

Appendix C:

Policy and Plan Review

STANISLAUS COUNCIL OF GOVERNMENTS

COMMUNITY TRANSPORTATION NEEDS ASSESSMENT

POLICY AND PLAN REVIEW

Plans and Projects Reviewed

Appendix C presents information on the relevant state, regional, county, and local plans and relevant policies that were reviewed as part of the StanCOG Community Transportation Needs Assessment. A summary of the plans and policies, presenting the associated recommendations/actions and their relevance to Empire and Bystrom and the Community Transportation Needs Assessment, is presented in **Table 1**.

State Plans

- Caltrans Strategic Highway Safety Plan (2020-2024)
- Caltrans District 10 Active Transportation Plan (Draft May 2021; expected July 2021)

Regional and County Plans

- 2021 StanCOG Non-Motorized Transportation Plan
- 2019 Stanislaus Multi-Agency Regional Storm Water Resource Plan
- 2018 StanCOG Regional Transportation Plan/Sustainable Communities Strategy¹
- 2015 StanCOG – Public Transit - Human Services Coordination Plan
- 2015 Stanislaus County General Plan

Local Plans and Projects

- 2019 Modesto General Plan
- 2014 Empire Neighborhood Storm Water Low Impact Development & Greening Study
- 2006 Modesto Non-Motorized Transportation Plan
- Stanislaus County Public Works Projects
- Stanislaus County Public Works Annual Reports
- Stanislaus County Active Planning Projects
- Stanislaus County Specific Plans
- Empire Municipal Advisory Council Area Projects

Relevant Policies/Design Standards

- California Manual on Uniform Traffic Control Devices (CA MUTCD) - Traffic Control for School Areas
- California Manual on Uniform Traffic Control Devices (CA MUTCD) - Traffic Control for Railroad and Light Rail Transit Grade Crossings

¹ The Regional Transportation Plan/Sustainable Communities Strategy is currently being updated as of July 2021.

Table 1. Summary of Plans, Policies, and Reports

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
State Plans				
Caltrans 2021 Strategic Highway Safety Plan 2020-2024 (published in 2021)	The statewide Strategic Highway Safety Plan is a comprehensive framework for traffic safety. The purpose is to reduce fatalities, serious injuries, and crashes.	The plan recommendations include strategies to reduce fatalities, serious injuries, and crashes in each of the Challenge Areas, including the areas of pedestrians and bicycles. Recommendations focus on the 5 Es (Education, Enforcement, Engineering, Emergency Response, And Emerging Technologies).	Ongoing	This plan is directly applicable to state highways. State-owned roads that travel through Bystrom, including State Route 99; in Empire, State Route 132.
Caltrans District 10 Active Transportation Plan (Draft May 2021)	The Caltrans District 10 Active Transportation Plan is an evaluation of current walking and bicycling infrastructure. The goals of the plan are mobility, safety, equity, and preservation.	The plan outlines improvements to Caltrans-owned highways and roadways specifically. Plan actions include “types of active transportation needs”, which list areas to improve, as well as Caltrans next steps for crossing and corridor needs.	Progress update unavailable	Caltrans roadways that travel through Empire include Route 132 (Yosemite Boulevard) and Highway 99, which travels through Bystrom. The Plan identifies a segment of Route 132 as a priority corridor for walking and bicycling and identifies one crossing in Empire as a priority. In Bystrom, the three high-priority bicycle and pedestrian crossings are identified along Highway 99 – at Crows Landing, South 7th Street, South 9th Street, and East Hatch Road.

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
Regional and County Plans				
StanCOG Non-Motorized Transportation Plan (2021)	The Stanislaus Council of Governments' (StanCOG) 2021 Non-Motorized Transportation Plan is a plan that evaluates non-motorized transportation in the county.	The plan identifies recommendations to improve access to existing non-motorized transportation facilities and includes recommendations based on community engagement and technical analysis. The plan presents infrastructure recommendations to improve walking and bicycling conditions along corridors and at major crossings throughout the region. It also presents a framework to prioritize projects where they are likely to have the biggest impact on safety, comfort, and mode shift.	Ongoing	The recommended regional non-motorized transportation backbone network routes, identified in this plan, weave through Empire on Route 132, and on Santa Fe Avenue beginning at Route 132 going southbound to Turlock. Public comments in the plan highlight a lack of sidewalks and unsafe walking conditions in the community of Empire. Recommended regional non-motorized transportation backbone network routes in Bystrom are located on 9th Avenue to the west and on Herndon Road to the east.
Stanislaus Multi-Agency Regional Storm Water Resource Plan (2019)	The plan details recommended regional stormwater improvements across Stanislaus County.	Recommendations include implementing those projects identified and prioritized in the plan, updating the plan every five years, and updating the list of projects annually.	Ongoing	The plan identified the Empire Community Storm Drainage Plan as a future project to be led by Stanislaus County.

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
StanCOG Regional Transportation Plan/Sustainable Communities Strategy (2018)	The purpose of the plan is to coordinate collective regional goals and priorities for community growth, transportation, and air and water quality.	Recommendations include implementing a variety of project types, such as signals, striping, Complete Streets improvements, interchange reconstruction projects, and bicycle, pedestrian, and transit projects, totaling \$7.2 billion.	Ongoing	This plan includes active transportation challenges and identifies available public and private transit services, including intraregional, interregional, and transit assistance services.
CalWalks Stanislaus County SRTS Audits (2018)	CalWalks focuses on building community relationships and improving infrastructure around schools in Empire and Waterford.	The 2018 Audits report presents engineering recommendations for addressing dangerous driving behaviors, filling in sidewalk gaps, improving the SR-132/Yosemite Boulevard and the Second Street railroad crossing, and installing crossing and intersection improvements for walking and bicycling.	Update unavailable	The audit for Empire Elementary School identified a need for addressing dangerous driving behavior, filling in sidewalk gaps, improving the railroad crossing, and addressing crossing and intersection improvements.
StanCOG – Public Transit - Human Services Coordination Plan (2015)	The plan aims to create a dialogue between public transit providers and human services agencies within and outside of the Stanislaus	Plan actions include establishing coordinated plan priorities and a prioritization process for the 20 strategies, based on	Ongoing/ in development during 2022; some transit services combined.	The plan specifies that, as of 2016, the Modesto Area Express (MAX) and Modesto Area Dial-A-Ride (MADAR) provide transit connections to Empire. ² The plan does

