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1.0 INTRODUCTION

1.1 Purpose of the Specific Plan

This Specific Plan analyzes land uses and land use policy for the Virginia Avenue Corridor, and establishes additional land use policy, where appropriate.

The purpose of the plan is to provide a complete blueprint for development of the corridor, including:

- A description of proposed trail and related improvements;
- Policies and standards to support the plan;
- Infrastructure needed to support the plan; and,
- Implementation and administrative processes needed for plan development.

Land use policies of the General Plan are compared with additional land use policies contained within the Comprehensive Planning Districts through which the Virginia Avenue Corridor passes. The Specific Plan describes the policies needed to support the conversion of the railroad right-of-way into a trail and linear park, and policies that would create a development environment in which the trail would be more successful relative to General Plan and community goals.

1.2 Location

The Virginia Avenue Specific Plan is located in the city of Modesto in Stanislaus County. The Plan Area is a corridor that encompasses a 4.2-mile long stretch of right-of-way acquired through railbanking procedures by the City from the Union Pacific Railroad – along the former Tidewater Southern Pacific rail line. Railbanking is a common method for rails to trails programs that involves long-term easements to reserve the corridor for future transportation uses. The width of the right-of-way varies along the length of the corridor, which stretches from the southern extreme of the Plan Area at Needham Street in downtown Modesto to Bangs Avenue, a currently undeveloped portion of northern Modesto. Figure 1-1 shows the Regional Location and Figure 1-2 shows the local vicinity.
Figure 1-1
Project Location
1.3 Background and Planning Process

The 1995 revision of the Modesto Urban Area General Plan establishes several land uses and land use policies for the Virginia Avenue Corridor area and the rest of Modesto. Comprehensive Planning Districts, established in the General Plan, provide further direction for future development along the Virginia Avenue Corridor. This Specific Plan was initiated to support the conversion of a 4.2-mile former rail corridor into a trail and linear park. The Specific Plan is based on, and further implements policies within, the General Plan and relevant Comprehensive Planning Districts. The Specific Plan also integrates and prescribes policies to address concerns raised in community outreach meetings held in Modesto. An Initial Study and Mitigated Negative Declaration (under the California Environmental Quality Act) and an Environmental Assessment and Finding of No Significant Impact (under the National Environmental Policy Act) have been prepared to review the potential environmental impacts of the Specific Plan, including the trail conversion. According to environmental review, mitigation measures are available that reduce all potential impacts of the Specific Plan to a less-than-significant level.
# Impacts and Mitigation Measures from IS/EA

<table>
<thead>
<tr>
<th>Category</th>
<th>Impact</th>
<th>Mitigation Measure</th>
<th>Level of Significance After Mitigation Measure</th>
</tr>
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</table>
| **Air Quality**   | Short-term construction impact              | Mitigation Measure AQ-1:  
  - Idling of diesel construction equipment shall be prohibited in areas of the Project corridor adjacent to school play areas during times when children are at play.  
  - All disturbed areas, including storage piles, which are not being actively utilized for construction purposes, shall be effectively stabilized of dust emissions using water, chemical stabilizer/suppressant, or vegetative ground cover.  
  - All on-site unpaved roads and off-site unpaved access roads shall be effectively stabilized of dust emissions using water or chemical stabilizer/suppressant.  
  - All land clearing, grubbing, scraping, excavation, land leveling, grading, cut and fill, and demolition activities shall be effectively controlled of fugitive dust emissions utilizing application of water or by presoaking.  
  - For any demolition of buildings up to six stories in height, all exterior surfaces of the building shall be wetted during demolition.  
  - When materials are transported off-site, all material shall be covered, effectively wetted to limit visible dust emissions, or shall have at least six inches of freeboard space from the top of the container.  
  - All operations shall limit or expeditiously remove the accumulation of mud or dirt from adjacent public streets at least once every 24 hours when operations are occurring. The use of dry rotary brushes is expressly prohibited except where preceded or accompanied by sufficient wetting to limit the visible dust emissions. Use of blower devices is expressly forbidden.  
  - Following the addition of materials to, or the removal of materials from, the surface of outdoor storage piles, said piles shall be effectively stabilized of fugitive dust emissions utilizing sufficient water or chemical stabilizer/suppressant.  
  - Traffic speeds on unpaved roads shall be limited to 15 mph.  
  - Install sandbags or other erosion control measures to prevent silt runoff to public roadways in areas with a slope greater than one percent.  
  - Install wheel washers for all exiting trucks, or wash off all trucks and equipment leaving the site.  
  - Install wind breaks at windward side(s) of construction areas.  
  - Suspend excavation and grading activity when winds exceed 20 mph.  
  - Construction equipment shall not idle for more than 10 minutes. | Less than Significant |
**Mitigation Measure CR-1:**
Where feasible, and where it would not create a safety risk, elements of the old railroad such as wooden signs, crossing signals and other interesting features should be retained as part of interpretive exhibits along the trail corridor.

**Mitigation Measure CR-2:**
- In the event that any historic surface or subsurface archaeological features or deposits, including darkened soil ("midden"), that could conceal cultural deposits, animal bone, shell, obsidian, mortars, or human remains, are uncovered during construction, work within 100 feet of the find will cease and a qualified archaeologist shall be contacted to determine if the resources are significant. If the find is determined to be significant, resources such as grinding stones and mano fragments shall be donated to an appropriate cultural center.
- When Native American archaeological, ethnographic, or spiritual resources are involved, all identification and treatment shall be conducted by qualified archaeologists who are either certified by the Society of Professional Archaeologists (SOPA) or who meet the federal standards as stated in the Code of Federal Regulations (36 C.F.R. 61), and native American representatives who are approved by the local Native American community as scholars of their cultural traditions. In the event that no such Native American is available, persons who represent tribal governmental and/or organizations in the locale in which resources could be affected shall be consulted. When historic archaeological sites or historic architectural features are involved, all identification and treatment is to be carried out by historical archaeologists or architectural historians. These individuals shall meet either SOPA or 36 C.F.R. 61 requirements.
- If human bone or bone of unknown origin is found during construction, all work shall stop in the vicinity of the find and the County Coroner shall be contacted immediately. If the remains are determined to be Native American, the Coroner shall notify the Native American Heritage Commission who shall notify the person it believes to be the most likely descendant. The most likely descendant shall work with the contractor to develop a program for reinterment of the human remains and any associated artifacts. No additional construction work is to take place within the immediate vicinity of the find until the identified appropriate action/s have been carried out.
| **Hydrology** | Water quality impacts from construction | **Mitigation Measure HWQ-1:** Prior to moving construction equipment on site, the Project Developer shall incorporate appropriate BATs from the City’s NPDES permit and Storm Water Management Plan (SWMP) in consultation with the City Engineer and file a Notice of Intent with the SWRCB. The NPDES permit shall be retained on the construction site throughout the construction period, and a copy shall be filed with the City Engineer. | Less than Significant |
| **Noise** | Short-term construction noise | **Mitigation Measure HWQ-2:** During construction, the City Engineer shall ensure that the project contractor complies with all the terms and conditions outlined in the City’s National Pollutant Discharge Elimination System (NPDES) permit, including the implementation of Best Available Technology Economically Achievable (BATs) and Best Conventional Pollutant Control Technology (BCTs). | |
| **Landscape** | Landscape maintenance noise | **Mitigation Measure N-1:** | |
| **Transportation/Traffic** | Short-term construction traffic impediments | **Mitigation Measure N-2:** | |
| | | **Mitigation Measure T-1:** Construction vehicle trips shall be scheduled outside of the peak traffic demand periods of 8:00 until 9:00 in the morning and 5:00 until 6:00 in the evening. |
1.3.1 Community Participation

A community site tour, two community workshop meetings, and three steering committee meetings were held during the plan development phase (Figure 1-3). A general description of the project began the process, and community and city leaders together identified all potential issues related to the general project description, and addressed them through design and potential policies. The design of the plan evolved and became more defined throughout the process, responding to citizen committee comments and public workshop comments. The City and project landscape architects worked to address citizen comments in a way that enhanced the usefulness of the project, and minimized the potential negative effects of the project.

![Figure 1-2 Community Meetings](image)

Source: All graphics by Callander Associates, 2002, except as otherwise noted.

1.3.2 Design Influences

Historic influences were important to the development of the corridor, and helped develop a trail plan that was appropriate for the community, and preserved important aspects of the past associated with the railroad corridor and the city.

The Virginia Avenue Corridor project converts a former railroad line to use for non-motorized transportation and recreational use. The former railroad line, the Tidewater Southern Branch line of the Union Pacific Railroad, built in 1912, was important to the development of the corridor design. Historic displays, which will include a historic steam engine structure and interpretive signage, are a part of the corridor design. These displays will demonstrate the physical location of the former rail line, will describe aspects of the railroad line, rail cars, and rail activity, and will relate to trail users the importance of the former rail corridor to the agricultural history of the region. The trail logo and trail signage will reference the former railroad, and the trail could utilize railroad names for trail segments.
The art-deco style bridges over the Modesto Irrigation District canals will be preserved as a part of corridor development. In addition, these unique architectural features will be included in construction of new bridge crossings. Historic-themed split rail fencing will also be utilized along the trail corridor, as will historic-themed, pedestrian-scaled light poles and brackets.

### 1.4 Guiding Principles

Community and city leaders together identified potential issues related to the general project description, and addressed them through design and potential policies. The design of the plan evolved and became more defined throughout the process, responding to citizen committee comments and public workshop comments. City and project landscape architects worked to address citizen comments in a way that enhanced the usefulness of the project, and minimized the potential negative effects of the project. The corridor shall be based on the following guiding principles:

- Provide multi-use bikeway and linear park
- Provide non-motorized links to a variety of important locations and land uses within the city, including connections with existing and future pedestrian and bike routes and with City bus routes
- Provide safe and efficient access to corridor and surrounding area
- Minimize adverse environmental impacts
- Minimize maintenance
- Provide a design that is compatible with, and complements surrounding development
- Ensure continuity of character throughout corridor
- Minimize potential problems related to safety and security
- Preserves aspects of the history of the corridor

Various objectives were developed through community meetings to provide specific guidance for trail design and policies. These objectives evolved throughout the corridor planning process according to changing priorities, economic feasibility, and relationship with existing City goals, objectives, and policies. The goals and objectives used during project development and community outreach provide a framework for the development of the Virginia Avenue Corridor Master Plan. By establishing goals and objectives early in the design process, the City and the community can continually evaluate the success of the Plan. Goals and objectives used during corridor development are included as Appendix A.

### 1.5 Statutory Authority

Under California Law (Government Code 65450 through 65457), cities may use specific plans to establish development policies, programs, and regulations to implement the adopted General Plan. Specific plans are established for the systematic implementation of the General Plan for all or part of the area covered by the General Plan. Specific plans describe not only the existing and proposed land uses and distribution of those land uses, but also standards and criteria for how land use development will proceed, and the necessary infrastructure and financing to accommodate the proposed land use development.
1.6 Relationship to the General Plan

Under Government Code 65454, specific plans and specific plan amendments are required to be consistent with the adopted general plan. Modesto’s Urban Area General Plan is described in Section 2.0, Existing Land Use Policy.

1.7 Specific Plan Adoption and Severability

Adoption of this Specific Plan and adoption of a Mitigated Negative Declaration and Finding of No Significant Impact will guide the Virginia Avenue rail conversion project by establishing planning criteria to be followed in both the construction and operational phases of the project. In the event that any particular criteria, program, policy, or other portion of the Specific Plan is held invalid or unconstitutional by a County, State, or federal court with appropriate jurisdiction, such provisions shall be deemed separate, distinct, and independent, and the invalidity of such provisions shall not affect the balance of the Specific Plan.

1.8 Specific Plan Contents

1.0 Introduction
This section has described the purpose of the Specific Plan, previous and ongoing planning activities that affect this plan, and statutory considerations.

2.0 Existing Physical Conditions
Describes the existing physical environment of the corridor and in the area surrounding the proposed project site.

3.0 Existing Regulatory Conditions
Describes the existing array of policy affecting the Specific Plan area.

4.0 Specific Plan Description
Describes the project design, the purpose of the project, and the proposed land uses in the Specific Plan area.

5.0 Development Guidelines
Describes additional planning criteria and other guidance relevant for development in the Specific Plan area.

6.0 Public Facilities and Services
Summarizes the General Plan strategy for provision of public facilities and services, and describes their provision in the Specific Plan area.

7.0 Implementation and Administration
Describes regulations and ordinances that will affect plan implementation, financing, responsibility, plan adoption, and enforcement.

8.0 List of Preparers
Identification of individuals and organizations involved in the preparation of the Specific Plan.
2.0 **EXISTING PHYSICAL CONDITIONS**

Following is a description of the existing conditions of the corridor and surrounding areas.

2.1 **Existing Conditions of Corridor**

2.1.1 **Tracks**

The Tidewater Southern Branch line of the Union Pacific Railroad was built in 1912 and was used primarily for shipping agricultural products.¹ The rails and ties are elevated atop a berm, which is covered by railroad ballast – small rocks that provide a surface for setting railroad ties and rails. Near the southern portion of the future trail corridor, the tracks bend to the east slightly.

The rails and ties will be removed (except at intersections) prior to transfer of the right-of-way from Union Pacific to the City.

2.1.2 **Right-of-Way**

The railroad right-of-way varies in width along the future trail corridor, and passes through residential, commercial, and industrial areas of the city. Alleys along the trail corridor are currently, and will continue to be used by the City for garbage and green waste collection. The average width of the corridor is approximately 60 feet, though the width varies from approximately 10 feet to approximately 100 feet. The tracks are not located in the center of the right-of-way along the entire length of the future trail corridor. Drainage infrastructure is located within the right-of-way near Beard Elementary School, and some construction debris has been deposited in the middle portion of the corridor.

Approximately four to eight inches of gravel (known as ballast) underlies the railroad tracks. A large portion of the right-of-way beyond the tracks is dirt, composed primarily of silty sand and sandy lean clay.²

2.1.3 **Crossings**

There are 14 at-grade crossings of the railroad with City roads of various sizes, including crossings with the following public streets:
• College Avenue
• Stoddard Avenue
• Coldwell Avenue
• Princeton Avenue/Griswold Avenue
• West Roseburg Avenue
• West Orangeburg Avenue
• West Granger Avenue
• Bowen Avenue
• Leveland Lane
• West Rumble Road
• Woodrow Avenue
• Standiford Avenue
• West Union Avenue
• Pelandale Avenue

Many of the existing at-grade crossings will not be altered significantly in association with trail development, while at others, overcrossings or more major alterations are planned. Refer to Section 4.0, Specific Plan Description for details.

