitat)/levees, and nonpublic utility easements. The revised land use plan for Phase 2 will result in a higher overall number of dwelling units for the River Islands project, increasing it from 11,000 to more than 15,000 homes. Table 2-2 lists the estimated number of units in each District for Phase 2. As a general guide, the number of units suggested in each District is a best estimate. It should also be noted that the number of dwelling units identified for each District is not fixed and is likely to vary over time. The goal is to develop each District according to the dwelling units suggested, provided the residential density is consistent with the allowed density range in a given parcel and the maximum number of units in the overall Plan Area is not exceeded.

Residential zoning districts set forth by this 2020 WLSP Amendment are summarized as follows:

**Table 2-2: River Islands Phase 2 Estimated Housing Units by District and Density**

DISTRICT	ESTIMATED NUMBER OF HOUSING UNITS BY DENSITY			
	LOW (3-9 DU/AC)	MEDIUM (6-20 DU/AC)	HIGH (15-40 DU/AC)	TOTAL
Paradise Cut Village Center	0	877	1,562	2,439
TOD/Employment Center	0	436	1,385	1,821
Old River	261	159	0	420
Lake Harbor	1,120	111	0	1,231
West Village	964	509	698	2,171
Woodlands	1,719	925	0	2,644
<b>TOTAL</b>	<b>4,064</b>	<b>3,017</b>	<b>3,645</b>	<b>10,726</b>

1. Low-Density Residential (RL-RI): single family dwelling units, both attached and detached, with a density of 3–9 units per net acre
2. Medium-Density Residential (RM-RI): clustered/attached single family units and multifamily residential units with a density of 6–20 dwelling units per acre
3. High-Density Residential (RH-RI): attached single family units and multifamily residential units with a density of 15–40 units per acre (e.g., apartments, townhomes, condominiums)

As a permitted use in any of the residential zoning districts, active adult projects will be encouraged in Phase 2. Active adult communities tend to be single-story, detached homes that share common amenities, such as a community center and recreational areas. These communities will offer relatively maintenance-free independent living residences to those age 55 and over. Relevant development standards and design guidelines will be provided in the subsequent NDP and AG/DS documents, upon determining the final locations of the active adult neighborhood(s).

#### General Plan Housing Element Consistency

To meet the City’s housing element objectives for higher density housing, it has set objectives for the River Islands project to designate land uses that allow development at 20 to 40 residential units to the acre (du/ac). Specifically, Program 1b of the adopted Lathrop Housing Element states:

- Continue to monitor the amount of land zoned for both single family and multifamily development and ensure that land use and zoning decisions do not reduce sites available for affordable housing, and adequate sites continue to be provided.
- As part of any entitlements for or amendments associated with River Islands/ West Lathrop Specific Plan development, ensure that the Specific Plan and associated maps maintain a minimum of 45.67 acres of high density residential sites in River Islands that allow development at 20 to 40 du/ac.

With the existing mixed use Town Center within Phase 1 there are 668 multifamily units including 425 apartments (approximately 17.7 net acres at 24 du/ac) and 243 townhomes (approximately 21 net acres at 11.6 du/ac).

For Phase 2 approximately, 28 acres will need to be developed to meet the

housing element goals, where high density housing of 20 du/ac or more is developed. To ensure compliance with the housing element objectives, specific sites have been identified within the Phase 2 area including Paradise Cut Village and the Transit Oriented Development District to accommodate the stated General Plan Housing Policy. As development occurs within Phase 2, options are available to shift the assigned 28 acres of multifamily sites within the Phase 2 planning area through the adoption of Planned Development Plan (PDP), Neighborhood Development Plan (NDP) and associated Architectural Guidelines and Development Standards (AG/DS). The Lathrop Planning Division will be responsible to tabulate the number of acres proposed and developed for high density housing of 20 du/ac or greater. As development continues over time, City Planning staff will track this requirement to provide high density Multifamily housing. The PDP and associated NDP & AG/DS documents drafted for individual districts or sub-districts shall detail the number, location and anticipated density of proposed high density multifamily units. The PDP shall provide the acreages and densities of such units and the NDP & AG/DS shall detail the specific development standards for these units, including proposed layouts and unit types. The approval of subsequent PDP and each NDP will be contingent on the implementation of the provisions of this obligation. The City will not agree to process future PDP’s and/or NDP’s unless or until the 28 acres designated for Multifamily development of equal to or greater than 20 du/ac can be guaranteed through designation to either the original sites or alternative sites at the developer’s discretion.

#### **Resource Conservation-Open Space (RCOS)**

This land use and zoning designation primarily applies only to Paradise Cut. The 2020 WLSP Amendment does not include any changes to the proposed Paradise Cut Improvement Plan (PCIP). In accordance with the VTM and the City’s Sixth Addendum to the River Islands Subsequent Environmental Impact Report (SEIR), only the timing of the Paradise Cut improvements will be changed, with the sequencing of these improvements occurring after the development of the urban uses in Phase 2. The 704-acre Paradise Cut area will continue to act as a seasonal floodway that contains agricultural uses and wildlife habitat. Public access will be limited to passive recreation and designated trails. Nature observation will be encouraged in certain locations, and an interpretive center will be provided if authorized by the appropriate permitting agencies. Boating may be allowed along some of the waterways in Paradise Cut. The designation of “RCOS” is a change from the “RCO/OS” designation used in the 2002 WLSP and is meant to differentiate it from the new open space category detailed below.

### Open Space (OS)

This land use and zoning designation applies only to open space areas outside of Paradise Cut, adjacent to proposed development areas (near Old River or the Paradise Cut interior levees), the small riparian pond and areas including and around the central drainage ditch (“Stewart Canal”). The OS area differs from the open space designation for Paradise Cut in that these lands interface with adjacent development areas, and some transitional uses will be allowed in this designation that would not be allowed in Paradise Cut, such as recreational uses.

#### Parks, Trails, and Open Space

Parks are permitted uses in all residential areas. A total of 230.29 acres in the Plan Area are devoted to a wide variety of parks in and around the developed areas. The parks include neighborhood parks, community parks, linear parks (trails), pocket parks, and other connective open space areas. Table 2-3 summarizes the parks provided for Phase 2.

The parks, recreation, and open space elements in River Islands at Lathrop are not called out as separate land uses; instead, they are incorporated into the above-mentioned land uses that they enhance. Community parks are 15 acres or larger in size and play a central role in the River Islands active recreation system, providing spaces for sports, as well as cultural and public gathering. Neighborhood parks are 4 acres or larger and are the lifeblood of the open space system, providing spaces for locally oriented recreational amenities for residents of all ages within walking and biking distance of their homes. Pocket parks are intimate greenspaces throughout the neighborhoods, generally less

than 1 acre in size, that provide greenery, outdoor seating, and often children’s play areas. Linear Parks and paseos are part of the open space network that provide pedestrian connectivity in the community and could also incorporate the drainage system and other essential utilities.

The central amenity to all of River Islands is its lake system. As with Phase 1, Phase 2 will include a number of lakes, hydraulically connected via pipes and pump stations. The lake system is a signature feature of the community, providing a scenic setting for public and private uses, as well as opportunities for activities such as boating and water recreation, fishing, and wildlife viewing. Many of the qualities of the various parks, recreation, and open space elements will contribute to the value of the future homes and businesses and continue to define the character and identity of River Islands.

#### Public Uses

Fire and emergency services will continue to be provided with Phase 2 of River Islands. Station 35 of the Lathrop Manteca Fire District, located in the Phase 1 area of River Islands, will continue to provide fire protection services to the Plan Area until the proposed Station 36 can be constructed in the Woodlands District of Phase 2, near River Islands Parkway.

Mutual aid will be provided based on continuing local and county agreements, and Manteca District Ambulance will continue to provide the area’s ambulance service.

#### Schools

Phase 2 will include the future construction of four (4) K–8 public schools and River Islands High School. With the approval of Measure V by the voters in the November 2020 election, these schools will be owned and operated by the Banta Unified School District and provide a number of different academic-, sports-, and culture-related emphases.

River Islands High School, a 50-acre facility, will become the centerpiece of the educational system in River Islands. A community park owned by the City will be located adjacent to the high school. The master developer will continue its strong involvement in the school systems, not just to fulfill its mitigation agreements with the local districts but to assist in funding administrative actions, facility planning, and program implementation.

**Table 2-3: River Islands Phase 2 Parks Summary**

PARK TYPE	ACREAGE	QUIMBY ACT ELIGIBILITY
COMMUNITY PARK <sup>1</sup>	97.44	Y
NEIGHBORHOOD PARK <sup>2</sup>	64.36	Y
POCKET PARK	20.06	N
LINEAR PARK	48.43	N
<b>TOTAL PARKS</b>	<b>230.29</b>	

1. Includes 28.0 acres of levee trails, assuming 30' width by 7.7 miles in length.

2. Includes 10.0 acres in 4 school sites, assuming 2.5 acres per site.

The Infrastructure Chapter of the 2020 WLSP Amendment updates the concepts and guidance for the construction of new infrastructure necessary to develop Phase 2 of River Islands. This chapter highlights a number infrastructure elements with regard to the Phase 2 circulation and utilities in keeping with the City's General Plan, and supersedes all related information provided for the Plan Area in Chapter 4, "Infrastructure" of the 2003 Specific Plan.

# 03

## Infrastructure

## 3.1 CIRCULATION

### 3.1.1 STREET SYSTEM

The 2020 WLSP Amendment extends the Phase 1 circulation system of River Islands and expands the street networks throughout the Plan Area. The Street system consists of arterial, major collector, minor collector and minor (neighborhood) streets. The arterial system extends Phase 1 streets (River Islands Parkway, Golden Valley Parkway and Lakeside Drive), but also includes the expansion of Paradise Road and additional streets as shown on Figure 3-1. Typical street sections for the streets in the Plan Area are provided on Figure 3-2 through Figure 3-14.

#### A. Arterial Streets

Arterial streets serve as the primary access into the Plan Area. Besides travel lanes, the street sections for each arterial take into account pedestrian and bicycle travel, as well as street landscaping. Additional turn lanes required at intersections are identified in the proposed Vesting Tentative Map, and will expand the cross section right-of-way as needed to facilitate additional lanes. Table 3-1 provides the street standards for the arterial streets in Phase 2 of River Islands, including their right-of-way widths, provision of bike lanes, and number of travel lanes.

#### B. Collector Streets

Collector Streets connect the neighborhood traffic to the arterial system. There are two classes of collector streets in Phase 2 - major collectors and minor collectors. Major collectors may expand from 2 lanes to 4 lanes as necessary

**Table 3-1: Arterial Street Standards**

ARTERIAL STREET	ROW WIDTH	BIKE LANE	# LANES
Golden Valley Parkway	150'	Class II	4-6
River Islands Parkway	126'	Class II	4
Paradise Road	126'	Class II	4
Cambay Parkway	126'	Class II	4
Lakeside Drive	126'	Class II	4

according to the traffic volume, whereas minor collectors are generally 2 lanes with a larger right-of-way width than local streets to accommodate turning movements. Table 3-2 provides the street standards for collector streets. Entryway segments may allow deviations to these standards to accommodate special landscaping considerations.

#### C. Local Street Standards

Local streets provide access to individual parcels and are important for local pedestrian connectivity. Table 3-3 provides the street standards for local streets. Entryway segments may allow deviations to these standards to accommodate special landscaping considerations.

#### D. Roundabouts

As with the Phase 1 area, the use of roundabouts is prevalent in Phase 2 of River Islands, with the introduction of multi-lane roundabouts in several locations. The use of multi-lane roundabouts is expected to improve the traffic flow in areas where traffic signals could cause delays. A typical multi-lane roundabout configuration is provided for reference on Figure 3-15.

**Table 3-2: Collector Street Standards**

COLLECTOR STREET	ROW WIDTH	BIKE LANE	# LANES
Stornoway Avenue	126'	Class II	2-4
A Street	126'	Class II	2-4
B Street	126'	Class II	2-4
Typ. Minor Collector	70'	Class II or None	2

**Table 3-3: Local Street Standards**

LOCAL STREET	ROW WIDTH	BIKE LANE	# LANES
School Frontage	70'	None	2
Typ. Local Street	60'	None	2

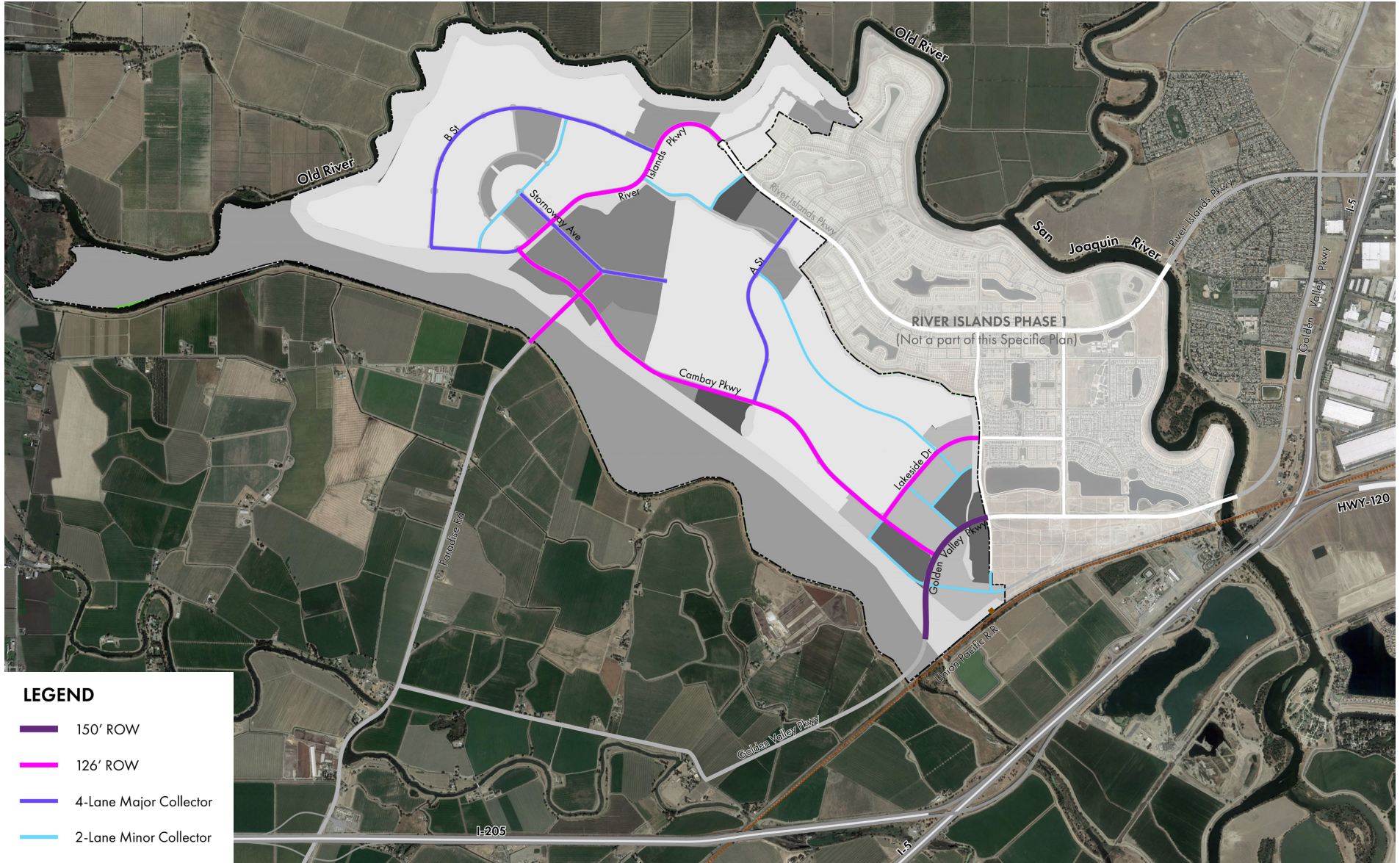
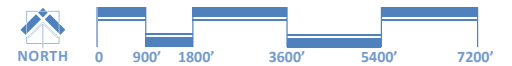
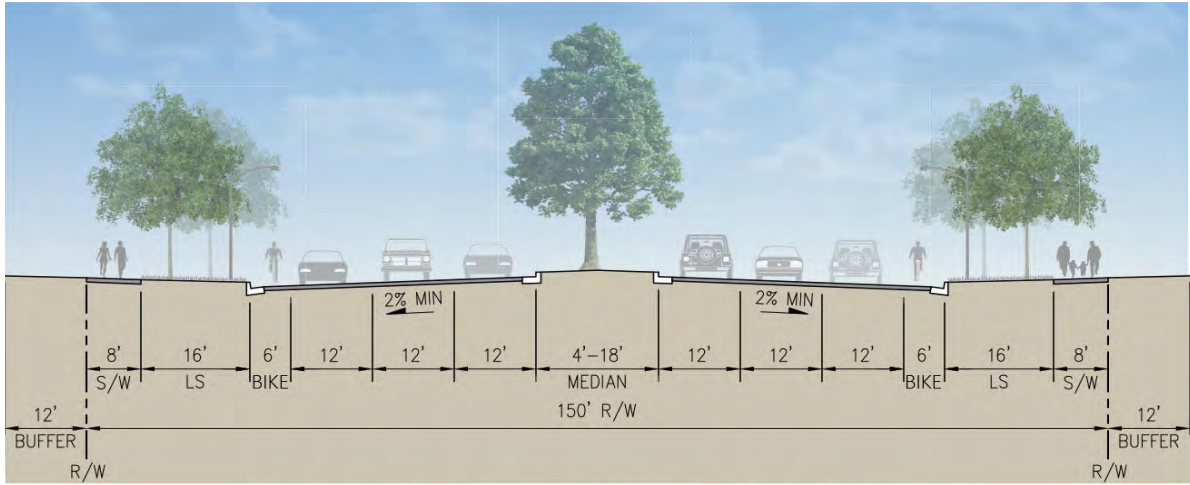


Figure 3-1: River Islands Phase 2 Major Street System

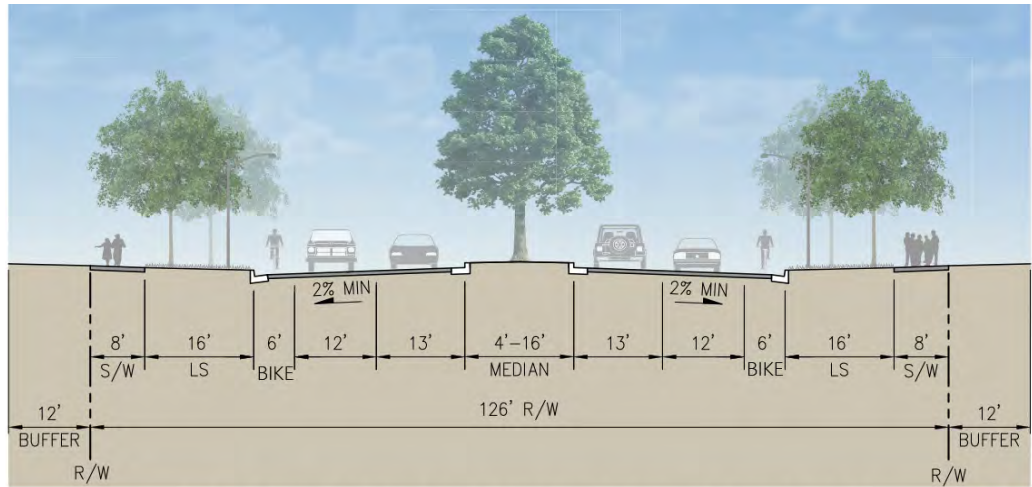






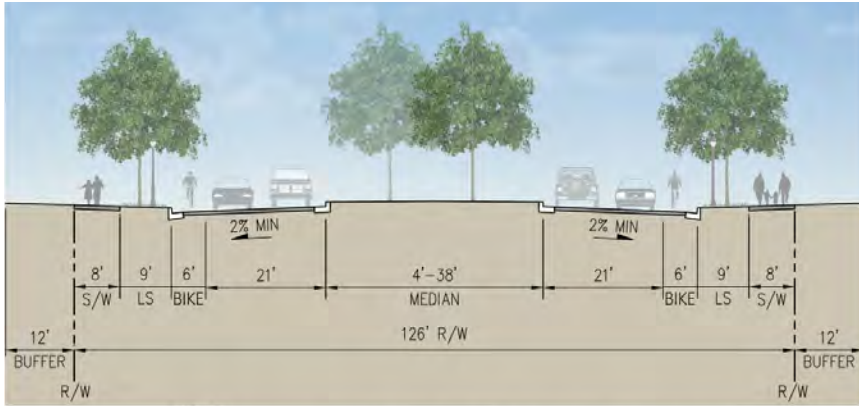
NOTE: MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.

Figure 3-2: 6 Lane Parkway Street Section (Golden Valley Parkway)



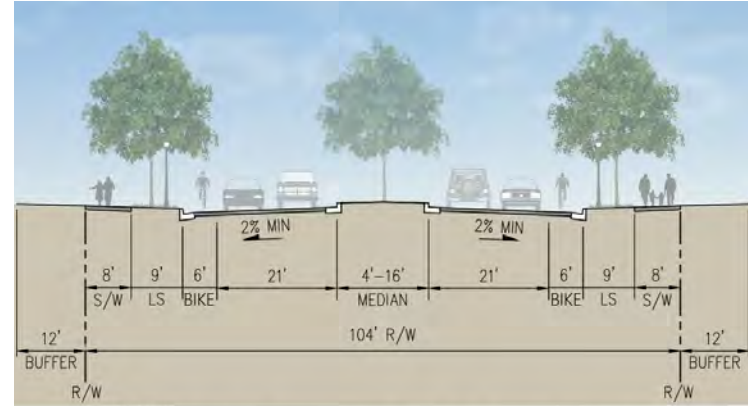
NOTE: MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.

