



City of Arts & Innovation

# City Council Memorandum

**TO: HONORABLE MAYOR AND CITY COUNCIL**      **DATE: OCTOBER 25, 2016**

**FROM: COMMUNITY & ECONOMIC DEVELOPMENT**      **WARDS: ALL**  
**DEPARTMENT**

**SUBJECT: REVIEW OF GOOD NEIGHBOR GUIDELINES AND ZONING CODE**  
**DEVELOPMENT STANDARDS FOR INDUSTRIAL DEVELOPMENT ADJACENT**  
**TO RESIDENTIAL ZONES**

## **ISSUE:**

Consider a review of the City's *Good Neighbor Guidelines for Siting New and/or Modified Warehouse Distribution Facilities* and Zoning Code development standards for industrial/warehouse development projects when located adjacent to residential zones.

## **RECOMMENDATIONS:**

That the City Council:

1. Direct staff to prepare changes to the City's existing "Good Neighbor Guidelines", as outlined in this report.
2. Direct staff to prepare an amendment to the Zoning Code to incorporate applicable requirements currently contained in the Good Neighbor Guidelines into the Zoning Code; and
3. Direct staff to prepare an amendment to the Zoning Code and any applicable Specific Plans reflecting the recommendations found in this staff report regarding development standards for industrial zones, including any minor variations that may be warranted based on further analysis and input received from the community.

## **COMMITTEE RECOMMENDATION:**

At the May 19, 2015 City Council meeting Councilmember Melendrez requested a staff presentation to the Utility Services/Land Use/Energy Development Committee (LUC) on existing City policies and standards regarding industrial/warehouse development in relation to adjacent residential zones.

On March 10, 2016, the Utility Services/Land Use/Energy Development Committee (LUC) received a staff presentation on the City's policies and Zoning Code standards for industrial buildings, and directed staff to: (1) review the City's *"Good Neighbor Guidelines for Siting New and/or Modified Warehouse Distribution Facilities"*, and determine if changes are warranted; (2) analyze the City's existing development standards for industrial projects adjacent to residential zones; and (3) present staff's findings directly to the City Council, rather than returning to the Committee. The LUC direction was approved unanimously by the members present, including Councilmembers Mac Arthur, Gardner and Melendrez, who had substituted for Councilman Soubirous.

## **BACKGROUND:**

### **WRCOG Good Neighbor Guidelines for Warehouse Facilities**

In 2003, in response to air quality concerns associated with the proliferation of logistic warehousing, the Riverside County Board of Supervisors, in partnership with the Western Riverside Council of Governments (WRCOG), formed the Regional Air Quality Task Force (RAQTF). The RAQTF was comprised of representatives from a variety of industries, and was envisioned as a group who would recommend air quality mitigation measures for the WRCOG region. The RAQTF's work was underscored by the South Coast Air Quality Management District's second Multiple Air Toxics Emissions Study (MATES II), which in 1998 found that:

- Diesel exhaust is responsible for about 70 percent of the total cancer risk from air pollution;
- Emissions from mobile sources – including cars and trucks as well as ships, trains and planes – account for about 90 percent of the cancer risk. Emissions from businesses and industry are responsible for the remaining 10 percent; and
- The highest cancer risk occurs in South Los Angeles County – including the port area – and along major freeways.

The RAQTF's efforts resulted in the *"Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities"* (aka, "Good Neighbor Guidelines"), which was finalized by WRCOG in September 2005.

WRCOG is currently considering an update to their 2005 GNG. A draft of the revised guidelines was recently made available for City review, however it has not been vetted by WRCOG member agencies and an analysis is not included as part of this report.

### **City of Riverside Good Neighbor Guidelines for Warehouse Facilities**

In October 2008 the City of Riverside City Council adopted its own *"Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities"* (Reso No. 21734). Using the WRCOG's Guidelines as a template, the City's Good Neighbor Guidelines (GNG) were created to better address the City's established land use patterns, and adopted regulations and policies. The Good Neighbor Guidelines are intended to provide an understanding of the impacts of diesel particulate matter (PM) from on-road trucks associated with warehouses and distribution centers. As "guidelines" they only provide a framework for discretionary decisions; they are not mandated requirements. Additionally, they only related to diesel emissions, and do not address other "neighborly" issues, such as noise, hours of operation, light/glare, building massing, privacy or aesthetics/architecture.

## South Coast Air Quality Management District

The South Coast Air Quality Management District (SCAQMD) is the regulatory authority for air quality within the Los Angeles basin, which includes the County of Riverside. While the City's Planning Division has a working knowledge of air quality issues, staff defers to SCAQMD's expertise and authority to establish air quality thresholds.

The SCAQMD continually evaluates air quality and revises their regulations based on monitoring, scientific advancements, and new Federal and State mandates. AQMD's efforts to update regulations is best reflected in their Multiple Air Toxics Exposure Studies (MATES), which are conducted every five to ten years. The most recent MATES analysis was conducted in 2012-2013 (MATES IV).

The City consulted with SCAQMD staff to obtain feedback on Good Neighbor Guideline related issues, and input on whether the existing Guidelines need to be updated. SCAQMD staff indicated that the assessment criteria and recommendation in the GNG remain good "best practices" from an air quality perspective, including WRCOG existing suggested 300 meter (1,000 foot) buffer between residential and industrial properties, and the City's requirement to conduct a health risk assessment when a project is proposed within 1,000 feet of residentially zoned properties. SCAQMD staff clarified, however, that their primary objective is to ensuring that the region meets the mandated air quality targets of the State and Federal governments; therefore SCAQMD's focus is on regional impacts, not the specific relationship between warehouse projects and adjacent properties. To address air quality impacts from large warehouse projects, SCAQMD typically recommends that a jurisdiction's environmental impact reports (EIR) include the following conditions:

1. Require the use of 2010 and newer diesel haul trucks (e.g., material delivery trucks and soil import/export) and if the lead agency determines that 2010 model year or newer diesel trucks cannot be obtained, the lead agency shall require the use of trucks that meet EPA 2007 model year Knox emissions requirements.
2. Provide minimum buffer zone of 300 meters (approximately 1,000 feet) between truck traffic and sensitive receptors based on California Air Resources Board (CARB) guidance.
3. Limit the daily number of trucks allowed at each facility to levels analyzed in the Final EIR for the specific project.
4. Design the site such that any check-in point for trucks is well inside the facility to ensure that there are no trucks queuing outside of the facility.
5. Truck routes clearly marked with trailblazer signs, so that trucks will not enter residential areas.
6. If significant regional emissions are generated by a project, the lead agency should require mitigation that accelerates the phase-in for non-diesel powered trucks.