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
	County region to serve vulnerable populations.	public outreach, that address mobility gaps.		not mention transportation services to Bystrom.
Stanislaus County General Plan (2015)	The General Plan covers land use, circulation, conservation/open space, noise, safety, housing, and agriculture.	Plan actions include a more coordinated approach to the land use, circulation, conservation/open space, noise, and safety elements. The Circulation element does not go into detail about recommendations or actions specific to walking and bicycling.	Ongoing	The circulation element identifies Santa Fe Avenue in Empire as a planned 85-foot minor arterial from the railroad right-of-way. Empire is also mentioned as a special study area for the realignment and widening of SR132 from east of Empire, going west to San Joaquin County. The plan also notes a handful of freight railroad line services traveling through Empire. The circulation element does not mention Bystrom.
Local Plans				
Modesto General Plan (2019)	The General Plan is the local government's long-term framework for future growth and development is made up of a collection of "elements," or chapters on which include land use, traffic circulation, conservation/open space, noise, safety, housing, and agriculture.	Plan actions include a more coordinated approach to the land use, circulation, conservation/open space, noise, and safety elements. The Circulation element includes policies specifying infrastructure designs that support increasing walking trips and bicycling trips.	Ongoing	Bystrom and Empire are census-designated places (CDP) in Stanislaus County and are part of the Modesto Metropolitan Statistical Area.

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
Empire Neighborhood Storm Water Low Impact Development & Greening Study (2014)	The purpose is to focus on improving storm water drainage in the community of Empire.	Recommendations include adding a plan to County's master capital improvement project list for evaluating current maintenance practices and future needs.	Ongoing	The study includes a phasing of improvements, evaluation of land uses, low-impact development strategies, proposed storm drainage best management practices, cost estimates, and funding sources and funding options.
Modesto Non-Motorized Transportation Plan (2021)	This plan is the latest citywide non-motorized transportation planning document from Modesto.	Plan includes bicycle and pedestrian improvement recommendations, including location and type of facility.	Ongoing 2019 – 2021. No status available as of 2022.	The plan recommends a Class IV separated bicycle lane on State Route 132 from Modesto and running eastbound toward Empire (recommendations do not extend beyond the City of Modesto boundaries). The plan recommends pedestrian facilities but recommended locations do not overlap with Empire or Bystrom.
Stanislaus County Empire Redevelopment Area Phase 1A/Empire Improvement Project (2015)	The effort is a series of plans prepared by the Stanislaus County Design Division that address stormwater collection and treatments in Empire. The latest update from the plan, prepared in 2015, included	Plan actions include improving stormwater collection and treatment in Empire with community input.	Project update unavailable	This evolving project has shifted since initial stormwater improvements were installed in 2010. Subsequent project planning has been conducted to include pedestrian infrastructure improvements

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
	transportation safety improvements.			concentrated around Empire Elementary and Glick Middle Schools, a roundabout, and at-grade railroad crossing improvements.
Stanislaus County Public Works Projects (Current)	Stanislaus County Public works staff provided information about current projects during an interview in Spring 2022. See written summary in the next section. County-based Public Works projects are led by the county and include two projects.	N/A – no plan actions or recommendations. Key roads identified.	Ongoing	Two Public Works projects are planned for Bystrom: on 9 th Street and on Crows Landing Road.
Stanislaus County Public Works Annual Reports (2007-2019)	See written summary in the next section. County-based annual reports summarize yearly work.	N/A – no plan actions or recommendations. Key roads identified.	Complete	Reports from 2009-2011 and 2014-2016 include completed and pending projects in Empire, such as the Empire Pedestrian Safety Project, Empire Park Sidewalk and Lighting Project, Empire Redevelopment Project, the Empire Infrastructure Improvement Next Phase, and the annexation of the Empire CSA.

Plan (Year)	Description	Plan Actions/Recommendations	Implementation Progress	Relevance to Empire or Bystrom
Stanislaus County Active Planning Projects (Current)	See written summary in the next section. County-based active planning projects include land use applications from residents or private organizations.	N/A – no plan actions or recommendations. Key roads identified.	Ongoing	There are two Active Planning Projects in Empire, on E Street between Brooklyn Court and 3rd Street, and a rezoning application on Santa Fe Avenue, north of the Tuolumne River.
Empire Municipal Advisory Council (MAC) Area Projects (Current)	See written summary in the next section.	N/A – no plan actions or recommendations. Key roads identified.	Complete (Empire Branch Library)/ongoing	MAC Area Projects include the Empire Branch Library replacement, the Empire Storm Drain Basin Fencing, the Empire Sidewalk Project, and the Empire Urban Pavement Preservation.