Figure 3-3: 4 Lane Parkway Street Section (River Islands Parkway, Cambay Parkway, Paradise Road, and Lakeside Drive)



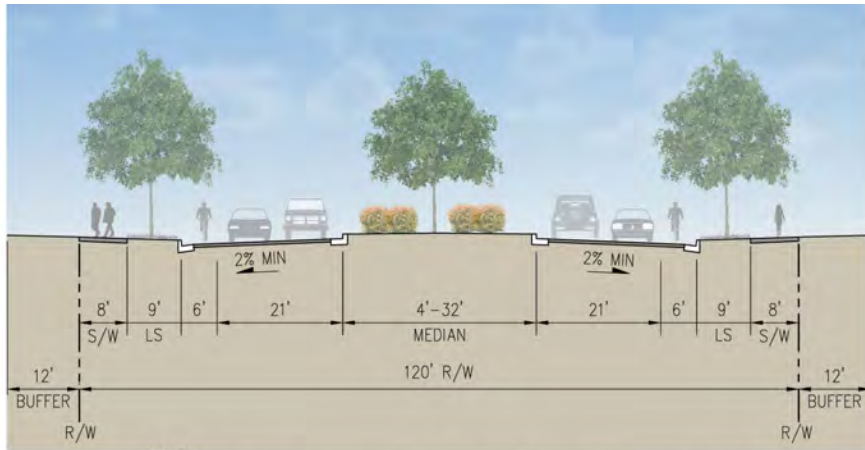
- NOTES:
1. MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.
  2. MAJOR COLLECTOR CAN EXPAND FROM 2 TO 4 LANES DEPENDING ON TRAFFIC FLOW NECESSITATES.

Figure 3-4: 2-4 Lane Major Collector Street Section (Stornoway Ave)



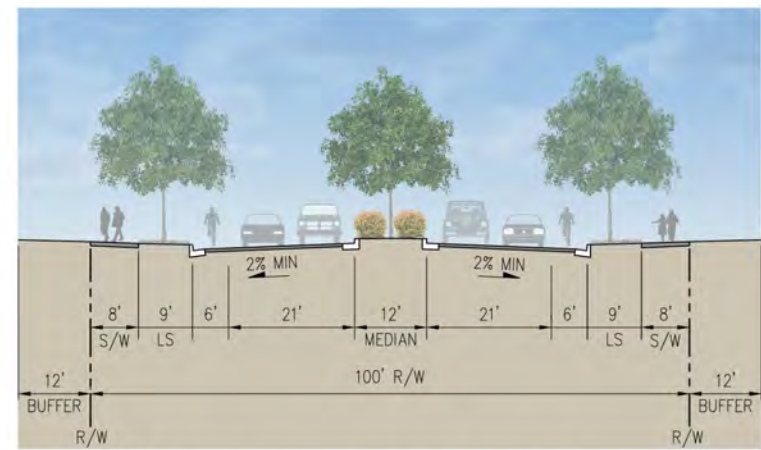
- NOTES:
1. MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.
  2. MAJOR COLLECTOR CAN EXPAND FROM 2 TO 4 LANES DEPENDING ON TRAFFIC FLOW NECESSITATES.

Figure 3-5: 2-4 Lane Major Collector Street Section (A Street and B Street)



- NOTES:
1. MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.
  2. DEL WEBB ENTRY CAN EXPAND FROM 2 TO 4 LANES DEPENDING ON TRAFFIC FLOW NECESSITATES.

Figure 3-6: 2-4 Lane Del Webb Street Wide Entry (No Parking)



- NOTES:
1. MEDIAN VARIES TO ACCOMMODATE FOR TURN POCKETS AT INTERSECTIONS.
  2. DEL WEBB ENTRY CAN EXPAND FROM 2 TO 4 LANES DEPENDING ON TRAFFIC FLOW NECESSITATES.

Figure 3-7: 2-4 Lane Del Webb Street Entry (No Parking)

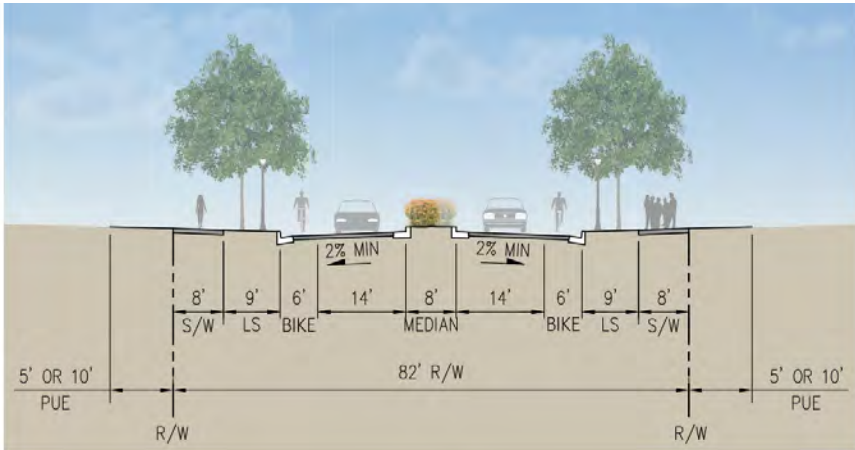


Figure 3-8: 2 Lane Minor Collector Entry (No Parking)

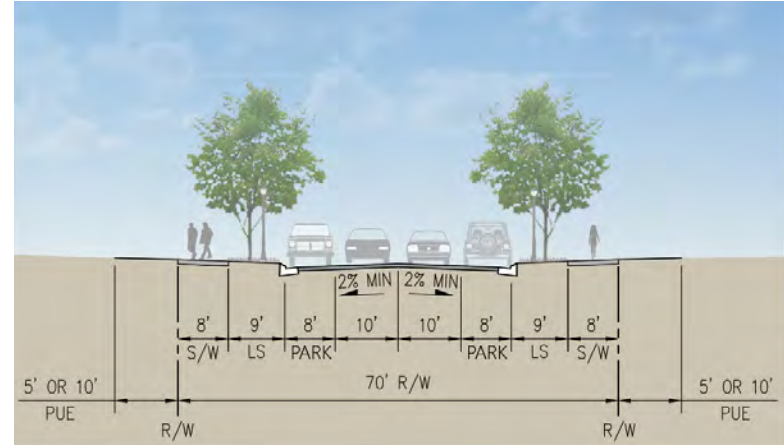


Figure 3-9: 2 Lane Minor Collector (Parking on Both Sides)

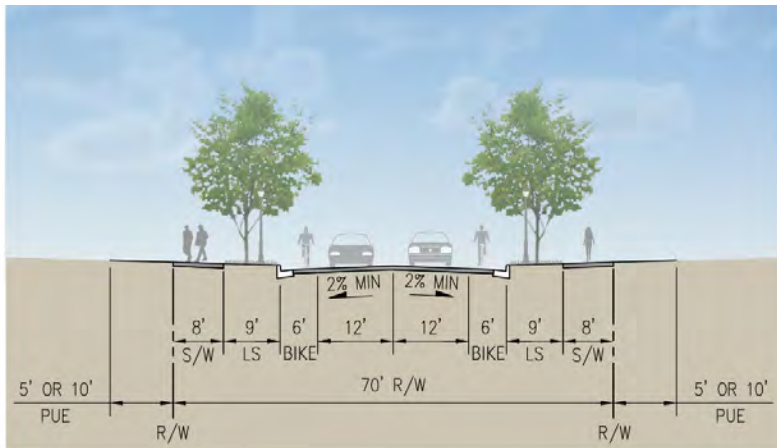
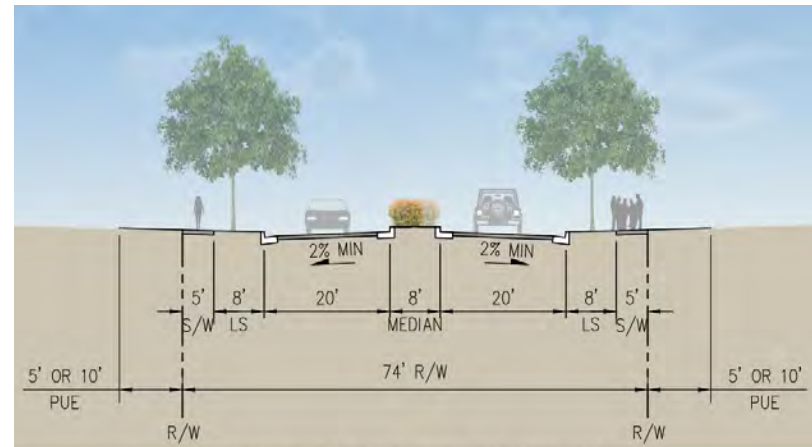
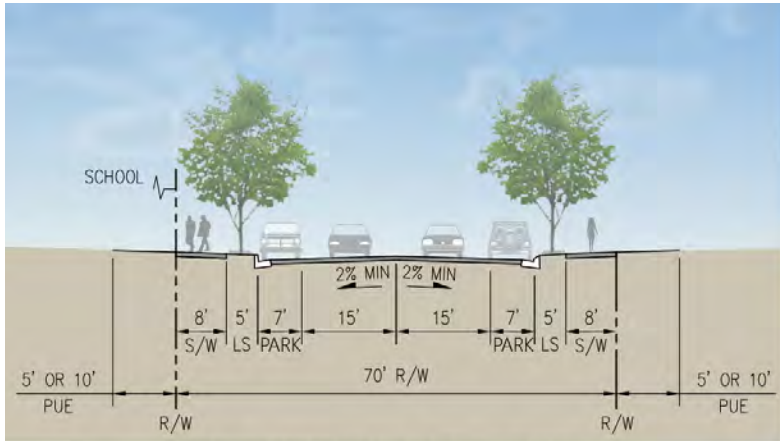


Figure 3-10: 2 Lane Minor Collector (No Parking)



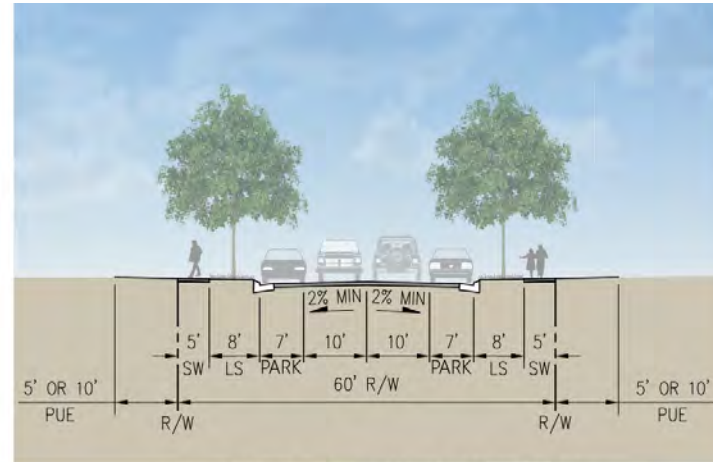
NOTE: SIDEWALK AND LANDSCAPE WIDTH DEPENDING ON PEDESTRIAN/BIKE FLOW NECESSITATES.

Figure 3-11: 2 Lane Local Street Entry



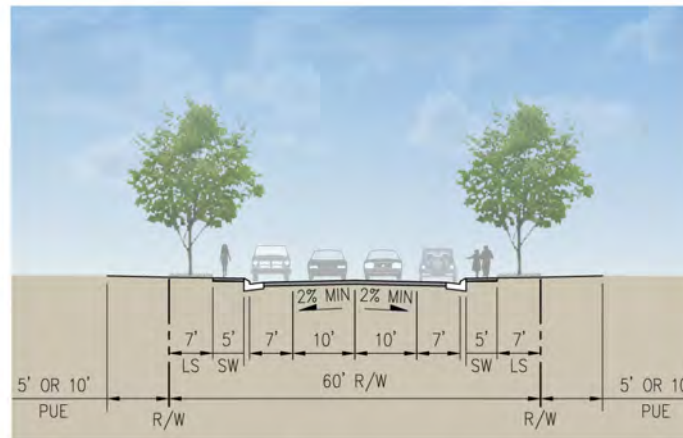
NOTE: SIDEWALK AND LANDSCAPE WIDTH DEPENDING ON PEDESTRIAN/BIKE FLOW NECESSITATES.

Figure 3-12: 2 Lane School Frontage (Parking on Both Sides)



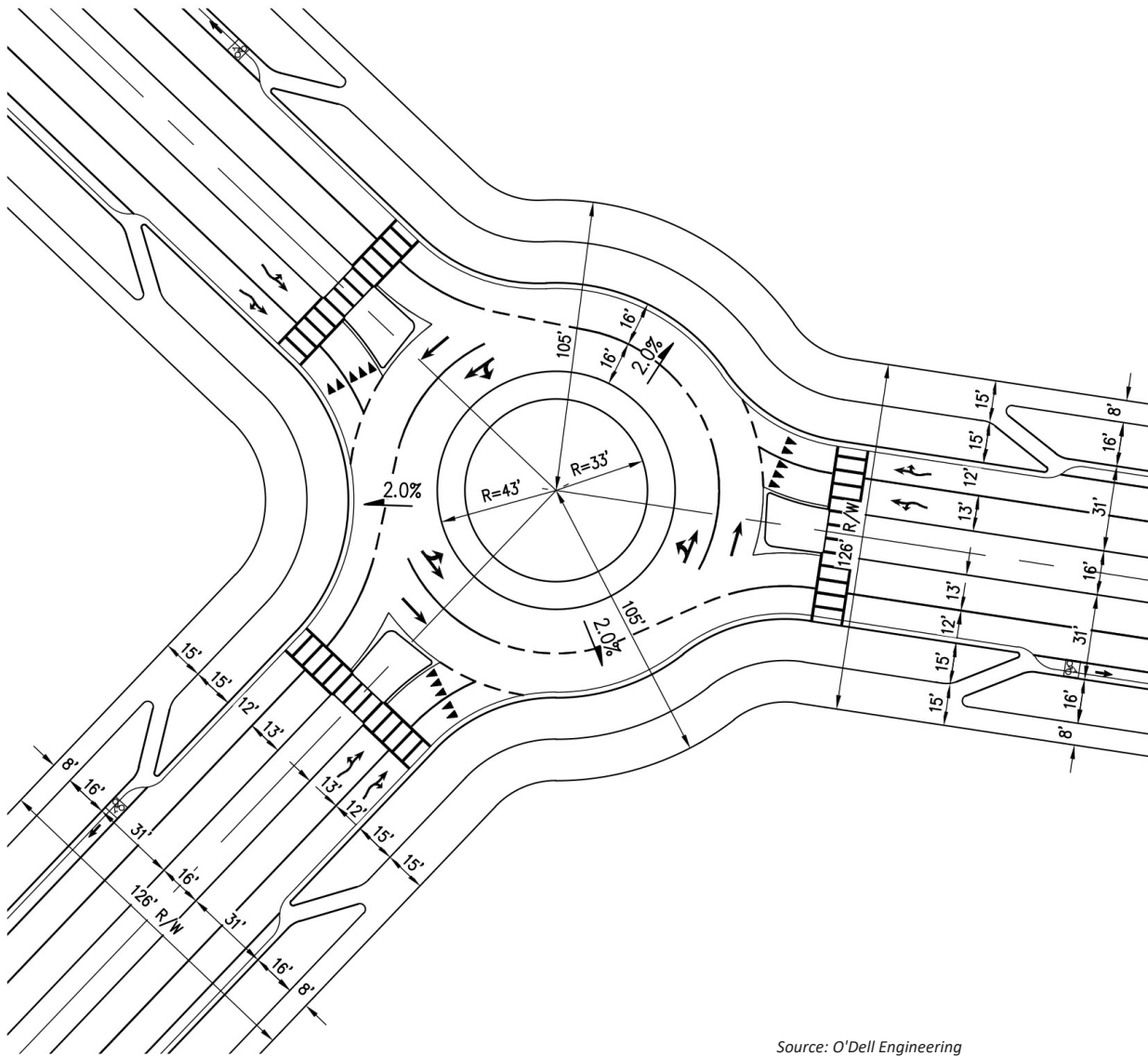
NOTE: SIDEWALK AND LANDSCAPE WIDTH DEPENDING ON PEDESTRIAN/BIKE FLOW NECESSITATES.

Figure 3-13: 2 Lane Local Street (Parking on Both Sides)



NOTE: SIDEWALK AND LANDSCAPE WIDTH DEPENDING ON PEDESTRIAN/BIKE FLOW NECESSITATES.

Figure 3-14: 2 Lane Local Street (Monolithic Sidewalk)



Source: O'Dell Engineering

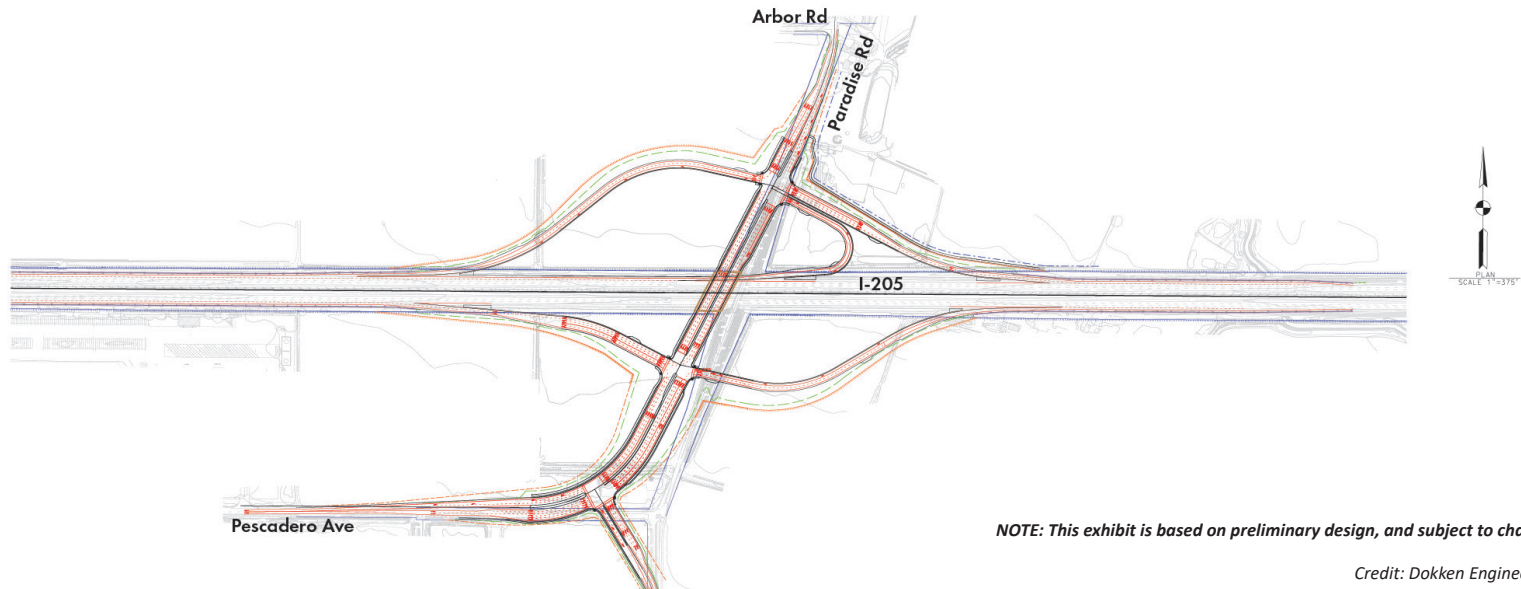
Figure 3-15: Typical Multi-Lane Roundabout

### 3.1.2 FREEWAY AND REGIONAL TRANSPORTATION

River Islands is located 72 miles from San Francisco International Airport, 60 miles from San Jose International Airport, 53 miles from Oakland International Airport, and 71 miles from Sacramento International Airport, and are only 12 miles from Stockton Metropolitan Airport.

The Plan Area is accessible inter-regionally from River Islands Parkway, Golden Valley Parkway, and Paradise Road. These major roadways currently connect to I-5 at the Louise Avenue/River Islands Parkway interchange and MacArthur Avenue interchange with I-205 via Arbor Road. Paradise Road will also connect to I-205 more directly via the planned interchange at Chrisman Road which is a joint project between San Joaquin County, the City of Tracy and the City of Lathrop. Access to I-5 at the Mossdale Road/Manthey Road ramps will continue to be provided, connecting to future Golden Valley Parkway with right-turn movements only. Figure 3-16 provides a schematic drawing of the Chrisman Road/I-205 interchange, and Figure 3-17 shows the regional roadway system and connections to the nearby freeways.

With the planned replacement of the Manthey Road bridge, Golden Valley Parkway will be a major regional road that extends through Mossdale Village, connecting to the Plan Area from the east via a new bridge over the San Joaquin River. The Lathrop General Plan and the San Joaquin County Council of Governments (SJCOG) call for the construction of Golden Valley Parkway from West Lathrop Road southwesterly to Stewart Tract, parallel to I-5 and the I-5/I-205 interchange. The segment of Golden Valley Parkway between West Lathrop Road and River Islands Parkway and south to Brookhurst Road is currently constructed. A two-lane extension through the southern portion of Mossdale Village would provide the initial connection to the planned bridge replacement project over the San Joaquin River. River Islands is currently constructing the first two lanes of Golden Valley Parkway from where the bridge would cross the San Joaquin River, to J7 street in the Phase 1 Employment Center. A future bridge over Paradise Cut will allow Golden Valley Parkway to connect to the planned Paradise Road/Chrisman Road interchange with I-205 and possibly to regional roadways in Tracy and Mountain House. The segment between the I-205 interchange and where Golden Valley Parkway meets Paradise Road is anticipated to be 6 lanes in both directions.