## **DISCUSSION:**

The Land Use Committee directed staff to review two separate but related items. The first is the evaluation of the City's Good Neighbor Guidelines to determine their effectiveness and, if merited, recommend revisions. The second is to evaluate development standards for industrial projects adjacent to residentially zoned properties. The following is an analysis these items:

**Comparison of Good Neighbor Guidelines:**

The WRCOG GNG includes the following seven goals, which are supported by action policies:

1. Minimize exposure of diesel emissions to neighbors that are in close proximity to warehouse/industrial center.
2. Eliminate diesel trucks from unnecessarily traversing through residential neighborhoods.
3. Eliminate trucks from using residential areas and repairing vehicles on the streets.
4. Restrict diesel truck idling on-site.
5. Establish a diesel minimization plan by encouraging cleaner fleet vehicles.
6. Educate truck drivers of the health effects of diesel emissions.
7. Establish a public outreach program and conduct periodic community meetings to address neighbor issues.

Staff surveyed 18 cities within the WRCOG region, seven neighboring San Bernardino cities, as well as the counties of Riverside and San Bernardino. Staff found that three jurisdictions actively apply Good Neighbor Guidelines to industrial projects. These include the City of Moreno Valley, March Joint Powers Authority (MJPA) and the City of Riverside. Moreno Valley, like the City of Riverside, has adopted its own GNG; whereas MJPA utilizes the WRCOG GNG. Attachment 1 provides a detailed comparison of the goals and action policies of the three GNGs.

The three jurisdictions have also adopted different thresholds for the size of development that is subject to these guidelines. These thresholds, as shown in Table A below, significantly affect the type and number of projects that are subject to the Good Neighbor Guidelines:

<b>Table A – Good Neighbor Guidelines: Thresholds</b>	
<b>Jurisdiction</b>	<b>Projects Subject to GNG Policies</b>
WRCOG/MJPA	Any industrial building with more than three bays or generating more than 150 diesel trips per day
City of Riverside	400,000 sf industrial warehouse
City of Moreno Valley	650,000 sf industrial warehouse

As noted in Table A, the City of Riverside and City of Moreno Valley only include four of the seven WRCOG GNG goals in their adopted guidelines. They do not include Goals 5, 6, and 7: “encouraging clean fleet vehicles”; “educating truck drivers to health effects of diesel emissions”; and, “establish public outreach to address neighborhood issues”, respectively.

The WRCOG GNG recommends a 300 meter (1,000 foot) buffer zone between warehouse/distribution facilities and sensitive receptors, such as housing, schools, day cares, hospitals, etc. The WRCOG guidelines states that the buffer area could be used as office uses, employee parking and/or greenbelts. The 1,000 foot guideline may be a “best practice” for greenfield development in undeveloped areas of the County. However, it is challenging to implement in Riverside where existing land use patterns, and zoning place industrial and residential uses in close proximity, and land values dictate the efficient use of property.

### Good Neighbor Guidelines – Staff Analysis and Recommendation:

Staff does not recommend making significant changes to the City's 2008 "Good Neighbor Guidelines" at this time. Staff's recommendation is based on the following findings:

1. The current requirement for the preparation of a Health Risk Assessment already provides an analysis and disclosure of potential health impacts on residential areas and includes recommended mitigation measures, where feasible.
2. There would be significant practical challenges associated with implementing WRCOG Good Neighbor Guidelines in Riverside due to existing land use patterns and established zoning designations.
3. There are a limited number of industrial properties in the City that are adjacent to residential zones that could accommodate large warehouses due to the primarily built-out nature of the City.
4. SCAQMD staff verified that the more recent MATES IV research concluded similar results for cancer risk from diesel emissions as the MATES III research, which was the basis of the City's 2008 Good Neighbor Guidelines.
5. SCAQMD staff, it was indicated that the continued use of the City's GNG is recommended to address localized mitigation measures, and that the City's approach of requiring a Health Risk Assessment for properties within 1,000 feet of residential zones is a reasonable approach for determining air quality impacts and mitigations.

While significant revisions to the City's GNG are not recommended by staff, there is merit in considering minor changes that would (1) better define emission expectations when preparing a required Health Risk Assessment, (2) require Health Risk Assessments for smaller development projects (i.e., make the threshold lower than the current 400,000 sf); and (3) ensure that the most recent SCAQMD recommended mitigation measures are incorporated, such as SCAQMD's recent efforts to reduce Nitric Oxides (NOx).

Most importantly, staff recommends that parts of the GNG be codified as development standards, rather than having them in a stand-alone policy document. As an example, the Municipal Code could be amended to require the Health Risk Assessment for industrial projects near residential zones, rather than rely on the Guidelines, which are not adopted law. This approach would be consistent with how the City of Moreno Valley has implemented their Good Neighbor Guidelines.

### Zoning Code Development Standards – Analysis and Recommendation:

An extensive survey of surrounding jurisdictions was conducted to identify best practices relating to development standards for industrial building adjacent to residential uses. Staff found that the development standards jurisdictions use to ensure compatibility between industrial and residential zones most fall into four main categories: 1) minimum building setbacks; 2) maximum building heights; 3) minimum landscape setbacks and planting requirements; and, 4) perimeter block wall/fencing requirements. The comparative survey of surrounding jurisdictions is provided in Attachment 2 and summarized below.

#### Minimum Building Setbacks:

The Riverside Zoning Code currently requires a minimum building setback of 50 feet for industrial buildings adjacent to residential zones. In comparing setback requirements of other jurisdictions, staff found that Riverside's 50 feet minimum setback is equal to or more



restrictive than most other communities surveyed. The only jurisdiction that is more restrictive is the City of Moreno Valley, which requires projects in their Light Industrial zone that have a building area over 50,000 square feet to set back buildings, truck court or loading areas a distance determined by an air quality and noise impact analysis, but not less than 250 feet. However, properties in Moreno Valley's Business Park District or Industrial zones, and Light Industrial zone projects less than 50,000 square feet, are only subject to a 20 feet setback.

**Recommendation:** Maintain the existing minimum 50 feet building setback requirement. Require greater setbacks for taller buildings.

#### Maximum Building Height:

The Zoning Code currently allows a maximum building height of 45 feet for industrial buildings adjacent to residential zones. Building height is often identified as a compatibility issue when industrial buildings are located near residential zones because of the visual massing associated with large industrial buildings. Industrial buildings are typically tilt-up-concrete structures with high ceilings to accommodate manufacturing equipment and/or high-pile storage. Most jurisdictions that address height compatibility do so by requiring taller industrial buildings to be set back farther from the adjacent residential property. Often this is done with a "graduated setback", where the maximum allowable height of the industrial building increases the farther it is from the property line. The Zoning Code currently has a graduated setback requirement for commercial development over two stories; however, it does not have a graduated height requirement for industrial zones. The cities of Moreno Valley, Corona, Eastvale and Wildomar have a graduated setback for industrial projects adjacent to residential property.