2.1.4 On-Site Features

In addition to the rails, ties, and railroad ballast, some other objects are located on-site, which may need to be removed or discarded prior to trail development. Concrete drainage features are located near Beard School between Rumble Road and Bowen Avenue. Overhead power lines are located along nearly the entire corridor, and large power lines cross the corridor in the section north of Standiford Avenue. Debris of different types has been left in different portions of the future trail corridor. MID canals cross the corridor in the southern section near College Avenue and in the northern section near Briggsmore Avenue. Part of the Hetch Hetchy conveyance system crosses the trail corridor in the northern portion, as well as the future Hetch Hetchy trail. Refer to Figure 2-1 for an illustration of the types and locations of on-site features.
Figure 2-1
On-Site Features
2.2 Existing Bicycle and Pedestrian Network

According to Modesto’s Non-Motorized Transportation Master Plan, seven existing Class III Bikeways and two Class II Bikeways cross the planned corridor (Figure 2-2). The Hetch-Hetchy recreational trail, a Class I Bikeway, is planned to cross the corridor in the northern portion.

A Class II Bikeway is a Bike Lane, which lies along the edge of the paved area of a road, but is a designated bike lane, demarcated with striping and signing. A Class III Bikeway is a Bike Route, which shares the street with motor vehicles. It has signs but no stripes. A Class I Bikeway, or Bike Path, is a separate, off-road bikeway that is located within its own right-of-way, and is not located within the pavement. Class I facilities typically provide for pedestrian use. A future Pelandale Avenue Class I trail is planned for construction and will intersect the planned corridor along the northern portion of the project. The future Class I trail planned along the M.I.D. canal lateral #6 will intersect the corridor near mid-length of the project.
Figure 2-2
Existing Bike Routes
2.3 Type and Intensity of Development

The 4.2-mile Virginia Avenue Specific Plan Area extends from downtown Modesto to Bangs Avenue in northern Modesto. This portion of Modesto is developed with commercial, residential, infrastructure, and civic uses. The trail corridor is planned to, in conjunction with other existing and future bikeways, connect a variety of existing and future land uses located within one-quarter mile (Figure 2-4). Undeveloped land surrounds the corridor at its northern reaches.

2.3.1 Northern Portion

Adjacent to the northern portion of the trail corridor, residential and employment uses are planned, but the land is currently undeveloped or used for orchards (Figure 2-3). The urban development planned surrounding the northern portion of the corridor is guided by Comprehensive Planning Districts, summarized in Section 3.0, Existing Regulatory Conditions. The Hetch Hetchy powerline easement and a part of the Hetch Hetchy water conveyance system cross the trail corridor north of Union Avenue.

2.3.2 Central Portion

Throughout the central portion of the corridor, residential development surrounds the proposed trail on both sides (Figure 2-5). Nearly all the residential development abutting the corridor is detached, single-family housing. Much of the residential development is separated from the trail corridor by wooden fencing and vegetative screening. Alleys, used for trash pick-up and some informal residential access, abut many of the residential fence lines between the corridor and adjacent properties in the central portion.
Figure 2-4
Bike Trail Connectivity
Several major City streets cross the corridor in its central portion, including Briggsmore, Orangeburg, and Standiford avenues (Figure 2-6).

At Roseburg Square, commercial retail abuts the trail on the west. Roosevelt Park abuts the corridor to the west at Orangeburg Avenue, and three existing schools border the corridor to the west through the central portion (Figure 2-7). Roosevelt Junior High School is south of Orangeburg Avenue, Beard Elementary is located next to the corridor near Bowen Avenue, and Woodrow Elementary is located at Woodrow Avenue. A church is located next to the corridor near Rumble Road. Davis Park, Woodrow Park, Wesson Ranch Park, Enslen Park, and the future Hetch-Hetchy recreational trail are located in the immediate vicinity of the trail corridor.

**Figure 2-5**
Residential Uses Adjoining Central Portion of Corridor

2.3.3 Southern Portion

In the southern portion of the plan area, the corridor is surrounded by light industrial uses, portions of the community college, commercial uses, and residential uses (Figure 2-8). A Modesto Irrigation District canal (MID Lateral #4) crosses the trail corridor at College Avenue (Figure 2-9).
The residential structures at the southern end of the rail corridor comprise some of Modesto’s vintage neighborhoods. The median age of the homes between Needham Street and Orangeburg Avenue along Virginia Avenue is generally more than 50 years.

Notes and References

Existing Regulatory Conditions

3.0 Existing Regulatory Conditions

The Virginia Avenue Specific Plan was developed to implement existing City goals and policies related to air quality, transportation, parks and recreation services, and other topics. The Specific Plan’s relationship to City planning goals is assessed below.

3.1 Modesto General Plan

Modesto’s General Plan and General Plan Environmental Impact Report (EIR) were adopted in 1995 and revised in March, 2003. As stated in Government Code Section 65450 et seq., this Specific Plan will implement and further refine the City of Modesto Urban Area General Plan. The goals, policies, and strategies set forth in this plan are consistent with and supporting of the General Plan. The following sections repeat the essential portions of the Urban Area General Plan, establishing the foundation on which this Specific Plan is based.

3.1.1 Vision

The revised General Plan identifies nine major visions, as summarized below:

- **Overall Mission Statement.** The Modesto Urban Area General Plan addresses the collective challenges of the future. The Urban Area 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 the future generations in the Modesto community.

- **Provide jobs to match employment growth**

- **More comprehensive planning**

- **Defining Modesto’s character.** Redirection of continued growth away from the Valley floor outside of Modesto’s General Plan area will require regional or statewide leadership and policy.

- **Reducing Automobile Traffic Impacts**

- **Maintain older neighborhoods and upgrading unsafe neighborhoods**

- **Integrate new neighborhoods into the urban pattern.** Villages integrated into the rest of the city, with a strong pedestrian orientation, nearby shopping and employment are a departure from past, prototypical neighborhoods and hold the promise of unique differences, one village to another. Ag development community of small-scale builders provides a variety of housing types in each neighborhood, making possible a diversity of residents that adds to neighborhood vitality. The moderate pace of staged growth helps out as well. Both factors help to avoid the large-scale development of uniform housing geared to one market segment.

- **Agricultural land preservation**
Existing Regulatory Conditions

- **Environmental concerns.** The loss of some agricultural land is a direct consequence of any urbanization. This General Plan, like the one preceding it, promotes residential development at higher densities to avoid low density sprawl and promotes staged urban growth so that the conversion of agricultural land to urban uses is focused to a few villages, not spread broadly around the City’s urban perimeter. Traffic congestion remains an environmental concern; especially paying for the expressway and transit systems at time of need. Air quality is the most difficult of concerns because of the inability of the eight-county San Joaquin Valley Unified Air Pollution Control District to attain federal standards for various emissions.

### 3.1.2 Goals

Modesto’s General Plan establishes six overall goals, which establish the general direction for addressing the various visions. The policies contained in the General Plan and specific plans in the City are based on these goals:

1. Future urban expansion for residential uses should be designed in the form of mixed-use developments... These developments should contain housing, shops, schools, parks and civic facilities essential to the daily life of the residents. This development should implement land use practices that assist in meeting State and Federal environmental regulations.

2. Transportation and Circulation systems that adequately provide for intra-city and regional transportation needs should be provided. Alternatives to the drive-alone auto mode, such as light rail, mass transit, ride sharing, bicycling, trail systems and telecommuting should be encouraged to reduce traffic congestion and enhance air quality. The City’s transportation planning should be coordinated with regional transportation planning efforts, wherever possible.

3. Notwithstanding that many State and Federal agencies limit their time horizons to 20 years; this General Plan presents a vision of future development of the community for 30 years, to the year 2025. In addition, the General Plan will focus particular attention on the intermediate time horizons (e.g., approximately five-year intervals, including 2015).

4. Modesto should contain an ample supply of specialized open space strategically located and well designed, in order to promote frequent use from the community.

5. The natural river corridors in Modesto should be preserved for recreational and open space opportunities.

6. The General Plan should attempt to minimize the loss of agricultural land by having future development be relatively compact and of reasonably high density. Potential conflicts between agricultural and urban uses should be resolved through appropriate land use measures.

### 3.1.3 Community Growth Strategy

Modesto’s Community Growth Strategy defines the quality, quantity, and direction of future growth in three different geographic areas of the city: the Redevelopment Area; the Baseline Developed Area; and the Planned Urbanizing Area. The overall goals and visions established in the General Plan apply to all areas of Modesto, but different growth strategies and community growth policies have been established for the three planning areas. The timing, type, and level of development envisioned in the General Plan is dependent upon a distinction between developed areas of the city, the traditional downtown core, and developing areas of the city.
3.2 Project Relationship to General Plan Goals and Policies

The Specific Plan, including the rail conversion project, is intended to implement goals and policies in the Non-Motorized Transportation Master Plan as well as several policies of the Modesto Urban Area General Plan. Table 3-1 summarizes the relevant policies from the General Plan that are supported by, or relevant to the Virginia Avenue Specific Plan.

<table>
<thead>
<tr>
<th>Topic Area</th>
<th>Goal/Policy</th>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alternatives to Auto</td>
<td>I.C.2: Transportation and Circulation systems that adequately provide for intra-city and regional transportation needs should be provided. Alternatives to the drive-alone auto mode, such as light rail, mass transit, ride sharing, bicycling, trail systems and telecommuting should be encouraged to reduce traffic congestion and enhance air quality. The City's transportation planning should be coordinated with regional transportation planning efforts, wherever possible.</td>
<td>Introduction, Overall Goals of the Community</td>
<td>I-4</td>
</tr>
<tr>
<td>Open Space</td>
<td>III.C.g: Each community or neighborhood should contain an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.</td>
<td>Community Development Policies, Neotraditional Planning Principles</td>
<td>III-10</td>
</tr>
<tr>
<td>Paths</td>
<td>III.C.h: Streets, pedestrian paths, and bike paths should contribute to a system of fully connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees, and lighting; and by discouraging high speed traffic. Wherever possible, natural terrain, drainage, and vegetation should be preserved with superior examples contained within parks or greenbelts.</td>
<td>Community Development Policies, Neotraditional Planning Principles</td>
<td>III-10</td>
</tr>
<tr>
<td>Encourage Walking</td>
<td>V.B.5.h: Development should be designed in a way that will encourage walking as an alternative mode to the automobile for transportation. Safe and convenient pedestrian facilities should be provided in residential, commercial, and other areas when necessary.</td>
<td>Circulation and Transportation Policies – Overall</td>
<td>V-5</td>
</tr>
<tr>
<td>Bicycle Use</td>
<td>V.B.5.i: The use of the bicycle shall be promoted as an alternative mode of transportation. An adequate and safe bicycle system should be provided to connect residential areas with shopping and employment areas.</td>
<td>Circulation and Transportation Policies – Overall</td>
<td>V-6</td>
</tr>
<tr>
<td>Topic Area</td>
<td>Goal/Policy</td>
<td>Section</td>
<td>Page</td>
</tr>
<tr>
<td>------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Parks</td>
<td>in and adjacent to the city for present and future transportation needs. Right-of-way for bicycle usage should be considered in the planning of new streets and in street improvements. Facilities for mode transfer from bicycle to park-and-ride lots, transit, and rail should be considered and provided when necessary.</td>
<td>Community Facilities, Open Space and Parks Policies – Planned Urbanizing Area</td>
<td>V-21</td>
</tr>
<tr>
<td>Air Quality</td>
<td>V.G.3.d The City will endeavor to plan, acquire, and develop parks and recreation facilities adjacent to schools in order to maximize the potential for joint use of adjoining City and School District open space and recreation facilities.</td>
<td>Community Facilities, Open Space and Parks Policies – Planned Urbanizing Area</td>
<td>V-21</td>
</tr>
<tr>
<td>Air Quality</td>
<td>VIII.H.2.a The City of Modesto shall implement measures to reduce motor vehicle use and related ozone precursor and PM$_{10}$ emissions through changes to the transportation infrastructure. Potential measures to be implemented may include those measures listed in Table 2-2 in the Final Master Environmental Impact Report.</td>
<td>Environmental Resources and Open Space, Air Quality Policies</td>
<td>VII-17</td>
</tr>
<tr>
<td>Air Quality</td>
<td>1.a. The City of Modesto shall vigorously pursue and use State and federal funds earmarked for bicycle and transit improvements.</td>
<td>Environmental Analysis</td>
<td></td>
</tr>
<tr>
<td>Air Quality</td>
<td>2.a. The City of Modesto shall ensure that a comprehensive system of bikeways and pedestrian paths is planned and constructed in accordance with an adopted City/County Regional plan. The City of Modesto should ensure that regional and commuter bikeways are extended to serve new development consistent with the adopted bikeway plan. The City of Modesto should plan for a multi-modal transportation system that meets the mobility needs of the community and improves air quality.</td>
<td>Modesto Urban Area General Plan Final Master EIR, Pg. V-2-12</td>
<td></td>
</tr>
<tr>
<td>Air Quality</td>
<td>2.b. The City of Modesto should plan for multi-modal transfer sites that incorporate auto parking areas, bike parking, transit, pedestrian and bicycle paths, and park-and-ride points.</td>
<td>Modesto Urban Area General Plan Final Master EIR, Pg. V-2-12</td>
<td></td>
</tr>
</tbody>
</table>

Source: City of Modesto Draft Virginia Avenue Corridor Specific Plan, October, 2003; City of Modesto Urban Area General Plan, March 4, 2003 and General Plan Master EIR, March 2003.
3.3 Comprehensive Planning Districts

The Planned Urbanizing Area is further divided into 25 Comprehensive Planning Districts. The Comprehensive Planning Districts are smaller units of the Planned Urbanizing Area that, as they develop, are meant to function as complete and integrated communities, “containing housing, work places, schools, parks, and civic facilities essential to the daily life of the residents.”\(^1\) The General Plan includes descriptions of each of these areas as well as some policies that apply only within their boundaries.\(^2\)

Most of the Virginia Avenue Corridor is located in the Baseline Developed Area. A small portion of the Corridor is located in the Redevelopment Area, and another small portion is located in the Planned Urbanizing Area. The portion of the Corridor that is located in the Planned Urbanizing Area is located in the Kiernan-McHenry, Pelandale-McHenry, and Pelandale Snyder Comprehensive Planning Districts (C.P.D.). Table 3-2 summarizes the land use allocations among the Comprehensive Planning Districts that contain portions of the Virginia Avenue Corridor.

### Table 3-2
Comprehensive Planning Districts Containing Portions of the Virginia Avenue Corridor

<table>
<thead>
<tr>
<th>Comprehensive Planning District</th>
<th>General Plan Designations</th>
<th>Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kiernan-McHenry C.P.D.</td>
<td>Business Park</td>
<td>370</td>
</tr>
<tr>
<td></td>
<td>Regional Commercial</td>
<td>100</td>
</tr>
<tr>
<td>Pelandale-McHenry C.P.D.</td>
<td>Residential</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>Regional Commercial</td>
<td>30</td>
</tr>
<tr>
<td>Pelandale-Snyder C.P.D.</td>
<td>Village Residential</td>
<td>330</td>
</tr>
<tr>
<td></td>
<td>Mixed Use</td>
<td>60</td>
</tr>
</tbody>
</table>

Figure 3-1 shows the northern and southern points of the Virginia Avenue Corridor at Bangs Avenue and Needham Street, respectively, and the nearby Comprehensive Planning Districts.
Figure 3-1
Comprehensive Planning Districts and Virginia Avenue Corridor
The Comprehensive Planning Districts (CPDs) in Modesto establish a connection between broad General Plan policy and on-the-ground neighborhood-scale development. Comprehensive Plans are used to implement policies established by the CPDs, as described in the Modesto General Plan. More than one Comprehensive Plan may be used to implement a Comprehensive Planning District, and one Comprehensive Plan may be used to implement more than one Comprehensive Planning District.