**NOTE:** This exhibit is based on preliminary design, and subject to change.

Credit: Dokken Engineering

**Figure 3-16: Proposed Chrisman Road / I-205 Interchange**

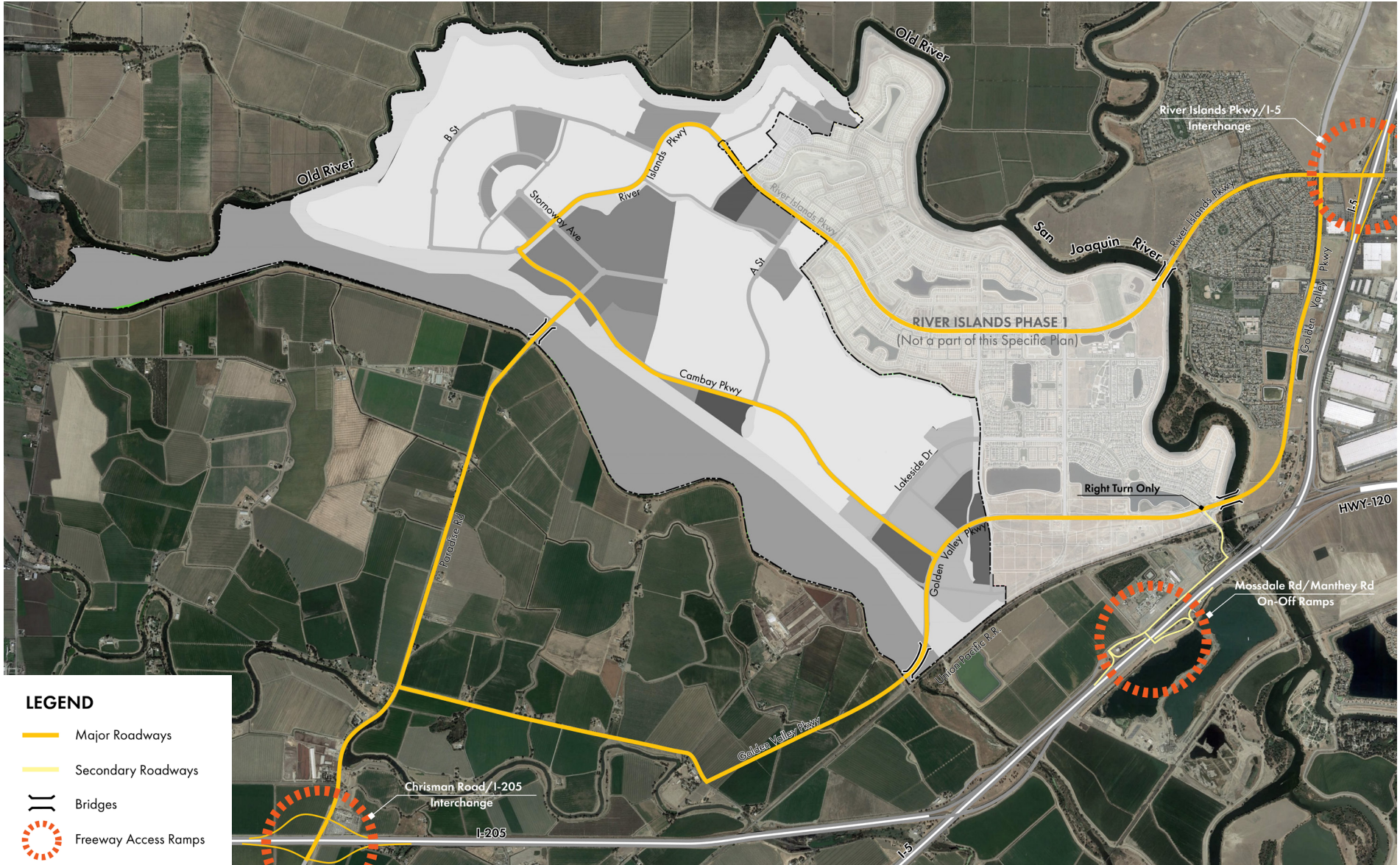


Figure 3-17: Regional Freeway Connections



### **3.1.3 BICYCLE AND TRAIL CIRCULATION**

The Phase 2 circulation system also consists of a hierarchy of pedestrian paths and trails as well as Class 1 bicycle trails, Class 2 bicycle lanes, and Class 3 bicycle routes. Bicycle lanes and routes (Class 2 and 3 bicycle paths, respectively) are designated on street pavement. Class 1 trails are separated from the street pavement and are appropriately marked and signed. Streets that include Class 2 bicycle lanes are shown on Table 3-1 and Table 3-2 above.

In addition to bicycle pathways, multi-use trails extend into the Plan Area from the Phase 1 area, including those located on levees and high ground areas that were used for interim flood protection in Phase 1. The multi-use trails are 12' paved paths for use by pedestrians and bicycles alike. The levees and high ground may also include improved paths adjacent to the paved area to accommodate horseback riding. Figure 3-18 shows the locations of the bicycle and trail system for the Plan Area.



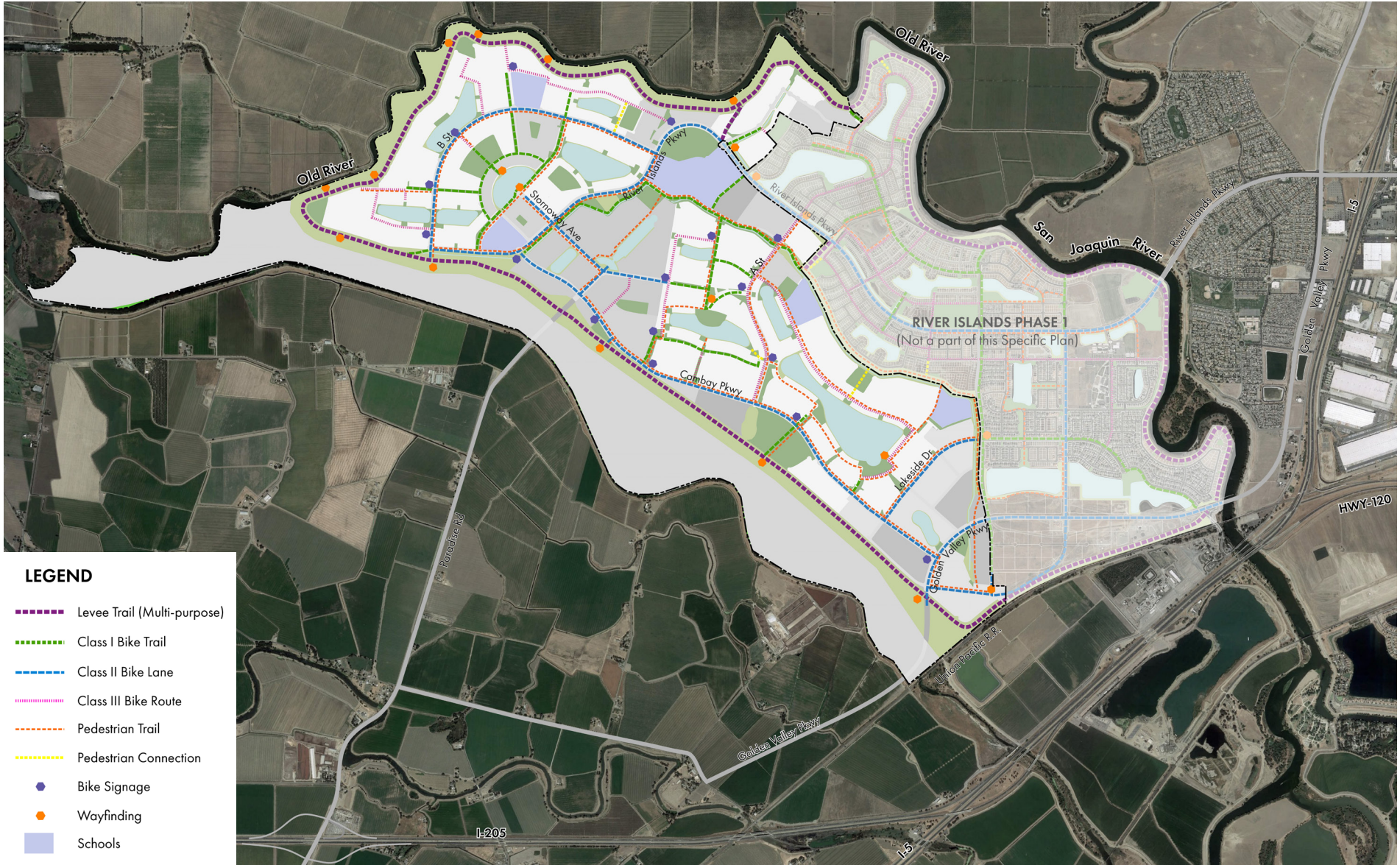


Figure 3-18: Pedestrian and Bicycle System



### 3.1.4 PUBLIC TRANSPORTATION

#### A. Bus System

Bus turnouts are being provided along major streets within Phase 1 of River Islands, in anticipation of the future expansion of the San Joaquin Regional Transit District (SJRTD) system. Although as of 2020, the SJRTD bus services have not yet expanded to River Islands, their staff has expressed a desire in the past for this expansion. Currently, SJRTD provides a regional bus route to the Lathrop area that includes only two stops in the City and none in River Islands. The Phase 2 circulation system will be designed to include bus turnouts in strategic locations along major arterial streets as has been provided in Phase 1 to accommodate SJRTD bus routes if and when it becomes available.

#### B. Valley Link Transit Station

Phase 2 of River Islands accommodates the future Valley Link station that will be planned, developed and constructed by the San Joaquin Valley/Tri-Valley Regional Rail Authority as part of the Valley Link project.

Valley Link is a proposed transit service connecting the San Joaquin Valley to the Bay Area. The Valley Link EIR has been released for public comment and consideration in December 2020. Valley Link would differ from Altamont Corridor Express (ACE) in that it offers a direct connection to BART at the Dublin/Pleasanton station. Valley Link would also connect to the current ACE service. The first phase of Valley Link will provide service from Tracy to the Dublin/Pleasanton BART station. The second phase will extend this service to a joint Valley Link/ACE station on the Sharpe Depot site, just north of the Lathrop Road/McKinley intersection, with a new station located in River Islands south of the Transit Oriented Development (TOD) district in the Plan Area. Trains will run throughout the day in both directions with the goal of meeting every other BART train leaving the Dublin/Pleasanton station.

The River Islands Valley Link Station would be accessible from anywhere in Lathrop by car, bicycle, or pedestrian links. The adjacent TOD district is planned to provide 1,821 high density residential units within ½ mile of the Valley Link station, easily accessible by walking. The TOD district will also include parking lots that can be used by the residents of River Islands as well as other areas of Lathrop. Parking lots will also be accessible from Southeast Stewart Tract via Manthey Road.

#### C. ACE Transit Station

ACE is a commuter train service from San Joaquin County to various areas in the

East Bay and South Bay. ACE is operated by the San Joaquin Regional Rail Commission (SJRR) and serves about 1.5 million riders each year serving the employment centers in Pleasanton, Livermore, and Santa Clara/San Jose.

Lathrop Manteca ACE station has the highest ridership in the system. This ACE station is located adjacent to Yosemite Avenue in Lathrop, near the Manteca city limits, and is less than four miles from River Islands via local City roads. A trail for pedestrians and bicycles goes underneath the freeway and directly connects River Islands via Stewart Road to the station. This station is close to the I-5/Highway 120 Interchange, making this station popular among ACE riders who take the short drive from Modesto to transfer to the Tri-Valley or Silicon Valley destinations.

Lathrop Manteca ACE has a number of transit connections, including regional connections from Modesto’s MAX bus service and from Manteca transit. Future transit connections can include River Islands. If the Valley Link transit station is not developed, parking areas provided for the Valley Link station could be used for staging commuters to this ACE station, serving as a park and ride with future shuttles to this station. Additionally, if the Valley Link system does not proceed, it is possible to use the River Islands station for ACE. While this would require ACE to use the Union Pacific rail line adjacent to River Islands rather than the line it currently uses further to the east, ACE is evaluating this possibility as part of its current expansion, and there is a new station in the City of Tracy that could accommodate this alternate alignment.

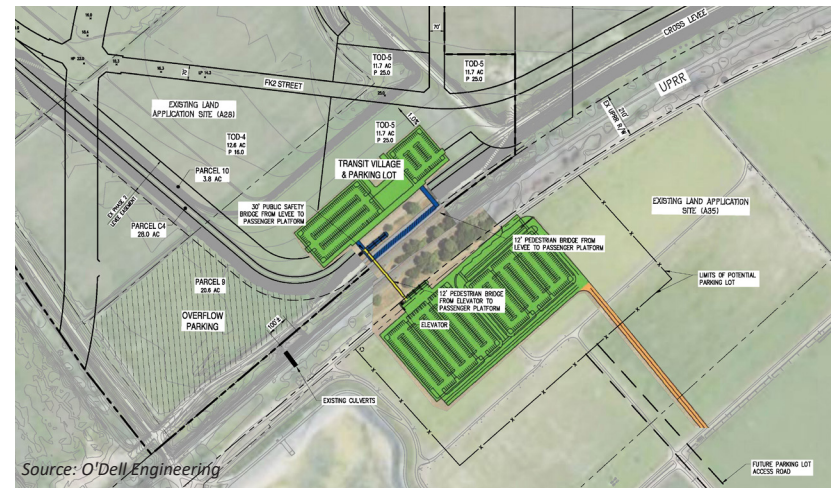


Figure 3-19: Valley Link Station Area Circulation and Parking Concept

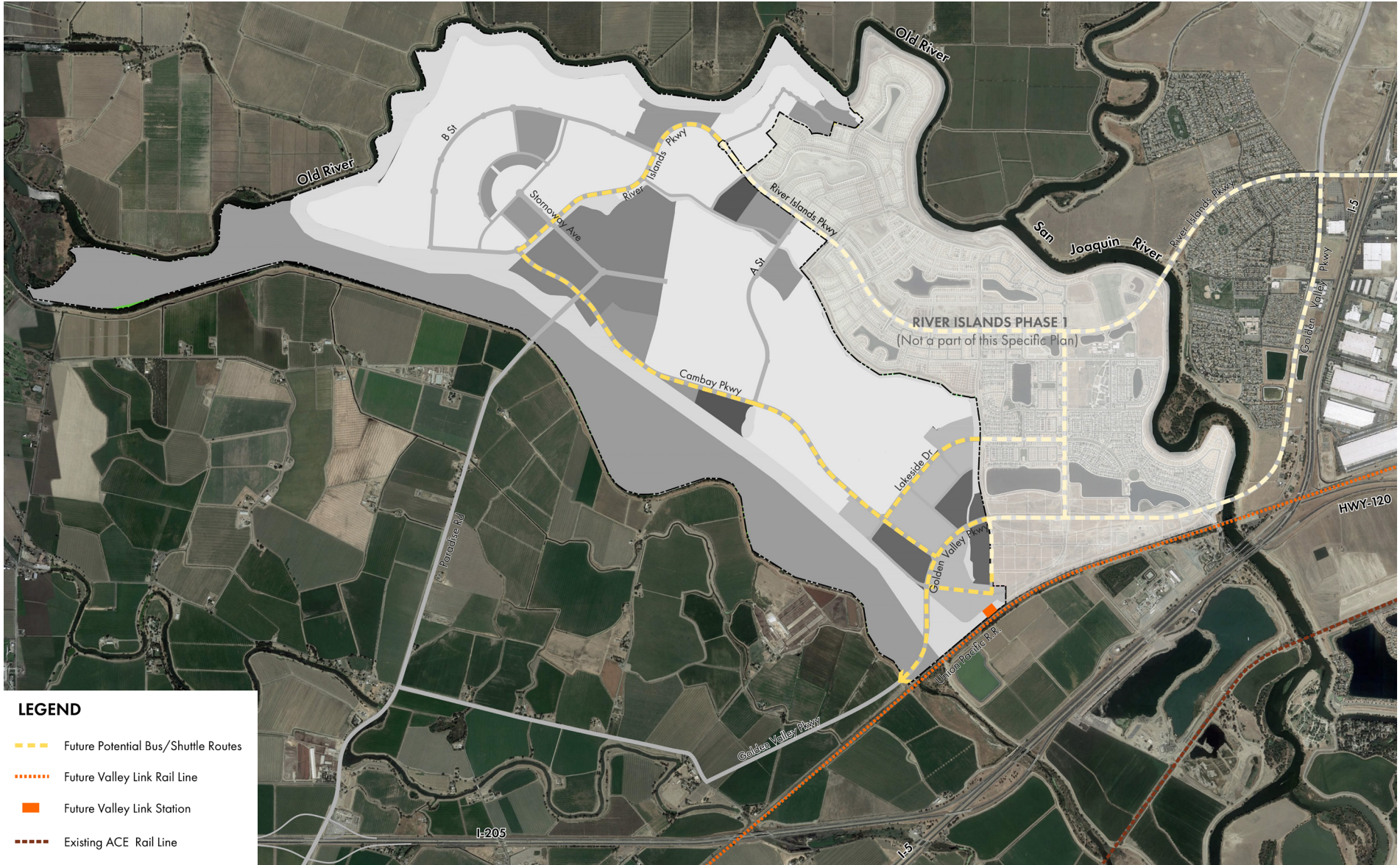


Figure 3-20: Public Transportation



### 3.1.5 TRANSPORTATION DEMAND MANAGEMENT PROGRAM

The objective of a Transportation Demand Management Program (TDM) is to encourage commuters to travel together or on public transit so that fewer people drive alone during peak commuting periods. The Lathrop General Plan encourages the creation of a TDM program that could assist those who commute to and from the Plan Area as well as within it. A successful TDM program is designed to provide financial incentives to those who participate. If such incentives are not included, the program is less likely to succeed.

The City of Lathrop plans to utilize the Commute-Based Trip Reduction Rule (Rule 9001) developed and adopted by the San Joaquin Valley Unified Air Pollution Control District and used for the Congestion Management Program in San Joaquin County. A planned TDM program for Phase 2 of River Islands would meet any requirements under Rule 9001.

Once employment uses are developed in the Employment Center and TOD zones, a TDM coordinator would be designated by the master developer and would be responsible for facilitation of the TDM program for River Islands land uses. The following are TDM strategies which could be considered for implementation within the Phase 2 area in general:

1. Appointment of a workplace coordinator to serve as liaison to the City's TDM coordinator.
2. Financial support for any reasonable combination of TDM measures such as transit related programs, ridesharing including carpool and vanpool, non-vehicular commute modes and alternative work hour programs.
3. Provision of a ridesharing matching program to connect employees living in the same area, with the intent of facilitating ride sharing.
4. Financial/time incentives given directly to employees.
5. Priority treatment for ride sharing with guaranteed rides home.
6. Paid TDM Coordinator for the dissemination of information and marketing of the various commute alternatives.
7. Site/area-wide surcharges to increase the cost of single occupancy vehicle parking.

8. Facilitation of a commuter rail station on site to be developed in conjunction with the Valley Link or ACE train service.

The TDM program will be implemented throughout Phase 2 of River Islands. It will be an evolving process whereby the TDM coordinator and the City of Lathrop identify projects and problems, and match these with alternatives to single occupancy vehicle travel and the necessary financial incentives to ensure its success.

## 3.2 UTILITIES

### 3.2.1 POTABLE WATER

As with Phase 1, the City of Lathrop will extend a potable water supply to the Phase 2 Plan Area from two primary sources: treated surface water from South San Joaquin Irrigation District (SSJID) under agreement between the City and SSJID, and from groundwater from City owned wells. A series of transmission lines and a new water booster pump station with additional storage will be constructed along Paradise Road to serve the bulk of Phase 2 development, although initial stages of development of Phase 2 will be served by existing infrastructure already constructed or under construction in Phase 1. It is also important to note that a portion of the potable water demand for irrigation water in parks and street side landscaping will be met with the use of highly treated recycled water, as explained in Section 3.2.3.

#### A. Primary Water Source - SSJID

The cities of Manteca, Escalon, Lathrop and Tracy negotiated Water Supply Development Agreements with SSJID for potable water service. This project is known as the South County Water Supply Project (SCWSP). The SCWSP includes the Nick DeGroot water treatment plant and over 30 miles of delivery pipelines and pump stations that currently deliver water to Manteca, Lathrop and Tracy. SSJID serves as the wholesale water agency and water treatment plant operator, and the Cities are the retail water agencies. Each city has an agreement with SSJID to receive treated water through December 2029. If the District and Cities do not agree to extend the contract past 2029, then the District agrees to transfer the project to a Joint Powers Authority composed of the four cities, which would run it at their cost.

The 1995 Water Supply Development Agreement (since amended), between the City and SSJID provided the City with a Phase 1 allocation of 8,007 AFY and a total allocation of 11,791 AFY after completion of Phase 2. In August 2013, the City sold 1,120 AFY of SCWSP water to the City of Tracy. Therefore, the City's remaining SSJID allocation is 6,887 AFY for Phase 1 and a total of 10,671 AFY after completion of Phase 2.

SSJID's current water supply is from Phase 1 of the SCSWP. The cities can purchase additional water from Phase 2 of the SCWSP. The River Islands project overall, has purchased nearly 3,500 acre-feet per year (AFY) of this water supply from the City under a separate agreement with River Islands Public Financing Authority (RIPFA). The City prepared a Water Supply Assessment (WSA or SB 610 Report) to assess the City's current water supply availability for

Phase 2 of River Islands. The WSA concludes that the identified water supplies from the City are adequate to serve the planned development for the River Islands Project through 2040 under normal year, single-dry year, and multiple dry-year supply conditions. At project buildout (anticipated for 2045), supplies for the entire City are anticipated to exceed demands by 4% in single-dry years, by over 1% in the first year of a multiple-dry year event. During these dry year conditions, conservation measures by the City and River Islands would be sufficient to serve the Phase 2 demand. If, in the future, additional surface water is necessary, River Islands can fund additional surface water supplies from Phase 2 of the SCWSP collaboratively with the City of Lathrop.