**Recommendation:** (1) Reduce the existing maximum permitted height from 45 feet to 35 feet for buildings set back between 50 and 70 feet from a residential property line; (2) After 70 feet base the maximum height on a ratio of one foot in height for every two feet of distance from the property line, but not to exceed a height of 50 feet; and (3) allow for taller buildings with the approval of a conditional use permit.

#### Minimum Landscape Setbacks and Planting Requirements:

The Zoning Code currently requires a minimum landscape setback of 5 feet adjacent to parking lots and/or outdoor storage. The Zoning Code does specify a minimum number or type of trees to be planted. This is in contrast to other cities that require landscape setbacks of 10 to 30 feet. Additionally, some jurisdictions, such as MJPA, Rancho Cucamonga, Fontana, and Lake Elsinore, require that the landscaping meet specific requirements related to initial tree size, tree type, and tree spacing.

A landscape buffer can be an effective means of minimizing potential privacy concerns, visual and odor impacts, diesel emissions, and to a lesser extent, noise impacts.

**Recommendation:** Require a minimum landscape setback of at least 15 feet when abutting a residential zoned property or sensitive uses. Require prescriptive standards, such as non-deciduous trees spaced a maximum of 30 feet apart to ensure a continuous horizontal screening at maturity of at least 20 feet in height.

### Perimeter Block Wall/Fencing Requirements:

The Zoning Code currently requires a six foot high block wall be constructed along the perimeter property line separating industrial from residential uses. Many urban communities in Southern California require industrial projects to construct a decorative masonry block wall at a property line when adjacent to a residential zone. In most cases the requirement is for a minimum wall height of six feet, although some communities require an eight foot wall. Additionally, most jurisdictions require a block wall for the purpose of screening outdoor storage in industrial zones.

A block wall is a highly effective way to reduce potential impacts including privacy, visual, odor, emissions and noise. An eight foot high wall is significantly more effective than a six foot high wall.

*Recommendation:* Require an eight foot high decorative masonry wall along perimeter property lines abutting residential properties and other sensitive uses.

### Summary of Recommendations:

Overall, staff found that the City's Good Neighbor Guidelines provide practical guidance for the City in determining the appropriateness and compatibility of industrial buildings in relation to residential land uses given the existing land use patterns and constraints in Riverside. However, adjustments to the Guidelines, including adoption of the standards prescribed in the GNG, into the Zoning Code, are warranted to ensure clarity and consistency in the interpretation and implementation of those standards. Staff also determined that changes to the City's Zoning Code development standards should be considered by Council to ensure compatibility between industrial and residential land uses.

Therefore, staff recommends that the City Council direct staff to proceed with:


1. An amendment to the City's Good Neighbor Guidelines to (a) better define emission expectations as part of the required Health Risk Assessment, (b) consider requiring Health Risk Assessments for smaller development projects (i.e., make the threshold lower than the current 400,000 s.f.); and, (c) ensure that the most recent SCAQMD recommended mitigation measures are incorporated, such as SCAQMD's recent efforts to reduce Nitric Oxides (NOx).
2. An amendment to the Zoning Code to: 1) incorporate applicable requirements currently contained in the Good Neighbor Guidelines, such as the requirement to prepare a Health Risk Assessment, into the Zoning Code; and 2)
3. An amendment to the Zoning Code and any Specific Plans that include industrial-zoned properties adjacent to residential zones, reflecting the recommendations found in this staff report regarding development standards for industrial uses, and including any minor variations that may be warranted based on further analysis and input received from the community.

### **FISCAL IMPACT:**

There is no fiscal impact associated with this report.

Prepared by: Rafael Guzman, Community & Economic Development Director  
Certified as to  
availability of funds: Scott G. Miller PhD, Chief Financial Officer/City Treasurer  
Approved by: Al Zelinka, FAICP, Assistant City Manager  
Approved as to form: Gary G. Geuss, City Attorney

Concurs with:



Chris Mac Arthur, Chair  
Utility Services Land Use Energy Development Committee

Attachments:

1. Comparison of Good Neighbor Guidelines (Table B)
2. Survey of Development Standards for Industrial Building Sites Adjacent to Residential Zones (Table C)
3. Illustration Showing Implementation of Development Standards
4. Industrial and Single-Family Zoned Properties Map
5. Land Use Committee Report – March 10, 2016
6. City of Riverside Good Neighbor Guidelines - 2008
7. WRCOG Good Neighbor Guidelines – 2005
8. City of Moreno Valley Codified Good Neighbor Guidelines
9. Presentation



**Table B – Comparison of Good Neighbor Guidelines**

Action Policies	WRCOG GNG	City of Riverside GNG	Moreno Valley GNG
<b>Goal No. 1 - Minimize exposure of diesel emissions to neighbors in close proximity to warehouse/industrial center:</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
a. Establish a 1,000 feet buffer to sensitive receptors.	x		
b. Require a health risk assessment (HRA) when truck traffic areas are within 1,000 feet of sensitive receptors, and apply recommended HRA mitigations.		x	
c. "Design facilities to check in on-site to prohibit queuing outside facility."	x	x	
d. "Design facilities to prevent queuing of trucks near neighbors."		x	
e. "Design facilities to locate drives, docks and internal circulation away from sensitive receptors."	Ref Goal 2	Ref Goal 2	x
f. Enforce on-street parking restrictions for commercial trucks weighing 10,000 lbs.		Ref Goal 3	x
g. Design facility so interior vehicle circulation is located away from sensitive receptors.	x	x	
h. Enforce commercial parking and stopping restrictions for vacant lands, commerce property or public streets.		x	x
<b>Goal No. 2 - Eliminate diesel trucks from unnecessarily traversing through residential neighborhoods:</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
a. Evaluate site design to define primary entrance and exit points.	x	x	Ref Goal 1
b. Require companies to communicate with drivers on appropriate routes.	x	x	x
c. Require facilities to have on-site signage for truck direction guidance.		x	x
d. Consider adopting enforceable truck route.	x		
e. Enforce established truck routes.			x
f. Require warehouse/distribution facilities to submit a project specific truck route for approval.	x	x	x
g. Enforce on-street parking restrictions for commercial trucks weighing 10,000 lbs.	Ref Goal 3	Ref Goal 3	x
h. Provide food options, fueling, truck repair or convenience stores on-site, and required signage/flyers to off-site food, lodging and entertainment.	x	x	