Relationship of Plans

Figure 1 displays the overlapping relationships between the state, regional and county, and local plans

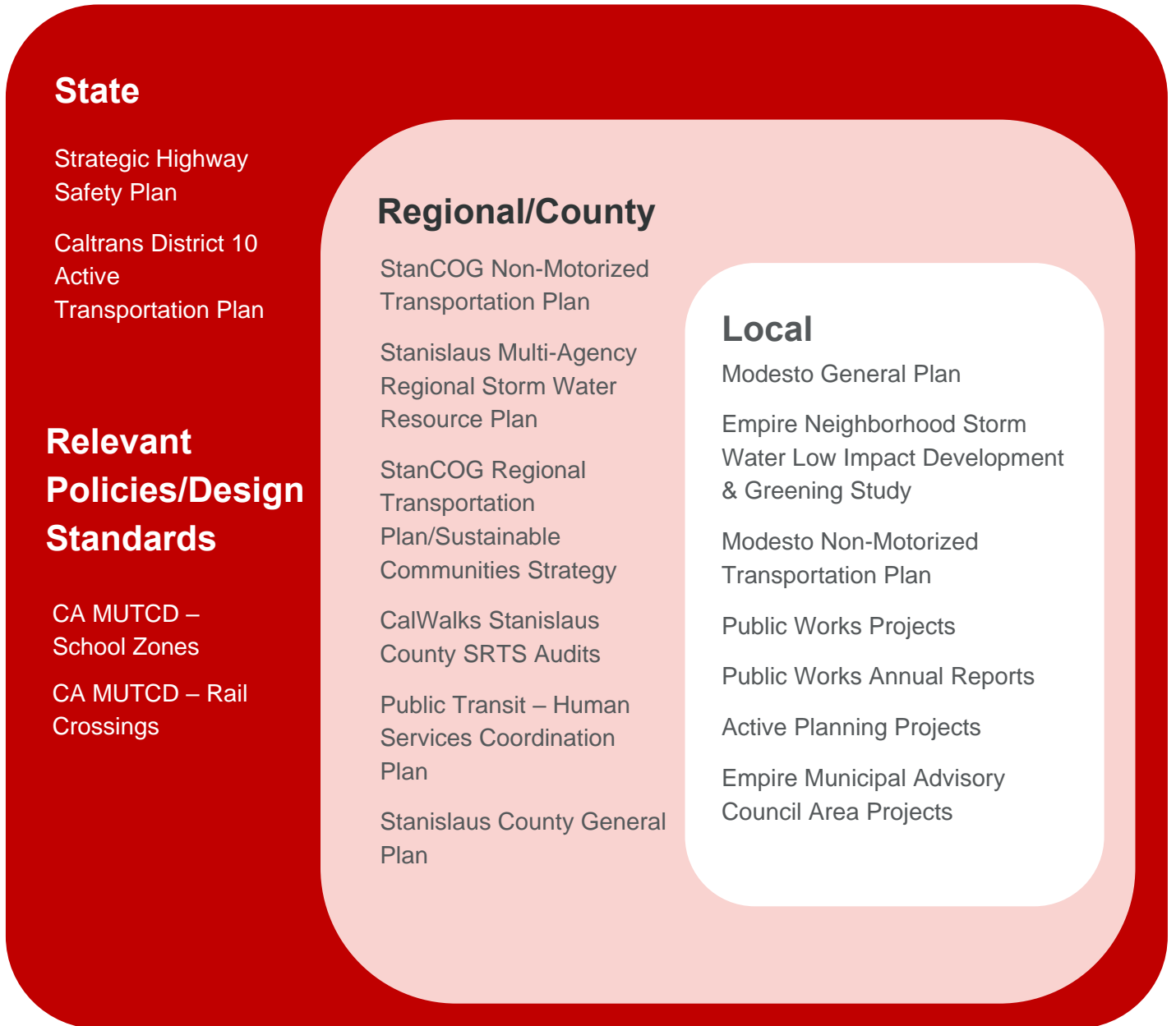


Figure 1. Plans relevant to the Bystrom and Empire areas.

State Plans

2021 Strategic Highway Safety Plan (2020-2024)³

The statewide Strategic Highway Safety Plan outlines a comprehensive framework for traffic safety and relates to other state safety plans, such as the Highway Safety Improvement Program, the Highway Safety Plan, and the Commercial Vehicle Safety Plan. The purpose of the plan is to reduce fatalities, serious injuries, and crashes. The Plan identifies current trends, measurable objectives, and challenge areas that relate to reducing fatalities, serious injuries, and crashes. The plan also notes active transportation (pedestrians and bicyclists) as a high priority area, as well as impaired driving, intersections, lane departures, and speed management/aggressive driving.

The plan recommendations include strategies to reduce fatalities, serious injuries, and crashes.

Relevance to Empire or Bystrom: This plan is directly applicable to state highways. State-owned roads that travel through Bystrom include Highway 99; in Empire, Highway 132 is state-owned.

Caltrans District 10 Active Transportation Plan (Draft May 2021; final plan expected July 2021)⁴

A draft of the Caltrans District 10 Active Transportation was reviewed as part of this plan. District 10 includes Stanislaus County, as well as Alpine, Amador, Calaveras, Mariposa, Merced, San Joaquin, and Tuolumne counties. The plan outlines improvements to Caltrans-owned highways and roadways specifically. The goals of the plan stem from the goals of Toward an Active California, the statewide active transportation plan, and include:

- Mobility
- Safety
- Equity
- Preservation

Relevance to Empire or Bystrom: The District 10 plan focuses on walking and bicycling improvements to Caltrans-owned highways and roadways specifically. Caltrans roadways that travel through Empire include Route 132 (Yosemite Boulevard) and Highway 99 which travels through Bystrom. The Plan identifies a segment of Route 132 as a priority corridor for walking and bicycling, and also identifies one crossing in Empire as a priority. In Bystrom, the three high-priority bicycle and pedestrian crossings are identified along Highway 99 – at Crows Landing, South 7th Street, South 9th Street, and East Hatch Road.