#### B. Primary Water Source – Groundwater

The City currently operates five municipal groundwater supply wells: Wells 6, 7, 8, 9, and 10. These wells are located within the Eastern San Joaquin Subbasin on the eastern side of the City's distribution system. Groundwater from Wells 6, 7, 8, 9, and 10 is treated to remove arsenic at the Lathrop Water Treatment Facility (LAWTF) on Louise Avenue, which came online in 2012. The City owns an additional well located on the southeast side of the water system, Well 21, which includes a treatment facility (Well 21 WTF) designed for disinfection and manganese treatment. The City last operated Well 21 between January 2012 and November 2013. Well 21 has remained inactive since November 2013 due to sanding in the well and elevated levels of arsenic and uranium. However, the City is pursuing upgrades and blending options that will allow Well 21 to resume operation in the near future.

Table 3-4 summarizes the amount of water supplies for the City, and Table 3-5 summarizes the Phase 2 potable water demand. As noted, the City should have sufficient supply for Phase 2 buildout.

#### C. Water System Technical Report

The master developer prepared a Water System Technical Report for the Phase 2 area of River Islands. As required by the City's General Plan, the Water System Technical Report provides detail as to the distribution system, storage, pump stations, and other specific information on the potable water system for Phase 2. This report, authored by PACE Engineers, has been accepted by the City Engineer and includes the transmission and distribution pipelines, storage tanks, booster pump stations and other potable major facilities. The plan shows that no new potable water related infrastructure outside of River Islands is necessary for Phase 2, although Phase 2 SSJID treatment plant improvements may be necessary to be funded in part by the project applicant.

**Table 3-4: Current and Projected Potable Water Supply Entitlements (2020-2040)**

SUPPLY TYPE	POTABLE WATER SOURCE	CURRENT AND PROJECTED SUPPLY (AFY)					
		2015 (EXISTING)	2020	2025	2030	2035	2040
<b>CURRENT SUPPLIES</b>							
Imported/ Purchased Water <sup>1</sup>	SSJID SCWSP Contract	6,887	6,887	6,887	6,887	6,887	6,887
Groundwater <sup>2</sup>	City Wells	4,720	4,720	4,720	4,720	4,720	4,720
<b>ANTICIPATED ADDITIONAL FUTURE SUPPLIES</b>							
Imported/ Purchased Water <sup>3</sup>	SSJID SCWSP Contract	-	-	-	-	-	3,784
Groundwater <sup>4</sup>	City Wells	-	0	0	0	0	0
<b>TOTAL</b>		<b>11,607</b>	<b>11,607</b>	<b>11,607</b>	<b>11,607</b>	<b>11,607</b>	<b>15,391</b>

Source: City of Lathrop 2019 WSMP, Table 5-4 (EKI, 2019)

Notes:

1. The City's total Phase I allotment of SCWSP water, following the 2013 sale to the City of Tracy, of 1,120 AFY is 6,887 AFY.
2. Reflects the City's firm groundwater capacity, assuming Wells 21 and 9 remain offline.
3. The City's total Phase II allotment of SCWSP water, following the 2013 sale to the City of Tracy, is 10,671 AFY.
4. Potential additional groundwater supplies may be obtained through the Well 21 WTF upgrade, which could be completed in two phases. Phase 1 is anticipated to be completed by 2020 and Phase 2 is anticipated to be completed by 2025. Potential additional groundwater may also include bringing Well 9 back on-line. However, for this report, water from Well 21 and Well 9 are not included as Anticipated Additional Future Supplies.

**Table 3-5: Phase 2 Potable Water Demand Projections**

PROJECT PHASED DEMAND	PROJECTED WATER USE (AFY)				
	2020	2025	2030	2035	2040 (BUILDOUT)
POTABLE DEMAND	0	268	1,186	2,112	3,038
NON-POTABLE DEMAND	0	109	276	518	760
<b>TOTAL DEMAND</b>	<b>0</b>	<b>378</b>	<b>1,462</b>	<b>2,630</b>	<b>3,798</b>

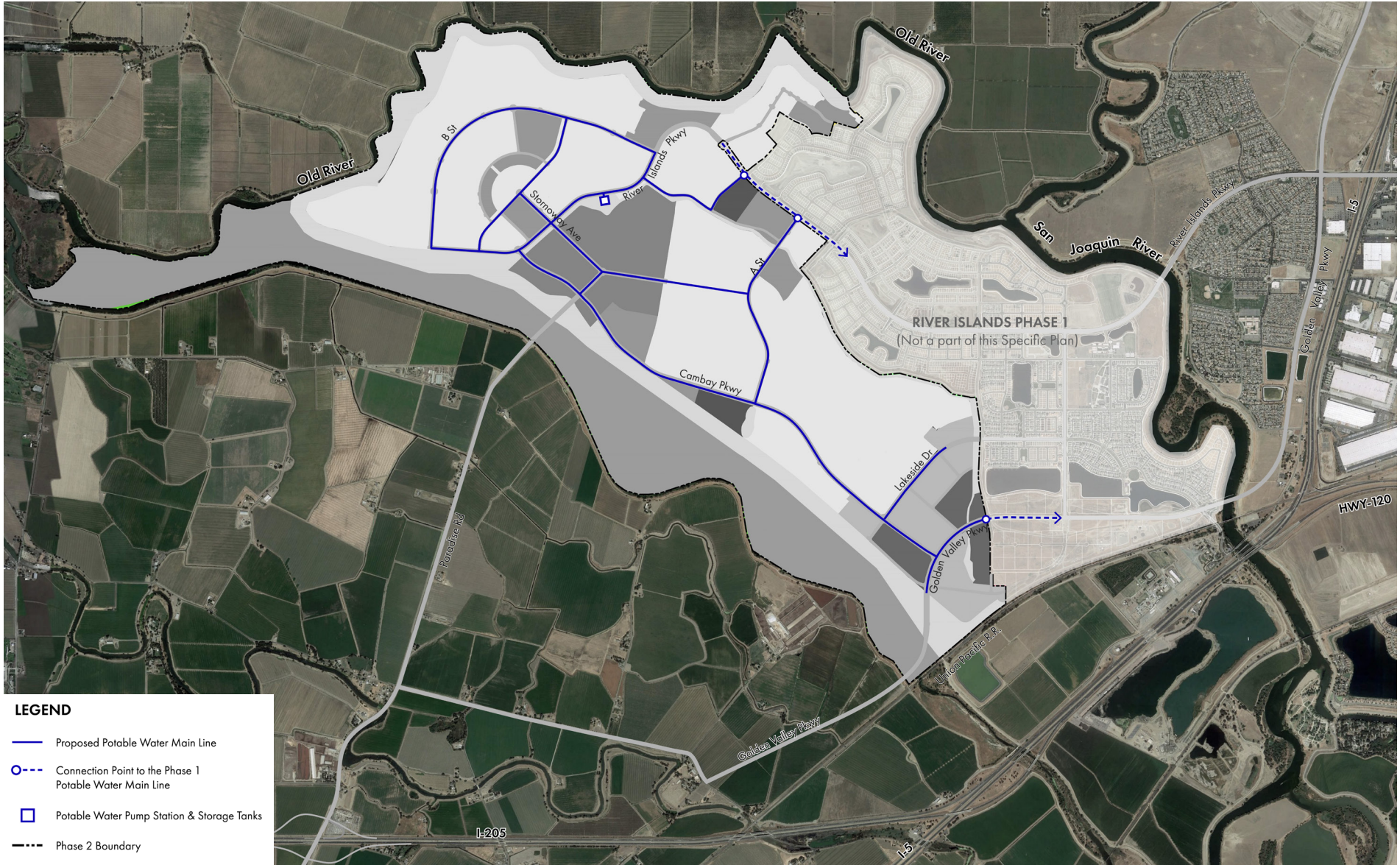


Figure 3-21: Potable Water Utilities Diagram



### 3.2.2 WASTEWATER SYSTEM

#### A. Wastewater Treatment Facilities

The City of Lathrop consolidated its wastewater treatment facilities in 2015 with the aptly named Lathrop Consolidated Treatment Facility (LCTF). The LCTF was expanded in 2018 to an average daily dry weather flow of 2.5 million gallons per day (MGD) of treatment capacity. The LCTF can be expanded to an eventual 6.0 MGD of average dry weather flow, which includes serving both phases of River Islands. Daily operations of the LCTF are contracted to a private contractor, Veolia Water NA.

Wastewater treatment and disposal at the City’s LCTF is currently regulated under Waste Discharge Requirements (WDR) Order No. R5-2016-0028. The LCTF produces disinfected tertiary treated wastewater (recycled water) suitable for irrigation at parks, landscape strips, median islands, pond berms, and agricultural fields. Section 3.2.3 discusses the use of recycled water as an irrigation water source.

#### B. Wastewater Collection System

The wastewater collection system will be extended from Phase 1 into Phase 2, which includes major trunk lines along River Islands Parkway and Lakeside Drive. Future extensions into Paradise Road and other Phase 2 arterials will expand the system into neighborhoods, along with a number of lift stations that will move wastewater to the River Islands Wastewater Pump Station in the Employment Center. That pump station was designed to serve both Phase 1 and Phase 2, and force mains to deliver wastewater from that pump station to the LCTF have been installed. No new wastewater collection related infrastructure outside of River Islands will be needed, other than future participation in expansions of the LCTF. Figure 3-22 depicts the wastewater collection system for Phase 2. Additional details of the wastewater system can be found in the PACE Wastewater Technical Report, submitted for acceptance by the City Engineer.

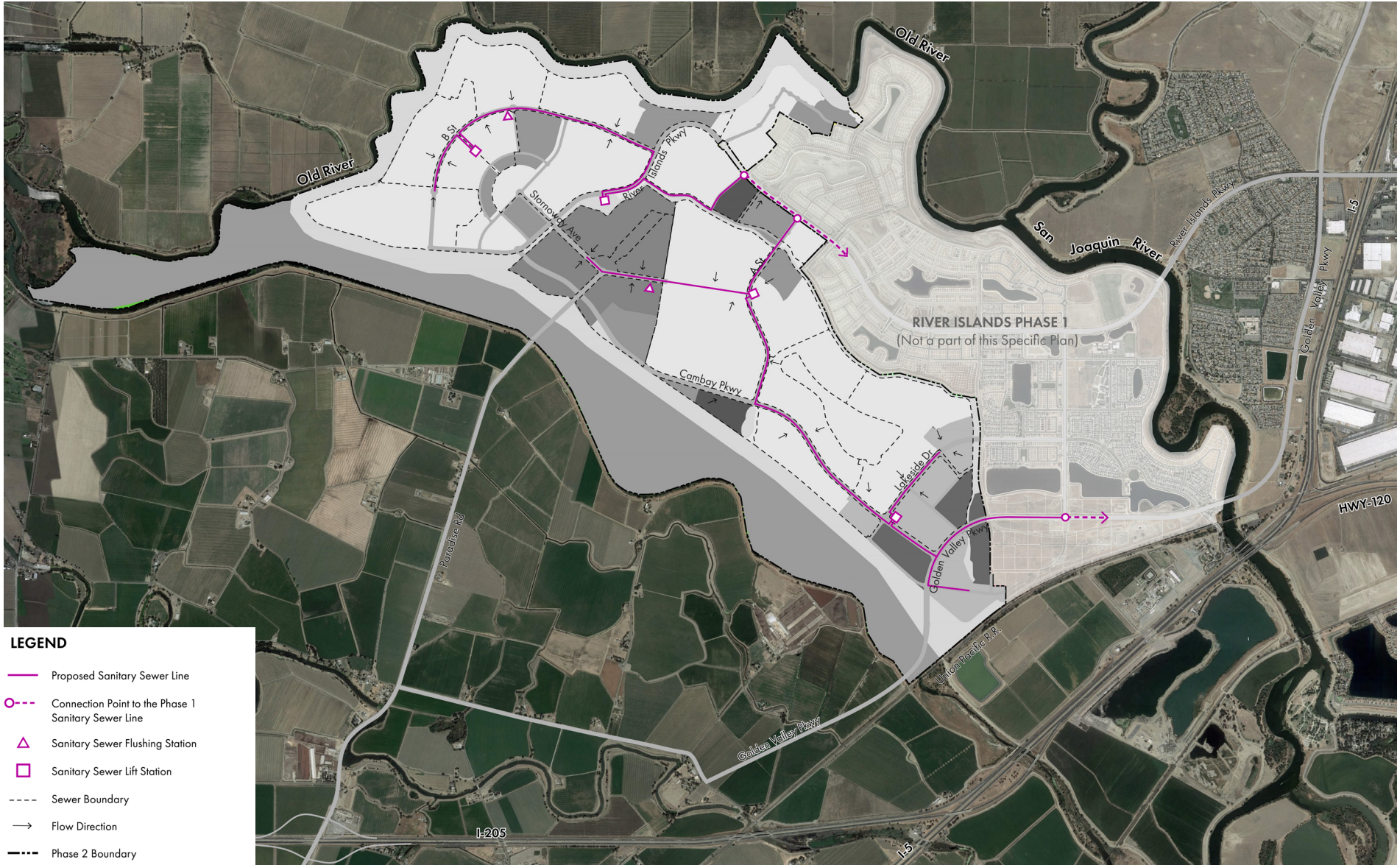
**Table 3-6: Phase 2 Sanitary Sewer Average Dry Weather Flows**

LAND USE	PHASE II TOTAL NUMBER OF DU OR ACRES	LAND USE SEWER FLOW FACTOR (GPU PER DU OR AC)	AVERAGE DRY WEATHER FLOW (GPD)
LOW DENSITY RESIDENTIAL (DU)	4,064	200	812,800
MEDIUM DENSITY RESIDENTIAL (DU)	3,017	180	543,060
HIGH DENSITY RESIDENTIAL (DU)	3,645	170	619,650
COMMERCIAL (AC)	136	590	80,240
INDUSTRIAL (AC)	0	355	0
PARKS (AC) <sup>1</sup>	69.4	55	3,817
SCHOOLS/INSTITUTIONAL (AC)	110	245	26,950
<b>TOTAL</b>			<b>2,086,517</b>

Notes:

1. Parks acreage only includes parks where restrooms are available.





**LEGEND**

- Proposed Sanitary Sewer Line
- - - - Connection Point to the Phase 1 Sanitary Sewer Line
- △ Sanitary Sewer Flushing Station
- Sanitary Sewer Lift Station
- - - Sewer Boundary
- Flow Direction
- Phase 2 Boundary

Figure 3-22: Wastewater Utilities Diagram



### 3.2.3 RECYCLED WATER AND NON-POTABLE WATER IRRIGATION

The State of California encourages the reuse of recycled water as irrigation, regulating its use through the Regional Water Quality Control Board (RWQCB) and Division of Drinking Water of the State Water Resources Control Board (DDW/SWRCB). To minimize the public's exposure to health hazards due to the use of recycled water for urban irrigation purposes, recycled water and recycled water systems must meet strict requirements for treatment and disinfection.

As discussed in the previous section, the City generates high quality disinfected tertiary treated recycled water from its LCTF facility. Currently, the recycled water is mostly used for agricultural irrigation. Recycled water has been delivered to the Phase 2 portion of River Islands for irrigation of agricultural lands since 2005. However, the WDR does also allow for use of recycled water on urban landscaping, including irrigation of parks, landscape strips, and median islands. River Islands will soon begin irrigation of urban landscaping with recycled water, in addition to continuing the use of recycled water to irrigate agricultural land.

In 2019, the River Islands master developer completed a large lake pump station that has multiple functions, including the delivery of recycled water, lake water, river water or in emergency situations, potable water to urban landscapes (e.g. parks, schools, streetscapes) in Phase 1 of River Islands. Two additional lake pump stations will be constructed in Phase 2 of River Islands that will serve the same function.

#### A. Recycled Water Use and Distribution

Currently, recycled water needs to be stored during the winter, and used for irrigation during the growing season. Currently, the City's recycled water distribution system conveys recycled water from a storage pond at the Lathrop CTF to lined storage ponds and agricultural land application areas throughout the City. River Islands has two storage ponds for recycled water in the system: S5 near the LCTF and S16 located in Southeast Stewart Tract. Ultimately, additional piping from the S16 pond and pump station will deliver recycled water directly to the Phase 1 lake pump station (at Lake Somerston – Lake 3) and Phase 2 lake pump stations to deliver recycled water on demand.

For Phase 2, recycled water will be disposed of on agricultural land and urban landscaping. Phase 2 has been designed to include additional storage ponds, agricultural disposal areas and urban landscaping areas to facilitate storage and disposal of all the reclaimed water produced by Phase 2. Consistent with the City's 2015 Urban Water Management Plan (UWMP) and the current WDR, the Project will provide storage ponds in Southeast Stewart Tract, agricultural irrigation disposal areas in Paradise Cut, and urban irrigation throughout Phase

2, along with purple piping to complete the Phase 2 recycled water system. The existing agricultural land application areas in Phase 2 are located on land intended for development. These areas will be phased out and replaced with the Paradise Cut disposal areas or urban landscaped areas, as the Phase 2 area develops over time.

#### B. Future NPDES River Discharge Permit

The City is pursuing an NPDES River Discharge Permit (NPDES Permit) to allow highly treated wastewater (recycled water) to be pumped into the San Joaquin River. If that NPDES Permit is obtained, it will eliminate the need to use recycled water on the agricultural lands in Paradise Cut and those properties would be irrigated with water from the adjacent Paradise Cut, as is the practice today. Use of recycled water to irrigate urban landscaping would continue, but the NPDES permit would allow recycled water in excess of the needs of urban irrigation to be discharged to the San Joaquin River. Because the NPDES permit would eliminate the need to store recycled water during the winter, the existing storage ponds would be adequate to serve all of Phase 2. For that reason, new storage ponds will be constructed incrementally, as needed, to limit the potential to construct new storage ponds, only to have them become obsolete in the near future. The City's surface water discharge proposal is the subject of a separate NPDES Permit process and is the subject of an independent EIR and not further analyzed in this document.

#### C. Other Non-potable Water Sources

Since the water balance in the UWMP indicates that recycled water may not be sufficient for all urban landscapes, additional irrigation water sources are necessary. Based on existing riparian and appropriative water rights, River Islands has the advantage of having both river and lake waters available for "make up" water when adequate volumes of recycled water are not available. This non-potable irrigation system utilizes the lake pump stations to deliver pressurized water to public landscapes. These pump stations have river, lake and recycled water delivered to them, with appropriate backflow prevention and chlorine disinfection so that any of these three non-potable sources may be safely delivered through the purple pipe system. Potable water is also available to these stations, but will only be used in an emergency situation when no other non-potable source is available. The pump stations provide the required air gaps to keep each water source independent from cross contamination. The lakes, pump stations and non-potable irrigation system will be owned by RD 2062 and operated by RIPFA. Additional details of the recycled water system can be found in the PACE Recycled Water Technical Report.

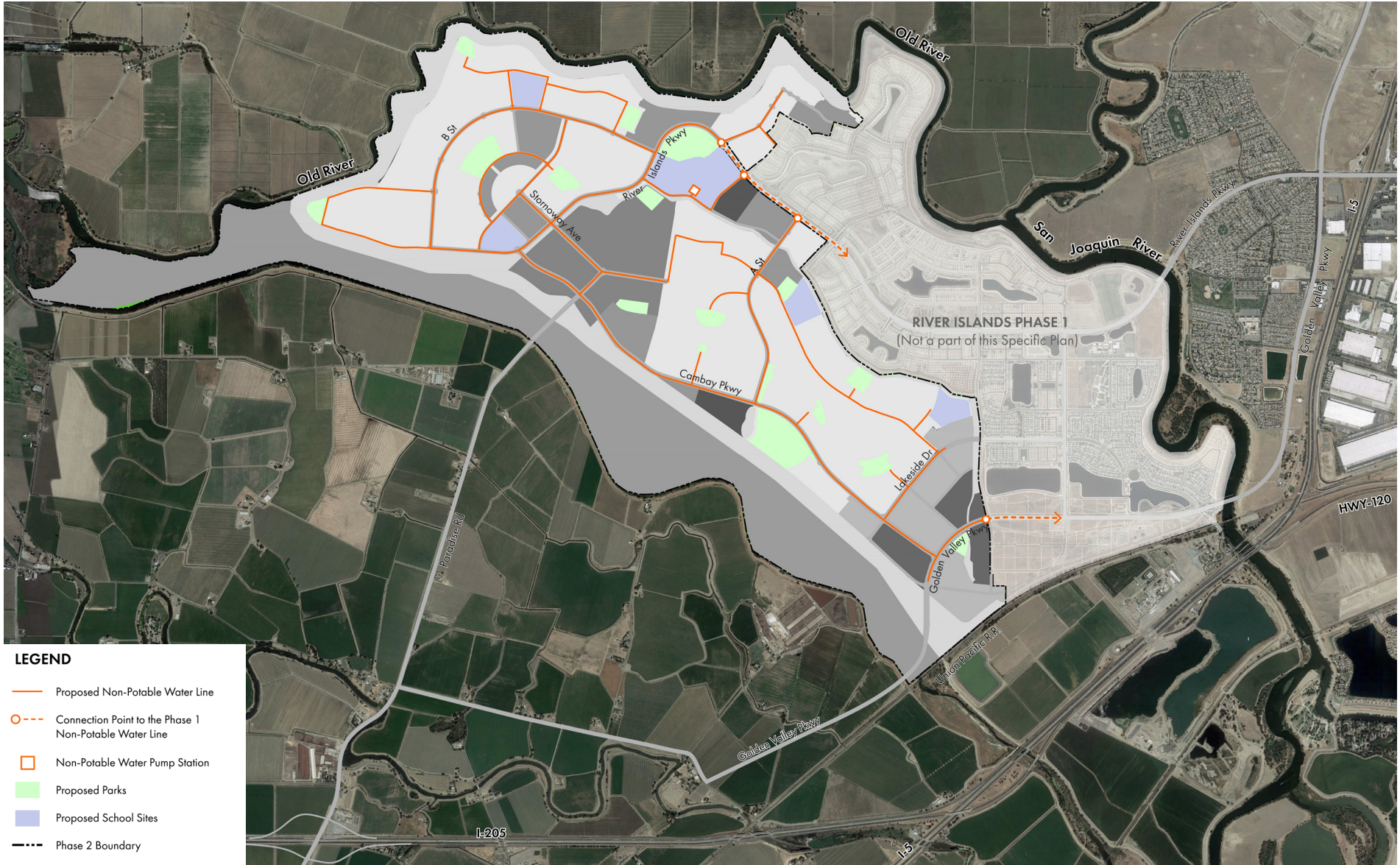


Figure 3-23: Non-potable Water Utilities Diagram



### 3.2.4 FLOOD PROTECTION

All new urban development within Phase 2 of River Islands must be protected from flooding. The design standards for flood protection are established on a federal level by the Federal Emergency Management Agency (FEMA) and on a state level by the Central Valley Flood Protection Board (CVFPB). The level of protection that FEMA has established is protection against a 100-year flood event as evidenced by the Flood Insurance Rate Maps (FIRM). The level of protection the CVFPB has established is protection against a 200-year flood event. Levees must meet an Urban Levee Design Criteria (ULDC) established by the CVFPB, with final certification by local land use agencies (in the case of River Islands, the City of Lathrop), by making an Urban Level of Flood Protection (ULOP) finding.