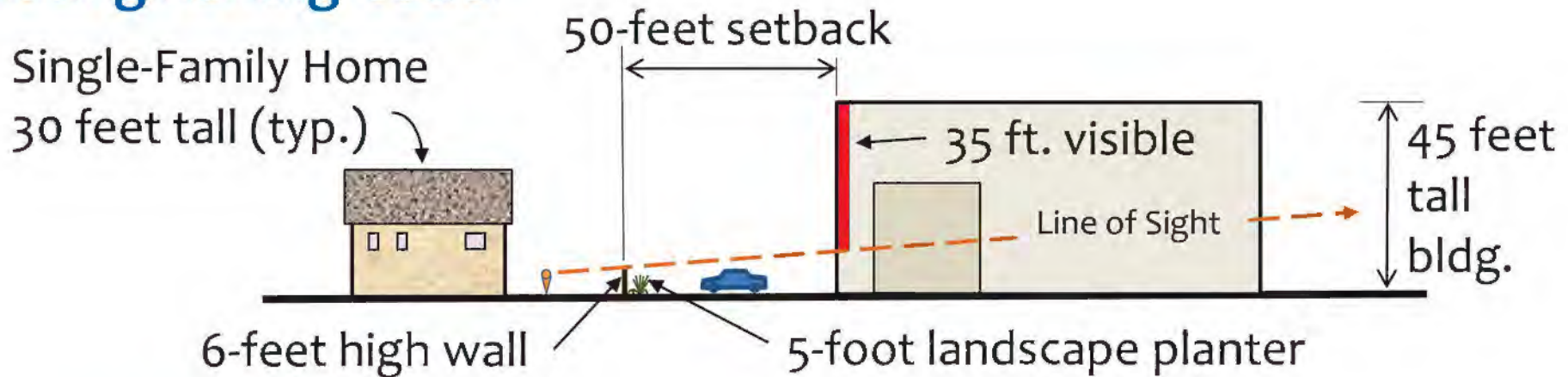
<b>Goal No. 3 - Eliminate trucks from using residential areas and repairing vehicles on the streets:</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
a. Establish on-street parking restrictions for commercial trucks, including permit parking for homeowners in residential areas with trucking businesses.	x		
b. Enforce on-street commercial vehicle parking laws.		x	Ref Goal 1
c. Enforce on-street parking and repair laws.		x	x
d. Require on-site overnight parking for trucks.	x		
e. Allow on-site truck repair areas.	x		x
<b>Goal No. 4 - Restrict diesel truck idling on-site:</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
a. Limit idling on-site to less than five (5) minutes		x	x
b. Limit idling on-site to less than ten (10) minutes	x		
c. Prohibit idling of stationary vehicles			Refrigeration units only
d. <i>Require</i> electric hook-ups and on-site battery charging for trucks	x	Refrigeration units only	Refrigeration units only
e. <i>Promote</i> electric hook-ups and on-site battery charging for trucks		X	x
f. Establish program for driver notification and signage for idling requirements.	x	X	
g. Train warehouse employees on efficient scheduling and load management	x		
h. Turn off engines when trucks are at destination			x
i. Prohibit parking of refrigeration unit vehicles within 500 feet of a school.			x
<b>Goal No. 5 - Establishing a diesel minimization plan by encouraging cleaner fleet vehicles:</b>	<b>Yes</b>	<b>None</b>	<b>None</b>
a. Encourage owners to replace diesel fleet with new model vehicles and/or cleaner technology.	x		
b. Require all facilities to operate the cleanest vehicles available.	x		
c. Provide incentives for centers and corporations which partner with trucking companies that provide the cleanest vehicles available.	x		
d. Encourage installation of on-site clean fuel fueling stations.	x		

<b>Goal No. 6 - Educate truck drivers of the health effects of diesel emissions:</b>	<b>Yes</b>	<b>None</b>	<b>None</b>
a. Provide facility owners/managers with informational flyers and pamphlets for truck drivers about health effects and being a good neighbor.	x		
<b>Goal No. 7 - Establish a public outreach program &amp; conduct periodic community meetings to address neighbor issues:</b>	<b>Yes</b>	<b>None</b>	<b>None</b>
a. Encourage facility owners to conduct periodic community meetings	x		
b. Encourage facility owners to have site visits with neighbors and community members to view measures taken to reduce diesel emissions.			
c. Encourage facility owners to coordinate an outreach program to educate the public and encourage discussion related to a new facility's cumulative impacts.	x		
d. Provide facility owners with necessary resources and encourage the utilization of those resources.	x		
e. Require posting of signs with phone numbers neighbors can call regarding air quality issues.	x		