Specific Plans, as defined under Section 65450 through 65457 of the Government Code are especially suited for implementation of these planning districts, and have been used in Modesto for this purpose. The Pelandale-Snyder CPD has an adopted Specific Plan, which is intended to implement the General Plan within its boundaries. The other CPDs through which the Virginia Avenue corridor is located do not have adopted comprehensive plans or specific plans.

Relevant policies for Comprehensive Planning Districts are summarized below, in Table 3-3.
### Table 3-3

**Relevant Comprehensive Planning District Policies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Applicability</th>
<th>Goal/Policy</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baseline and Planned Urbanizing Area policies</td>
<td>All Comprehensive Planning Districts</td>
<td>The Comprehensive Plan for each Comprehensive Planning District shall address the policies for the relevant Growth Strategy Designation (Baseline Developed Area or Planned Urbanizing Area) presented in Chapters II, III, IV, V, VI, and VII of the Gen. Plan.</td>
<td>Gen. Plan, pg. III-13</td>
</tr>
<tr>
<td>Financing</td>
<td>All Comprehensive Planning Districts</td>
<td>Each Comprehensive Plan should include a long-range financing strategy which provides reasonable estimates of the costs of on-and off-site infrastructure to support the proposed development pattern. The strategy should generally address public facility funding, including schools, for any development project which serves to implement the subject Comprehensive Plan. If new public facilities are required which will also serve the broader community, the Comprehensive Plan should include options for broad-based funding mechanisms.</td>
<td>Gen. Plan, pg. III-12</td>
</tr>
<tr>
<td>Public participation in CPD Planning</td>
<td>All Comprehensive Planning Districts (not including Pelandale-Snyder CPD and Pelandale/ McHenry CPD)</td>
<td>Since each Comprehensive Planning District contains a number of properties unified direction from affected property owners should be encouraged particularly for privately-initiated applications. In the case of disparate or unknown development intentions, the City may proactively seek consensus from affected property owners.</td>
<td>Gen. Plan, pg. III-11</td>
</tr>
<tr>
<td>Sanitary Sewer</td>
<td>All Comprehensive Planning Districts</td>
<td>Each Comprehensive Planning District shall address the need to provide sanitary sewer service, using the Sanitary Sewer Diagram presented in Chapter V of the Gen. Plan.</td>
<td>Gen. Plan, pg. III-13</td>
</tr>
</tbody>
</table>

Source: City of Modesto Urban Area General Plan, 1995 (updated 2003).

### 3.3.1 Kiernan-McHenry Comprehensive Planning District

The Kiernan-McHenry Comprehensive Planning District, which does not have an adopted Specific Plan or Comprehensive Plan, includes portions of the Virginia Avenue Specific Plan area. Development within this area is subject to policies outlined in the General Plan, the relevant portions of which are summarized in Table 3-4 below:
Table 3-4
Relevant Kiernan-McHenry CPD Policies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Goal/Policy</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use Policy</td>
<td>The Comprehensive Plan to implement this Comprehensive Planning District shall address the Overall Land Use Policies in Section II-C(1) of the Gen. Plan.</td>
<td>Gen. Plan, pg. III-59</td>
</tr>
<tr>
<td>Light Rail</td>
<td>The design of this Comprehensive Planning District should support the future use of light rail along the Union Pacific tracks.</td>
<td>Gen. Plan, pg. III-60</td>
</tr>
<tr>
<td>Number of Employees</td>
<td>A total of 15,000 employees were assumed for this Comprehensive Planning District.</td>
<td>Gen. Plan, pg. III-60</td>
</tr>
</tbody>
</table>

Source: City of Modesto Urban Area General Plan, 1995 (updated 2003).

3.3.2 Pelandale-McHenry Comprehensive Planning District

The Pelandale-McHenry Comprehensive Planning District, which does not have an adopted Specific Plan or Comprehensive Plan, includes portions of the Virginia Avenue Specific Plan area. Development within this area is subject to policies outlined in the General Plan, the relevant portions of which are summarized in Table 3-5 below:

Table 3-5
Relevant Pelandale-McHenry CPD Policies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Goal/Policy</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use Policy</td>
<td>The Comprehensive Plan to implement this Comprehensive Planning District shall address the Overall Land Use Policies in Section II-C(1) of the Gen. Plan, and “Neighborhood Plan Prototype” Policies in Section III-C(2) of the Gen. Plan.</td>
<td>Gen. Plan, pg. III-68</td>
</tr>
<tr>
<td>Light Rail</td>
<td>The uses in this Comprehensive Planning District should support the future use of light rail along the Union Pacific tracks.</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
<tr>
<td>Number of Dwelling Units</td>
<td>A total of 400 dwelling units were assumed for this Comprehensive Planning District.</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
<tr>
<td>Number of Employees</td>
<td>A total of 600 employees were assumed for this Comprehensive Planning District.</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
</tbody>
</table>

Source: City of Modesto Urban Area General Plan, 1995 (updated 2003).

3.3.3 Pelandale-Snyder Comprehensive Planning District

The Pelandale-Snyder Comprehensive Planning District, which has an adopted Specific Plan, includes portions of the Virginia Avenue Specific Plan area. Development within this area is subject to policies outlined in the General Plan and the Pelandale-Snyder Specific Plan, the relevant portions of which are summarized in Table 3-6 below:
Table 3-6
Relevant Pelandale-Snyder CPD/Specific Plan Policies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Goal/Policy</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Air Quality</td>
<td>During construction, the San Joaquin Valley Unified Air Pollution Control</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-34</td>
</tr>
<tr>
<td></td>
<td>District shall verify that contractors are observing the requirements of</td>
<td></td>
</tr>
<tr>
<td></td>
<td>City of Modesto Standard Specification I-B, Dust Control, and when necessary,</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Regulation VIII of the San Joaquin Valley Unified Air Pollution Control</td>
<td></td>
</tr>
<tr>
<td></td>
<td>District to control generation of PM$_{10}$ from Construction related dust</td>
<td></td>
</tr>
<tr>
<td></td>
<td>and emissions.</td>
<td></td>
</tr>
<tr>
<td>Cultural Resources</td>
<td>If any historic or prehistoric archaeological resource is encountered during</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-34</td>
</tr>
<tr>
<td></td>
<td>construction activities, construction shall cease until the archaeological</td>
<td></td>
</tr>
<tr>
<td></td>
<td>resources are dealt with as prescribed in Appendix J of the California</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Environmental Quality Act.</td>
<td></td>
</tr>
<tr>
<td>Land Use Policy</td>
<td>The Comprehensive Plan to implement this Comprehensive Planning District</td>
<td>Gen. Plan, pg. III-68</td>
</tr>
<tr>
<td></td>
<td>shall address the Overall Land Use Policies in Section II-C(1) of the Gen.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Plan, and “Neighborhood Plan Prototype” Policies in Section III-C(2) of the</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Gen. Plan.</td>
<td></td>
</tr>
<tr>
<td>Landscaping</td>
<td>All landscaping installed along a Major Street, Expressways, the MID canal,</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-39</td>
</tr>
<tr>
<td></td>
<td>and/or a Class I Bike Path shall follow a design approach that is consistent</td>
<td></td>
</tr>
<tr>
<td></td>
<td>throughout the Plan Area.</td>
<td></td>
</tr>
<tr>
<td>Light Rail</td>
<td>The uses in this Comprehensive Planning District should support the future</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
<tr>
<td></td>
<td>use of light rail along the Union Pacific tracks.</td>
<td></td>
</tr>
<tr>
<td>Noise</td>
<td>Noise level of 45 dB (CNEL) interior and 65 dB (CNEL) exterior shall</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-29</td>
</tr>
<tr>
<td></td>
<td>be maintained around all residential dwellings.</td>
<td></td>
</tr>
<tr>
<td>Number of Dwelling</td>
<td>A total of 400 dwelling units were assumed for this Comprehensive Planning</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
<tr>
<td>Units</td>
<td>District.</td>
<td></td>
</tr>
<tr>
<td>Number of Employees</td>
<td>A total of 600 employees were assumed for this Comprehensive Planning</td>
<td>Gen. Plan, pg. III-69</td>
</tr>
<tr>
<td></td>
<td>District.</td>
<td></td>
</tr>
<tr>
<td>Parks</td>
<td>A total of three acres of parkland within the Neighborhood Plan Area shall</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-28</td>
</tr>
<tr>
<td></td>
<td>be provided for every 1000 residents. Two (2) acres shall be neighborhood</td>
<td></td>
</tr>
<tr>
<td></td>
<td>parkland and one (1) shall be community parkland.</td>
<td></td>
</tr>
<tr>
<td>Plan Area Design</td>
<td>All street lighting standards, signal lights, and sign posts shall meet City</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-39</td>
</tr>
<tr>
<td></td>
<td>Public Works standards.</td>
<td></td>
</tr>
<tr>
<td>Water Efficiency</td>
<td>Development shall comply with current City standards on water use and</td>
<td>Pelandale-Snyder Specific Plan, pg. 2-34</td>
</tr>
<tr>
<td></td>
<td>landscaping.</td>
<td></td>
</tr>
</tbody>
</table>

Source: City of Modesto Urban Area General Plan, 1995 (updated 2003); and City of Modesto Pelandale-Snyder Specific Plan, 1996.

3.4 Park Planning Areas

The Virginia Avenue Corridor is within the following park planning areas:

- Enslen J.C.
- Roosevelt
3.5 Land Use Designations in Specific Plan Area

The Modesto Urban Area General Plan establishes several land use designations for the Specific Plan area, which stretches from the southern part of the Specific Plan area near downtown to the northern portion at Bangs Avenue. Land uses designations adjacent to the Specific Plan area are summarized in Table 3-7.

- Beard
- Woodrow
- Northwest McHenry
- Kiernan
### Table 3-7
Land Use Designations in Specific Plan Area

<table>
<thead>
<tr>
<th>Section of Corridor</th>
<th>East or West of Proposed Trail?</th>
<th>Land Use Designation</th>
<th>Land Uses Encouraged</th>
</tr>
</thead>
<tbody>
<tr>
<td>Needham Street to College Avenue</td>
<td>Both sides of proposed trail</td>
<td>Redevelopment Area</td>
<td>Industrial, Commercial, Public (Figure III-2, pg. III-115 of General Plan)</td>
</tr>
<tr>
<td>College Avenue to West Roseburg Avenue</td>
<td>Both sides of proposed trail</td>
<td>Residential</td>
<td>Primarily single family detached housing, but also mobile homes, schools, parks, churches, and some multi-family housing</td>
</tr>
<tr>
<td>West Roseburg Avenue to Ulrich Avenue</td>
<td>West of proposed trail</td>
<td>Commercial</td>
<td>Service and retail uses, offices, neighborhood retail centers, downtown commercial districts, regional retail centers</td>
</tr>
<tr>
<td>West Roseburg Avenue to Ulrich Avenue</td>
<td>East of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>Ulrich Avenue to Orangeburg Avenue</td>
<td>Both sides of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>Orangeburg Avenue to Pearl Street</td>
<td>West of proposed trail</td>
<td>Mixed Use</td>
<td>Multi-family residential, commercial, office, and institutional uses in close proximity to one another</td>
</tr>
<tr>
<td>Orangeburg Avenue to Pearl Street</td>
<td>East of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>Pearl Street to West Granger Avenue</td>
<td>Both sides of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>West Granger Avenue to West Briggsmore Avenue</td>
<td>West of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>West Granger Avenue to West Briggsmore Avenue</td>
<td>East of proposed trail</td>
<td>Mixed Use</td>
<td>Same as Mixed Use land uses listed above</td>
</tr>
<tr>
<td>West Briggsmore Avenue to West Standiford Avenue</td>
<td>Both sides of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>West Standiford to Pennington Place</td>
<td>Both sides of proposed trail</td>
<td>Mixed Use</td>
<td>Same as Mixed Use land uses listed above</td>
</tr>
<tr>
<td>Pennington Place to the end of Semallon Drive, just south of Pelandale Avenue</td>
<td>Both sides of proposed trail</td>
<td>Residential</td>
<td>Same as Residential land uses listed above</td>
</tr>
<tr>
<td>Semallon Drive, just south of Pelandale Avenue to Pelandale Avenue</td>
<td>Both sides of proposed trail</td>
<td>Mixed Use</td>
<td>Same as Mixed Use land uses listed above</td>
</tr>
<tr>
<td>Pelandale Avenue to Bangs Avenue</td>
<td>Both sides of proposed trail</td>
<td>Business Park</td>
<td>Light industrial and employment-intensive uses in a campus-like setting, regional commercial uses</td>
</tr>
</tbody>
</table>

Sources: City of Modesto Geographic Information Systems data, 2002; City of Modesto Urban Area General Plan, 1995 (updated 2003).
3.6 Modesto Non-Motorized Transportation Plan

The Modesto Non-Motorized Transportation Master Plan, adopted in July of 1996, is a plan for developing and enhancing the existing system of non-motorized transportation infrastructure throughout the city. Following are the primary goals of the Plan:

- Address the concerns and interests of the residents of Modesto;
- Increase both commuting and recreational use of bicycles;
- Increase the number of people who choose to commute to work using other than motor vehicles;
- Coordinate the City’s non-motorized transportation plan with those of neighboring cities and Stanislaus County; and,
- Address recent State requirements for bicycle and non-motorized transportation planning.

3.6.1 Goals

The conversion of the railroad right-of-way to a bicycle and pedestrian trail linking residential neighborhoods with downtown Modesto contributes to the development of the non-motorized transportation system available in the city. Some aspects of the Master Plan are not relevant for the Virginia Avenue Corridor, either because they relate to location criteria, because they deal with on-street or street-side pathway standards, or because they address policies or programs that would not be within the purview of this particular plan. Development of Virginia Avenue Corridor, under the Non-Motorized Transportation Master Plan should address the following relevant goals:

- Link the City’s non-motorized transportation users to major destinations.
- Establish a regular maintenance and hazard removal program to ensure safe and well-maintained non-motorized transportation facilities.
- Continue and expand programs that provide or encourage support facilities for non-motorized transportation users.
- Work with irrigation districts, railroads, and other owners of linear rights-of-way that have the potential to accommodate non-motorized transportation facilities and thereby strengthen the City’s non-motorized transportation system.