#### A. Phase 2 Urban Levee Program

Under a grading permit issued by the City, the River Islands master developer constructed a new perimeter levee around the Phase 2 boundary that adjoins the existing Phase 1 levee system (see Figure 3-24). This Phase 2 levee system was constructed on the land side of the existing Federal Project levees to the 200-year protection standard, and were designed to withstand a larger flood, as compared to the outer Federal Project levees which were only built to a 50-year standard.

The Phase 2 urban levee system was constructed for eventual dedication to River Islands Reclamation District No. 2062 (RD 2062). The levee completion in late 2019 has led to the application for a Letter of Map Revision (LOMR), signed by the City of Lathrop, to update the FIRM panels for the River Islands area. The LOMR, once approved and effective, will allow urban development within the Phase 2 area meeting FEMA's 100-year standard, so long as a Finding of Adequate Progress toward providing ULOP protection by the year 2025 is made each year. Since the Phase 2 levee system was also constructed meeting the state's ULDC standards, the process for certification of the levee system for 200-year protection has also begun. The certification for 200-year ULOP protection is expected in 2021. Because the Phase 2 ULOP levees have been constructed, it will be simple to make Findings of Adequate Progress toward provision of 200-year protection until ULOP certification has been established.

The City will condition the Phase 2 development to have the LOMR effective prior to any urban development being approved for the area. The City will also

require the Phase 2 area (and the Project overall) to meet the state's 200-year standards by the state's deadline of 2025, and make Findings of Adequate Progress toward that goal each year until 2025, or until the levees are certified as providing ULOP 200-year flood protection. Since the ULOP certification is expected in 2021, River Islands should meet this requirement. The applicant has already applied to FEMA for a LOMR to be issued over the Phase 2 project area and issuance of the LOMR is expected in 2021.

Necessary pipelines (such as those necessary for river pump irrigation) will penetrate the levee system above the MTOL (minimum top of levee – above freeboard) of the levee as required by state and federal standards. All of the Phase 2 urban levees have all weather surfaces (compacted gravel) for patrol and many of them will include all-weather paths to be used as multi-purpose trails.

Existing Federal Project levees that lie outside the Phase 2 200-year levees will remain under the ownership and maintenance responsibility of RD 2062, but will not provide urban flood protection. Because the new internal levees will provide the required 200-year flood protection, the River Islands master developer plans to degrade portions of these 50-year Project levees along Paradise Cut and Old River in the future, creating an additional opportunity for eco-restoration and flood storage along the river channels.

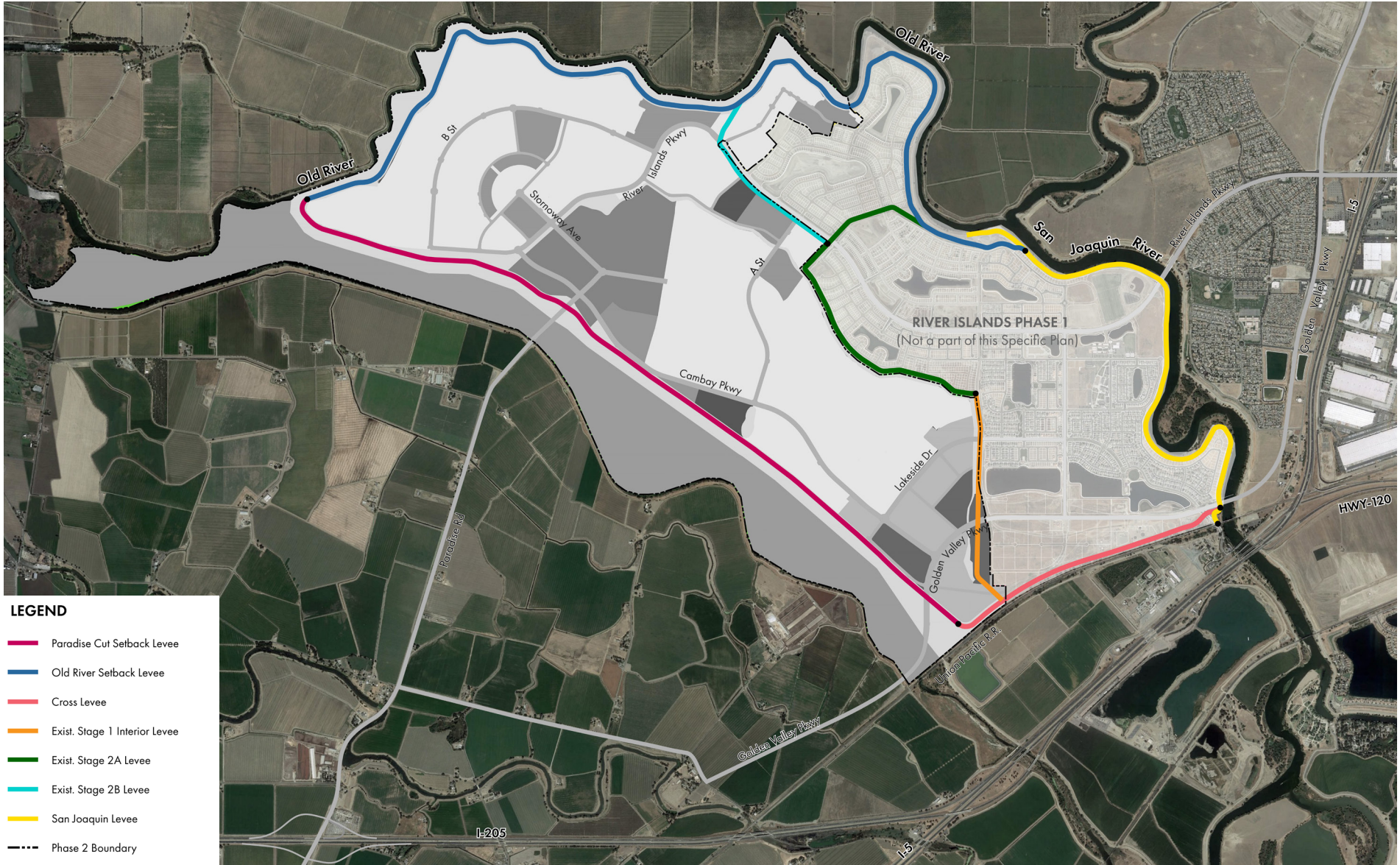


Figure 3-24: River Islands Phase 2 Levee System



### 3.2.5 LAKE SYSTEM AND STORM DRAINAGE

Phase 2 of River Islands will continue to utilize interior lakes for storage of stormwater and to balance natural groundwater, provide irrigation water, and offer outdoor recreation such as non-powered boating and fishing. As with Phase 1, the lakes in Phase 2 will be interconnected via pipelines that allow the lakes to hydraulically operate together. Multi-use pump stations will move water between the lakes to keep them aerated, manage water quality, pressurize the non-potable irrigation system, and discharge storm waters to Paradise Cut when necessary. Additional non-potable water will be provided by existing pump stations along the river system utilizing water rights of the applicant/property owner. 3-26 depicts the Phase 2 lake system.

#### A. Phase 2 Master Storm Drainage Plan

The Phase 2 Master Storm Drainage Plan drafted by PACE incorporates drainage inlets from the City's public streets into the lake system. In some cases, bioretention areas provide a 'first flush' treatment of stormwater. The lakes themselves provide a separation of sediment through settlement, since each lake will be at least 20 feet deep. The water storage capacity gained by incorporating the lakes into the drainage collection system reduces the size of the stormwater pump stations and the frequency with which they are used. Because the lakes are in contact with groundwater, best management practice (BMP) treatment measures will be implemented to meet the NPDES requirements (City MS4 Permit). The main lake levels fluctuate together with the surrounding groundwater table. As a result, the lake level at any given time is a function of storm events and seasonal changes in the groundwater elevations.

For the Phase 2 area, river pump stations are interconnected to the lake system drainage pump stations and are designed to keep the lake at elevation 5.0' in order to maintain freeboard to developed portions of the site in the event of a major storm. In a typical rain event, the lake pumps are designed to evacuate water from the lakes to Paradise Cut, in order to keep the lakes at a determined elevation. As an added safety feature, the lakes are designed to hold all water from a 100-year storm, in the unlikely event that all pumps were off, without impacting streets or homes. The maximum elevation of the lakes, if no pumps were operating to evacuate the water to adjacent rivers, is elevation 9.5'. Street elevations are at a minimum of elevation 10.0', and pad elevations of homes are even higher at a minimum elevation of 12.0'.

#### B. River Islands BMP's

A series of BMPs are incorporated into the Master Storm Drainage Plan to comply with NPDES requirements and maintain water quality within the lake

system. Because the lake is in contact with groundwater, BMPs are designed to treat the initial stormwater flows generated by the first 1/2" of runoff.

The Master Storm Drainage Plan uses a variety of BMPs throughout the site and in many cases provides redundancy so that stormwater runoff passes through two or more BMPs prior to discharging to the lake. Once the stormwater enters the lakes, the detention times in the lakes allow material to settle and diffuse in each of these large water bodies. RD 2062 has an agreement in place with the City on operation of the lake system as it interacts with the City's storm drain system and this agreement outlines the responsibilities of both public agencies. This agreement allows River Islands to have coverage under the City's MS4 permit with the State.

The following BMPs are intended to be the primary structural treatment measures. Other structural and non-structural measures will likely be implemented during the life of the project.

#### (1) Infiltration

Infiltration occurs in parks, open space areas, and paseos throughout the Plan Area. The Plan Area will have hundreds of acres of open space that will allow stormwater runoff from adjacent areas to percolate into the ground.

#### (2) Biofiltration (Grassy Swales)

Swales are located adjacent to arterial roadways such as River Islands Parkway and Golden Valley Parkway. These are longitudinal swales, parallel to the roadway, used to intercept and treat stormwater runoff draining directly off from the roadway. In some cases, low flows may be piped to the swale from adjacent development areas.

#### (3) Commercial BMPs

BMPs for large commercial buildings and parking lots will be implemented with the site development of individual parcels. These BMPs may include biofiltration through swales or buffer strips, infiltration, media filtration, oil/water separators or other measures.

#### (4) Wetlands

Treatment wetlands can be located in various lake locations as necessary. Such an area was constructed at Sunset Lake (Lake 1) in Phase 1. Wetlands can

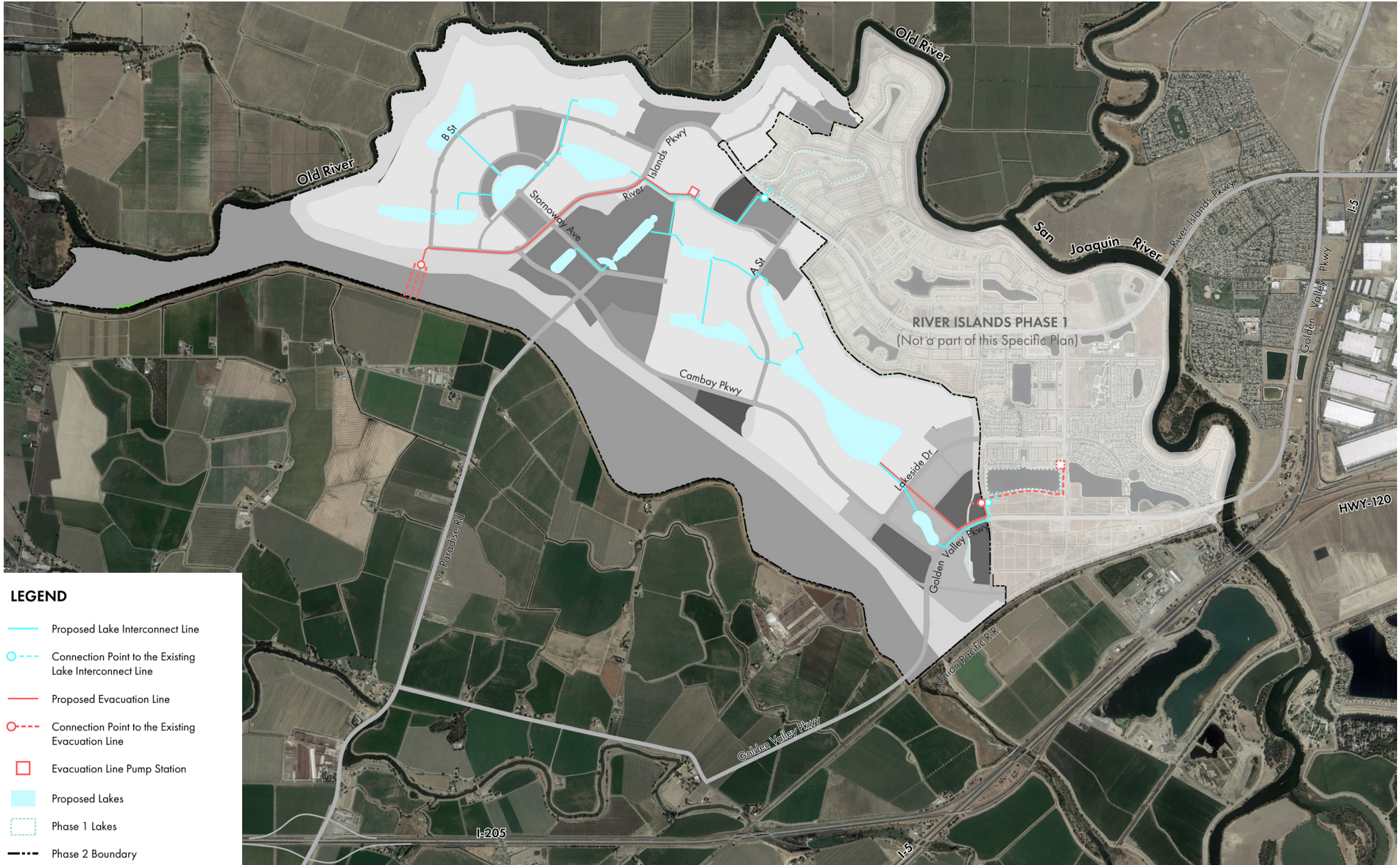


Figure 3-25: Lake System



provide treatment for stormwater runoff from all area's tributary to a particular storm drain line prior to discharge into the lake system. This creates redundancy since many areas may have already passed through at least one other BMP described above. Stormwater will flow through the wetland and ultimately into the lake. Due to this redundancy, it is anticipated that such wetlands need not be common, but can be utilized over time should enhanced lake water quality become necessary.

### **3.2.6 SOLID WASTE**

The City of Lathrop has a three-cart system for the collection of garbage, recycling and green waste. This system helps residents do their part to meet the State law (AB 939) that requires all cities and counties to reduce the amount of waste that end up in landfills by 50%. The City of Lathrop has a franchise agreement with Republic Services to provide residential and commercial garbage services. These franchise agreements include the responsibility to provide services to all areas of the City, including Phase 2 of River Islands.

### **3.2.7 ELECTRIC AND GAS UTILITIES**

#### **A. Electric Service**

Electric service for all of River Islands is provided by Lathrop Irrigation District (LID). LID has constructed regional infrastructure in the last five years to interconnect its system to the state transmission grid. This includes a new switchyard that interconnects to the 115 kV Manteca-Kasson regional transmission line. A new transmission line from the interconnection transverses I-5 through Southeast Stewart Tract into the Employment Center in Phase 1. The substation was constructed to be enlarged on the same site over time as development continues; the facility is sized for buildout of the entire River Islands Project, including Phase 2. The distribution line between the switchyard east of I-5 and the Substation in Phase 1 is above ground on poles due to its high voltage (115kV). All permanent service connections extending from the substation are underground and extend the 21 KV system. At predetermined locations, pad-mounted electrical switchgear and transformers are installed to provide 120/240 volt and 480-volt electricity to customers. The Phase 2 roadway system will include a continuance of joint trench facilities, including electricity to all neighborhoods in Phase 2.

#### **B. Natural Gas Service**

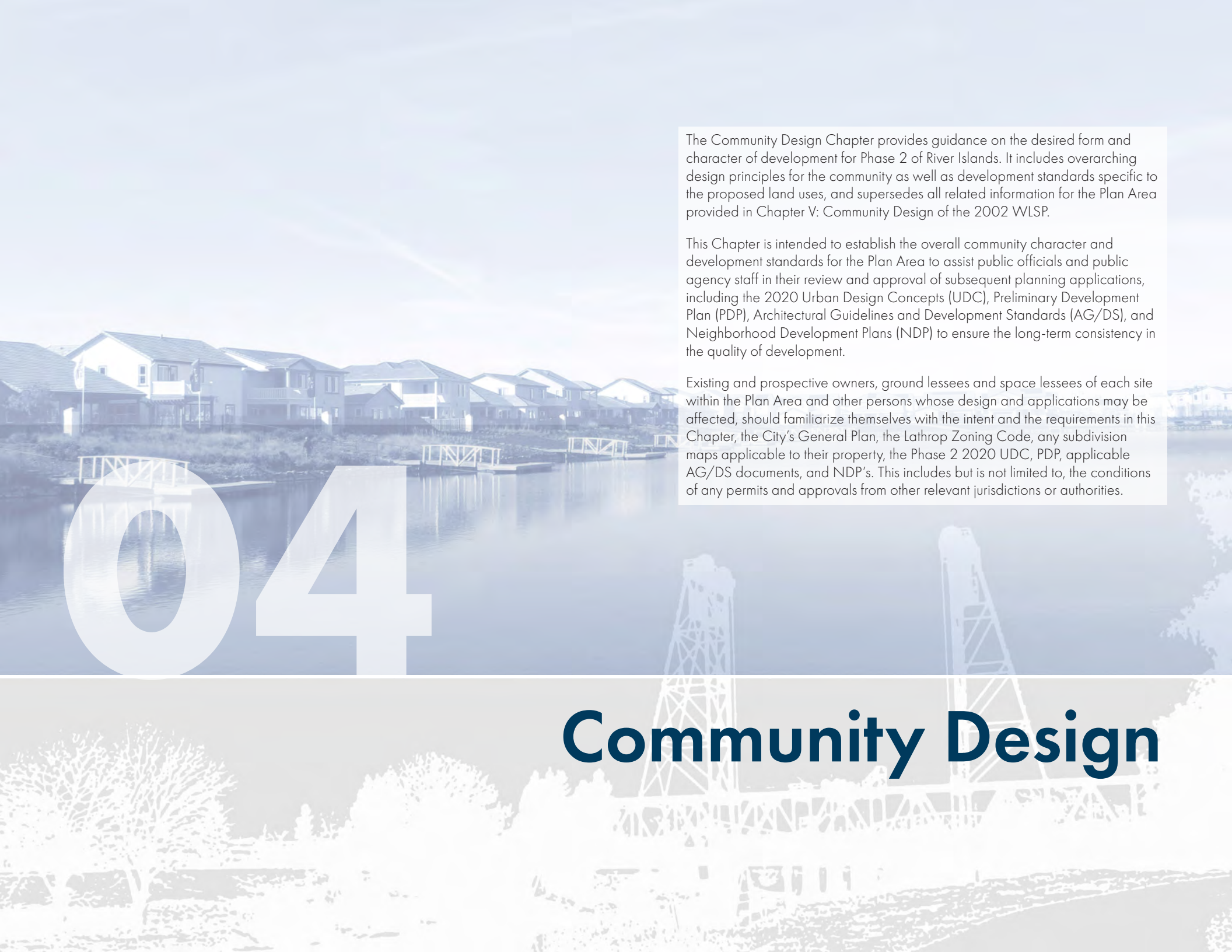
Natural gas currently connects to the River Islands Project through two pipelines: an 8" high pressure transmission line across Bradshaw's Crossing Bridge via River Islands Parkway and another 6" large distribution line that crosses under the Union Pacific Rail Road in a 10" casing and enters the southeastern end of the project via Stewart Road. A pressure reducing station near Bradshaw's Crossing Bridge is designed to distribute natural gas radially from the source gas line to a number of distribution lines. PG&E remains the natural gas provider for all of the City of Lathrop including River Islands, and PG&E would continue to plan, install, and maintain future natural gas facilities for Phase 2 of River Islands.