³ <https://dot.ca.gov/-/media/dot-media/programs/safety-programs/documents/shsp/2020-2024-shsp-report-march-2021-a11y.pdf>

⁴ https://www.dropbox.com/sh/oux6obgqi7ph2l5/AAB6Ri7JZmK5w87EOoitWkZoa?dl=0&preview=Caltrans+Active+Transportation+Plan+D10_v5_Public-Partner+Review+Mark-ups_060421.pdf

Regional and County Plans

2021 StanCOG Non-Motorized Transportation Plan⁵

The Stanislaus Council of Governments' (StanCOG) 2021 Non-Motorized Transportation Plan presents strategic recommendations, based on community input and technical analyses, to improve access to non-motorized transportation, such as walking, bicycling, electric bikes, scooter, wheelchairs, and other mobility-assistance devices, in the Stanislaus region. The plan includes goals, objectives, and performance measures to track the plan progress. The goals of the plan are:

- Access
- Network connectivity
- Equity
- Safety
- Operations and collaboration
- Health

The plan includes a regional backbone network of routes throughout the county that serve to connect communities by bicycling. The plan also lists strategic recommendations to improve access to non-motorized transportation and includes recommendations based on community engagement and technical analysis. The plan presents infrastructure recommendations to improve walking and bicycling conditions along corridors and at major crossings throughout the region. It also presents a framework to prioritize projects where they are likely to have the biggest impact on safety, comfort, and mode shift.

Relevance to Empire or Bystrom: Recommended backbone routes weave through Empire on Route 132, and on Santa Fe Avenue beginning at Route 132 going south. Public comments in the plan voice the lack of sidewalks in Empire create unsafe walking conditions. Recommended routes in Bystrom are located on 9th Avenue to the west, and on Herndon Road to the east.

2019 Stanislaus Multi-Agency Regional Storm Water Resource Plan⁶

The Stanislaus Multi-Agency Regional Storm Water Resource Plan (SWRP) focuses on regional watershed planning across multiple jurisdictions, water districts, and nonprofits. The goals of the SWRP are summarized as follows:

- Defining watershed boundaries
- Summarize water quality impacts
- Document the collaboration of and coordination with engaged agencies and organizations
- Develop metrics-based analyses
- Identify and prioritize multi-benefit stormwater capture
- Develop and provide implementation strategies for adaptive management
- Engage stakeholders and the public through education and outreach

The SWRP outlines the challenges and opportunities related to stormwater and dry weather runoff, while also identifying and assessing projects that will benefit multiple parties and the region overall. Bystrom and Empire were identified as unincorporated communities in the South Modesto area to be involved on the stakeholder contact list.

⁵ http://www.stancog.org/pdf/documents/final_nonmotorized_transportation_plan.pdf

⁶ <http://www.stancounty.com/publicworks/swrp/>

Relevance to Empire or Bystrom: The plan identified the Empire Community Storm Drainage Plan⁷ as a future project, to be led by Stanislaus County, for the purpose of collecting and treating stormwater runoff by repaving roads and building sidewalks. The SWRP estimated the cost of the project as \$300,000 (in 2017 dollars), but noted there was no existing funding nor identified potential funding for the project.

2018 StanCOG Regional Transportation Plan/Sustainable Communities Strategy⁸

As of July 2021, the StanCOG Regional Transportation Plan/Sustainable Communities Strategies (RTP/SCS) is being updated. The 2018 plan includes ten transportation goals and objectives; the goals of the plan are as follows:

- Mobility and Accessibility
- Social Equity
- Economic and Community Vitality
- Sustainable Development Pattern
- Environmental Quality
- Health and Safety
- System Preservation
- Smart Infrastructure
- Reliability and Congestion
- Project Delivery

The RTP/SCS highlights the current challenges of active transportation, including long distances, unsafe vehicular travel speeds, limited funding, lack of or damaged sidewalks, lack of sidewalk and bike network, and lack of safe crossings, signals, markings, signage, and wayfinding.

The Plan also identified public and private transit services as key to the regional transportation system. These services included intraregional transit services (connecting local, regional, and inter-county transit services), interregional (connecting to neighboring counties and regions), and transit assistance services for transit-dependent individuals. The plan also calls out rail services, such as the Altamont Corridor Express expansion, the Valley Rail Project, and the Amtrak San Joaquin expansion.

Recommendations included implementing a variety of infrastructure project types including signals, Complete Streets, roadway reconfigurations, stripping, and other projects, totaling \$7.2 billion, which include bicycle, pedestrian, and transit projects.

Relevance to Empire or Bystrom: Empire and Bystrom are not specifically called out in the Regional Transportation Plan/Sustainable Communities Strategy; however, the plan does have a significant impact on communities in these areas.

2018 CalWalks Stanislaus County SRTS Audits⁹

The CalWalks Stanislaus County Safe Routes to School Audits were prepared for the Stanislaus County Health Services Agency (SCHSA) and focus on Empire and Waterford. The purposes of the audits were to:

⁷ <http://stancounty.org/publicworks/swrp/assets/pdf/meeting-materials/2018-05-30-Handouts.pdf>

⁸ [http://www.stancog.org/pdf/rtp2018/final/final-2018-regional-transportation-plan_sustainable-communities-strategy-\(rtp_scs\).pdf](http://www.stancog.org/pdf/rtp2018/final/final-2018-regional-transportation-plan_sustainable-communities-strategy-(rtp_scs).pdf)

⁹ <https://static1.squarespace.com/static/5bc4c71fe66669281d4232b5/t/5d1bc595e1d03e0001e7ddd0/1562101202655/18-1129+Stanislaus+SRTS+Audit+Report+FINAL-web.pdf>

- provide the SCHSA, the participating schools and school districts, municipal staff, community organizations, residents, and parents an opportunity to gather, observe, and discuss local walking and biking conditions and concerns;
- strengthen working relationships between various agencies, organizations, and other stakeholders to ensure the best outcomes for students biking and walking to and from school; and
- begin developing consensus regarding actionable next steps to improve the safety of students walking and biking to and from school.