The Virginia Avenue Specific Plan will comply with standards and criteria set forth in the Modesto Non-Motorized Transportation Master Plan including the following, as summarized in Table 3-8:
### Table 3-8
#### Relevant Non-Motorized Transportation Master Plan Guidelines and Policies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Policy/Recommendation</th>
<th>Location</th>
</tr>
</thead>
</table>
| Maintenance                  | The regular maintenance program should include the following tasks:  
  • Sweeping twice per month.  
  • Inspection of signs and paved structures four times per year, and repair or replacement as needed.  
  • Removal of weeds four times per year.  
  • Restriping of pavement markings once every five years.  
  • Repaving of facilities every ten years.                                                                                                                              | Pg. 78   |
| Traffic Signals              | The [non-motorized transportation] system should be developed under the standards defined in Chapter 1000, “Bikeway Planning and Design,” in the Highway Design Manual.                                           | Pg. 80   |
| Traffic Signals at Street Crossings | Where there is no traffic signal, or where a pedestrian actuator cannot be installed immediately, other options are available. They include:  
  • Crossing guards (especially near schools)  
  • Different paving material (such as bricks)  
  • Ripple warning pavement 100 feet before crosswalks  
  • Adequate overhead lighting  
  • Warning signs; and,  
  • Flashing yellow lights.  
  These options can also be used along with non-motorized signal activation.                                                                                               | Pg. 82-83|
| Paving                       | Initiate a bikeway improvement and maintenance program within the City’s existing pavement management system whereby all observed and recorded hazardous conditions are listed and scheduled for replacement or repair. | Pg. 82   |
| Drainage Gates               | Do not use or allow the use of drainage gates that have openings that run in parallel with the direction of travel. Require gates with openings perpendicular to the direction of travel, or with “waffle” patterns that do not trap tires regardless of the direction of travel. Bikeway surfaces should be void of all grates and drains (maximum groove ½-inch wide) where a bicycle wheel may slip or become lodged. Maximum vertical step will be ¾-inch high. | Pg. 82   |
| Rail Crossings               | Require that bikeways be perpendicular to the rail line.                                                                                                                                                                | Pg. 82   |
| Repair                       | Require that repairs, replacement, or other changes to the [non-motorized facility surface extend the full width of the facility in order to minimize joints, grooves, or other disruptions to non-motorized transportation users. | Pg. 83   |
| Frequent, Safe Crossings     | Provide pleasant, safe, and direct at-grade crossings of major roads, highways, freeways, expressways, principal arterials, rivers, creeks, rail lines, and other potential barriers. Discourage the use of separate bridges and undercrossings for non-motorized transportation users, except where infeasible to provide crossings otherwise, such as at expressways, highways, and waterways. Where separate crossings are provided, ensure that such crossings feel protected and safe by maintaining clear lines of sight into and onto them and by avoiding seemingly deserted areas. Overcrossings are preferred to undercrossings. Provide clearly marked crossings. | Pg. 83   |

Source: City of Modesto Non-Motorized Transportation Master Plan, 1996.
Notes and References

2 Portions of two of Modesto’s Comprehensive Planning Districts are within the Baseline Developed Area, but nearly all land in the Comprehensive Planning Districts is within the Planned Urbanizing Area.
4.0 **SPECIFIC PLAN DESCRIPTION**

The following provides a narrative and graphic description of the Virginia Avenue Specific Plan.

4.1 **Trail Vision**

The Virginia Corridor will provide alternatives to the automobile for residents, addressing their shopping, commuting, and other transportation needs. The trail is also intended to provide for purely recreational use. With portions of the corridor in downtown Modesto, older residential neighborhoods, and developing portions of the city, the trail will provide access to many major destinations, both existing and planned. Industrial employers, parks, schools, the junior college, major commercial development, and public facilities are located within one-quarter mile of the planned trail, according to the 1995 Non-Motorized Transportation Master Plan. The trail is planned, however, not only to facilitate access between different types of land use and provide recreational amenities, but also to connect with other existing and planned bicycle and pedestrian routes (refer to Section 2, Existing Physical Conditions and Section 3, Existing Regulatory Conditions).

4.2 **Project Description**

The Virginia Avenue Corridor rail-to-trail conversion project involved the reservation for trail use of 4.2 miles of former Union Pacific Railroad right-of-way by the City, through a railbanking arrangement. The right-of-way planned for trail conversion stretches from Bangs Avenue in the Pelandale/McHenry Comprehensive Planning District to the north, extending through much of the Baseline Developed Area, and terminates near Needham Street in the City Redevelopment Area near downtown Modesto (Refer to Figure 4-1). The corridor is surrounded primarily by single-family residential development, as well as schools, parks, and some retail and other commercial uses.

The project includes the following components:

- Construction of an approximately 10-foot wide Class I bicycle and pedestrian trail;
- Shade trees and other landscaping;
- Benches;
- Picnic tables and other tables and chairs;
- Lighting;
- Overcrossings;
- Modifications to existing automobile and pedestrian circulation features;
- Fencing;
- Parking;
- Informational, regulatory, and educational signage;
- Informational kiosks;
- Water, sewer, and storm drainage infrastructure; and,
- Turf play areas.
4.2.1 Trail Surface

The trail surface will be paved with either asphalt or concrete, and two-foot-wide shoulders will be provided on each side of the trail surface. The trail shoulders will be comprised of a material similar to decomposed granite, and will provide a softer surface for joggers and walkers. The shoulders would not be provided in areas where the trail is crossing a roadway or is located within an entry plaza.

4.2.2 Trail Width

The paved trail surface will be 10-feet in width, with 2-foot wide graded shoulders. The corridor width is variable throughout the length of the trail, with some areas of approximately 10 feet and some areas of approximately 100 feet in width. The trail meanders within the right-of-way, when possible, to provide interest for trail users. Moving the trail within the right-of-way also makes room for shade trees, benches, and other features, and allows for optimal routing around existing structures and topography.

Standards for clearances and design speeds will follow Caltrans design standards for Class I bikeways.

4.2.3 Landscape Concept

Landscaping of the trail corridor will consist of shade trees, street trees, accent planting, non-irrigated hydroseed, and small areas of turf, which together will require relatively low levels of ongoing maintenance and irrigation, provide for safety and security, and ensure compatibility with neighborhood character.

Shade Trees will be provided at regular intervals throughout the trail – on both sides of the trail except in portions where the corridor is very narrow, such as the area between Roseburg Square and Orangeburg Avenue. Smaller shade trees will be more densely planted around areas where seating or gathering areas are proposed. Shade trees will be a mixture of deciduous and evergreen, and will be chosen and located to provide shade for trail users, to maintain visibility and security, and to provide buffering to adjacent residences. Landscaping design will avoid providing convenient locations for hiding.

Accent planting will be used at all trail entries (also called entry nodes) to identify the trail by providing seasonal color and interest. Similar to the shade trees, accent planting will be chosen and located such that convenient hiding places will be minimized. Accent planting areas will be limited to entries and other special areas to minimize maintenance requirements.

Planted turf will be provided to create picnic and passive recreation areas adjacent to existing parks and schools. Since turf typically requires more in the way of maintenance and irrigation, it will be used sparingly throughout the trail corridor and only in areas where picnic and passive recreation areas require its use. Pockets of planted turf will be small – in the range of less than 1/8th acre to ¼ acre. Non-irrigated hydroseed will be planted in areas where the trail corridor widens to provide some passive recreational opportunity, erosion control, and seasonal color and interest. The landscaping is chosen to minimize maintenance and irrigation.
Street trees will also be planted along the corridor to complement trees along street frontages in the area. Street trees will be chosen to blend with the surrounding urban forest, and provide continuity with the surrounding neighborhoods.

Buffer vegetation is included as a part of development of the corridor between the trail and adjacent uses, especially residential uses. Vegetation for buffering will provide visual screening for nearby residents without providing convenient hiding places, and will be low-maintenance, low-irrigation plants.

4.2.4 Benches, Picnic Tables, Seating and Gathering Facilities, Entry Plazas

Benches will be provided at regular intervals throughout the trail corridor. Tables and other seating will be provided in plaza areas and other gathering spots along the trail corridor, especially adjacent to parks and schools. Benches and other seating will be designed for users of the trail corridor and to discourage sleeping. All seating and gathering areas will be located in highly visible locations, and will be buffered from existing residential development by vegetation. Appendix B illustrates trail corridor bench and trash receptacle specifications.

4.2.5 Lighting

Low-level lighting provided along the length of the trail corridor will illuminate the trail for secure and safe passage, and will be fitted with internal shields and directed away from adjacent residential development to avoid light spillage. Lights, light poles, brackets, and other parts will be chosen to minimize glare and light spillage and to reflect the corridor’s historic past (see Figure 4-12). This thematic lighting will be mounted to achieve a pedestrian scale, while at a height that discourages vandalism. The maximum pole height will be determined by the electrical engineer during the construction document process, guided by recommendations in the Virginia Avenue Corridor Specific Plan Initial Study/Environmental Assessment. Initial lighting design is for the installation of 15-foot light poles, with luminaires mounted at a height of ten feet, ten inches. Light shields will be installed above the luminaires to orient light downward, minimizing potential spillover impacts onto adjacent properties. All lights are proposed to be 100 watt bulbs. Refer to Appendix C for preliminary lighting specifications. To reduce the number of poles along the corridor, some light poles will be affixed with banners, directional signage, and other trail signage, where appropriate. Lighting will be provided beneath the pedestrian overpasses across Briggsmore, Standiford, and Pelandale avenues.

4.2.6 Trail Crossings with Roadways

A range of at-grade crossing designs are employed, dependent upon existing and anticipated future vehicular patterns in the area surrounding the trail corridor. Crosswalk striping, in-ground LED lights (to warn drivers of trail crossing), accent paving at crosswalks, pedestrian refuge islands, warning signs and lights, and traffic-calming bulb-outs are all used at different interfaces between the trail and the local street network to ensure trail user safety. At especially busy intersections, trail overcrossings for Briggsmore, Standiford, and Pelandale avenues are proposed, similar to that shown in Figure 4-34. Bollards are placed throughout the trail corridor at locations where it may be necessary to prohibit vehicular access.
4.2.7 Modifications to Existing Automobile/Pedestrian Circulation Features

Development of the corridor will involve some modifications to existing adjacent streets and sidewalks, modifications that will enhance the safety and efficiency of the corridor’s interface with the surrounding transportation infrastructure.

Parallel parking bays will be formalized along Terminal Avenue and perpendicular parking provided between the trail and Roosevelt Junior High School. Along Bowen Avenue, the roadway will be constricted for traffic calming. A landscaped median will be added in College Avenue. A bus stop will be constructed along Virginia Avenue near Morris Avenue.

4.2.8 Fencing

Split rail fencing will separate the corridor from adjacent alleys, roadways, and private property, and will be provided along much of the corridor, except where the corridor opens up to surrounding commercial establishments, schools, or parks, and except where fencing exists between the corridor and adjacent property. Thematic art-deco fencing will be provided at the College Avenue Trailhead Plaza to match the art-deco railing of the existing bridge over the MID canal. The corridor overcrossings at Briggsmore Avenue, Standiford Avenue, and Pelandale Avenue also match the art-deco railing of the existing canal bridge. Resident improvements to fencing adjacent to the trail corridor will be encouraged by the City as a part of the façade improvement incentive program. Refer to Appendix D for fencing design specifications.

4.2.9 Parking

Parking is provided along the trail corridor at key locations. Parking bays are provided along Terminal Avenue and between the trail and Roseburg Square/Roosevelt Junior High School near Orangeburg Avenue. A small parking lot is planned near the College Avenue Trailhead Plaza. Parking is located to provide day use parking for corridor users. Parking rules and regulations will discourage inappropriate use.

4.2.10 Signage

A variety of signage including informational kiosks, corridor rules and regulations, mile markers, segment identification signs, educational and interpretive signage, and directional signage will be included as a part of corridor development. Signage will be designed to reflect the corridor’s past and to create continuity along the trail corridor. Directional signage will be provided along the corridor, especially at intersections with existing and future pedestrian connections and trail entry nodes. Sponsorship signage may also be used in certain portions of the corridor. The following design guidelines will be implemented in development of the trail corridor:

Trail Lighting Signs:
• Seasonal banners shall be used to identify the corridor and community events.
• Directional signs shall be designed to complement the light fixtures and to provide directions to streets, shopping plazas, parks, churches, etc. in the area.
Specific Plan Description

• Signs shall be bracket mounted to trail lighting at major intersections and other highly visible locations.

**Trail Identification Signage**
• Virginia Corridor logo shall be imbedded in pavement at intersections.
• Signs stating trail rules and regulation may be placed on the thematic fences and on informational kiosks, also including the trail logo.

**Interpretive Signs**
• Interpretive signs shall provide information on historical areas/monuments along the trail corridor.
• Signs shall provide the history of the Tidewater Southern Railway and describe features such as the structure at the intersection of Virginia Avenue and West Roseburg Avenue.
• Signs shall be freestanding and mounted on a metal frame.

**Information Kiosk**
• Kiosks shall be placed at major intersections and entry nodes as called out on the plans.
• Kiosks shall provide information such as trail rules and regulations, shopping, churches, parks, and other destinations adjacent or near the trail, directions, maps, etc.
• Kiosk design shall complement the site furniture and light fixtures along the trail.

4.2.11 Water

Water infrastructure will be developed for irrigation of landscaping and drinking fountains. Multiple points of connection to Modesto’s surrounding water supply system will be required as a part of the project development. Connections will be required at varying intervals throughout the length of the corridor.

Irrigation systems and the use of such systems will be minimized in trail design. Landscaping will be chosen based on low levels of maintenance and minimal need for water.

Modesto Irrigation District Lateral #4 is proposed to be culverted for along a short segment as part of the project (refer to Figure 4-14). Routing the canal underground in a culvert allows park improvements and trail routing atop the canal near the intersection of Virginia Avenue and Morris Avenue. This routing of the trail atop the canal will connect trail users with an existing four-way stop intersection, and allows safe crossing.

Water service provision is more fully discussed in Section 6.0, Public Facilities and Services.

4.2.12 Storm Drainage

Stormwater drainage infrastructure will be constructed as needed for trail improvements along the corridor, and additions and/or modifications to existing stormwater drainage infrastructure in the corridor area will be made in coordination with corridor development. Through these additions and modifications, all stormwater runoff attributable to the corridor area will be retained on-site and/or piped into existing stormwater drainage systems. The corridor project may also include modifications to storm drainage systems in the area to correct existing drainage problems.
Storm drainage is more fully discussed in Section 6.0, Public Facilities and Services.

4.2.13 Sanitary Sewer

A restroom is proposed southwest of the intersection of Morris and Virginia avenues, and if this restroom is constructed, development of the project will include a connection between this restroom facility and the adjacent existing sanitary sewer system (see Figure 4-14).

Sanitary sewer service provision is more fully discussed in Section 6.0, Public Facilities and Services.

4.2.14 Trail Rules

The trail will operate from sunrise to sunset. Consumption of alcoholic beverages and sleeping overnight are prohibited activities within corridor boundaries. Vehicles are prohibited. Overnight parking in corridor parking areas is prohibited. Trail uses will be in accordance with current City ordinances.

4.2.15 Maintenance

The trail corridor will be operated and maintained by the City of Modesto, consistent with City standards and trail guidelines as contained in this Specific Plan.