**Table C – Survey of Development Standards for Industrial Building Sites Adjacent to Residential Zones**

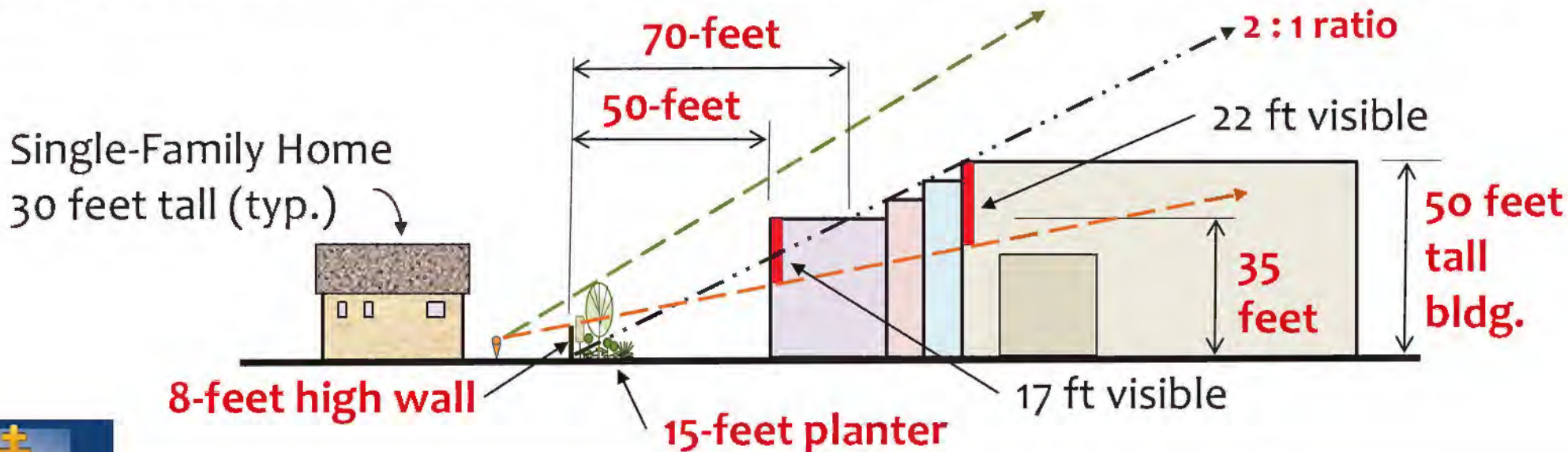
City	Minimum Building Setback	Maximum Building Height	Minimum Landscape Setback	Minimum Block Wall Height at Residential Property Line
<b>Riverside</b>	50 feet.	45 feet	5 feet when parking lot is adjacent to residential.	6 feet solid masonry wall.
<b>Moreno Valley</b>	20 feet, but not less than building height. In Light Ind. zone, 50,000 square foot buildings require setback per air quality & noise impact analysis, but not less than 250 feet.	Equal to setback height.	10 feet	Visual & sound attenuation wall required. Height, placement and design considered on a site-specific basis. Outdoor storage screened by 6 feet solid, impact-resistant wall.
<b>MJPA</b>	20 feet, but not less than building height.	80 feet; equal to setback.	10 feet At maturity, intermittent visual obstruction provided to height of 20 feet, with no opening greater than 5 feet in horizontal distance.	6 feet decorative masonry wall. Height, placement and design considered on a site-specific basis.
<b>Rancho Cucamonga</b>	45 feet	75 feet. Heights over 75 feet by CUP.	10 feet Landscaping to include shrubs and both deciduous and evergreen trees. Trees planted at max. spacing of 30 feet.	6 feet decorative masonry wall required. Outdoor storage material limited to 8 feet height; must be screened with 8 feet max. architecturally integrated masonry wall.
<b>San Jacinto</b>	15 feet in Light Ind. zone. 75 feet in Heavy Ind. zone.	45 or 60 feet, depending on industrial zone.	15 feet	Decorative masonry wall required. Required height not specified. 6 feet max. height allowed, with 2 feet extension by MCUP.
<b>Corona</b>	30 feet	55 feet. In light industrial and Industrial Park zones, 40 feet at setback, with 1 foot height increase for each additional 1 foot setback.	10 feet	Decorative masonry wall required. Required height, location and material determined by Director. 7 feet max. height allowed.
<b>Eastvale</b>	50 feet	40 or 50 feet, depending on industrial zone. Height limited to height of adjacent residential zone for first 100 feet from property line, with 1 foot height increase for each 2 feet beyond 100 feet setback.	20 feet	Fence and wall encouraged, not required. Subject to development review approval. When used, wall required to be 6 feet min. height solid decorative masonry wall, architecturally treated on both sides, and obscured by landscaping.
<b>Fontana</b>	30 feet. Requirement may be increased to protect public health, safety & welfare.	100 feet	Dense vegetation area required. Size not specified. 24 inch box size tree; max. spacing of 30 feet.	8 feet masonry wall.
<b>Rialto</b>	50 feet rear, and 25 feet side, in M-1, M-2, C-M & I-P zones. 100 feet in Planned Industrial Dev (PID) zone.	75 feet & six stories for M-1, M-2 and C-M zones. 35 feet & two and a half stories for I-P zone.	15 feet Planting shall consist of medium to large scale trees, shrubs and groundcover.	8 feet masonry wall.
<b>Lake Elsinore</b>	15 feet and average setback of 20 feet. In M-1, CUP required within 100 feet of residential district. In M-2, CUP required within 300 feet of residential district.	40 or 45 feet, depending on industrial zone. Additional height allowed by CUP.	15 feet One 24-inch-box non-deciduous umbrella-forming tree at 30 feet spacing.	6 feet masonry wall.
<b>Hemet</b>	30 feet	55 to 60 feet, depending on industrial zone.	5 feet	6 feet masonry wall.
<b>Banning</b>	10 feet	50 feet; 2 stories Additional height by CUP.	Landscape setback not required. When landscaping provided, 20% of trees @ 36 inch box, 50% @ 24 inch box; Shrubs @ min 5 gallon; Groundcover @ 100% one year coverage.	No requirement. Outdoor storage screened by 6 feet min. high walls, with 8 feet max.
<b>Wildomar</b>	25 feet for manufacturing zones. 50 feet for industrial zone.	35 or 40 feet at setback, depending on industrial zone May increase one 1 foot for each 2 feet beyond the setback line. Height over 50 feet require special review.	20 feet May be reduced to 10 feet by hearing officer.	6 feet masonry wall. May combine height with landscaped earthen berm.

## Existing Zoning Code:



## Suggested Code:

8-ft wall; 15 ft landscape buffer; 2:1 graduated height; 35-ft & 50-ft max. heights