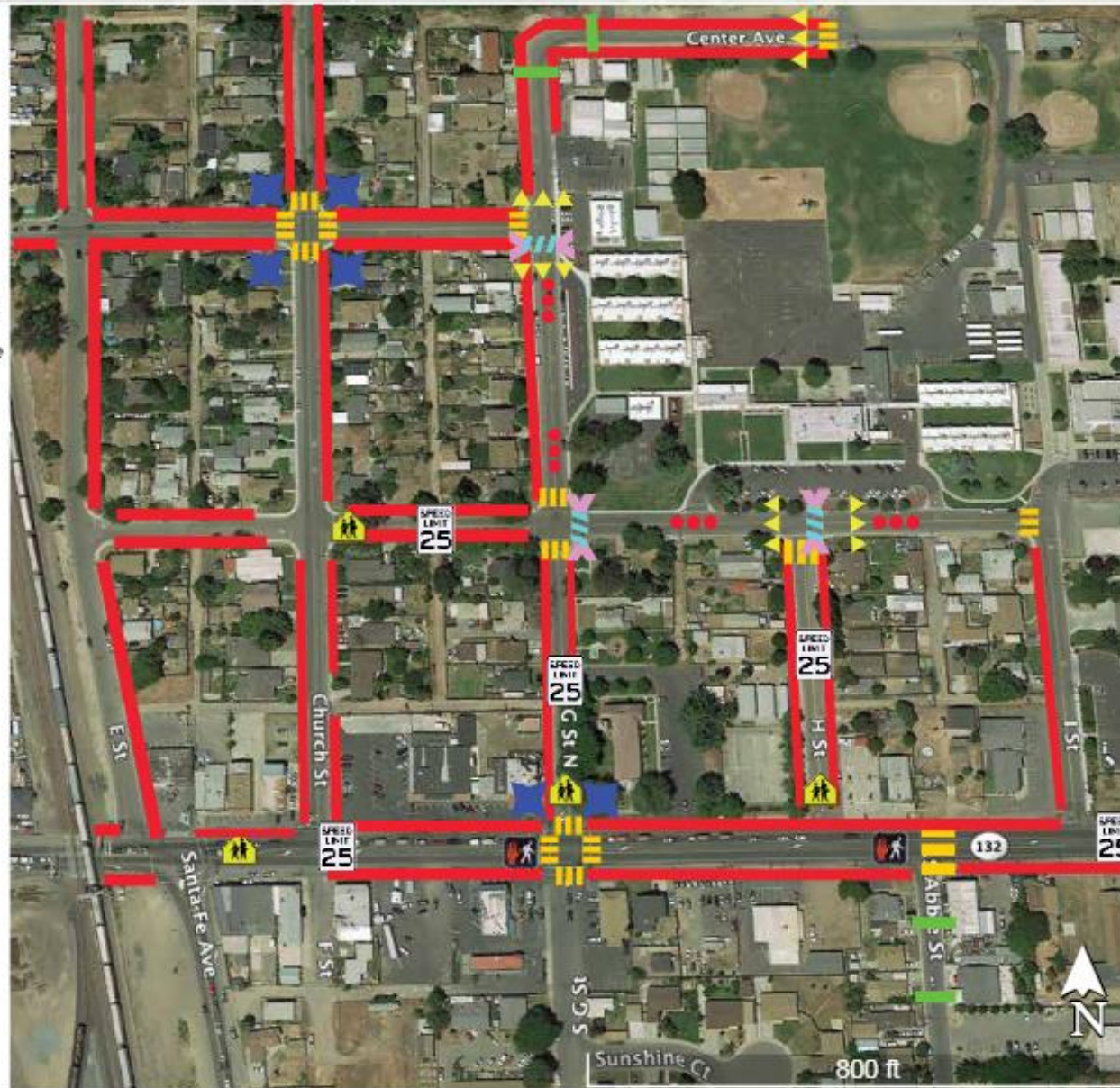
The recommendations presented in this document focus on design and engineering treatments to address dangerous driving behaviors, fill in sidewalk gaps, improve the SR-132 (Yosemite Boulevard) and Second Street railroad crossing, and improve crossing and intersection improvements for walking and bicycling in Empire.

Relevance to Empire or Bystrom: The audit for Empire Elementary School included 15 participants, ranging from school staff, school district transportation staff, a representative from Caltrans District 10, and parents and community members. The audit resulted in items to address, such as addressing dangerous driving behavior, filling in sidewalk gaps, improving the railroad crossing, and addressing crossing and intersection improvements. A proposed project map can be seen in **Figure 2**.

Proposed Project Map for Empire Elementary School

Legend

-  High-Visibility Crosswalk
-  School Zone Markings + Signage
-  Speed Limit Signage
-  Sidewalk Gap
-  Raised Crosswalk
-  Curb Extension
-  Drainage Improvements
-  Soft-hit Posts
-  Yield Markings + Signage
-  Pedestrian Signal Enhancements:
Countdown Timers,
Accessible Signals,
Leading Pedestrian Interval
-  Speed Cushion



52

Figure 2. CalWalks - SRTS Audit of routes to Empire Elementary School.

2015 StanCOG Public Transit Human Services Coordination Plan¹⁰ (Current update pending)

As of July 2021, this plan is currently being updated; the project team will coordinate with transit agencies to understand the most current conditions.

The purpose of the Coordination Plan is to identify and address mobility and information gaps for vulnerable populations, including persons of low-income, veterans, older adults, and individuals with disabilities who use human services. The plan further aims to create a dialogue between the public transit provider and human services agencies within and outside of the Stanislaus County region.

The Plan developed goals and twenty specific strategies guided by public input, as well as a demographics analysis for the target groups. The goals of the Plan are:

- Goal 1: Maintain and strategically enhance services to increase mobility options when financially feasible.
- Goal 2: Continue and expand mobility management coordination functions under the CTSA to better connect persons with the mobility services they need.
- Goal 3: Enhance mobility information and education.
- Goal 4: Create a sustainable funding platform for public and human transportation services.