Landscaping

Trail design has included measures to limit maintenance responsibilities whenever feasible. Low maintenance plant material has been chosen with emphasis on drought tolerant species and species that will not cause excess mess, such as falling fruit, seeds, leaves and branches. Non-irrigated hydroseed containing wildflowers and native California grasses will be used in the open spaces adjacent to the trail to minimize water usage and irrigation maintenance. These plantings will be planted in such a way as to avoid hiding places, thus increasing trail safety. For residents neighboring the corridor, this plan has kept the trail as far away as possible from private property, further decreasing safety, privacy, and trespassing concerns.

Tree pruning must be executed when necessary, not only to keep branches from encroaching on the trail, but also around power lines, which are prevalent along the corridor. Overgrown shrubs and groundcover must also be trimmed when encroachment upon the trail occurs, and when they start to create hiding spaces, both issues involving the safety and enjoyment of trail users.

Maintenance Vehicles

Maintenance vehicles will have access to the trail via entrances at each street intersection. Unauthorized vehicles will be prohibited from accessing the trail by placement of removable, and lockable, bollards at each entrance. These bollards will also alert trail users to upcoming intersections and crossings. Prohibiting motorized vehicles on the trail will decrease the likelihood of cracking and breaking of the paved trail surface, especially along the edges.
Maintenance Monitoring Program
Development of a maintenance program is crucial to the future use and upkeep of the trail. An ongoing monitoring program will help show what the maintenance needs for the trail are.

Volunteer Opportunities
Non-profit and volunteer groups or organizations such as Friends of Virginia Corridor shall be encouraged to donate time to organizing clean-up days, neighborhood “trail watch” programs, etc. to help off-set the City’s cost of maintenance and patrolling the trail.
Figure 4-1
Alignment of Virginia Avenue Specific Plan
4.3 Trail Sections

Each section of the trail provides a design that is appropriate in intensity and character for the surrounding area, and that, when taken together, provides a coherent corridor identity. Different sections are discussed individually, from the southern terminus at Needham Street to the northern terminus at Bangs Avenue.

The sections described include the following:

1. Needham Street to College Avenue
2. College Avenue Trailhead Plaza Area
3. Stoddard Avenue Area
4. Morris/Virginia Avenue Area
5. West Coldwell Avenue to West Roseburg Avenue
6. Roseburg Square
7. West Roseburg Avenue to Orangeburg Avenue
8. Orangeburg Avenue
9. Barham Court to Granger Avenue
10. Granger Avenue to West Briggsmore Avenue
11. West Briggsmore Avenue to Standiford Avenue
12. Standiford Avenue to Hetch-Hetchy Trail
13. Hetch-Hetchy to Bangs Avenue
1. **Needham Street to College Avenue**

   Figure 4-2  
   Needham Street to College Avenue
1. Needham Street to College Avenue

At Needham Street, north of the triangular intersection of P Street, 9th Street, and Needham, is the southern terminus of the planned Virginia Avenue corridor, marked by a trail entry node.

An entry node is a section of the trail where connection with an existing sidewalk or street is accommodated. Signage or trail-related symbols normally accompany trail entry nodes (Figure 4-3, Trail Identification). Bollard with striping indicates trail lane direction in this portion of the trail.

At the terminus, trees and landscaping are included (Figure 4-4, Shade Trees). Trees are also planned to be added on the western side of the trail between Needham and the Modesto Irrigation Canal Mid Lateral #4 for buffering between the trail and the parking/commercial uses to the west. Between Needham and the MID property, the Virginia Avenue Corridor property is approximately 48 feet wide, which includes the trail itself as well as landscaping and tree planting on either side. When the trail moves into the MID property, it narrows to approximately 12 feet as it approaches the trail head plaza at College Avenue.
Specific Plan Description

2. College Avenue Trailhead Plaza Area

Figure 4-5
2. College Avenue Trailhead Plaza Area

Figure 4-6
2. College Avenue Trailhead Plaza Area

On the south side of College Avenue, approximately 30 parking spaces are planned, west of the trail (Figure 4-7, Parking at Trailhead Plaza; see also Figure 4-5). The parking lot is buffered from the trail and trailhead plaza by approximately six trees. More trees are provided to the south of the parking lot. Landscaping and tree planting is also included on the eastern side of the trail. Plaza areas are included on both sides of College Avenue. The plaza area on the south side of College Avenue is approximately 3,500 square feet in area, and includes an informational kiosk. The trail surface is oriented from southwest to northeast along the eastern side of this plaza area. At this point, the trail is aligned atop the former railroad bed.

A landscaped median is provided in College Avenue, and an at-grade trail crossing is provided, with in-ground L.E.D lights to be activated when a pedestrian or bicyclist wishes to cross College Avenue (Figure 4-8, Crossing at College Avenue; see also Figure 4-5). Along the College Avenue section of the trail, a 15-foot wide MID service road is oriented northeast to southwest, parallel with MID Lateral #4. This service road crosses College Avenue. Vehicular gates and fencing are provided to restrict access.

On the northern side of College Avenue is another plaza area with benches, surrounded on the northwest and southeast by trees, planted approximately 20 feet apart (Figure 4-9, Bench). Art deco style fencing is provided along College Avenue in the plaza area that mimics the fencing that exists along the MID Lateral #4 Canal. The plaza is bisected by the trail, which continues to the northeast down the middle of the corridor, which is approximately 56 feet wide at this point. Plans also indicate proposed landscape incorporation of approximately 200 feet of MID property. Landscaping around the plaza is characterized by low-maintenance irrigated plants such as showy accent trees and flowering shrubs and groundcover. Continuing north, on either side of the trail, the landscaping will change to a non-irrigated hydroseed mix consisting of wildflowers and drought-tolerant meadow grasses. Trees, planted approximately 40 feet apart, mark the edge of the corridor, and a service road parallels the trail to the east. A swale parallel with the trail will provide drainage, while split rail fencing separates the trail from the MID canal.
3. Stoddard Avenue Area

Figure 4-10
College to Stoddard Section
3. **Stoddard Avenue Area**

Figure 4-11
Stoddard to Morris Section
3. Stoddard Avenue Area

South of Stoddard Avenue, another plaza area is provided, along with some trail signing, and shade trees to the east and west of the trail. An at-grade crossing is provided at Stoddard. Trail lighting is provided on each side of Stoddard in the plaza areas and at regular intervals along the entire trail length (Figure 4-12, Typical Trail Lighting). North of Stoddard is another area where the thematic fencing is used (Figure 4-13, Thematic Fencing; see also Figure 4-2).

North of Stoddard, the trail is accompanied by Terminal Avenue, which runs in parallel to the west. Parallel parking will be formalized between the street and trail while a consistent row of street trees will provide residential character. Trees are located to the outside of the turf areas on either side of the trail. The corridor width is approximately nine feet in this area, however the design incorporates street right-of-way and MID property.
4. **Morris/Virginia Avenue Area**

Figure 4-14
4. **Morris/Virginia Avenue Area**

Figure 4-15
4. Morris/Virginia Avenue Area

The trail bends to the east, and the frontage road that paralleled the trail until this point turns to the north and connects with neighboring streets. After bending to the east, just south of Morris Avenue, the trail bends more sharply to the north. North of Morris Avenue, the trail has a north-south orientation.

On each side of this northern bend in the trail, seating areas, trees, landscaping kiosks, and a restroom are provided in an area totaling approximately 35,000 square feet in area (Figure 4-16, Informational Kiosk; see also Figure 4-14). The MID Lateral #4 is covered by these improvements, and appears again to the northeast of the intersection of Morris and Virginia Avenue (Figure 4-17, Trail Furniture; see also Figure 4-14). A bus stop pullout is located on the west side of Virginia Avenue, just north of this intersection (see Figure 4-14). An at-grade crossing is provided at the existing four-way stop, and the streets are painted with markings typical of a major crosswalk.

North of Morris Avenue, the corridor area begins to taper narrower as one moves north, in an area with trees planted on the edges of the corridor. Parking is provided west of the trail in perpendicular spaces along Terminal Avenue. Perpendicular parking bays along Terminal Avenue are provided, occasionally broken by landscaped curb extensions, north to Coldwell Avenue.

Trail lights are included on each side of Morris Avenue.
5. West Coldwell Avenue to West Roseburg Avenue

Figure 4-18
5. **West Coldwell Avenue to West Roseburg Avenue**

Figure 4-19
5. West Coldwell Avenue to West Roseburg Avenue

This section of the corridor is somewhat uniform, with typical corridor width being approximately 55 feet (Figure 4-20, Trail along Virginia Avenue between Coldwell and Roseburg; see also Figure 4-18).

Lighting and landscaping is designed in this portion of the trail corridor to weave seamlessly into the surrounding neighborhood, and to avoid light spillage and glare on adjacent residential properties. Street trees are included that will blend in with existing mature trees. Additional trees are included to buffer residents from the trail (Figure 4-21, Buffer Planting; see also Figure 4-18). Benches are provided near intersections and in areas of maximum visibility.

Ballast is used along Virginia Avenue for drainage and to mark the former railway alignment.

The trail crosses Princeton Avenue where there is an existing crosswalk, and accent planting, an entry node, and seating areas are provided on both sides of the road.
6. Roseburg Square

Figure 4-22
Figure 4-23
Roseburg Square
6. Roseburg Square

Where the corridor meets Roseburg Avenue, adjacent to the Roseburg Square shopping Center, a seating area is provided on each side of the Avenue (Figure 4-24, Roseburg Square Seating Area; see also Figure 4-19). On the south side of Roseburg Avenue, the trail bends to the east, to align with a new crosswalk. An entry node to the corridor provides signage and otherwise indicates to passersby the presence of the corridor.

The crossing of Roseburg Avenue occurs by an at-grade crosswalk with special crosswalk paving. On the north side of Roseburg Avenue, behind the existing shopping center, an interpretive display relates the history of this portion of the railroad and highlights the city’s historic foundation. Further to the north, shaded café tables and thematic benches provide space where customers of the shopping area and users of the corridor may intermingle. A split rail fence separates the square and this portion of the corridor from the service alley to the east of the corridor (Figure 4-25, Split Rail Fencing; see also Figure 4-19). The plaza area is connected to the shopping area to the west by crosswalks that extend across the shopping center service road.
7. West Roseburg Avenue to Orangeburg Avenue

Figure 4-26
7. West Roseburg Avenue to Orangeburg Avenue

Figure 4-27
7. West Roseburg Avenue to Orangeburg Avenue

Perpendicular parking bays are provided to the west of the trail corridor along the access road for trail users and adjacent junior high field use. The access road is aligned parallel to the trail corridor, and is used to reach the shopping center at Roseburg Avenue. Planting islands are located in parking bays to provide shade trees for trail users and create a residential street character.

Roosevelt Junior High is located directly north of the Roseburg Avenue shopping center area, across the perpendicular parking bays to the west. The corridor is approximately 88 feet wide as it approaches Orangeburg Avenue, where the trail bends to the west slightly. The alley that parallels the trail corridor to the east is connected to the local street network just south of Orangeburg Avenue.

The crossing provided at Orangeburg Avenue includes pedestrian-activated LED lights, similar to that which was provided at College Avenue (Figure 4-28, Orangeburg Avenue Intersection; see also Figure 4-26). Signs alert drivers to the corridor in advance of the intersection.
Specific Plan Description

Figure 4-28
Orangeburg Avenue Intersection
8. Roosevelt Park

Figure 4-29
8. Roosevelt Park

On the north side of Orangeburg Avenue, a large plaza area is provided to the west of the trail as the corridor blends with Roosevelt Park. Railroad interpretive displays, benches, trash receptacles, and informational kiosks are provided west of the trail and landscaping and trees are provided to the east, buffering the activity area from the residential uses (Figure 4-30, Historic Steam Engine Interpretive Display; see also Figure 4-26). Shade trees mark the western edge of the corridor, aligned in a quarter-circle between the trail corridor area and the park.

As the trail extends to the north, it bends slightly east, and mounded areas with trees and picnic spaces are provided, west of the trail (Figure 4-31, Picnic Area; see also Figure 4-26). Moving further north, the trail forms a triangular shape, with an entry and exit point to Roosevelt Park, to the west. This entry/exit node connects the trail corridor with restrooms available at Roosevelt Park. Directional signage instructs trail users to turn west to access Roosevelt Park. Tree planting is provided along this entire stretch of the trail to the east, between the corridor and the residences. Planting is also included in the center of the triangular entry node area near the park.

Another picnic/rest area is provided just north of the triangular park entry node. North of this picnic area, at the northern end of Roosevelt Park, another entry point is provided, this one connecting with a pedestrian alley that is aligned perpendicular with the trail corridor. Pedestrian lighting is provided. The trail bends to the west at this point, and is located along the western side of the corridor near Barham Court.
9. Barham Court to Granger Avenue

The trail is located on the western part of the corridor throughout this area, and trees are planted on each side, approximately 30 feet apart. Non-irrigated hydroseed is provided between the rows of trees that mark the edges of the corridor. The service alley continues to parallel the trail, on the eastern side of the corridor (Figure 4-33, Access Alley; see also Figure 4-26). The existing bushy vegetation west of the trail will be removed and replaced with deciduous, drought-tolerant street trees. South of Granger Avenue, the service alley is connected to the east with the surrounding street network. The corridor is approximately 80-feet wide along this portion.

Entry nodes are provided on both sides of Granger Avenue, and the trail crosses at-grade with crosswalk paving alerting drivers. At Granger Avenue, the entire corridor shifts to the west, by approximately 50 feet. The trail on the south side of Granger is located along the western side of the corridor to accommodate this shift and align with the proposed crossing.
10. Granger Avenue to West Briggsmore Avenue

Figure 4-33
10. Granger Avenue to West Briggsmore Avenue

Figure 4-34
10. **Granger Avenue to West Briggsmore Avenue**

The corridor continues to be approximately 80 feet in width through this section, bending gently to the west and back before reaching West Briggsmore Avenue. Whereas at Granger, the trail was aligned atop the previous rail line, the trail bends to the west after Granger, and remains west of the former rail line. Trees are planted approximately 40 feet apart on each side of the trail, between the trail and the service alley to the west. Closer to Briggsmore, shrub and tree plantings provide slope stabilization as the trail elevates to meet the Briggsmore Avenue overcrossing.

A 200-feet long bridge spans Briggsmore, allowing trail users to pass this portion of the corridor without encountering automobile conflicts along this busy road. The bridge has the same thematic design as the art deco bridges and railings in the College Avenue portion of the corridor. Lighting is provided beneath and on top of the bridge for safety and security (Figure 4-35, Lighting beneath Pedestrian Overpass; see also Figure 4-33). An elevated section of Briggsmore Avenue, at this location, would be reduced to accommodate vehicular clearances under the bridge and minimize the height of the bridge in relationship to the surrounding neighborhood. North of the bridge, additional slope plantings are provided.
11. West Briggsmore Avenue to Standiford Avenue

Figure 4-36
11. West Briggsmore Avenue to Standiford Avenue

Figure 4-37
11. West Briggsmore Avenue to Standiford Avenue

Figure 4-38
11. **West Briggsmore Avenue to Standiford Avenue**

Figure 4-39
11. West Briggsmore Avenue to Standiford Avenue

Figure 4-40
11. West Briggsmore Avenue to Standiford Avenue

Figure 4-41
11. **West Briggsmore Avenue to Standiford Avenue**

*Figure 4-42*
11. West Briggsmore Avenue to Standiford Avenue

Moving northward from Briggsmore, the trail bends to the east and across the former rail line. Benches and pedestrian lighting is provided through this section, approximately every 200 feet. Small open turf areas are bordered by trees, which continue to be planted at each side of the corridor. As the trail approaches Bowen Avenue, it bends gently again to the west, and more dense planting and seating is provided.