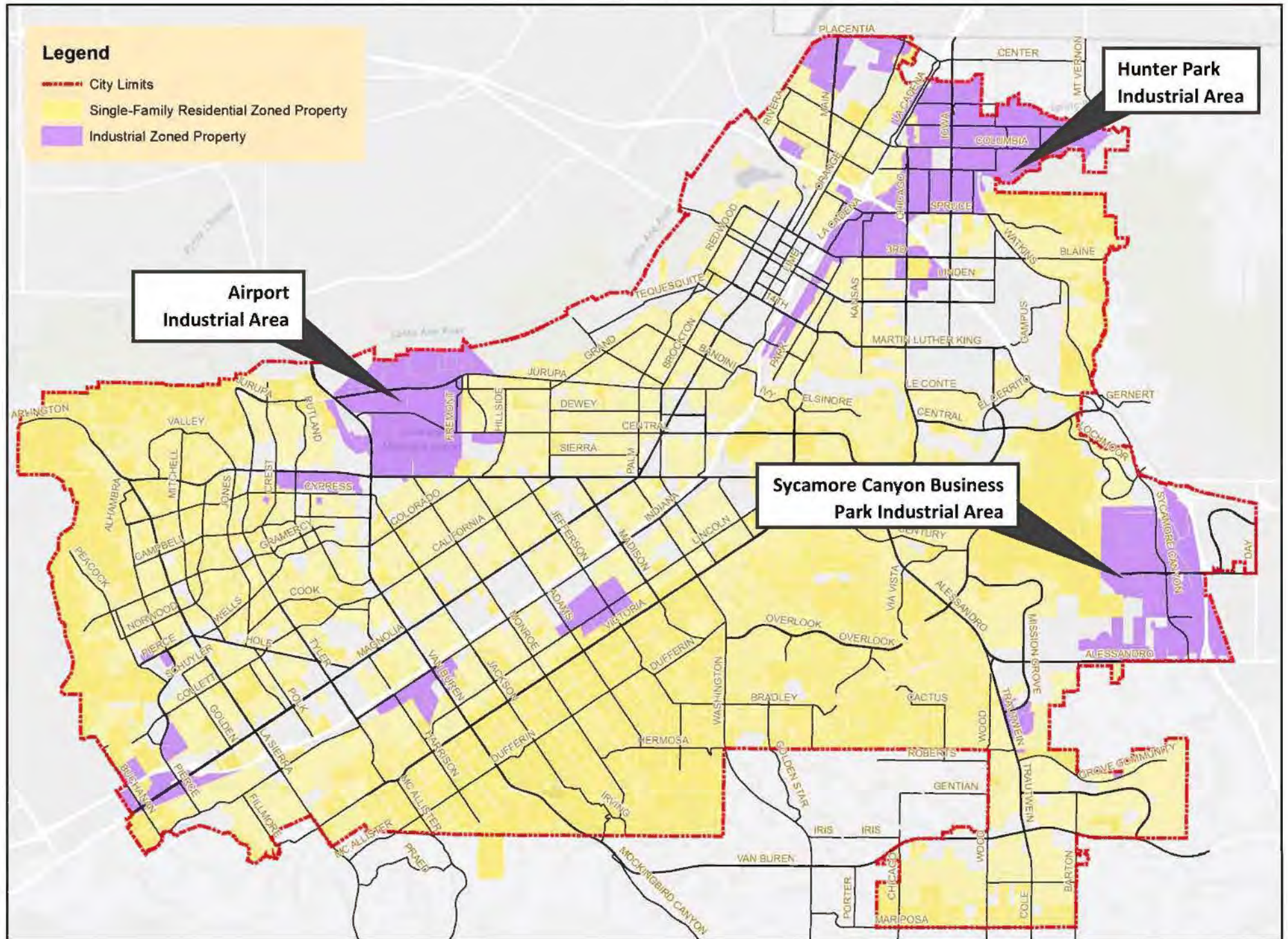


# Suggested Code Changes

ATTACHMENT 3 - Illustrations Showing Implementation of Development Standards

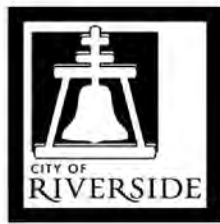


## Industrial and Single-Family Residential Zoned Properties



ATTACHMENT 4 - Industrial and Single-Family Zoned Properties Map





*City of Arts & Innovation*

# Utility Services / Land Use / Energy Development Committee

**TO: UTILITY SERVICES / LAND USE / ENERGY DEVELOPMENT COMMITTEE MEMBERS**      **DATE: MARCH 10, 2016**

**FROM: COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT**      **WARDS: ALL**

**SUBJECT: WAREHOUSE DEVELOPMENT STANDARDS IN INDUSTRIAL ZONES ADJACENT TO RESIDENTIAL**

## **ISSUE:**

The issue for Utility Services/Land Use/Energy Development Committee consideration is to receive a report summarizing the City's development criteria for industrial zoned properties when adjacent to residentially zoned properties.

## **RECOMMENDATION:**

That the Utility Services/Land Use/Energy Development Committee receive this report and provide direction regarding for additional regulations or guidelines.

## **BACKGROUND**

At the May 19, 2015, City Council meeting Councilmember Melendrez requested staff present to the Utility Services/Land Use/Energy Development Committee a report on the areas in the City where industrial zones abut residential zones, specifically in regards to the potential for large warehouses to encroach on residences. This report summarizes the existing conditions related to the construction of large industrial warehouses in proximity to residentially zoned properties.

### **Industrial and Residential Adjacent Zones**

It is not uncommon in the City of Riverside for industrial zoned properties to abut residential zones. In some cases industrial zones were established many decades ago, based on practical considerations, such as access to railroad tracks (e.g., old citrus packing houses, etc.), or within a reasonable walking distance to commerce and employee housing. These old industrial zones have long been an integral part of a neighborhood, even after the old buildings are demolished and new structures constructed in their place. An example of such an industrial area is the warehouses east of Downtown, which abut the Eastside Neighborhood. In other cases industrial zoned land have been developed on large parcels with available freeway access.

Many of these areas have been developed with business centers or local warehouses, which have limited impact on nearby residents because the industrial buildings are relatively low in height, have low intensity uses, and are often buffered from residential neighborhoods by streets, alleys or parking lots. These types of industrial zones were mostly developed after 1960, and

often accommodate small local businesses. Examples of these developments are the low-scale industrial centers off of 3<sup>rd</sup> Street, west of the 215 freeway; as well as buildings on the north side of Spruce Street, in the Hunter Park Industrial area.

In many areas of the City industrial zoned properties are compatible with residential tracts, where they are quite neighbors during the night and on weekends. However, recent concern with industrial/residential compatibility has arisen due to the growth of the Inland Empire's Logistics industry, which has created a demand for large warehouse buildings with high pile storage systems and a significant amount of nighttime activity. These structures often maximize the permitted building heights and floor areas; and generate significant amounts of truck traffic.

When considering compatibility of industrial areas with residential uses, it is important to recognize that the industrial zoning itself is not necessarily the problem, but rather the design of the buildings and the intensity of their activities. Unfortunately, with modern technology it has to be possible to construct, fill and manage the processing of goods in mega-warehouses, which can be larger than a million square feet.

### **Development Standards vs. Guidelines**

When considering the development regulations related to the construction of warehouses, it is necessary to note a distinction between development "standards" and development "guidelines". Standards are requirements that must be complied with. Guidelines are recommendations, and provide criteria useful during the review of discretionary projects. Guidelines are, essentially, what "should" be done; whereas standards are requirements.

#### *Development Standards:*

The City's Zoning Code has four defined industrial zones, including Business and Manufacturing Park (BMP), General Industrial (I), Airport Industrial (AI) and Airport Zone (AIR). Warehouse facilities 400,000 square feet or less are permitted by right in all four zones; Warehouses greater than 400,000 square feet require the approval of a Minor Conditional Use Permit (MCUP).

Attachment 1 reflects two tables taken from the Zoning Code, which specifies the basic requirements for buildings in the industrial zones. As illustrated in the tables, the maximum heights in the BMP, I and AIR zones is 45 feet, and 20 feet in the AI zone. There are no special height restrictions associated with a building's proximity to a residential zone.

The Zoning Code also establishes regulations that limit how close a building can be constructed to a property line. As reflected in Table A, any building constructed in the BMP, I or AIR zones must be at least 50 feet from the property line when adjacent to a lot with a residential zone or use. In the AI zones, the side and rear setbacks shall be the same as the required front yard setback whenever a side or rear yard abuts a lot zoned for residential use. In the AI zone, the minimum front setback depending on the size of the lot; with 20 and 15 foot setbacks allowed for properties smaller than 20,000 and 14,000 square feet, respectively.