#### **C. Telecommunications Services**

The telecommunication services system for River Islands enters the site via Southeast Stewart Tract (Stewart Road), from fiber optic cables owned by several providers, including Comcast, AT&T and Sprint. Both Comcast and AT&T have franchise agreements with the City of Lathrop and serve the current River Islands community with telephone, television, and internet services. LID also has conduits along major streets in River Islands that can accommodate joint-use fiber optic cable infrastructure. This future network is also designed to service public uses, including City telemetry for publicly owned utilities, internal network for security cameras, traffic signal interconnection, and communication between City owned facilities.



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The Community Design Chapter provides guidance on the desired form and character of development for Phase 2 of River Islands. It includes overarching design principles for the community as well as development standards specific to the proposed land uses, and supersedes all related information for the Plan Area provided in Chapter V: Community Design of the 2002 WLSP.

This Chapter is intended to establish the overall community character and development standards for the Plan Area to assist public officials and public agency staff in their review and approval of subsequent planning applications, including the 2020 Urban Design Concepts (UDC), Preliminary Development Plan (PDP), Architectural Guidelines and Development Standards (AG/DS), and Neighborhood Development Plans (NDP) to ensure the long-term consistency in the quality of development.

Existing and prospective owners, ground lessees and space lessees of each site within the Plan Area and other persons whose design and applications may be affected, should familiarize themselves with the intent and the requirements in this Chapter, the City's General Plan, the Lathrop Zoning Code, any subdivision maps applicable to their property, the Phase 2 2020 UDC, PDP, applicable AG/DS documents, and NDP's. This includes but is not limited to, the conditions of any permits and approvals from other relevant jurisdictions or authorities.

# Community Design

## 4.1 PHASE 2 OVERALL DESIGN PRINCIPLES

The following overarching design principles are established to guide the development form and character of Phase 2 of River Islands:

### **1. Connect to the natural landscape of the San Joaquin River Delta, and establish River Islands as a delta community.**

The San Joaquin River Delta has a rich history, culture, and environmental character that has already become the basis of some of River Islands' most compelling and attractive features, such as its natural riparian edges, open spaces for flood storage, wildlife habitat, and passive recreation opportunities. These features continue in Phase 2, with inspirations coming from historical natural conditions that go back hundreds of years.

Paradise Cut is a remnant of the San Joaquin River Delta that connects the main channel on the east with the Old River on the west. With the majority of the area located in the Plan Area, Paradise Cut comprises approximately 900 acres of river channels, wetlands and agricultural land. Paradise Cut will be developed as an ecorestoration area in Phase 2 following the urban development, creating new opportunities for wildlife habitat, additional storage for stormwater, and a special component of the River islands open space system.



### **2. Embrace and enhance the water as a distinct community element.**

Located at the upper end of the San Joaquin River Delta, the River Islands community is surrounded by water. Groundwater is near the surface, and seasonally wet areas occur in the Paradise Cut. The abundance of water is a distinct characteristic to be embraced, enhanced and celebrated as an overall design element of the Phase 2 community.

A chain of lakes proposed throughout the community serves as a visual amenity as viewed from the adjacent developments and open spaces, levee trails and roadways. As with Phase 1, many of the lakes will be surrounded by homes offering views and private recreation. Certain lake edges have been designed as public open spaces to allow public access to these amenities.



**3. Promote and feature the stormwater best management practices by integrating these into the system of lakes and open spaces.**

The porous nature of the soils on Stewart Tract provides an opportunity to manage stormwater runoff in an environmentally sensitive and visually attractive way. This is achieved by directing runoff into small basins at lake inlets, into swales along landscaped areas of roadways and paseos connecting neighborhoods, and through other parks and open space areas adjacent to the lakes. Managing stormwater in this way allows the drainage system to slow down, reduce the amount, and filter the stormwater entering the system in addition to becoming an integral part of the community's aesthetic framework.



**4. Create urban mixed-use districts and destinations within the community that provide opportunities for diverse lifestyles, including working, learning, and entertainment, in a pedestrian-friendly environment.**

The Plan Area includes two mixed-use villages - Paradise Cut Village Center and Transit Oriented Development - that blend residential and nonresidential land uses together into a fine-grain urban fabric. Paradise Cut Village Center is located at the southwestern entry into River Islands, and includes a mix of retail, office, townhouses and apartments, educational and civic uses. The Transit Oriented Development village, located adjacent to the Phase 2 Employment Center, includes high density residential, office, paseos, parking areas for the adjacent Valley Link transit station and possibly service commercial uses. Buildings will also be designed to enhance pedestrian experiences, and streets and block sizes will be planned to further enhance the walkable nature of the place.



Google Photos

**5. Create an extensive network of pleasant and walkable streets, open space trails, and paseos conducive to pedestrian movement, connectivity, and accessibility throughout the community.**

Phase 2 of River Islands features a multi-dimensional and hierarchical circulation and open space system that permeates the entire community. It consists of tree-lined streets, paseos, pocket parks, trails, lake edges, and other elements that are interconnected to create a community in which residents feel connected to their neighborhood and the place they live.

River Islands' extensive network of pedestrian paths is the primary means of pedestrian access to many of the nearby open space amenities. All streets in Phase 2 of River Islands will have sidewalks, and wide pathways will be included throughout public spaces, parks, commercial areas, and schools. Residential streets will be designed with parkways planted with shade trees to create relief from the intense summer sun and encourage year-round use and enjoyment.



**6. Place school sites to become community anchors, and maximize their accessibility through various modes of transportation.**

Schools are an important element of a community's physical design. To emphasize their importance, schools are located to maximize their accessibility from the surrounding neighborhoods and the overall community by a variety of transportation means which build on their unique setting. Physical connections between schools and the community include pedestrian trails, wide sidewalks, bicycle trails, as well as roads for vehicles and transit, making schools the focal points of daily activities.



## 4.2 PHASE 2 DEVELOPMENT STANDARDS

This section establishes the development standards for the land uses included in the six Planning Districts. Development of the Phase 2 area shall be governed by the 2020 UDC that will be further refined and adopted as NDPs supported by AG/DS for each Planning District or Sub-district as well as the regulations and procedures contained in Chapters 17.52 and 17.61 of the Lathrop Municipal Code. In particular, review and approval of NDPs for the Paradise Cut Village Center, Transit Oriented Development, and the Employment Center will need to be complete prior to subsequent approvals for development in these Districts.

The distinctions between the land use designations and zoning classifications for each use are set forth in Table 4-1. While technically not classified as a district as it does not allow urban development, Paradise Cut is designated and zoned as Resource Conservation & Open Space (RCO-RI). The Phase 2 area also includes an additional open space zoning district meant to protect the Central Drainage Ditch and small pond wetlands area from development activities which is designated as Waters of the United States (OS/P-RI).

**Table 4-1: River Islands Phase 2 Planning Districts and Land Uses**

PLANNING DISTRICT	SPECIFIC PLAN LAND USES (DEVELOPMENT USES SHOWN ONLY)	ZONING CLASSIFICATION
Paradise Cut Village Center	Mixed Use (MU)	Mixed Use (MU-RI)
Transit Oriented Development/Employment Center	Transit Oriented Development (TOD) Regional Commercial (CR)	Transit Oriented Development (TOD-RI) Regional Commercial (CR-RI)
Lake Harbor	Low Density Residential (RL) Medium Density Residential (RM)	Residential - Low Density (RL-RI) Residential – Medium Density (RM-RI)
West Village	Low Density Residential (RL) Medium Density Residential (RM) High Density Residential (RH)	Residential - Low Density (RL-RI) Residential - Medium Density (RM-RI) High Density Residential (RH-RI)
Woodlands	Low Density Residential (RL) Medium Density Residential (RM)	Residential - Low Density (RL-RI) Residential – Medium Density (RM-RI)
Old River District	Low Density Residential (RL) Medium Density Residential (RM)	Residential - Low Density (RL-RI) Residential – Medium Density (RM-RI)

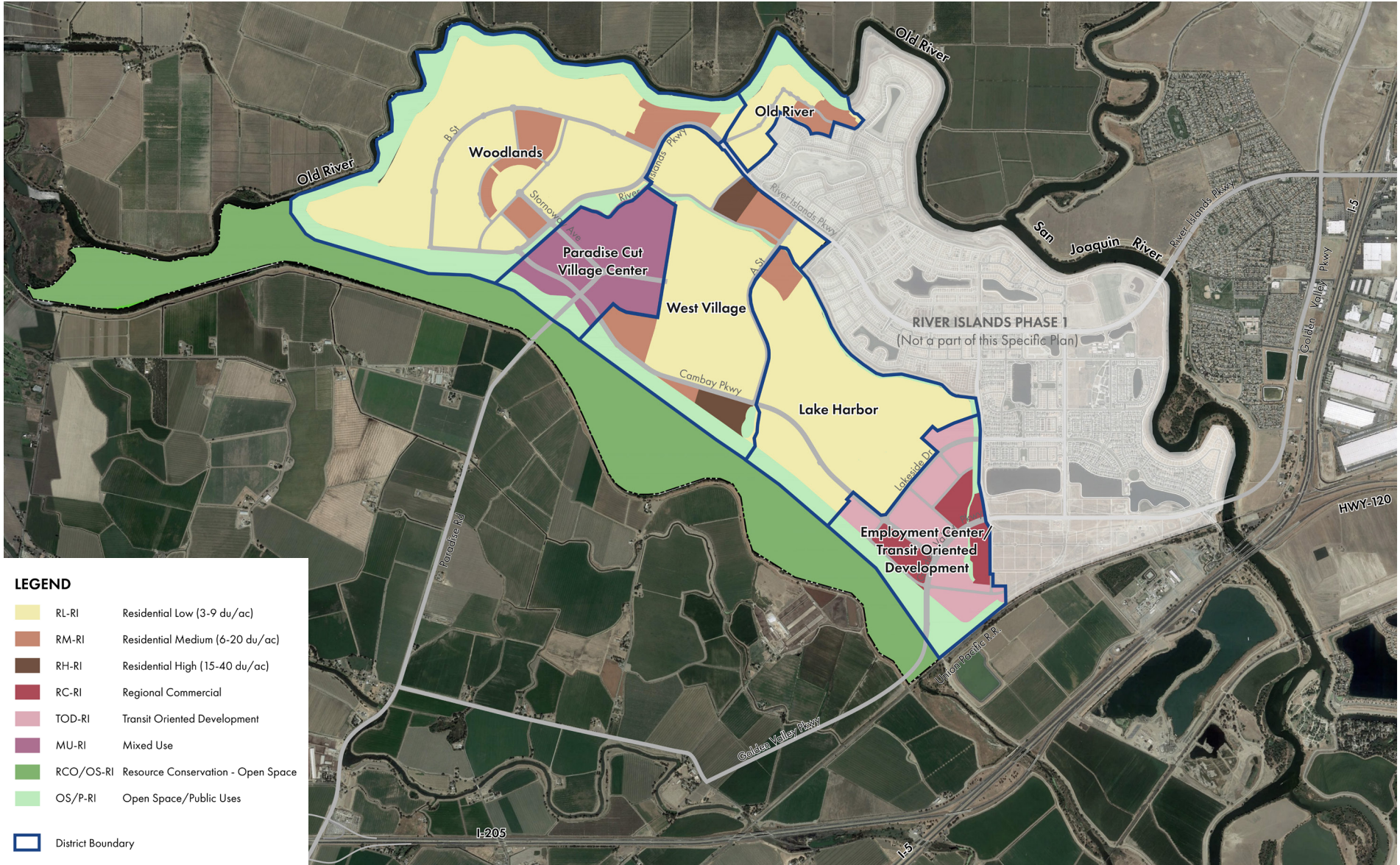
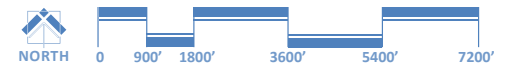


Figure 4-1: River Islands Phase 2 Planning Districts and Land Uses



## 1. MIXED-USE (MU-RI)

The Mixed-Use zoning classification provides a mix of retail, personal services, restaurants, entertainment, offices, and higher density residential uses in a concentrated area. Other civic uses, associated lake and waterways, small public and private parks, and open space may also be included. Along with the TOD zone, it is the most diverse zoning district in River Islands Phase 2.

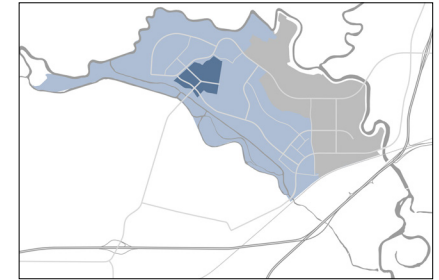
**Representative uses within the MU-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Various residential uses ranging from single family attached to multifamily, between 6-40 du/ac
- Hotels/motels, and other lodging
- Retail shops
- Restaurants and food services
- Office uses
- Medical offices, not including hospitals
- Civic uses, such as city offices and administrative centers
- Schools, Parks and Open Space

### Conditional Uses

- Community-oriented uses, such as community centers, convention centers, and libraries
- Hospitals
- Child care facility
- Assembly uses, such as for religious gatherings



KEYMAP

Table 4-2: Mixed-use Development Standards

DEVELOPMENT STANDARDS	
Density/ Coverage	<ul style="list-style-type: none"> <li>• Low Density (6-9 DU/AC); 70% maximum</li> <li>• Medium Density (6-20 DU/AC); 70% maximum</li> <li>• High Density (15-40 DU/AC); 90% maximum</li> <li>• Non-Residential Coverage: Maximum Lot Coverage of 90%</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 125 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or AG/DS for Paradise Cut Village Center</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or AG/DS for Paradise Cut Village Center</li> </ul>
Parking	<ul style="list-style-type: none"> <li>• Applicable parking standards as specified in the NDP or a district specific planning document</li> </ul>
Landscaping, Lighting and Signage	<ul style="list-style-type: none"> <li>• Applicable landscaping, lighting and signage standards as specified in the NDP or a district specific planning document</li> </ul>



## 2. TRANSIT ORIENTED DEVELOPMENT (TOD-RI)

Similar to the Mixed-Use zone, the TOD zoning classification provides a mix of high density residential, retail, personal services, restaurants, and office uses in a pedestrian-friendly, walkable environment with easy access to the proposed transit station. Other civic uses, associated lake and waterways, small public and private parks, and open space may also be included.

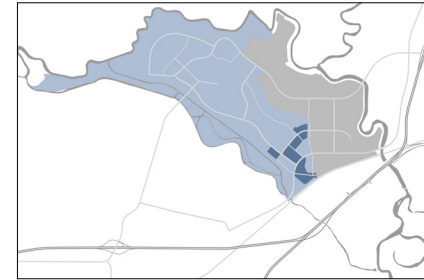
**Representative uses within the TOD-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Various residential uses ranging from single family attached to multifamily, between 6-40 du/ac
- Hotels/motels, and other lodging
- Retail shops
- Restaurants and food services
- Office uses
- Medical offices, not including hospitals
- Civic uses, such as city offices and administrative centers
- Schools, Parks and Open Space

### Conditional Uses

- Community-oriented uses, such as community centers, convention centers, and libraries
- Hospitals
- Child care facility
- Assembly uses, such as for religious gatherings



KEYMAP

**Table 4-3: Transit Oriented Development Development Standards**

DEVELOPMENT STANDARDS	
Density/ Coverage	<ul style="list-style-type: none"> <li>• Low Density (6-9 DU/AC); 70% maximum</li> <li>• Medium Density (6-20 DU/AC); 70% maximum</li> <li>• High Density (15-40 DU/AC); 90% maximum</li> <li>• Non-Residential Coverage: Maximum Lot Coverage of 90%</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 125 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or AG/DS for Transit Oriented Development</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or AG/DS for Transit Oriented Development</li> </ul>
Parking	<ul style="list-style-type: none"> <li>• Applicable parking standards as specified in the NDP or a district specific planning document</li> </ul>
Landscaping, Lighting and Signage	<ul style="list-style-type: none"> <li>• Applicable landscaping, lighting and signage standards as specified in the NDP or a district specific planning document</li> </ul>

### 3. REGIONAL COMMERCIAL (CR-RI)

Regional Commercial uses are included in the Employment Center District, which occupies approximately 61.9 acres and is intended to provide high quality jobs for the residents of River Islands and the surrounding communities. CR zones may include various uses such as Class A office buildings, research and development (R&D) buildings, as well as light industrial facilities at a typical intensity of 30-50 employees per acre.

Warehouses and industrial uses are expressly prohibited in the CR-RI zoning classification. Flexible building prototypes that provide for a variety of different users may also be common. Many of the users are likely to be located in office buildings, though some facilities may have a research and development character. Some sites may be available next to a lake for users desiring presence at a prominent location.

In addition to offices, the CR-RI zone may also include support retail uses, such as restaurants and service commercial uses; medical facilities and medical office buildings; educational and institutional facilities such as religious uses; hotels and lodging uses and other uses that are consistent with the scale and character of the district.

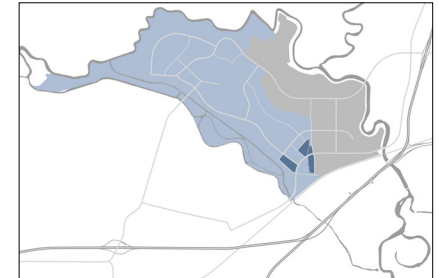
**Representative uses within the CR-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

#### Permitted Uses

- Research and development offices
- Professional offices, business and administrative offices
- Retail shops, including supermarkets
- Medical offices, not including hospitals
- Civic uses, such as city offices and administrative centers

#### Conditional Uses

- Warehouse-style retail
- Automobile and tractor repair and maintenance
- Public/Private schools and educational facilities
- Automobile repair and maintenance



KEYMAP

**Table 4-4: Regional Commercial Development Standards**

DEVELOPMENT STANDARDS	
Intensity/ Coverage	<ul style="list-style-type: none"> <li>• Maximum FAR of 0.5; Maximum Lot Coverage of 50%</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 125 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or district specific planning document</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or district specific planning document</li> </ul>
Parking	<ul style="list-style-type: none"> <li>• Applicable parking standards as specified in the NDP or a district specific planning document</li> </ul>
Landscaping, Lighting and Signage	<ul style="list-style-type: none"> <li>• Applicable landscaping, lighting and signage standards as specified in the NDP or a district specific planning document</li> </ul>

#### 4. LOW DENSITY RESIDENTIAL (RL-RI)

The Low Density Residential zone provides for lower density (3-9 DU/AC) dwellings that can range from standard single family detached units to attached units, courtyards, patio homes, clusters and other dwellings that create a diversity of residential units not typically seen in low density (R-1) zoning districts. Schools, lakes, public and private parks, and open space are also permitted in the RL-RI zone.

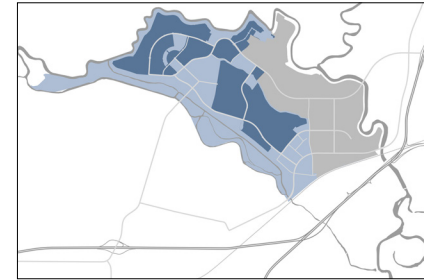
**Representative uses within the RL-RI zone are provided below as a general description and characterization of the district. Refer to *Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code* for a full list of permitted and conditionally permitted uses by zoning category.**

##### Permitted Uses

- Single family detached
- Duplex and triplex
- Single family attached (e.g. townhomes)
- Parks and playgrounds

##### Conditional Uses

- Child care facility
- Community center
- Assembly uses, such as for religious gatherings



KEYMAP

**Table 4-5: Low Density Residential Development Standards**

DEVELOPMENT STANDARDS	
Density/ Coverage	<ul style="list-style-type: none"> <li>• Low Density (3-9 DU/AC); 60% maximum, or as defined by individual AG/DS</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 35 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>

## 5. MEDIUM DENSITY RESIDENTIAL (RM-RI)

The Medium Density Residential zoning classification provides for a variety of residential uses from 6 to 20 dwelling units per acre. This can include everything from detached units, to bungalows, duets, courtyard units, townhomes and other multifamily residential dwellings. Like other residential zoning districts in Phase 2, RM-RI zones will provide a wide range of residential units to accommodate various price points.

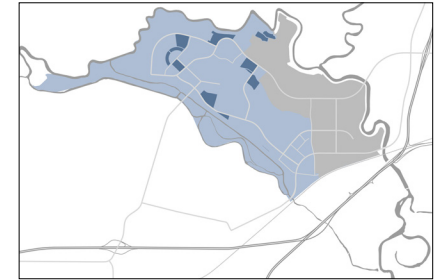
**Representative uses within the RM-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Single family detached
- Duplex and triplex
- Single family attached (e.g. townhomes)
- Parks and playgrounds

### Conditional Uses

- Child care facility
- Community center
- Assembly uses, such as for religious gatherings



KEYMAP

**Table 4-6: Medium Density Residential Development Standards**

DEVELOPMENT STANDARDS	
Density/ Coverage	<ul style="list-style-type: none"> <li>• Medium Density (6-20 DU/AC); 65% maximum</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 50 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>

## 6. HIGH DENSITY RESIDENTIAL (RH-RI)

The High Density Residential zoning classification provides for the highest density of residential development, including apartments, condominiums and higher density townhomes. The range of density for RH-RI is from 15 to 40 dwelling units per acre. While this classification will provide the most affordable housing in Phase 2 of River Islands, it will still be required to meet the high quality standards established for all of River Islands.