Bowen Avenue is constricted at the point where the trail crosses, and crosswalk paving is provided. The bulbing around the trail crossing is landscaped, and seating areas are provided on each side of the street (Figure 4-43, Bulb-Out Traffic Calming Features; see also Figure 4-37).

The corridor is approximately 120-feet wide through this section. Pedestrian lighting is provided at regular intervals, and benches are provided approximately every 280 feet. Split rail fencing continues to mark the edges of the corridor, and the tree planting is brought in from both sides of the corridor, closer to the trail. The trail bends gently east west through this section, providing some lateral interest. Landscaping is provided on both sides of the trail (Figure 4-44, Landscaping near Katherine Avenue; see also Figure 4-38). Crosswalk paving is provided at each of these road crossings, as are entry nodes with accent planting to signal connections with the surrounding residential area. Seating is provided each side of Woodrow Avenue. The trail bends gently to the east, approaching another pedestrian overpass across Standiford Avenue.
12. Standiford Avenue to Hetch-Hetchy Trail

Figure 4-45
Specific Plan Description

12. Standiford Avenue to Hetch-Hetchy Trail

Figure 4-46
12. Standiford Avenue to Hetch-Hetchy Trail

On the southern portion of Standiford, the trail passes north and south up a ramp to the pedestrian overpass (Figure 4-47, Standiford Overpass Ramp; see also Figure 4-40). Planting is included around the ramp area for residential buffering. The approximately 240-foot-long bridge returns to grade approximately 200 feet north of Standiford Avenue. As the bridge returns to grade north of the roadway, the overall corridor width is approximately 40 feet, widening to approximately 90 feet in an open turf area west of the Poinsettia Drive cul-de-sac.

The corridor is approximately 55-feet wide through this section, and trees are planted along the western side of the trail, while landscaped slopes align the eastern side. Pedestrian lighting is provided at regular intervals, and connections to cul-de-sacs at Canelli Circle and Grapeleaf Way provide accessibility to and from the neighboring residential area (Figure 4-48, Trail Connections; see also Figure 4-45). The trail bends slightly to the west as it approaches West Union Avenue, where dense planting is included on each side of the street, and crosswalk paving alerts drivers to the pedestrian presence.

Planting and some seating is provided on the north side of Union Avenue as the trail bends again to the east, centering it within the 55-foot corridor. Tree planting is provided to the west and landscaping to the east. At the connection with the Hetch-Hetchy trail, a large circle is provided for trail users, which is similar to a traffic circle, where cars pass in a counter-clockwise direction until they leave the circle along the desired route. Around the circle are several benches, informational kiosks, pedestrian lighting, and dense tree planting and landscaping.
13. **Hetch-Hetchy to Bangs Avenue**

*Figure 4-49*
13. Hetch-Hetchy to Bangs Avenue

Figure 4-50
13. Hetch-Hetchy to Bangs Avenue

On the north side of the interface with the Hetch-Hetchy trail, tree planting resumes on each side of the trail, while pedestrian lighting continues to be provided. Slopes along the eastern portion of the corridor are protected in the corridor conversion, and split rail fencing separates the corridor from the open areas to the east. Dense existing tree cover separates the corridor from the residences to the west along Semallon Drive. As the corridor approaches the bridge over the MID Lateral #6 Canal, more pedestrian lighting is provided along with seating. Signage and a small plaza area are included north of the bridge, marking the interface of the Virginia Avenue and the future trail planned to parallel the MID Canal. As the trail approaches Pelandale, trail users can choose the route over Pelandale, or may choose another route that connects with the bike path that is aligned east and west along the future Pelandale Avenue expansion (Figure 4-51, Trail Connection with Pelandale Avenue Sidewalks; see also Figure 4-49). An entrance onto the southbound trail is provided for Pelandale bike path users, as well. The 400-foot overpass across Pelandale is the largest of the pedestrian overpasses, designed to accommodate planned widening of Pelandale Avenue.

From Pelandale Avenue, the trail returns to grade and a connection between the path on the north side of Pelandale Avenue is provided. The corridor is approximately 55-feet wide through this section, trees are included on each side of the trail every 40 feet, and a split rail fence marks the eastern and western edges of the corridor (Figure 4-52, Trail, Shade Tree, and Split Rail Fencing; see also Figure 4-50). A small plaza and seating are provided at Bangs Avenue, the corridor’s northern terminus.
Notes and References

5.0 DEVELOPMENT GUIDELINES

This section provides the design influences, guiding principles, design concept, and landscape design concept used in formulating the Virginia Avenue Corridor plan. Also included in this section is a summary of the corridor project’s relationship with relevant existing policies, and the standards that will be followed in development of the Virginia Avenue Corridor.

5.1 Relationship to Existing Policies

The Virginia Avenue Corridor Specific Plan has been prepared to ensure consistency with, and to implement the Modesto Urban Area General Plan, relevant Comprehensive Planning District plans, and the City’s Non-Motorized Transportation Plan, as summarized in Section 3.0, as well as other City standards and policies. Section 5.0 describes the relationships with key relevant policy areas.

5.1.1 General Plan

The development of the trail corridor supports several Modesto Urban Area General Plan goals, presented in Section 3.2 of this Specific Plan, such as those related to:

• Alternatives to automobile travel;
• Each community should have an ample supply of frequently-used open space;
• Provide paths of various types to create a system of fully-connected and interesting routes to all destinations;
• Encourage walking as a form of transportation;
• Provide an adequate and safe bicycle system that connects many different uses;
• Park development adjacent to schools; and,
• Improving air quality by encouraging pedestrian and bicycle travel.

5.1.2 Comprehensive Planning Districts/Specific Plans

The City has developed several Comprehensive Planning Districts (CPDs) to guide implementation of General Plan policies at the neighborhood-scale. Comprehensive Plans have been developed for each CPD, and together the CPDs represent most of the planned developing area of Modesto. When development of a CPD is proposed, a Specific Plan is prepared for detailed implementation of CPD and General Plan policies.

The Pelandale-Snyder CPD has an adopted Specific Plan, but the other CPDs through which the Virginia Avenue corridor is located do not have adopted comprehensive plans or specific plans.

Section 3.3 describes the CPD policies that relate to corridor development. The trail corridor is not specifically related to most CPD policies, though it is directly supportive of policies that address provision of recreational space and landscaping. The General Plan indicates that the Pelandale-Snyder Specific Plan and the Pelandale-McHenry Comprehensive Plan should accommodate light rail along the Virginia Avenue Corridor, rather than a pedestrian/bicycle path and linear park. The
City has since reconsidered the provisions of light rail along this corridor, and has instead pursued the establishment of a pedestrian and bicycle path and linear park.

5.1.3 Non-Motorized Transportation Plan

The Virginia Avenue Corridor Specific Plan is supportive of the goals and policies included in the Non-Motorized Transportation Plan, as discussed in Section 3.6. The corridor development will follow policies included in this plan, including those related to:

- Maintenance;
- Traffic signals;
- Paving;
- Drainage grates;
- Rail crossings;
- Repair; and,
- Frequent, safe crossings.

5.1.4 Caltrans Trail Specifications

The trail will be a 10-foot-wide paved surface of either asphalt or concrete, and will include a two-foot-wide decomposed granite shoulder on each side of the trail. Standards for clearances, radii, and design speeds will follow Caltrans design specifications for Class I Bikeways.1

5.1.5 City of Modesto Public Works Standards

Project development will involve additions and modifications to streets and sidewalks. City curb and gutter standards, sidewalk regulations, stormwater drainage, water supply, sanitary sewer, and irrigation standards and recommendations will be followed.

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6.0 **PUBLIC FACILITIES AND SERVICES**

The Virginia Avenue Corridor Specific Plan provides for the public facilities and services required to serve the Corridor and its users. This section provides the principles used to guide development and coordination of the various facilities and services for the Corridor, a summary of the planned provision of services along the Corridor, and the relationship the services play to the overall design concept.

6.1 Guiding Principles

The public facilities and services provided to the Corridor and its users shall be based on the following guiding principles.

- To support the Virginia Avenue Corridor as a safe and efficient means of non-motorized transportation for residents of Modesto.
- To maintain the provision of adequate public services sufficient to meet the needs of the users and facilities of the Corridor.
- To provide the facilities necessary to serve users of the corridor, including both recreational and non-recreational users of the Corridor.
- To provide trail amenities and facilities consistent with the needs and desires of the trail users.
- To ensure that the facilities and services provided compliment the overall physical design concept of the trail, blending in style with the planned improvements to the trail and its surroundings.
- To ensure that public facilities and services are sufficient to improve the overall usability of the Corridor and attract users to the trail.

6.2 Proposed Pedestrian and Bicycle Network

The Citywide plan and strategy for bicycle and pedestrian facilities is provided in the Modesto Non-Motorized Transportation Master Plan (MNMTMP). This plan calls for a series of bicycle, pedestrian, and multiple-user trails and pathways designed to provide a viable alternative method of traversing the community. The Master Plan provided a recommendation for the City to reserve the Virginia Avenue Corridor through a railbanking arrangement (formerly the Tidewater Southern Railroad Tracks) and develop it as a non-motorized transportation facility. The Virginia Avenue Specific Plan fulfills this goal and furthers the City’s strategy of providing alternative means of transportation for residents.

The Virginia Avenue Corridor is transected by multiple bicycle facilities serving the city. The Hetch Hetchy Class I Bikeway crosses along the northern end of the Corridor, and two Class II Bicycle Lanes cross at Orangetburg Avenue and Standiford Road. In addition to these major facilities, there are eight additional existing and planned Class III Bicycle Routes which will traverse the
Corridor. The Corridor trail will work with these bikeways, routes, and lanes to improve the non-motorized transportation network in Modesto and offer a significant number of additional routes for bicyclists and pedestrians to navigate the city.

In addition to the bicycle facilities listed above, the MNMTMP also provides for a system of pedestrian circulation throughout the city. Promoting sidewalks and pedestrian trails in a variety of locations, the MNMTMP calls for a pedestrian circulation system that overlaps with bicycle facilities and makes use of extensive joint-use trails to increase options for users. The Plan highlights significant linkages across the Virginia Avenue Corridor, and the Corridor trail will improve access and circulation for pedestrians throughout the area.

The design and location of the Corridor is consistent with the goals and policies of the MNMTMP and supports its intent of improving non-motorized alternatives for residents of the City.

6.3 Parking

There will be a small amount of parking provided along the Corridor for users driving to the trail. The development along the Corridor is not expected to generate a significant amount of vehicular traffic, as the trail is designed for non-motorized circulation and recreational uses. For those preferring to drive to the trail, vehicular parking will be made available. Design of individual parking spaces along roads and within parking areas will conform to City of Modesto standards. This includes ensuring a sufficient number and location of spaces for disabled persons and other special needs spaces, as deemed appropriate.

In addition to the many streets and alleys which provide on-street parking adjacent to or near the Corridor, there are three main parking areas proposed for development as part of this Specific Plan. A total of 98 vehicular spaces are included in the preliminary Corridor plans. The following is a summary of each of the three parking areas planned:

6.3.1 College Avenue Trailhead

Near the southern end of the trail, Trailhead Plaza contains the first of the three off-street parking areas for the Corridor. This area, adjacent to and south of College Avenue, will provide 21 parking spaces for users of the trail. Trailhead Plaza will contain sitting areas and shade trees which will increase the likelihood that this portion of the trail will attract vehicular traffic as well as pedestrian and vehicular traffic.

6.3.2 Terminal Avenue

This area will provide both parallel and perpendicular parking spaces for users of the trail along the north side of Terminal Avenue, between Stoddard and West Morris streets. As many as 33 spaces can be provided here, adding further options for meeting vehicular parking needs near the trailhead.

6.3.3 Roseburg Shopping Center

Perpendicular parking areas will be provided along the east side of the trail between the Roseburg Shopping Center and Orangeburg Avenue. These spaces are provided in an area expected to
receive additional vehicular traffic due to its proximity to commercial businesses and additional trail amenities. Access to this parking area will be from an alley running adjacent to the trail along the north side, extending from Roseburg Avenue to Orangeburg Avenue.

6.4 Water

All water service and infrastructure for the Corridor will be constructed, maintained, and provided consistent with the standards of the City of Modesto. Water service may be provided along the trail for a variety of uses, including drinking fountains, sinks or open water connections, irrigation, and potentially for emergency use. Water conservation measures will be incorporated into the design of the water system to the greatest extent possible. All water for the Corridor shall be provided by the City of Modesto.

Specific designs for water systems will be created prior to construction of the trail and associated facilities. The Modesto Engineering and Transportation Department will be responsible for final designs of water systems for the Corridor.

6.5 Sewer

Public restrooms are planned as part of the services for trail users. One facility is planned for operation at the southwest corner of West Morris Avenue and Virginia Avenue. All sanitary sewer service and infrastructure for the Corridor will be constructed, maintained, and provided consistent with the standards of the Modesto Public Works Department. Existing restrooms will be utilized wherever connections are feasible. Design and location of infrastructure for sanitary sewer service will be completed commensurate with designs for the facilities such infrastructure will serve. All sanitary sewer infrastructure and facilities are the responsibility of the Public Works Department.

The extent to which sanitary sewer service will be needed along the Corridor will be determined in the final stages of design. Additional restroom facilities may be added to the Plan at a later time to better serve users of the Corridor. Sanitary sewer service will be provided by the City of Modesto.

6.6 Storm Drainage

Designs for storm water drainage will be part of the final improvement plans for the Corridor. All storm water is intended to be controlled on-site, through design features such as detention ponds, drainageways, or other features as determined by specific topographical conditions. Storm drainage facilities will be designed and installed as development occurs, consistent with the General Plan Storm Water Drainage Policies and the Modesto Storm Water Master Plan. Additionally, the storm drainage system will be designed to prevent water pollution from urban storm runoff, consistent with policies and procedures adopted by the Central Valley Regional Water Quality Control Board.

6.7 Solid Waste Disposal

The City of Modesto will provide for the collection and disposal of all solid waste for the Virginia Avenue Corridor. Solid waste reduction measures have been incorporated into the final design of the Corridor’s facilities to the greatest extent feasible. Public Resources Code Section 41780 requires that Modesto divert at least 50 percent of its municipal solid waste from landfills.
Appropriate designs and practices will be implemented within the Corridor to help the City meet its requirements for solid waste diversion under California law.

6.8 Police, Fire, and Emergency Response

Police service for the Corridor will be provided by the Modesto Police Department (P.D.). The Modesto P.D. maintains both automobile and bicycle patrols in the community, both of which are available for patrolling of the trail. Trail lighting, design, and crossings have been designed in consultation with the Police Department to ensure that safety measures are incorporated into facilities and that the trail is both convenient and accessible for police patrol.