<b>TABLE A - Minimum Required Building Setbacks</b>				
	<b>Zones</b>			
	<b>BMP</b>	<b>I</b>	<b>AIR</b>	<b>AI</b>
<b>Front Setback</b>				
Buildings over 30' high	50', or 40' if setback is landscaped in entirety	20'	15'	15', 20' or 50' based on lot size
Buildings under 30' high	20' of landscaping	20'	15'	15', 20' or 50' based on lot size
<b>Side Setbacks</b>				
Interior	0'	0'	0'	20'; or 0' for lots < 20,000 sf
Street or Alley	Same as front	20'	15'	20'; or 0' for lots < 20,000 sf
To Adj. Residential Zone	50'	50'	50'	Same as front yard setback
<b>Rear Setbacks</b>				
Interior	0'	0'	15'	20'; or 0' for lots < 20,000 sf
Street Adjacent	Same as Front	20'	20'	20'; or 0' for lots < 20,000 sf
To Adj. Residential Zone	50'	50'	50'	Same as front yard setback

While Table A summarizes building setbacks, it does not clarify what part of the setback must be landscaped. If not landscaped, then parking, outdoor activities and minor structures are allowed within the building setbacks. Table B summarizes the Zoning Code's landscape setback requirements.

<b>TABLE B - Minimum Landscaped Setbacks</b>				
	<b>Zones</b>			
	<b>BMP</b>	<b>I</b>	<b>AIR</b>	<b>AI Zones</b>
<b>Front Landscape Setback</b>				
Buildings over 30' high	20'	20'		20', except 15' in AI-4 @ <14,000 sf lots
Buildings under 30'	20'	20'		20', except 15' in AI-4 @ <14,000 sf lots
<b>Side Landscape Setback</b>				
Interior	0'	0'	0'	0'
Street or Alley	20	10'	10'	"Suitably landscaped" per RMC § 19.130.040.F
Adj. to Residential Zone	0'	0'	0'	Same as front setback (i.e., 20')
<b>Rear Landscape Setback</b>				
Interior	0'	0'	0'	0'
Street Adjacent	20'	0'	0'	"Suitably landscaped" per RMC § 19.130.040.F
Adj. to Residential Zone	0'	0'	0'	Same as front setback (i.e., 20')

In addition to the height and setback requirements illustrated above, the Riverside Municipal Code (RMC) also requires the construction of a 6-foot high solid masonry wall along a property line if an industrial area is adjacent to a residential zones, or along an alley adjacent to a residential zone (RMC sec. 19.130.040.A).

In addition to the Zoning Code, the City has specific plans that establish development criteria that are intended to address the unique characteristics of an area. As such a specific plan may create development standards that are different than the Zoning Code. The specific plans that are most relevant to large warehouse facilities include the Sycamore Canyon Business Park Specific Plan, and the Hunter Park Specific Plan.

The Sycamore Canyon Specific Plan was initially adopted in July 1982, and has been amended numerous times as development has occurred within its boundaries. Most of the Sycamore Canyon Specific Plan has been built out, and the last large undeveloped parcel has an application pending. For the most part, the Sycamore Canyon Specific Plan refers back to the Zoning Code for the application of development standards, except that it does establish the unique setbacks requirements reflected in Table C.

<b>TABLE C – Specific Plan Setbacks</b>	
<b>Front Building Setbacks</b>	
Arterial streets and buildings over 30 feet in height	Same as Zoning Code for buildings over 30 feet in height in BMP Zone
All streets where building is less than thirty feet in height	Same as Zoning Code for buildings less than 30 feet in height in BMP Zone
<b>Side and Rear Building Setback</b>	
Interior, except where a lot abuts any R Zone	None required
Abutting an R Zone	50 feet
Street	Same as front setback

The Hunter Park Specific Plan was initially adopted in 1988, and has been amended numerous times. Like the Sycamore Canyon Specific Plan, Hunter Park mostly defers to the Zoning Code for development standards. Also like Sycamore Canyon, Table C reflects those unique setback requirements that apply to the Hunter Park area; except, however, there is a provision that approved lots less than one acre in size shall have a 20 foot minimum front yard setback.

#### *Guidelines:*

The City has adopted citywide design guidelines that provide best practices for site planning and architectural design. These design guidelines are general in context, and help ensure consistent review and approval of Design Review applications, which are required for all warehouse projects in industrial zones. The citywide design guidelines can also be helpful in reviewing and conditioning discretionary project, such as warehouse projects that require a minor conditional use permit.

In 2003, at the direction of the Riverside County Board of Supervisor's, a Regional Air Quality Task Force (RAQTF) was formed to study air quality in the region, and make recommendations on how to improve it. An outcome of that effort was the Western Riverside Council of Government's (WRCOG) "*Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities*". WRCOG's Good Neighbor Guidelines were completed in September, 2005, and identify goals to reduce air pollution, strategies that support the goals, and recommended regional guidelines (Attachment 2).



Subsequently, in October 2008 the Riverside City Council adopted the “*City of Riverside’s Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities*”. The City’s document is a modified version of WRCOG’s Guidelines, and was intended to include goals and strategies tailored to the unique characteristics and specific needs of the City of Riverside. The City’s Good Neighbor Guidelines were intended to focus on the relationship between land use, permitting, and air quality, and highlight strategies that help minimize the impacts of diesel emissions associated with warehouse/distribution centers (Attachment 3).

Both the WRCOG and City Guidelines focus on reducing impacts of diesel emission on sensitive receptors, including residential neighborhoods, schools, parks, playgrounds, day care centers, nursing homes, hospitals, and other public places where residents are most likely to spend time. However, there are significant differences between the two documents. Attachment 4 summarizes the goals and strategies of the two documents, and notes the significant differences. One issue that has been identified in recent months is that the WRCOG Guidelines stipulate that sensitive uses should be buffered 300 meters (~1,000 feet) from warehouse/distribution facilities by offices, parking, landscaping, etc; whereas the City’s Guidelines require that a health risk assessment be done in compliance with SCAQMD guidelines/policies when a project is within 1,000 feet of a sensitive receptor.

Another significant difference is that the City’s Guidelines only apply to facilities of 400,000 sq. ft. or great. The basis of the 400,000 sq. ft. is unclear in the guidelines, but it likely simply based on the premise that the Zoning Code, which underwent a comprehensive update in 2007, allows facilities under 400,000 square feet by right, whereas larger facilities require a conditional use permit.

To help illustrate where there are industrial and single family residential adjacencies, staff has provided a Citywide map that reflects all the industrial zones (BMP, I, AIR & AI), and all the single family residential zones (R-1, RR, RC, RE & RA-5). The map is provided as Attachment 5.