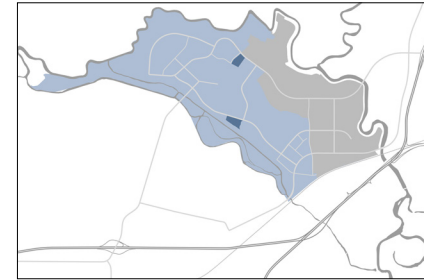
**Representative uses within the RH-RI zone are provided below as a general description and characterization of the district. Refer to *Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code* for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Multifamily, between 15-40 du/ac
- Parks and playgrounds

### Conditional Uses

- Hotels/motels, and other lodgings
- Child care facility
- Community center
- Assembly uses, such as for religious gatherings



KEYMAP

**Table 4-7: High Density Residential Development Standards**

DEVELOPMENT STANDARDS	
Density/ Coverage	<ul style="list-style-type: none"> <li>• High Density (15-40 DU/AC); 65% maximum</li> </ul>
Max. Building Height	<ul style="list-style-type: none"> <li>• 125 feet</li> </ul>
Setbacks	<ul style="list-style-type: none"> <li>• Setbacks shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>
Lot Depth and Width	<ul style="list-style-type: none"> <li>• All lot depths and widths and distances between buildings shall be as specified in the NDP or District/Sub-District AG/DS Document</li> </ul>

## 7. RESOURCE CONSERVATION AND OPEN SPACE (RCO-RI)

The Resource Conservation and Open Space zone designation is a non-development classification that protects natural open space areas from being developed. RCO-RI includes habitat restoration and preservation-related activities within Paradise Cut, as well as protection, enhancement and creation of shaded riverine aquatic uses both in Paradise Cut and along the Old River. Paradise Cut will continue to function as a seasonal floodway that contains agricultural uses and wildlife habitat. Public access will be limited to designated passive recreation areas and trails.

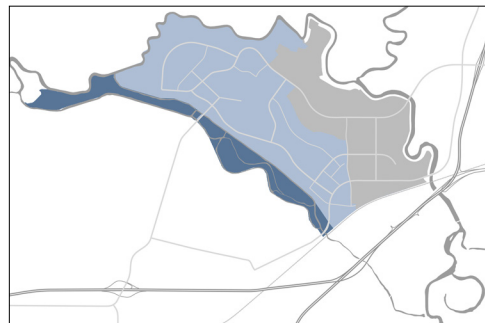
**Representative uses within the RCO-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Agricultural uses
- Habitat and wildlife preserves
- Public and quasi-public utility and service structures and facilities

### Conditional Uses

- Equestrian facilities



KEYMAP

## 8. OPEN SPACE/PUBLIC USES (OS/P-RI)

The Open Space and Public Uses zone designation is a non-urban development classification that includes the protected Central Drainage Ditch and a small wetland area as Waters of the United States, as well as the leveed areas adjacent to Paradise Cut and Old River. The wetland area is protected from public contact and no public access will be allowed to the wetlands. A permanent treatment to discourage public access will be developed during the park planning phases with input from the City and other governing agencies. The OS/P zone also allows certain public, non-urban uses such as a future potable water booster pump station and tanks adjacent to the protected open space areas.

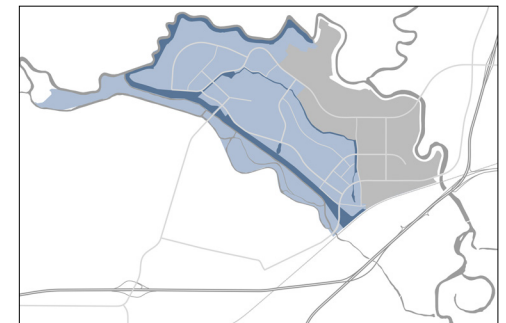
**Representative uses within the OS/P-RI zone are provided below as a general description and characterization of the district. Refer to Table 17.61.1 in Section 17.61.210 River Islands Zoning Districts and Permitted Uses of the Municipal Code for a full list of permitted and conditionally permitted uses by zoning category.**

### Permitted Uses

- Agricultural uses
- Multi-use natural trails
- Public and quasi-public utility and service structures and facilities

### Conditional Uses

- Equestrian Facilities
- Private recreation



KEYMAP

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This chapter primarily addresses the development phasing, potential financing mechanisms, and the City's review and approvals process for Phase 2 of River Islands. As with the other chapters, the policies in the Implementation Chapter of the 2020 WLSP Amendment supersede all related languages in the 2002 WLSP for the Phase 2 area of River Islands.

# 05

# Implementation



## 5.1 PHASING

The River Islands project as a whole remains in two large phases. However, the boundary of Phase 2 is amended to include Paradise Cut, the Old River District, and a portion of the Employment Center designated as a transit-oriented development (TOD). As with Phase 1, there may be subdistricts to the identified districts (sometimes called “stages”) that further divide the planning areas. The developer may propose such subdistricts as development in Phase 2 occurs in the future.

With Phase 1 infrastructure, including the first structure of Bradshaw’s Crossing bridge, portions of the major roadways and utilities, and levees, largely constructed, the following remaining improvements will be built in the Phase 1 area and will also serve Phase 2 development:

- The second structure of Bradshaw’s Crossing;
- Golden Valley Parkway bridge (environmental review for the design of this bridge is ongoing; the bridge will be built in phases after federal and state approvals are obtained by the City);
- Backbone infrastructure in the Phase 1 area up to the Plan Area boundary, including major roadways, such as River Islands Parkway and Lakeside Drive, which connect to the Plan Area;
- Lathrop Irrigation District substation expansion(s); and
- Continued expansion of utilities (e.g. electrical and gas transmission lines, telecommunications, and similar improvements).

The following improvements are not deemed necessary for the initial development of Phase 2 but will be provided during the course of Phase 2 development:

- Improvements will be made to the existing Paradise Road bridge over Paradise Cut.
- The borrow pits will be constructed into lakes in conjunction with the development phasing of the neighborhoods containing the lakes. As in the Phase 1 area, the lakes in the Plan Area will be connected via piping and have pump stations that move water from lake to lake and to evacuate the

lakes during storm events if necessary.

- Paradise Cut will be developed as an ecorestoration area toward the end of Phase 2 following the urban development.

The updated boundary for the Plan Area, as well as the required improvements, is shown in Figure 5-1.

River Islands shall continue to be sequenced under General Plan principles, to systematically extend infrastructure for development as close to existing development as possible and to allow for agricultural operations to continue successfully without creating a “hopscotch” land use pattern.

The following principles will continue to be considered by the City Council before it authorizes construction of public infrastructure for any portion of the Plan Area:

- The ability to approve development in a subsequent phase will be premised upon the prior completion of all major public infrastructure constructed during the previous phase and/or stage that is necessary for the subsequent phase to be developed.
- A substantial amount of the land area of the previous phase must be under development before approval of the subsequent phase.
- Development may be approved in a subsequent phase if the master developer no longer owns approved land in previous phases suitable for the land use proposed for the subsequent phase.
- Phasing of development shall seek to minimize land use conflicts with agricultural operations.
- Phasing of development shall seek to minimize “leapfrog” development.



Figure 5-1: Required Phase 1 Improvements for the Phase 2 Development



## 5.2 SPECIFIC PLAN IMPLEMENTING REGULATIONS AND ORDINANCES

### 5.2.1 IMPLEMENTING PLANNING DOCUMENTS

The Specific Plan and Urban Design Concept (UDC) are the high-level documents to be adopted as amended to implement development in the Phase 2 area of River Islands. Along with this 2020 WLSP Amendment, the 2020 UDC guides Phase 2 development by embracing the community framework and design standards of the WLSP and informing the specific implementation measures necessary for development to occur in River Islands. These measures include the Neighborhood Development Plans (NDPs), Preliminary Development Plans (PDPs), and Architectural Guidelines and Design Standards (AG/DS) documents that are required for each development district and individual villages. More detail on these documents is provided later in Section 5.4, “City Approval Process”.

In addition, numerous permits or approvals may continue to be required from other agencies to implement the Specific Plan Amendment, as listed below.

#### A. Development Agreements

Development agreements, as defined by state law, establish the applicable laws and regulations, as well as development rights and obligations, specific to the developer(s) and the City with respect to the development, operation, and maintenance of infrastructure and other public facilities. In 2003, the City and the River Islands master developer entered into an amended and restated development agreement, which has been amended five times for various reasons. This 2020 WLSP Amendment, as well as the 2020 UDC and subsequent documents, is intended to implement the amended agreements. The City and the River Islands master developer may choose to modify the existing development agreement of record or create a new development agreement for Phase 2 only.

#### B. Habitat Management Plan

Habitat preservation in the development areas of West Lathrop has been and will continue to be accomplished under the auspices of the San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP). The SJMSCP, administered by the San Joaquin County Council of Governments

(SJCOG), provides a strategy for balancing the need to conserve open space and the need to convert open space to non-open space uses while protecting the region’s agricultural economy and preserving landowner property rights.

For River Islands, several Incidental Take Minimization Measures (ITMMs) have been approved by SJCOG for incremental development in the River Islands area of Stewart Tract, mostly in the Phase 1 area. The ITMMs are required by the SJMSCP, in reliance on the Section 10(a)(1)(B) Permit issued by the U.S. Fish and Wildlife Service and the Section 2081(b) Incidental Take Permit issued by the California Department of Fish and Wildlife. The ITMMs provide the conditions to protect potential habitat areas during construction activities and set forth the mitigation fees to be paid in lieu of preserving mitigation land. The River Islands master developer will continue to be bound by this process during Phase 2, including being required to pay relevant mitigation fees then in effect by SJCOG for those areas within the development envelope (flood-protected properties).

For Paradise Cut, a flood bypass area outside the levee system, land may be set aside initially to continue to be used for agriculture and then converted for passive and active ecorestoration after buildout of the developable areas of the Plan Area. The area is currently owned, farmed, and maintained by Calafia. A public agency or several public agencies may be dedicated land in the future for ecorestoration/habitat purposes, and those agencies or others may be involved in the maintenance of these areas.

A memorandum of agreement (MOA) with the U.S. Fish and Wildlife Service has already been executed with the master developer for a roughly 2-acre area in Paradise Cut that has been set aside for the riparian brush rabbit. The U.S. Fish and Wildlife Service is charged with the promulgation of the rabbit.

Since the 2020 WLSP Amendment development sequence for Phase 2 of River Islands avoids waters of the United States and associated wetlands, only listed terrestrial species covered by the SJMSCP are affected but are mitigated by participation in the SJMSCP. Ecorestoration efforts in Paradise Cut that are subsequent to development on Stewart Tract will likely necessitate further mitigation for the riparian brush rabbit in particular. Subsequent consultation with relevant state and federal agencies will be required at that time.

#### C. Water and Sewer Master Plan Amendments

Master plans for all relevant utilities (potable water, recycled water, sewer) were

updated by the City in 2019. The Integrated Water Resources Master Plan (IWRMP) updated the ultimate utility master planning for the entire City, including Phase 2 of River Islands. No additional updates of the IWRMP are required with the 2020 Amendments to the WLSP. Individual, specific utility technical studies are required for the approval of vesting tentative map areas. Such plans will be prepared to support the first tentative map in the Plan Area. As noted in the IWRMP, the development agreement between River Islands and the City allows for adjustments to water and sewer allocations/consumption over time, specific to the River Islands development.

#### **D. Phase 2 of River Islands Infrastructure Administration**

Each tentative map application submitted for Phase 2 shall include infrastructure improvements and other facilities that are designed, based on appropriate traffic studies and other relevant information, to satisfy each of the performance standards included in adopted development agreements. Information used to prepare each vesting tentative map (VTM) application shall include, without limitation, information generated in connection with the most recent performance evaluation (discussed below). Compliance with performance standards will be monitored annually. If annual monitoring shows that a performance standard is not being complied with and the noncompliance is attributable to the development on Stewart Tract, unless otherwise agreed to in a development agreement, a remediation plan shall be developed and imposed on the developer responsible for the noncompliance. A description of the relevant performance standards follows.

##### **(1) Development Agreement Performance Standards**

The performance standards included in development agreements shall be those specific standards relating to roadway levels of service; water capacity, reliability, and quality; wastewater treatment and collection capacity; levee performance; police service; fire protection; emergency services; transit; parks; and schools set forth in the development agreement(s) entered into in association with the adoption and implementation of the 2020 WLSP Amendment. These performance standards shall survive the termination of the development agreement(s).

##### **(2) Alternative Improvements**

The 2020 WLSP Amendment recognizes that the development conditions will

change over time and that new technologies may become available to address the needs created by urban development; therefore, alternatives should be allowed by the WLSP and associated entitlements. Additionally, it is recognized that new or different approaches to providing infrastructure and facilities may be necessary or desirable to address these changing conditions or take advantage of these new technologies. Accordingly, the 2020 WLSP Amendment allows for such future adjustments and refinements and shall consider the following improvements to be in compliance with this Specific Plan:

- The improvement is identified in this Specific Plan as a means of addressing the Project's need for infrastructure and other facilities.
- The improvement is not specifically identified in this Specific Plan but is nonetheless based on new technologies allowed by this Specific Plan and meets the performance standards for the development, or it meets the performance standards for a specific stage of development and will continue to function acceptably if further development does not occur. The improvement must be replaced when development extends beyond that stage, provided the City's evaluation of the VTM application and alternative improvements demonstrates to the City in its sole discretion that such improvements will satisfy the performance standards.
- Alternatively, the developer may independently pursue alternative approaches to providing infrastructure services and facilities to the project, such as sewer, potable water, power, cable, communications, and similar services so as not to impede the ability of the project to build out as described in this Specific Plan.

##### **(3) Performance Evaluation and Remediation Plans**

To ensure that the design solutions reflected in subdivision maps and land use approvals will satisfy the performance standards as actual development proceeds, the City will monitor compliance with the performance standards and take steps to remedy any noncompliance as described below.

###### **a. Performance Evaluations**

The performance evaluation shall include (i) the completion of appropriate traffic analyses as reasonably necessary, based on assumptions as determined by the City (which will discuss the assumptions in advance with the applicant), and the

collection of other information reasonably necessary to evaluate the development's compliance with performance standards; (ii) an evaluation of the extent to which the applicant's development will generate the need for additional traffic improvements 2 years after the date of the performance evaluation; and (iii) an evaluation of the extent to which the applicant's development will generate the need for additional traffic and non-traffic-related infrastructure and facilities 4 years after the date of the performance evaluation.

#### b. Determination of Noncompliance

(i) If, in connection with the performance evaluation described above and based on the information collected for the performance evaluation, the City's Community Development Director or the Director's designee ("Director") determines that a performance standard is not then being complied with, and such noncompliance is attributable to the development, then the Director shall provide the applicant with a written Finding of Performance Standard Noncompliance, which shall specify the performance standard(s) for which the specific development is found to be in noncompliance.

(ii) The applicant may appeal the Director's issuance of a Finding of Performance Standard Noncompliance to the City Council within 20 business days following such issuance. After completion of a duly noticed public hearing, the City Council must issue a final determination either upholding or rejecting the Finding of Performance Standard Noncompliance. If the applicant does not appeal the Director's issuance of a Finding of Performance Standard Noncompliance, or if the Director's issuance of a Finding of Performance Standard Noncompliance is upheld by the City Council, the City may prepare and implement a remediation plan as set forth below.

#### c. Preparation and Adoption of Remediation Plan

(i) Within 65 days following the Director's issuance of a Finding of Performance Standard Noncompliance, or in the event of an appeal by the applicant, within 45 days following the City Council's final determination upholding the Director's issuance of a Finding of Performance Standard Noncompliance, the City shall develop and adopt, in good faith consultation with the applicant, a plan designed to address such noncompliance in a manner satisfactory to the City (a "Remediation Plan"). A Remediation Plan shall identify mitigation measures designed to address the identified noncompliance, such as, in the case of a failure to satisfy a prescribed

roadway level of service, additional roadway improvements needed to achieve acceptable levels of service. The mitigation measures identified in a Remediation Plan may be imposed by the City as conditions of approval to subsequent approvals except as set forth in any Development Agreement.

(ii) In developing any Remediation Plan, the City shall give priority to solutions that (1) are both feasible and capable of mitigating to an acceptable degree and in a timely manner the contribution of the applicant's development to the identified noncompliance and (2) minimize any delay associated with the applicant's development. The City will not, pursuant to any Remediation Plan or otherwise, impose upon any portion of the applicant's development (whether controlled by the applicant or any successor or assignee of the applicant) any obligation exceeding that necessary to mitigate the contribution of the applicant's development project to the noncompliance addressed by such obligation.

(iii) Responsibility for implementing any Remediation Plan can be reallocated to a particular party or parties, and alternative procedures can be imposed through a development agreement.

### 5.3 FINANCING/FISCAL MEASURES

This section outlines a program of financing measures that will be used to implement the development and operation of major infrastructure items and essential community facilities. The development of Phase 1 of River Islands has used financing of various infrastructure elements with the cooperation of the City using River Islands Public Financing Authority (RIPFA), and the creation of Community Facilities Districts (CFDs), Capital Facilities Fees (CFFs), assessments associated with the Municipal Improvement Act of 1913 and 1915 Improvement Bond Act assessment districts, and developer equity.

It is expected that such financing mechanisms will continue for the buildout of River Islands Phase 2. Additional financing mechanisms that may be employed are described below. The list provided later in this section is not exhaustive, and other mechanisms may be employed, including those that may be approved by future state legislative action.

For River Islands, a fiscal study is required to analyze required maintenance and operation costs associated with the development. In 2013, the City adopted the first such study, and the fiscal study shall be updated annually to “true-up” developer contributions (if any) required when publicly derived funds are not sufficient to cover costs. Such conditions are anticipated in the early years of development when the number of residents and especially the amount of retail-related development to create various revenues (e.g., property taxes, sales taxes, transient occupancy taxes, and the like) will not be sufficient. The fiscal study will also project the required revenues necessary for operation and maintenance of various municipal activities at buildout of the project.

#### A. Infrastructure Financing Districts

An Infrastructure Financing District (IFD) allocates a portion of new property taxes to pay for capital improvements. It is similar to “tax increment financing,” which is used by redevelopment agencies. Essentially, when tax increment financing is developed, subsequent increases in tax revenues are set aside for the use of the financing district. A requirement of an IFD is that it is developed only in areas that are substantially underdeveloped. If it is proposed that an IFD issue bonds, it must obtain the approval of two-thirds of the registered voters or property owners in the area. The following facilities are eligible per Government Code Section 53395.3 for financing through an IFD:

- highway interchanges, bridges, arterial streets, parking facilities, and transit

facilities;

- sewage treatment and water reclamation plants and interceptor lines;
- water collection and treatment facilities for urban use;
- flood control structures;
- childcare facilities;
- libraries;
- parks, recreational facilities, and open space; and
- solid waste transfer and disposal facilities.

#### B. General Obligation Bonds

In 1986, with the passage of Proposition 46, cities and counties were empowered with the right to issue general obligation bonds. General obligation bonds, which are repaid with revenues from increased property taxes, may be used to finance land acquisition and the construction of capital improvements. A general obligation bond must be approved by two-thirds of the voters.

#### C. Revenue Bonds

Cities, counties, and some special districts can issue bonds to finance facilities for revenue-producing enterprises, such as water improvements, sewer improvements, golf courses, and harbors. The bonds are repaid solely from a special fund consisting of revenues generated by the facility being financed. Examples of public revenue enterprise bonds include the more than \$16 million worth of bonds sold by the City of Napa to finance debt for new water supply facilities. The City of Los Angeles sold more than \$125 million worth of bonds to pay for wastewater collection and related services. These issues may require voter authorization.

#### D. Special Assessments

Special assessments may be charged against future residential and commercial users to pay for operation and maintenance of infrastructure items. The most commonly known special assessment is one that results from the formation of a Landscaping and Lighting District, enabled by the Landscaping and Lighting Act of 1972 (Streets and Highways Code Section 22500 et seq.). The intention of all

special assessments is that the amount charged is equal to the cost of providing service. CFDs (also known as “Mello Roos” districts) also allow special taxes to pay for the operation and maintenance of facilities built or financed with special taxes. The operation and maintenance costs paid by special taxes must be in addition to those previously paid. The special taxes cannot replace general fund revenues but are meant to supplement such revenues. Maintenance-related CFDs have already been established in both the Mossdale Village and River Islands areas.

#### **E. Connection Fees**

Also known as “hook-up fees,” connection fees are collected before the issuance of a building permit for residential and nonresidential development for water- and sewer-related infrastructure. Such fees must meet the same requirements of other impact fees (such as Capital Facilities Fees), including Government Code Section 66000 et. seq.

#### **F. Economic Development Fee**

The economic development fee of \$5,000 for each residential unit shall be paid through escrow at the time a unit is initially sold, or at the time of initial occupancy if the unit is occupied prior to sale, in accordance with the Development Agreement of record. Economic development fees shall be deposited into the “Economic Development Fund”. Eighty percent (80%) of each economic development fee shall be deposited into the Stewart Tract Account and the remaining twenty percent (20%) shall be deposited into the Citywide Account. The Stewart Tract Account may be used as the City and the master developer mutually agree to pay for public infrastructure, development fees and other development costs of, and to provide grants and loans for, “Acceptable Developments”, such as hotels, retail uses, office uses, entertainment uses, and other commercial uses consistent with the Specific Plan. The obligation to pay the economic development fee shall terminate at the request of the master developer on the event that the City Council determines at least two jobs exist or will exist in Stewart Tract for every residential unit which exists or will exist in Stewart Tract after development pursuant to an approved tentative subdivision map, and the City will receive revenues from Stewart Tract equal to at least 125% of the City’s cost to provide municipal services to Stewart Tract.

#### **G. Other Financing Considerations**

For River Islands, Lathrop Irrigation District (LID), Reclamation District No. 2062

(RD 2062), and RIPFA have employed and will continue to employ lawful rates, charges, assessment, and taxes to finance new construction and maintain existing facilities. LID, RD 2062, and RIPFA have independent boards that create and implement policy for these agencies. Revenues generated by LID, RD 2062, and RIPFA are in addition to those generated by any City-created financing mechanism. Other financing mechanisms not yet created by a public agency may also be considered or implemented in the future.