Fire service will be provided by the Modesto Fire Department. They maintain a variety of stations, equipment, and personnel to respond to emergencies within the city limits, including all of the Virginia Avenue Corridor. The response time for fire protection services is less than six minutes for all areas within the city.

Additional emergency responses will be provided to users of the corridor by ambulances or other specialized vehicles from area hospitals and other facilities. The trail is designed to be accessible from a variety of locations, including roadway intersections and at various points along parallel and adjacent roadways. The trail is designed to allow for the weight and size of most emergency vehicles, including police cruisers and maintenance vehicles. The trail is not designed to accommodate larger emergency vehicles such as fire engines.
7.0 IMPLEMENTATION AND ADMINISTRATION

Government Code Section 65451 (a)(4) requires that a Specific Plan prepare and state a program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out the uses and actions called for in the Plan. This section of the Plan provides the implementation and financing measures needed to develop both the trail and associated improvements within the Virginia Avenue Corridor. In addition, this section provides amendment procedures for any future changes to the Plan.

7.1 Existing Relevant Regulations and Ordinances

Development of the Virginia Avenue Corridor, as shown in this Specific Plan, shall follow the procedures and policies of the City of Modesto. Development of the corridor shall maintain consistency with this Specific Plan, the Urban Area General Plan, and all applicable zoning and development regulations. In order to develop the various facilities as proposed in this plan, the City may rezone the property within the Corridor boundaries to a Specific Plan-Overlay (SP-O) zone.

Because all land within the Corridor is publicly owned and construction will be conducted by the City of Modesto, there are no further actions required to achieve consistency with existing regulations and ordinances. While only this action is necessary prior to trail development, other policies and regulations of the City continue to apply. Section 3 of this Specific Plan provides a listing of all local regulations, including land use designations, development guidelines, and planning policies, that will apply to development of the corridor.

7.2 Easements and Right-of-Way Issues

The Virginia Avenue Corridor contains the railroad and right-of-way formerly used as the Tidewater Southern Pacific Railroad. Ownership of the land within the 4.2 mile corridor has been transferred to the City of Modesto. There are several easements in existence on the property, including easements for electrical, telephone, and other above ground distribution lines.

Portions of the right-of-way of the former railroad have historically been used for access by area residents. This has included use of the gravel areas for travel between crossing streets, as well as for access to single-family homes located adjacent to the corridor. There are no easements on record with the City providing for use of the corridor for these purposes, and such use is inconsistent with the planned development of the corridor.

7.3 Implementation Costs and Financing Mechanisms

Both State law and the Urban Area General Plan require this Specific Plan to provide cost estimates for the public infrastructure required to support the uses and services proposed for development. Cost estimates for the development of the corridor are based on the likely provision of the trail, landscaping, and associated infrastructure required to serve the users of the trail. Based on
preliminary project designs, the planning and construction of the full corridor, as described in Section 4.2 of this Specific Plan, is anticipated to cost $20,447,920.¹

Financing of the improvements called for in this Specific Plan will likely occur through a variety of federal, State, and local programs and funds.² Grant programs can provide funding for local projects that meet a variety of stated needs. The City will pursue each funding source as it becomes available, or as needs of the project require. Two grants have been secured to provide for initial funding of parts of the Virginia Avenue Corridor development. These two funding sources are detailed below.

**Safe Routes to Schools Grant – State of California**
This grant provides approximately $484,000 dollars for ensuring that children within the community have safe routes from schools to neighborhoods. This initial grant will provide for improvements to five intersections crossing the Virginia Avenue Corridor, including striping and signage for pedestrian crossings, installation of Light Emitting Diodes (LED) in the intersection pavement, and other safety improvements associated with helping meet safety needs at these intersections.

**Transportation and Related Agency Appropriations Bill – Federal**
This appropriations bill from Fiscal Year 2003 provides $400,000 in funding for the Virginia Avenue Corridor Greenway Pilot Project. This federal source will finance construction and planning costs for the first phase of the trail development, stretching from the southern end of the trail to Orangeburg Avenue. This will include construction of the trail, landscaping, irrigation, and limited pedestrian features.

A preliminary financing program (including the aforementioned secured financing) has been developed that provides an initial estimate of the sources and uses of funds by phase. A Phasing diagram is shown in Figure 7-1 on the following page. Specifically, estimates of both the one-time capital costs and on-going operating and maintenance cost by phase have been matched with corresponding estimates of the amount and type of funding available from particular sources. Changes in projected development costs or federal, State, or local funding opportunities may necessitate the revision of this financing program presented here. In addition, the overall logic and sequencing of investments will need to be reviewed at each stage of implementation to ensure that it is sound and feasible given the perspective of the various stakeholders involved. In some cases, project elements planned for one phase may need to be delayed or moved up in the program based on funding availability.

Because portions of the Virginia Avenue Corridor pass through the boundaries of the Pelandale-Snyder, Pelandale-McHenry, and the Kiernan-McHenry Comprehensive Planning Districts, the City shall maintain the option of requiring assessments or other revenue generating tools in these areas to help finance phases of trail development within their planning areas.

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¹ Estimate based on October 2003 projected costs.
² Although many of the improvements associated with the development of the Corridor are within the range of municipal improvements considered in the Capital Improvement Program (CIP), the specific types of financing proposed to fund the improvements will not be included within the CIP.
Figure 7-1
Phasing Plan
7.3.1 Capital Improvement Costs

The preliminary financing program has divided projected costs into two categories – capital improvements costs (described below) and operational and maintenance costs (described in Section 7.3.2). Costs are based on 2003 dollars. A full, itemized list of costs associated with development of each phase can be found in the Virginia Avenue Corridor Financing Plan in Appendix E to the Specific Plan.

Phase I
During Phase I, five intersections are planned to be constructed for the southern portion of the trail for an estimated cost of $294,000. As noted earlier, funding in the amount of $484,000 from Safe Routes to Schools Grant has been secured for this phase. As shown in Table 4 of Appendix E, the secured funding is enough to cover the first phase.

Phase II
Phase II is the construction of a portion of the trail extending from Roseburg Avenue to Orangeburg Avenue for an estimated cost of $743,000 in capital improvements. As discussed above, Transportation & Related Agency Appropriate Bill funding in the amount of $500,000 has been secured for Phase II. This leaves funding gap of $243,000, which may be provided through the City’s impact fee, federal grants and private contributions.

Phase III
Phase III involves the construction of a portion of the trail extending from Needham Street to Roseburg Avenue as well as several intersections for an estimated cost of $3.3 million in capital improvements. Reserve from Phase II and City’s impact fee may cover $1.8 million of the cost. Additionally, federal and State funding sources may provide up to $2.3 million.

Phase IV
Phase IV is the component of the Project involving the construction of a portion of the trail extending from Orangeburg Avenue to Granger Avenue for an estimated cost of $750,000 in capital improvements. Reserve from Phase III and City’s impact fee may provide $1.8 million for this phase. Additionally, up to $450,000 from federal, State and private sources may be sought.

Phase V
Phase V is the construction of a portion of the trail extending from Granger Avenue to Bowen Avenue, as well as improvement of several intersections, for an estimated cost of $5.7 million in capital improvements. Reserve from Phase IV and the City’s impact fee may cover $2.5 million of this cost. Additionally, up to $4.7 million may be funded through federal, State and private sources. More than half of the total cost for this phase comes from improvements to the Briggsmore Avenue intersection. In the event expected funding revenues do not materialize in time, the City may implement this phase with flexibility by delaying “big ticket” items such as the aforementioned intersection until a specific “opportunistic” funding source becomes available.

Phase VI
Phase VI is the construction of a portion of the trail extending from Bowen Avenue to Woodrow Avenue, as well as several intersections, for an estimated cost of $1.9 million in capital improvements. Reserve from Phase V and the City’s impact fee may cover $2.4 million of the cost. Additionally, another $1.4 million may be funded through federal, State and private sources.
Phase VII
Phase VII is the construction of a portion of the trail extending from Woodrow Avenue to Pelandale Avenue, as well as several intersections, for an estimated cost of $7.5 million in capital improvements. Reserve from Phase VI, the City’s impact fee, and contributions from comprehensive planning district developers can cover an estimated $2.9 million. Additionally, up to $5.6 million may be funded through federal, State and private sources. As shown in Table 1 of Appendix E, more than half of the total cost for this phase comes from Pelandale and Standiford intersections. As discussed earlier, the City may implement this phase with flexibility by delaying construction of the aforementioned intersections in the event expected funding revenues do not materialize in time.

Phase VIII
Phase VIII is the completion of the corridor by extending the trail from Pelandale Avenue to Bang’s Avenue for an estimated cost of $319,000 in capital improvements. As discussed earlier, this portion of the trail overlaps completely with Kiernan-McHenry Comprehensive Planning District (CPD). As such, the construction of this phase may be funded entirely through the entitlement process associated with this CPD. If necessary, however, reserve from Phase VII and State and private sources may provide up to $1.2 million for this phase.

Refer to figure 7-2 for cost estimates summarized by phase, and broken down into startup, construction, contingency, and professional services.

7.3.2 Operation and Maintenance Costs
A summary of the on-going operational and maintenance (O&M) costs by phase for Virginia Avenue Corridor is provided by Phase below, and is explained in greater detail in Appendix E of the Specific Plan. As shown, upon completion of Phase I, on-going operation and maintenance of the already constructed portion of the trail will begin. The City estimates annual O&M costs to be $30,000 per mile. As such, the O&M costs of the 4.2-mile trail, once complete, will be $126,000 per year. During the construction of the trail, however, O&M costs will be proportional to the amount of trail completed in previous phases. Assuming that the total O&M costs are evenly distributed among eight phases, annual O&M costs may range from $15,800 to $110,300 throughout the construction period.

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<th>Estimated O&amp;M Costs</th>
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<td>Phase I</td>
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## Implementation and Administration

### Figure 7-2

**Corridor Financing by Phase**

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<th>Phase</th>
<th>Specific Action</th>
<th>Projected Cost</th>
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<tr>
<td>Phase I</td>
<td>Intersection improvements to College Avenue, Coldwell Avenue, Roseburg Avenue, Orangeburg Avenue, and Granger Avenue</td>
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<td>Trail improvements from Needham Street to Roseburg Avenue, intersection improvements to Stoddard, Morris, and Griswold</td>
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### Phase V
**Trail improvements from Granger Avenue to Bowen Avenue, intersection improvements to Brigsmore and Bowen**

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<td><strong>Total</strong></td>
<td><strong>$5,723,630</strong></td>
</tr>
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</table>

### Phase VI
**Trail improvements from Bowen Avenue to Woodrow Avenue, intersection improvements to Leveland, Rumble, and Woodrow**

<table>
<thead>
<tr>
<th>Specific Action</th>
<th>Projected Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Start up</td>
<td>$35,026</td>
</tr>
<tr>
<td>Construction</td>
<td>$1,273,680</td>
</tr>
<tr>
<td>Contingency</td>
<td>$254,736</td>
</tr>
<tr>
<td>Professional Services</td>
<td>$343,640</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,907,080</strong></td>
</tr>
</tbody>
</table>

### Phase VII
**Trail improvements from Woodrow Avenue to Pelandale Avenue, intersection improvements to Standiford, Union, and Pelandale**

<table>
<thead>
<tr>
<th>Specific Action</th>
<th>Projected Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Start up</td>
<td>$35,026</td>
</tr>
<tr>
<td>Construction</td>
<td>$1,273,680</td>
</tr>
<tr>
<td>Contingency</td>
<td>$254,736</td>
</tr>
<tr>
<td>Professional Services</td>
<td>$343,640</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,907,080</strong></td>
</tr>
</tbody>
</table>

### Phase VIII
**Trail improvements from Pelandale Avenue to Bangs Avenue**

<table>
<thead>
<tr>
<th>Specific Action</th>
<th>Projected Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Start up</td>
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<td>Construction</td>
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<td>Contingency</td>
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<td>Professional Services</td>
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<td><strong>Total</strong></td>
<td><strong>$319,200</strong></td>
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</tbody>
</table>

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Figure 7-2 (cont).
**Corridor Financing by Phase**
As noted earlier, federal, State or private funding sources for O&M costs are scarce and the potential funds identified do not adequately cover projected costs. Consequently, the City may choose to implement one or more strategies outlined above under “Operating & Maintenance Funding Sources,” including the potential use of General Fund revenue. Additionally, the City may choose to pursue a dedicated sales tax increase, which would require two-thirds approval by the voters. If approved, this source could provide an on-going revenue stream.

7.4 Plan Adoption and Amendment

The policies and criteria established in this Specific Plan are designed to allow for flexibility in their application. If conditions or desired designs change in the future, it may become necessary to amend the Specific Plan to reflect modifications in project design, infrastructure requirement, or other components. Amendments shall be classified as either major or minor amendments. Minor amendments shall be those changes that do not significantly affect the overall design and implementation of the concept set forth in this Specific Plan. All other amendments shall be considered major. Determination of whether a proposed amendment is major or minor shall be made at the discretion of the Community and Economic Development Director. Changes to application for and seeking of funding mechanisms beyond those called for in the Financing Plan shall be considered minor amendments unless otherwise determined by the Director.

Minor amendments shall be administrative in nature, and will not require a public hearing. Specific application requirements for a minor amendment may be set by the Community and Economic Development Director, as necessary to judge the appropriateness of the proposed change. Major amendments to the Plan shall follow the following format.

- All amendments to this plan will include textual, graphic, or other materials suitable to replace or augment the sections being modified in the amendment.

- All amendments will be analyzed to ensure that the Specific Plan remains consistent with the Urban Area General Plan, as well as other adopted Specific Plans within Modesto.

- Amendments to the Plan will be subject to environmental analysis. This will include an analysis of consistency with the CEQA document prepared for this Plan, in addition to other potential environmental impacts associated with the amendment.

- City staff will prepare and submit a staff report to the Planning Commission and City Council summarizing the proposed changes to the Plan. This staff report should include statements regarding General Plan consistency and need for additional environmental documentation, if necessary.

- Consistent with the provisions of Government Code Section 65453, both the City Council and the Planning Commission will hold public hearings on any proposed amendment to this Specific Plan.
8.0 **LIST OF PREPARERS**

**Specific Plan:**

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Paul Levinson  Graphics Technician
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APPENDIX A
GOALS AND OBJECTIVES

I. Purpose

The contents of this document are meant to provide a framework for the development of the Virginia Avenue Corridor Master Plan. Elements from existing City documents, including the Tuolumne River Regional Park Master Plan and the City of Modesto Non-Motorized Transportation Master Plan, have been incorporated to maintain continuity with established guidelines. By establishing goals, objectives, and policies early in the design process provides the City, designers, and the community a means to continually evaluate the success of the plan and alternatives. That’s not to say that this is a static document. This document is meant to be continually updated and refined as the design process moves forward as feedback is received and the design is refined. For a description of implementation and administration of the Specific Plan, including amendment procedures, please refer to Section 7.0.