The Plan identifies five themes that emerged from focus groups, stakeholder workshops, interviews with elected officials and transportation operators, and a human services provider survey. The themes are:

- Mobility gaps and needs
- Challenges Associated with Utilizing Existing Transportation Services
- Information Needs and Gaps
- Need Stable Local Funding Source
- Improve Service Efficiency to Increase Service Levels

Plan actions included establishing coordinated plan priorities and a prioritization process for the 20 strategies that address mobility gaps, based on public outreach.

Relevance to Empire or Bystrom: The Coordination Plan identifies available transportation services countywide, though does not identify them geographically. The Plan does specify that, as of 2016, the Modesto Area Express (MAX) and Modesto Area Dial-A-Ride (MADAR) provide transit connections to Empire. The Plan does not mention transportation services to Bystrom, but does outline available services in Modesto that also serve Bystrom.

The Stanislaus Regional Transit Authority (StanRTA) established in January 2021, was formed to improve transit efficiencies and operations throughout the region. This new Joint Powers Authority will merge the City of Modesto MAX and the Stanislaus County StaRT transit systems.

2015 Stanislaus County General Plan¹¹

The Stanislaus County General Plan covers land use, circulation, conservation/open space, noise, safety, housing, and agriculture. Specific to the Community Transportation Needs Assessment is the circulation element, which includes an assessment of the movement of people and goods currently and anticipated in 2035. The plan outlines roadway classifications and identifies these classifications in each community in Stanislaus. Plan actions included a more coordinated approach to the land use, circulation, conservation/open space, noise, and safety elements. The Circulation element does not go into detail about recommendations or actions specific to walking and bicycling.

¹⁰ <http://www.stancog.org/pdf/2015-stancog-public-transit-human-services-coordination-plan-final-report.pdf>

¹¹ <http://www.stancounty.com/planning/pl/general-plan.shtm>

The plan identifies Yosemite Boulevard and Santa Fe Avenue in Empire as principal arterials. In Bystrom, the plan identifies numerous minor arterials and major collectors.

Relevance to Empire or Bystrom: Specific to Empire, the circulation element identifies Santa Fe Avenue as a planned 85-foot minor arterial from the railroad right-of-way. Empire is also mentioned as a special study area for the realignment and widening of SR132 from east of Empire, going west to the San Joaquin County. The plan also notes a handful of freight railroad line services traveling through Empire. The circulation element does not mention Bystrom.

Local Plans

2019 Modesto General Plan¹²

The Modesto General Plan was last updated in 2019 and is included in this plans review due to its proximity to Bystrom and Empire. It includes the same vision statement as the previous General Plan:

The Modesto Urban Area General Plan addresses the collective challenges of the future. The General Plan presents a blueprint for the preservation of Modesto’s “quality of life” while providing direction for the growth of business and industry to meet the needs of future generations in the Modesto community.

The Plan includes the following vision statement directed towards accommodating mobility needs:

This General Plan envisions a street system, supplemented by transit, passenger rail and non-motorized transportation systems, to provide for efficient movement of people, goods and services, and to reduce traffic congestion and reduce vehicle miles traveled over time. Funding for new roadway improvements is provided by “Measure L,” which is a half-cent sales tax approved by voters in November 2015. This General Plan includes innovative methods for identification and resolution of traffic-related issues and problems. Chapter V, Transportation, contains related policies.

Plan actions included a more coordinated approach to the land use, circulation, conservation/open space, noise, and safety elements.

Relevance to Empire or Bystrom: The General Plan does not include language regarding partnering with other jurisdictions to improve transportation needs; however, there still remains the opportunity to coordinate with the City of Modesto.

2014 Empire Neighborhood Storm Water Low Impact Development & Greening Study¹³

The purpose of the Empire Neighborhood Storm Water Low Impact Development & Greening Study, undertaken by Stanislaus County, is as follows:

The purpose of this report is to develop feasible and economical methods for draining storm water from unincorporated rural and urban areas of the Empire Community.

The Study includes a phasing of improvements, evaluation of land uses, low-impact development strategies, proposed storm draining best management practices, cost estimates, and funding sources and funding cost alternatives. Recommendations included adding plan to County’s master capital improvement project list and evaluating maintenance current practices and future needs.

¹² <https://www.modestogov.com/2069/General-Plan>

¹³ <http://www.stancounty.com/publicworks/swrp/assets/pdf/documents/Empire-LID-Greening-Study-Storm-Water-Report.pdf>

Relevance to Empire or Bystrom: The Study mentions the phasing of storm water improvements and priorities as they pertain to improving storm drainage systems in Empire, such as constructing bio-retention basins, constructing concrete sidewalks in alignment with ADA-designs, and addressing existing vertical drywells, catch basins, and other existing stormwater facilities to improve system performance.

2006 Modesto Non-Motorized Transportation Plan¹⁴

The 2006 Modesto Non-Motorized Transportation Plan is the latest citywide non-motorized transportation planning document from Modesto. The first bicycle plan was written in 1983, and the first Non-Motorized Transportation Master Plan was written in 1996. Key purposes of the 2006 Plan are to:

- Save lives
- Provide needed facilities and services
- Improve the quality of life in Modesto
- Update the existing plan and set new priorities
- Become the City of Trees and Trails

The Plan outlines numerous goals and policies related to non-motorized transportation, including:

- Goal 1: Expand and Improve Modesto's Non-Motorized Transportation Network
- Goal 2: Plan for the needs of non-motorized users
- Goal 3: Provide for regular maintenance of the non-motorized network
- Goal 4: Encourage and educate residents of Modesto on bicycling, walking, and other non-motorized modes
- Goal 5: Implement the Non-Motorized Transportation Plan

Plan actions included an implementation process for bicycle and pedestrian improvements. The Circulation element includes policies specifying infrastructure designs that support increasing walking trips and bicycling trips.