## 5.4 CITY APPROVAL PROCESS

The City of Lathrop Community Development Department will be the lead agency in reviewing and approving all development projects in River Islands. This section describes the processes for reviewing and approving new development in Phase 2 of River Islands. The processes balance the need to protect the public interest and streamline the necessary steps for developers and contractors. Streamlining the approval process by eliminating redundancy provides for consistent implementation of the 2020 WLSP.

The level and type of review depends on the specific land uses, building types, and impacts on the surrounding environment. The 2020 SEIR was prepared and certified for the Specific Plan with the intent to minimize or eliminate further environmental review for projects within the Plan Area.

### 5.4.1 REVIEW/APPROVALS PROCESS

This subsection provides an overview of the typical procedural steps for the review and approval of development and subdivision applications for specific projects in Phase 2 of River Islands. The Lathrop Community Development Department is the lead agency for the City in evaluating River Islands proposals. Development applications will be reviewed to confirm that the proposed developments are consistent with the General Plan and the 2020 WLSP Amendment.

#### A. Scope and Authority of River Islands Phase 2 Entitlement Approval Process

The River Islands development review and approval process begins with the 2020 WLSP Amendment, which provides the general guidance for various planning documents, including the UDC, PDP, NDP, AG/DS documents, large lot vesting tentative map, small lot neighborhood-level vesting tentative maps, final maps, parcel maps for subdivisions of four or fewer residential parcels, Site Plan Review for specific residential and nonresidential uses, and Conditional Use Permits (CUPs). The review process of Administrative Use Permits for specific uses, events, or temporary uses is defined in the Lathrop Municipal Code (Chapter 17.108). The process the Lathrop Community Development Department will follow is summarized in Table 5-1.

#### B. Development Application Review Process

In reviewing a development application, City staff shall review the application in accordance with the following procedures taking into consideration the associated recommendation of the Stewart Tract Design Review Committee (STDRC), if applicable:

- Evaluate the application(s) for completeness as required by state law.
- Evaluate the application(s) for consistency with the General Plan and 2020 WLSP Amendment.
- Evaluate the application(s) for consistency with the UDC, NDP, and AG/DS documents.
- Evaluate the applications(s) for consistency with the Lathrop Municipal Code, including the Zoning Code, Subdivision Code, and other land use-related codes sections.

The review process is summarized in the flowchart shown in Figure 5-2.

#### (1) 2020 Urban Design Concept Amendment

The 2020 UDC for Phase 2 of River Islands provides the physical design standards that apply to the development of both public and private spaces within the Plan Area. The 2020 UDC's primary purpose is to control the quality of development in River Islands within each of the established development districts. It provides conceptual guidance to the development standards contained in the 2020 WLSP Amendment and the foundation for the land use and zoning standards that will be further defined in subsequent documents (e.g., AG/DS documents) and used by the STDRC and the City to evaluate project proposals. It is also the tool that planners and designers use to prepare development proposals for River Islands Phase 2.

The UDC is subject to the recommendations of the STDRC, City Staff, and City Planning Commission, with a final decision by the City Council. Recommendations and Decisions to establish and amend the UDC must include the following findings:

- The UDC is consistent with the Lathrop General Plan.



**Table 5-1: Scope and Authority for Project Approvals for Phase 2 of River Islands**

APPLICATION	STEWART TRACT DESIGN REVIEW COMMITTEE	LATHROP CITY STAFF	LATHROP PLANNING COMMISSION	LATHROP CITY COUNCIL
Specific Plan		Recommendation to Planning Commission	Recommendation to City Council	Final Decision
Urban Design Concept (UDC)	Recommendation to City staff	Recommendation to Planning Commission	Recommendation to City Council	Final Decision
Preliminary Development Plan (PDP)	Recommendation to City staff	Recommendation to Planning Commission	Recommendation to City Council	Final Decision
Lot Line Adjustment		Final Decision		
Tentative Map	Recommendation to City staff	Recommendation to Planning Commission	Recommendation to City Council	Final Decision
Tentative Parcel Map	Recommendation to City staff	Recommendation to Planning Commission	Renders Decision	
Architectural Guidelines/ Design Standards (AG/DS)	Recommendation to City staff	Recommendation to Planning Commission	Renders Decision	
Neighborhood Design/ Development Plan (NDP)	Recommendation to City staff	Recommendation to Planning Commission	Renders Decision	
Final Map	Recommendation to City staff	Recommendation to City Council		Final Decision
Site Plan Review	Recommendation to City staff	Recommendation to Planning Commission	Renders Decision	
Conditional Use Permit	Recommendation to City staff	Recommendation to Planning Commission	Renders Decision	

- The UDC is consistent with the 2020 WLSP Amendment and meets the standards of Chapter 4, “Community Design”.
- The UDC is consistent with the Lathrop Municipal Code.
- The UDC would not cause a detrimental effect to the public health, safety, or welfare.
- The UDC includes conceptual plans for all River Islands Phase 2 Planning Districts demonstrating that the entire Phase 2 area will be developed consistent with the 2020 WLSP.
- The UDC promotes and maintains a high-quality design that enhances the character of the surrounding neighborhoods and the overall community.

## (2) Zoning

The 2020 WLSP Amendment establishes the land uses and development standards that apply to Phase 2 of River Islands. Following adoption of the 2002 WLSP, the City revised the Lathrop Municipal Code to establish the zoning districts for the entirety of River Islands. With this 2020 WLSP Amendment, the City will again revise the Municipal Code to account for the changes in zoning included herein. The City shall also revise its adopted Zoning Map to include the zoning districts shown in Table 4-1 in Chapter 4, “Community Design,” each of which corresponds to a specific River Islands land use designation identified in the Specific Plan. The zoning districts shall conform to the provisions of this Specific Plan and the UDC for all typical zoning provisions.

## (3) Preliminary Development Plan

The PDP is a tool provided by the master developer for the City to review the proposed land uses, circulation/street pattern, and open space acreages for a given Planning District or subdistrict designated in the WLSP before or concurrent with the filing of a tentative subdivision map in accordance with Section 17.61.110 of the Lathrop Municipal Code. PDPs are used to establish use, development, improvement, and maintenance of property within the applicable River Islands Planning District. PDPs shall show how a proposed tentative map is consistent with the 2020 WLSP Amendment for the number of dwelling units

proposed, showing how the units fall within the prescribed land use designations and densities prescribed by the Housing Element of the City’s General Plan.

## (4) Neighborhood Development Plan

The developer shall apply for review of a NDP prior to final map approval for a Planning District or subdistrict. A NDP shall cover, at a minimum, the area subject to a final map. The NDP shall include plans, details, and narrative that depict and describe all relevant architectural and landscape architectural elements relating to public-oriented improvements. Such elements shall include street furniture, streetscape landscaping, parks and open space, signage, fences and walls, and similar improvements. In particular, review and approval of NDPs or a similar document for the Paradise Cut Village Center and the Employment Center/ Transit Village will need to be complete before subsequent approvals for these Districts.

A NDP shall be subject to STDRC review and recommendation to the City, City Staff review of the STDRC recommendation, and City Staff recommendation to the Planning Commission to review and render a decision. An approved NDP shall be required prior to the first final map to be approved by the City Council for any given Planning District. A NDP shall also be required prior to development in non-residential and mixed-use Planning Districts. The NDP process shall also be consistent with the WLSP, adopted UDC, and Chapter 17.61 of the Lathrop Municipal Code.

## (5) Subdivision Map Approvals

### a. Tentative Subdivision Maps

The subdivision process for River Islands Phase 2 shall be governed by the Subdivision Map Act, the City of Lathrop Subdivision Ordinance, the 2020 WLSP, and an approved 2020 UDC. Tentative subdivision maps can be “vesting” under state law. Tentative subdivision map applications shall be subject to the following requirements:

- (i) Tentative subdivision map applications may be submitted for the subdivision of property in the Plan Area where a UDC and PDP have been approved or

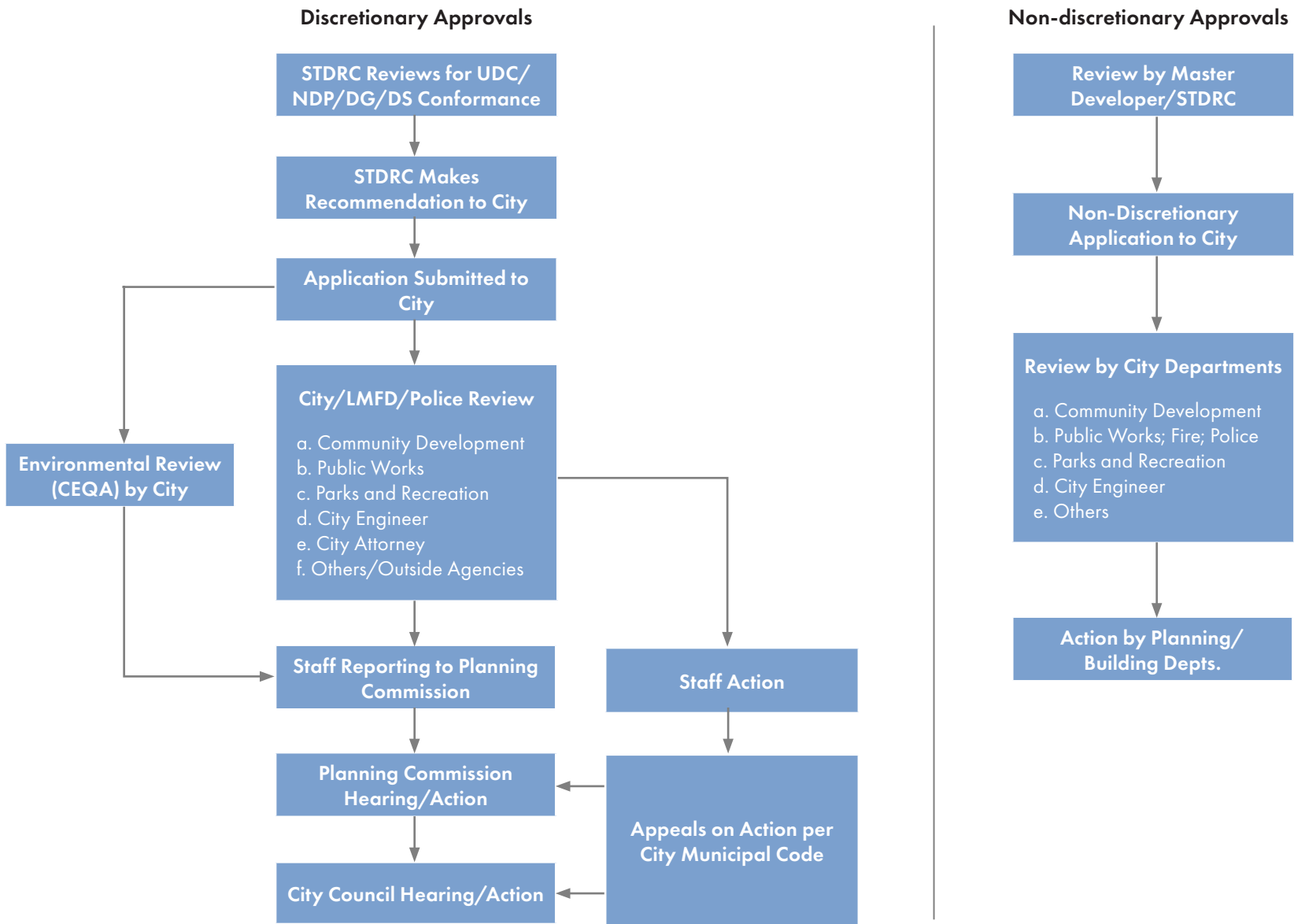


Figure 5-2: River Islands Phase 2 Application and Review Process

considered as part of the map approval action.

(ii) The City shall not approve tentative subdivision map applications before approval of a UDC and PDP for the area subject to the proposed tentative subdivision map.

(iii) Where there is no approved UDC or PDP, the tentative subdivision map application may be processed concurrently with an application for UDC and PDP approval (see requirements above).

(iv) Tentative subdivision map applications covering less than an entire Planning District shall be processed concurrently with a PDP for a subdistrict, including the map area, to ensure that the minimum/maximum number of low-, medium-, and high-density dwelling units can be achieved consistent with the 2020 WLSP Amendment.

(v) The phasing of development proposed in the tentative subdivision maps shall be consistent with the sequence of development anticipated by this Specific Plan.

(vi) The tentative subdivision map application proposes adequate financing for development and infrastructure improvements in the tentative subdivision map area. Where public improvements are required, such improvements shall be guaranteed by sufficient security as required by the City Engineer.

The tentative subdivision map application is subject to STDRC recommendation, Planning Commission review, and City Council approval. Tentative map approval shall be based on the findings required by the Subdivision Map Act and the following additional findings required by this Specific Plan:

(i) The tentative map is consistent with the applicable UDC and PDP.

(ii) The tentative map is consistent with the 2020 Amended WLSP, General Plan, and utility master plans.

(iii) Each approved tentative map shall be conditioned upon Planning Commission approval of a NDP before or concurrently with applications for final maps, site plans, or building permits in the mapped area.

## b. Final Maps

Final maps may be submitted for filing in any area covered by a tentative map and PDP. A final map application shall be processed concurrently with or after approval of a NDP that includes the entire final map area. The NDP applicable to the area subject to a final map must be approved by the Planning Commission before the final map can be approved by the City Council. A final map application shall be subject to STDRC review before City Engineer and City Council approval.

When all conditions of the tentative map are satisfied, improvement plans are approved, and improvement agreements are entered into for the deferred performance of any conditions, a final map shall be found to be in substantial conformance with the Tentative Map and shall be approved by the City Council, in accordance with the Subdivision Map Act as implemented by the City Subdivision Ordinance. The approved PDP that includes the tentative map shall include a lotting pattern that reflects the lotting pattern associated with the larger subdistrict or entire planning area.

## c. Parcel Maps

A parcel map application may be submitted for any area for which there is an approved UDC and tentative map. A parcel map application shall demonstrate that it is consistent with the UDC, PDP, and where applicable, NDP. Such site plans will be reviewed by the STDRC, which will make recommendations to the City before Planning Commission approval. The only exception to these requirements is for parcel maps that are to create parcels for a public purpose.

If a parcel map application is proposed for an area that is not covered by a NDP, a NDP must be provided as a part of the final map application and must be approved before approval of the parcel map.

## d. Site Plan Review

Site plan review is required for nonresidential uses, high-density residential developments (apartments), mixed-use developments, and residential developments involving private access driveways. Applications for site plan review may be submitted for any area for which there is an approved UDC and

tentative map. A site plan review application shall demonstrate that the site plan is consistent with the prevailing UDC and, where applicable, NDP.

e. Conditional Use Permit (CUP)

A CUP can be submitted for any residential or nonresidential use considered a conditional use by the 2020 WLSP Amendment and the City Zoning Ordinance (See Table 17.61.1 in the Lathrop Municipal Code). Every CUP application shall include site and building plans, elevations, and sections that depict all the architectural and landscape elements of the proposed development. The design of all structures and landscape features must be consistent with any associated AG/DS documents for the district in which the site is located. The CUP application shall be reviewed by the STDRC for recommendation to the City staff before Planning Commission approval.

## 5.5 MINOR MODIFICATIONS TO THE 2020 WLSP

The following changes found during the review of entitlement applications may be considered to be in substantial conformance with the 2020 WLSP Amendment by the Community Development Director and constitute a “minor modification.”

Minor modifications include, but are not limited to:

- simple edits or clarification to text and figures that do not change the meaning or intent of the Specific Plan;
- revisions in the configuration, orientation, and size of building footprints, parking areas, recreational amenities, drainage areas, and landscape areas for a site plan;
- changes to the locations and sizes of infrastructure systems, including drainage, grading, water, and wastewater plans, that would not substantially alter the plans set forth in this Specific Plan, provided the changes can be supported by the reviewed and approved technical studies;
- minor changes in roadway, bicycle, and/or trail alignments;
- modifications of design elements, such as paving treatment, colors, architectural details, signs, landscaping, street furnishings, lighting, and entry treatments, that are compatible with previous development approvals;
- changes to the order of any subphases or stages provided that infrastructure is available and constructed to serve that subphase or stage and that any necessary mitigation measures linked to that location or level of development are implemented;
- a new type of use that is not specifically discussed in this Specific Plan but is similar in character and intensity to those uses listed in the Specific Plan; and
- shifts in the number of dwelling units among villages in a Planning District or among Planning Districts, so long as the development densities are consistent with those allowed by the underlying land uses, and the maximum allowable number of dwelling units for the District and the overall Plan Area is maintained.

If and to the extent that the Community Development Director makes written findings, based on substantial evidence in the record, that the requested change constitutes a minor modification, the subsequent entitlement would not be deemed an Amendment to this Specific Plan. In such case the Minor Modification may be approved administratively by the Community Development Director. Conversely, if the proposed change is found not to meet the criteria as a minor modification, the suggested change will be considered an amendment requiring the processing of a Specific Plan Amendment as outlined below.

## 5.6 AMENDMENTS TO THE 2020 WLSP

A request to revise the 2020 WLSP in any of the following ways shall be construed as an amendment to this Specific Plan:

- modify any zoning regulation or standard;
- modify any density or lot coverage requirements for the proposed land uses;
- modify Section 2.1, “Land Use Plan,” or Section 2.2, “Land Use Program,” in a manner that significantly deviates from or is inconsistent with the goals and intent of the 2020 WLSP Amendment; or
- cause any other change that would result in a new significant adverse, unmitigated environmental impact or any significant increase in any previously identified environmental impact.

Specific Plan amendments may be proposed by a developer or property owner or initiated by the City, and they shall be processed in accordance with City ordinances and subject to the requirements of any applicable development agreement. Such amendments shall be presented in a public hearing before City Council action on that proposal. Generally, the process for amending the Specific Plan is similar to that for amending the City’s General Plan, with the difference that there is no limitation on the number of Specific Plan amendments that may be approved in any one year. All Specific Plan amendments must be consistent with the City’s General Plan. Amendments to the Specific Plan may require an accompanying General Plan amendment and possibly a Zoning Code revision. Such amendments shall be subject to the provisions of the California Environmental Quality Act (CEQA) and thus would be reviewed for potential environmental impacts. If it is determined that environmental impacts beyond those identified in the 2020 Amended WLSP SEIR would occur,

additional environmental documentation may be required (e.g., subsequent or supplemental EIR, focused EIR, new EIR, or a subsequent/supplemental mitigated negative declaration). Applicants who process Specific Plan amendments denied by the City must wait 1 year before resubmitting to modify the same Specific Plan provision unless the City Council waives the waiting period.

## **5.7 SUBSEQUENT CEQA REVIEW**

The City shall attempt to streamline the environmental review of applications under CEQA, including relying on any existing EIR to the extent permitted by law (“tiering”). The intent of the 2020 Amended WLSP is to minimize subsequent environmental review by using the SEIR, findings, and mitigation monitoring plan to the fullest extent allowed by applicable law.



A



**Appendix**



## A.1 LIST OF ACRONYMS

<b>ACE</b>	Altamont Corridor Express	<b>LMC</b>	Lathrop Municipal Code
<b>AFY</b>	Acre-Feet Per Year	<b>LOMR</b>	Letter of Map Revision
<b>AG/DS</b>	Architectural Guidelines and Design Standards	<b>MGD</b>	Million Gallons Per Day
<b>BART</b>	Bay Area Rapid Transit	<b>MOA</b>	Memorandum of Agreement
<b>BMP</b>	Best Management Practices	<b>MS4</b>	Municipal Separate Storm Sewer System
<b>CEQA</b>	California Environmental Quality Act	<b>MTOL</b>	Minimum Top of Levee
<b>CFD</b>	Community Facilities District	<b>NDP</b>	Neighborhood Development Plan
<b>CFF</b>	Community Facilities Fees	<b>NPDES</b>	National Pollutant Discharge Elimination System
<b>CUP</b>	Conditional Use Permit	<b>PCIP</b>	Paradise Cut Improvement Plan
<b>CVFPB</b>	Central Valley Flood Protection Board	<b>PDP</b>	Preliminary Development Plan
<b>DDW/SWRCB</b>	Division of Drinking Water of the State Water Resources Control Board	<b>RD 2062</b>	Reclamation District No. 2062
<b>DU/AC</b>	Dwelling Units Per Acre	<b>RIPFA</b>	River Islands Public Financing Authority
<b>FEMA</b>	Federal Emergency Management Agency	<b>RWQCB</b>	Regional Water Quality Control Board
<b>FIRM</b>	Flood Insurance Rate Map	<b>SCWSP</b>	South County Water Supply Project
<b>IFD</b>	Infrastructure Financing District	<b>SEIR</b>	Subsequent Environmental Impact Report
<b>ITMM</b>	Incidental Take Minimization Measure	<b>SJCOG</b>	San Joaquin County Council of Governments
<b>IWRMP</b>	Integrated Water Resources Master Plan	<b>SJMSCP</b>	San Joaquin County Multi-Species Habitat Conservation and Open Space Plan
<b>LAWTF</b>	Lathrop Water Treatment Facility	<b>SJRRC</b>	San Joaquin Regional Rail Commission
<b>LCTF</b>	Lathrop Consolidated Treatment Facility	<b>SJRTD</b>	San Joaquin Regional Transit District
<b>LID</b>	Lathrop Irrigation District	<b>SSJID</b>	South San Joaquin Irrigation District

- STDRC** Stewart Tract Design Review Committee
- TDM** Transportation Demand Management
- TOD** Transit Oriented Development
- UDC** Urban Design Concept
- ULDC** Urban Levee Design Criteria
- ULOP** Urban Level of Flood Protection
- UWMP** Urban Water Management Plan
- VTM** Vesting Tentative Map
- WDR** Waste Discharge Requirements
- WLSP** West Lathrop Specific Plan
- WSA** Water Supply Assessment

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