II. Overall Goals

1. Provide a park that is a source of pride for the citizens of Stanislaus County and reflects and accommodates the County’s diverse peoples and cultures. (TRRPMP)

2. Maximize the amount of state and federal funding for non-motorized improvements.

3. Make the bicycle an integral part of daily life in the City of Modesto, particularly for trips of less than five miles, by implementing and maintaining a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer.

4. Build upon and connect to existing and planned trails wherever possible.

III. Overall Objectives

1. Identify current regional, state, and federal funding programs, along with specific funding requirements and deadlines.

2. Develop a prioritized list of improvements along with detailed cost estimates, and identify appropriate funding sources for each proposal.

3. Include non-motorized improvements in the Capital Improvement Plans for the City.
IV. Design Process and Coordination

A. Goals

1. Consider the natural forces influencing the site, including potential flooding, prevailing winds, sun orientation, and topography. (TRRPMP)
2. Incorporate energy conservation measures and alternative energy production techniques into structures wherever possible. (TRRPMP)
3. Establish and maintain cooperative and coordinated relationships with public agencies, applicable public interest groups, and local, neighborhood, and community groups.
4. The corridor should incorporate a consistent design between trail segments and on-street segments, but allow enough flexibility to adapt to changing community needs and to promote creative adaptations to achieve superior outcomes.
5. The trail should be of the highest quality design, yet be cost-effective, functional, and easily maintained.
6. Trail design should be based on the character of the corridor and surrounding lands, the intended and varying needs of the user(s) and the expected volume of use by both residents and visitors.
7. Supporting system facilities should complement the surrounding landscape.

V. Public Outreach

A. Goals

1. Maintain a high level of community involvement and community ownership.
2. Involve the community in the planning and implementation of the trail by encouraging public participation through local coordination with Parks, Recreation and Neighborhoods Department, Special District and other City staff.
3. Community and responsible agency support is critical to successfully implement the planned trail. Open and consistent involvement and education in the final planning and implementation should be encouraged and regularly provided.
4. Establish a comprehensive program of community education and feedback related to non-motorized ways of getting about. (MNMTMP)

B. Objectives

1. Create a position that will coordinate trail issues between citizens, agency staff, and potential funding sources.
2. Create a trail coordinator who is responsible for (a) providing support to the public, (b) acting as a liaison to the City, (c) acting as a liaison to local bicyclists, the media, and the community in general, (d) reviewing and/or complete funding applications, and (e) providing inter-departmental coordination.
3. Encourage public involvement in the planning process by utilizing workshops, surveys and other means.
4. Build coalitions with businesses the bicycle system serves as well as local clubs and...
organizations.
5. A public education program encouraging public involvement and promoting the benefits and opportunities of the planned trail should be developed to encourage use and support of the system.
6. Public support for the planned trail should be promoted through visible and expedient implementation of the Plan, including the phase construction of trail segments to facilitate incremental completion of the facility.
7. User feedback should regularly be sought to monitor the success of the system and to identify areas for improvement.
8. The City and responsible agencies should seek opportunities to present and promote the goals of the Corridor Plan to all interested agencies and community groups.

VI. Land Use

A. Goals
1. Design areas within the corridor to accommodate multiple purposes and changes in recreational preferences over time, wherever possible. (TRRPMP)
2. Expand the corridor and its trail system as land becomes available. (TRRPMP)
3. Develop priorities for the acquisition of new park land and trail easements. (TRRPMP)
4. Provide a continuous trail linkage throughout the corridor that includes a range of experiences. (TRRPMP)
5. Incorporate adjacent land into the design character.
6. Acknowledge the interface with adjacent residential properties and be sensitive to their concerns.
7. Provide linkages to existing and proposed trail systems within the City.
8. Minimize impacts to adjacent property owners by appropriate design and operation of the facility. This may include fencing, landscaping, and other appropriate improvements.
9. The trail should be planned and designed to minimize land use and user conflicts to provide a safe and enjoyable experience for the user.
10. Minimize the use of the corridor for private access including garages and trash collections.
11. Continue to establish policies encouraging new development patterns that support non-motorized transportation, such as the village concept. (MNMTMP)
12. The trail and associated facilities should have minimal impact on adjacent private and public lands and preserve the right of privacy for these lands.

B. Objectives
1. Link the three major trails that terminate in the business district.
2. The north end has many opportunities for trails connections to future/planned trails.
VII. Vehicular Circulation and Parking

A. Goals

1. Provide vehicular and pedestrian connections to the park that are direct and user-friendly.
2. Identify potential access points to the park from the City of Ceres.
3. Provide connections to downtown Modesto.
4. Provide adequate parking for corridor activities.
5. Restrict use of corridor for access to private lots and trash collection.
6. Maximize multi-modal connections to the trail.
7. Minimize circulation conflicts between vehicles and pedestrians.

B. Objectives

1. Create identifiable park entrances.

VIII. Bicycle and Pedestrian Circulation

A. Goals

1. Provide adequate circulation, free of modal conflicts, throughout the corridor in order to accommodate pedestrians, bicyclists, and vehicles. (TRRPMP)
2. Provide opportunities for corridor access via public transportation. (TRRPMP)
3. Provide vehicular and pedestrian connections to the corridor that are direct and user-friendly. (TRRPMP)
4. Provide connections to downtown Modesto.
5. Develop corridor circulation standards that promote access to commercial areas and primary recreational destinations as bicycle and walking friendly destinations.
6. Encourage walking as a daily form of transportation in the Virginia Avenue Corridor by completing a pedestrian network that services short trips and transit, improving the quality of the pedestrian environment, and increasing pedestrian safety and convenience.
7. Support the use of bicycles and the development of a comprehensive regional and city-wide bikeway system as a viable alternative to the automobile.

B. Objectives

1. Provide safe pedestrian access at all intersections.
2. Ensure that the city-wide system (including bike racks and lockers) is integrated into existing transit stops/stations and services in the City of Modesto.
3. Work with local transit operators to install bike lockers and racks where possible, and to install/maintain bike racks on buses.
4. Permit bike rental opportunities near the proposed trail.
5. Provide bicycle and pedestrian access to and through commercial centers within the Virginia Avenue Corridor.
6. Utilize traffic calming devices to enhance the safety, accessibility and internal movement for bicyclists and pedestrians.

7. Recognize the significance of business and community organizations, such as the Chamber of Commerce, to help encourage bicycle and pedestrian centered development and promote amenities for visitors.

8. Complete a network of walkways that serves pedestrian needs, especially for short trips to employment centers, schools, commercial districts, transit stations, and institutions.

9. Complete missing connections to make direct routes for walking.

10. Identify and mitigate impediments and obstacles to walking to school.

11. Implement sidewalks as part of all transportation improvements, including road construction, reconstruction, traffic calming, and intersection improvements, where feasible.

12. Require direct on-site pedestrian connections between new development and transit stops.

13. Work with transit authorities to ensure that pedestrian concerns are addressed in the design of transit stops.

14. Consider traffic calming as a tool to increase pedestrian safety and access.

15. Work to install ADA-compliant curb ramps at crosswalks throughout.

16. Improve pedestrian crossings in areas of high pedestrian use where safety is an issue.

17. Experiment with and evaluate a variety of materials for pedestrian walkways in sensitive environmental areas, including materials that can reduce cost and pervious surface compared to conventional materials.

18. Develop routes that reinforce connections between neighborhoods as well as connections to town centers.

19. Regularly review pedestrian-motor vehicle crash history and make improvements to crash sites, where appropriate.

VIV. Recreation

A. Goals

1. Create active and passive areas within the corridor. (TRRPMP)

2. Provide universal access to the variety of recreational experiences located within the corridor. (TRRPMP)

3. Design all facilities to ADA standards.

4. Develop adequate support facilities for activities within the corridor, including restrooms, drinking fountains, garbage cans, lighting, signage, and parking.

5. Provide additional recreation opportunities beyond the bike trail within the corridor.

6. Provide identifiable destinations along trail, including parks, schools, play areas, historical sites, etc.

X. Education and Interpretation - Historical

A. Goals

1. Develop public educational programs that tell the historical and cultural story of the corridor.
2. Emphasize the uses of the railroad and its part in the development of the City of Modesto.

B. Objectives

1. Develop interpretive programs.
2. Organize community workdays dedicated to park clean-ups, the planting of new vegetation, resource monitoring, and other enhancement and restoration projects.
3. Develop public information brochures and maps.
4. Develop an identifiable and comprehensive program of park signage and graphics.
5. Preserve and protect historical and archaeological resources within the corridor.

XI. Aesthetics

A. Goals

1. Provide visitors with a clean and attractive environment along the corridor’s entire length.
2. Provide an aesthetically pleasing, functional, and appropriate lighting system.
3. Create a sense of space within the corridor.
4. Provide overall theme character for the entire corridor while allowing for variations to highlight key areas and connections.
5. Coordinate design elements with other trail systems within the City to integrate corridor with entire city-wide system.

B. Objectives

1. Standardize fencing materials and character to provide continuity of appearance.

XII. Safety

A. Goals

1. Assure the safety and security of corridor visitors, and also provide users with a feeling of security.
2. The trail should be designed to be safe given the expected type and volume of users.
3. The trail should be designed to minimize conflicts with vehicles and other users, utilizing the standards contained within the Caltrans Highway Design Manual, Chapter 1000, Bikeway Planning and Design.
4. Maximize safety along the corridor by organizing and managing pedestrian and bicycling activity, and maximizing separation between the trail users and vehicular traffic. This can be accomplished by appropriate design and operation of the facility.
B. Objectives

1. Provide adequate lighting.
2. The trail corridor and design details should be reviewed by responsible emergency service providers to ensure adequate emergency access to the trail.
3. A post planning emergency response plan should be developed by the City of Modesto and responsible emergency service providers and should be implemented prior to development of the trail.
4. A user education program should be developed and promoted throughout the system to encourage proper trail use and etiquette.
5. Design grade crossings to maximize trail user safety and minimize rail conflicts. Utilize existing roadway crossings as much as possible. Construct new grade-separated crossings where needed.
6. Incorporate bicycle safety devices at all intersections feasible.
7. Install pavement marking at signals with detector loops to instruct cyclists where to stop to activate detection.
8. Tune signals with detector loops to detect bicyclists.
9. Consider installation of separate bicycle signals in some locations, as well as other innovative signal techniques.

XIII. Planting

A. Goals

1. Carefully consider planting palette for ease of maintenance, sustainability, shade and safety.

XIV. Storm Drainage and Hydrology

A. Goals

1. Promote a flood management program that provides protection from flooding of adjacent properties.

B. Objectives

1. Corridor may be used to resolve drainage problems in area.

XV. Maintenance

A. Goals
1. Maintain appropriate staff levels and equipment for adequate maintenance. (TRRPMP)
2. Use of ecologically compatible construction materials and adoption of ecologically appropriate maintenance practices. (TRRPMP)
3. Whatever level of development is decided upon, ensure that there are maintenance dollars available.
4. Provide maintenance costs in all estimates throughout project.
5. Explore creation of landscape maintenance assessment district.
6. Hetch-Hetchy corridor provides a good example of low maintenance for which Virginia Corridor should strive.
7. Maintain and improve the quality, operation, and integrity of the Virginia Avenue Corridor trail facilities.
8. Quality and consistent long and short-term maintenance of the trail and bikeway system is paramount for the success of the facility.
9. Establish a regular maintenance and hazard removal program to ensure safe and well-maintained non-motorized transportation facilities. (MNMTMP)

B. Objectives

1. Keep reasonable level of maintenance.
2. Maintain minimum 8 foot wide path for maintenance vehicles.
3. Undertake routine maintenance of trail network facilities, particularly sweeping bicycle lanes and sidewalks.
4. Establish program to respond to requests for maintenance needs on bikeway and walkway network.
5. Pick up gravel from paved trail surfaces as soon as possible.
6. Ensure that road, tunnel, and bridge repair and construction do not disrupt the cycling and walking environment.
7. Provide better signage during construction to indicate work in progress, road or path conditions, and, if necessary, alternate route information.
8. A public maintenance entity should be identified and established prior to development of the trail.
9. The necessary maintenance and management needs and responsibilities, the future maintenance needs, the likely management issues, and the availability of current and future management resources should be identified prior to the development of the trail.
10. Regular system maintenance and frequent inspections should be ensured to prevent incremental degradation, ensure continued safety, and promote the maximum life of individual segments of the trail.
11. Volunteers should be encouraged and volunteer programs established to help with the long-term maintenance of the system.

XVI. Funding

A. Goals

1. Specific Plan creation will help with obtaining funding.
2. Seek regular, dedicated local funding for developing the Modesto Non-Motorized Transportation
Master Plan, and establish a program to seek regular State and other public development and maintenance funding as available. (MNMTMP)
APPENDIX B
BENCH AND TRASH RECEPTACLE SPECIFICATIONS

Bench 119
- CAST IRON SUPPORTS
- ALL-WELDED SEAT ASSEMBLY

Materials
End Frame: Cast iron
Seating Surface: 1/4" x 1-1/2" steel bar and 2 3/8" O.D. steel pipe
Bracing: 1-1/16" O.D. steel pipe
Fasteners: Stainless steel
Finish: See page 4 for choice of polyester powder finish (shown in Green).

119-60 6' long, 280 lbs. $933
119-80 8' long, 327 lbs. $1052

Source: Ross Recreational Equipment Company, Inc.
Receptacle 84

- MATCHES ASH URN 80
- AVAILABLE IN 22- & 32-GALLON CAPACITY

Materials
Top Edge: 5/8"-diameter steel bar
Vertical Straps: 1/4" x 1-1/2" steel bar
Reveal Strip: 1/4" x 3" steel bar
Cover: Spun 14-gauge steel with vinyl-coated cable
Liner: 22- or 32-gallon plastic
Finish: See page 4 for choice of polyester powder finish (shown in Black and Hunter Green).

84-22 22-gallon All-Steel Receptacle, 150 lbs. $562
84-32 32-gallon All-Steel Receptacle, 175 lbs. $631
APPENDIX C
LIGHTING SPECIFICATIONS

Diffuser Type: Clear
Diffuser Material: Polycarbonate
U.V. stabilized.

Optical System: External prismatic refractor IES Type V or III.

Diffuser Holder Material: Cast Aluminum.
Diffuser is attached with TWIST-LOCK system.

Ballast: HPS high power factor mounted on removable plate. A quick disconnect wiring system allows for fast easy ballast maintenance.

Wattage - 100W
Voltage - 120V
Socket - Medium (4KV).

Photocontrol: None
Pole: 4"OD x .226 wall 6061 T6 aluminum extrusion tube welded over and in a 8.5" dia aluminum tube.

Base Cover: Two-piece cast aluminum attached to pole with four stainless steel bolts.

Arm: Extruded aluminum
3mm (.125") thick.

Arm Configuration: 1A

Anchor Bolts: 4 galvanized 19mm (3/4") x 610mm (24") long. A steel bolt circle template is supplied by HCl.

Finish: Electrostatically applied, thermoset polyester powder-coat finish with XL4 four part corrosion inhibiting process.

Color: RAL 9011 (Black)

APPENDIX D

FENCING DESIGN

SPLIT RAIL FENCE

ART DECO BRIDGE RAILING

THEMATIC FENCING