Relevance to Empire or Bystrom: Specific to Bystrom and Empire, Goal 5 states “Maximize coordination between Stanislaus County, adjacent municipalities, school districts and community organizations to review and comment on bicycle and pedestrian issues of mutual concern.”

Empire Redevelopment Area - Phase 1A/Empire Improvement Project

The Empire Redevelopment Area – Phase 1A/Empire Improvement Project was initiated by the Stanislaus Redevelopment Authority (Stanislaus RDA) prior to the RDA dissolving in 2012. The project is not a completed plan but has evolved to include gradually implemented improvements in Empire.

The 2010 Annual Report noted the completion of Phase 1 of the Empire Infrastructure project, which included storm drainage, curbs and gutters, asphalt pavement, and pavement delineation. In 2011, the Stanislaus RDA was dissolved and the Empire Redevelopment Area project was re-scoped to focus on lower-cost options to complete additional phases. This re-scope resulted in a 2015 feasibility study for a swale storm water drainage system without any transportation improvements. Due to negative community feedback, the project has shifted to include targeted transportation improvements focused on routes to schools that align with storm drainage improvements.¹⁵ These improvements focused on improving pedestrian infrastructure, including a roundabout at A Street and 3rd Street,

¹⁴ <https://www.modestogov.com/DocumentCenter/View/1722/Non-Motorized-Transportation-Plan-PDF>

¹⁵ Stanislaus County Board of Supervisors Agenda Item, March 8, 2016. <http://www.stancounty.com/bos/agenda/2016/20160308/C02.pdf>

sidewalks on 2nd Street linking Empire Elementary and Glick Middle Schools, and at-grade railroad improvements, as well as targeted stormwater improvements at frequently flooded areas.¹⁶

More specific information on the Empire Redevelopment Area Phase 1A/Empire Improvement Project is unavailable. However, the Empire Neighborhood Storm Water Low Impact Development & Greening Study provides insight to planned storm water improvements in Empire.

In general, continued plan actions included improving stormwater collection and treatment in Empire with community input.

Existing Relevant Projects Review

Current projects located in Empire and Bystrom were identified and reviewed from the county's website. The review includes public works projects, private development, and municipal advisory projects. A summary and links to more information in this review can be found in **Table 2**.

- Stanislaus County Public Works Projects
- Stanislaus County Public Works Annual Reports
- Stanislaus County Active Planning Projects
- Stanislaus County Specific Plans
- Empire Municipal Advisory Council (MAC) Area Projects
 - » Empire Branch Library Replacement
 - » Empire Storm Drain Basin Fencing
 - » 2020-2025 Stanislaus Urban County Consolidated Plan – Empire Sidewalk Project
 - » Empire Urban Pavement Preservation

Stanislaus County Public Works Annual Reports¹⁷

The Stanislaus County Public Works Annual Reports are reports that review work completed in the past year in Stanislaus County. The reports also provide insight to future projects, but does not guarantee those future projects to be realized. Annual reports are available from 2007 to 2019.

Relevance to Empire or Bystrom:

- The 2016 Annual Report notes the replacement of the bridge crossing the Tuolumne River south of Empire, pending funding. The replacement will change the cross section from two 12' travel lanes with no shoulders or pedestrian or bicycle facilities, to three 12' travel lanes (one center lane) with 8' shoulders.
- The 2015 Annual Report notes that the County applied for funding from the US Department of Agriculture for the Empire Pedestrian Safety Project to improve walking facilities.
- The 2014 Annual Report notes the beginning of the Empire Park Sidewalk and Lighting Project.
- The 2011 Annual Report notes the goal to complete the Record of Survey for the Empire Redevelopment Project.
- The 2010 Annual Report mentions the Empire Infrastructure Improvement Next Phase, conducted by the Planning Department and Public Works. The goal of this project is to start a two-year effort to preliminarily plan for the next construction phase.

¹⁶ Stanislaus County Board of Supervisors Agenda Item, April 26, 2016. <http://www.stancounty.com/bos/agenda/2016/20160426/PH910.pdf>

¹⁷ <http://www.stancounty.com/publicworks/annual-report-archive.shtm>

- » The report also notes the accomplishment of finishing Phase 1 of the Empire Infrastructure project which included storm drainage, curbs and gutters, asphalt pavement, and pavement delineation.
- » Additionally, in 2010 the Empire Community Service Area (CSA) 27 was passed. This transformed Empire into a special district to manage community benefits such as lighting, landscaping, and stormwater management.
- The 2009 Annual Survey noted the accomplishment of creating boundary descriptions for the annexation of Empire CSA.

Stanislaus County Public Works Projects¹⁸

Stanislaus County Public Works projects list out projects that different county divisions are currently working on. These county divisions include Construction Management, Design Division, and Development Services. Projects from all three county divisions were reviewed as part of this policies and plan review.

Relevance to Empire or Bystrom: There are two Public Works projects planned for Bystrom. One is on 9th Street, between Tuolumne River Bridge and Pecos Avenue, and includes pavement rehabilitation, streetlight modification, raised medians, new striping, installing a bike lane, and creating ADA-friendly curb ramps. Project costs are \$1,800,000. Construction was scheduled to begin in Spring 2021 and to be completed in Fall 2021. More information is available here:

<http://www.stancounty.com/publicworks/pdf/projects/9thStreet/9th%20Street%20Between%20Tuolumne%20River%20Bridge%20and%20Pecos%20Avenue.pdf>

The second project is on Crows Landing Road, between SR99 and 7th Street, involving a lane reconfiguration to install a two-way center turn lane. The project costs are estimated to be \$1,300,000. Construction is scheduled to begin in Spring 2022 and be completed by Fall 2023. More information is available here:

<http://www.stancounty.com/publicworks/pdf/projects/CrowsLanding99/Crows%20Landing%20Road%20Between%20State%20Route%2099%20and%207th%20Street.pdf>

Stanislaus County Active Planning Projects¹⁹

Active planning projects for Stanislaus County include applications for land use planning projects. These projects are not publicly funded, and instead residents or businesses apply to the county to build or change the land use zoning. The county reviews these projects and provide a type of referral.

Relevance to Empire or Bystrom: There are two active planning projects located in Empire. These projects have been initiated by private sector developments. Both projects requested an early consultation prior to submitting their development application. No estimated project costs or construction schedule have been provided.

Application PLN2021-0004 is a request to subdivide a parcel of land into two for residential development at 418 E Street, between McNary Court and E Street. More information about the development can be found here: http://www.stancounty.com/planning/pl/act-proj/PLN2021-0004_EC.pdf.

Application PLN2021-0013 is a rezoning application at 772 South Santa Fe Avenue. The land is currently zoned Planned Industrial, with the request to rezone as new Planned Industrial district to expand the current manufacturing

¹⁸ <http://www.stancounty.com/publicworks/projects.shtm>

¹⁹ <http://www.stancounty.com/planning/pl/act-projects.shtm>

activities. The application was submitted by CSC Manufacturing. More information about the rezoning can be found here: http://www.stancounty.com/planning/pl/act-proj/PLN2021-0013_EC.pdf.

Table 2. Local Projects and Plans in Empire and Bystrom

Projects	Empire	Bystrom
Stanislaus County Public Works Projects	-*	<u>9th Street (between Tuolumne River Bridge and Pecos Avenue)</u>
	-	<u>Crows Landing Road (between SR99 and the 7th Street)</u>
Stanislaus County Active Planning Projects	<u>Early Consultation – Application PLN2021-0004 (Ortega - Alfonso - E Street)</u>	-
	<u>Early Consultation - Rezoning application PLN2021-0013 (CSC Manufacturing)</u>	-

Note: “-“ indicates no existing project or plan.

Stanislaus County Specific Plans

Specific Plans are large-scale plans that focus on a specific area that is experiencing rapid growth or an area with focused revitalization efforts. There are no Specific Plans located in or adjacent to Empire or Bystrom.

Empire Municipal Advisory Council (MAC) Area Projects

The following projects are located in Empire and initiated by the Empire Municipal Advisory Council (MAC).

- **Empire Branch Library Replacement**²⁰ – The Empire Branch Library opened in June 2021 after construction was completed in December 2020. This library serves the Empire community and is located near the Teel Middle School and the Empire Elementary School.
- **Empire Storm Drain Basin Fencing**²¹ – Plans to build fencing around four storm drain basins in Empire were approved in December 2020. This project was approved to use up to \$79,708 of Community Development funds. No construction schedule was available.
- **2020-2025 Stanislaus Urban County Consolidated Plan – Empire Sidewalk Project**²² – In May 2020, the Empire Sidewalk project was added to the Consolidated Plan and the Annual Action Plan. The project focuses on sidewalk construction to connect A Street to G Street on the west side of the Santa Fe railroad. The Empire Sidewalk Project was not mentioned in the 2021-2022 Annual Action Plan. No construction costs or project schedule have been provided.

²⁰ <http://www.stancounty.com/bos/agenda/2020/20200225/B05.pdf>

²¹ <http://www.stancounty.com/bos/agenda/2020/20201201/C01.pdf>

²² <http://www.stancounty.com/bos/agenda/2020/20200512/PH02.pdf>

- **Empire Urban Pavement Preservation**²³ – In February 2020, the Board of Supervisors adopted the Urban Pavement Preservation, which will allow the repaving of 25 miles of roadway in Empire, Del Rio, and parts of Ceres. The work was scheduled to take place from May 2020 to July 2020. The total project costs are \$2.5 million.

Relevant Policies/Design Standards

Additional policies that are important to the StanCOG Community Transportation Needs Assessment are relevant to school zones and railroad crossings. Therefore, the project team is including the California Manual on Uniform Traffic Control Devices (CA MUTCD) Part 7 Guidelines for School Zones and Part 8 Traffic Control for Railroad and Light Rail Transit Grade Crossings.

All concept designs proposed in the CTNA will meet CA MUTCD standards, and will meet all relevant local design/infrastructure policies to ensure they have the highest chance of implementation success. Depending on specific project locations, certain CA MUTCD sections may be more relevant than others.

*California MUTCD – Traffic Control for School Areas*²⁴

Both Bystrom and Empire have public schools located in their areas – the Tuolumne Elementary School in Bystrom, and Empire Elementary School in Empire. Therefore, it is pertinent to consider the California MUTCD Traffic Control for School Areas. For any project located within a school zone, the CA MUTCD guidance on traffic control for school areas will be reviewed to ensure that proposed projects will align with statewide guidance.

*California MUTCD – Traffic Control for Railroad and Light Rail Transit Grade Crossings*²⁵

Both Empire and Bystrom have railroad tracks located in their areas. Due to this, rail crossing guidelines are key to consider when proposing projects for the StanCOG Community Transportation Needs Assessment. For any project that crosses railroad tracks, the CA MUTCD guidance on railroad crossings will be reviewed thoroughly to ensure alignment with proposed projects.

²³ <http://www.stancounty.com/bos/agenda/2020/20200225/C01.pdf>

²⁴ <https://dot.ca.gov/-/media/dot-media/programs/safety-programs/documents/ca-mutcd/rev6/camutcd2014-part7-rev6.pdf>

²⁵ <https://dot.ca.gov/-/media/dot-media/programs/safety-programs/documents/ca-mutcd/rev6/camutcd2014-part8-rev6.pdf>