#### **FISCAL IMPACT:**

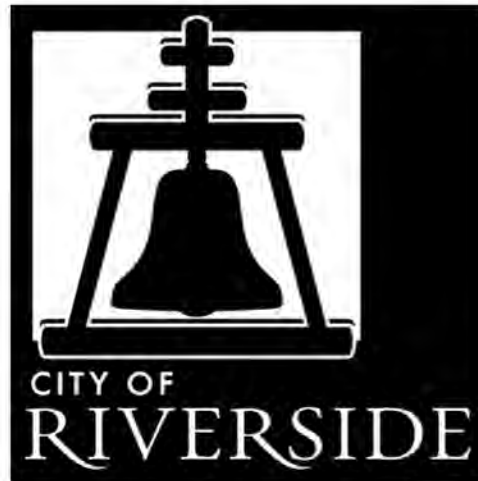
There is no fiscal impact associated with this report.

Submitted by: Rafael Guzman, Community & Economic Development Director  
Certified as to  
availability of funds: Brent A. Mason, Finance Director/Treasurer  
Approved by: Al Zelinka, FAICP, Assistant City Manager  
Approved as to form: Gary G. Geuss, City Attorney

#### **Attachments:**

1. RMC, Tables 19.130.030. A & B; Development Standards for Industrial Zones.
2. Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities, WRCOG, 2005
3. Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities, City of Riverside, 2008
4. Comparison Matrix of WRCOG and City Good Neighbor Guidelines
5. Citywide Map Showing Industrial/Single-Family Residential Adjacencies
6. Presentation

CITY OF RIVERSIDE GOOD NEIGHBOR GUIDELINES  
FOR  
SITING NEW AND/OR MODIFIED  
WAREHOUSE DISTRIBUTION FACILITIES



CITY OF RIVERSIDE  
COMMUNITY DEVELOPMENT DEPARTMENT  
PLANNING DIVISION

3900 MAIN STREET  
RIVERSIDE, CA 92522

ADOPTED OCTOBER 14, 2008  
RESOLUTION No. 21734

In September, 2005, the Western Riverside Council of Governments (WRCOG) and the Regional Air Quality Task Force (RAQTF) approved the *Good Neighbor Guidelines For Siting New and/or Modified Warehouse/Distribution Facilities*. The Good Neighbor Guidelines that follow, adopted by the City Council on October 14, 2008, are a modified version of the WRCOG's RAQTF Guidelines, and include goals and strategies tailored to the unique characteristics and specific needs of the City of Riverside.

These "Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities," (referred to as "Good Neighbor Guidelines") focus on the relationship between land use, permitting, and air quality, highlighting strategies that can help minimize the impacts of diesel emissions associated with warehouse/distribution centers. These Guidelines are intended to assist developers, property owners, elected officials, community organizations, and the general public address some of the complicated choices associated with siting warehouse/distribution facilities and understanding the options available when addressing environmental issues. The Guidelines will help to minimize the impacts of diesel particulate matter (PM) from on-road trucks associated with warehouses and distribution centers on existing communities and sensitive receptors located in the City. Sensitive receptors include residential neighborhoods, schools, parks, playgrounds, day care centers, nursing homes, hospitals, and other public places where residents are most likely to spend time.

For the purpose of these Guidelines, warehouse/distribution center means a building used for the storage, receiving, shipping, or wholesaling of goods and merchandise, and any incidental or accessory activities that is greater than 400,000 square feet. This shall be cumulative to include multiple warehouse buildings exceeding a total combined building area of 400,000 square feet, including phased projects. For the purpose of these Guidelines, a warehouse and distribution center is not intended to include "big box" discount or warehouse stores that sell retail goods, merchandise or equipment, or storage and mini-storage facilities that are offered for rent or lease to the general public.



## PURPOSE

The purpose of the Good Neighbor Guidelines is to provide the City and developers with a variety of strategies that can be used to reduce diesel emissions from heavy-duty trucks that are delivering goods to and from warehouse and distribution centers.

In 1998, the South Coast Air Quality Management District (SCAQMD) conducted its second Multiple Air Toxics Emissions Study (MATES II)<sup>1</sup>. Considered the nation's most comprehensive study of toxic air pollution to date, the study found that:

- Diesel exhaust is responsible for about 70 percent of the total cancer risk from air pollution;
- Emissions from mobile sources -- including cars and trucks as well as ships, trains and planes -- account for about 90 percent of the cancer risk. Emissions from businesses and industry are responsible for the remaining 10 percent; and
- The highest cancer risk occurs in south Los Angeles County -- including the port area--and along major freeways<sup>2</sup>.

Implementation of the recommended guidance for proposed facilities is technically more feasible than a retroactive application to existing warehouse/distribution centers. However, there is an educational component of these Guidelines aimed at existing facilities. As well, there are mechanisms in the planning process that will encourage developers to incorporate the recommended guidelines upfront in the design phase of a project.

These Guidelines are intended to be considered when issuing permits such as conditional use permits, or zoning permits. In addition, the recommended Guidelines can be used to mitigate potentially significant adverse environmental impacts that are identified under the California Environmental Quality Act (CEQA). The recommended Guidelines are intended to be used for new warehouses and can be incorporated in the design phase of the proposed warehouse or distribution center.

The recommended Guidelines format identifies the overall goal and the recommended strategies that can be implemented to achieve the goal. The Guidelines include a series of strategies that can be implemented in part or whole, or tailored to

<sup>1</sup> For more information on the MATES II Study visit <http://www.aqmd.gov/matesiidf/matestoc.htm>.

<sup>2</sup> Taken from the MATES II Fact Sheet found at <http://www.aqmd.gov/news1/2005/matesiifactsheet.html>.



the specific needs of a project. They will provide a general framework for planners and developers regarding how to achieve a specified goal.

It should be noted that the California Air Resources Board (CARB) has adopted two airborne toxic control measures that will reduce diesel particulate materials (PM) emissions associated with warehouse/distribution centers. The first will limit nonessential (or unnecessary) idling of diesel-fueled commercial vehicles, including those entering from other states or countries<sup>3</sup>. This measure prohibits idling of a vehicle for more than five minutes at any one location. The second measure requires that transport refrigeration units (TRUs) operating in California become cleaner over time<sup>4</sup>. The measure establishes in-use performance standards for existing TRU engines that operate in California, including out-of-state TRUs. The requirements are phased-in beginning in 2004, and extend to 2019.

CARB also operates a smoke inspection program for heavy-duty diesel trucks that focuses on reducing truck emissions in California communities. Areas with large numbers of distributions centers are a high priority.

While CARB has these measures in place, local agencies need to acknowledge that the enforcement of these measures is through the California Highway Patrol and do not provide a swift resolve to local air quality issues.

#### ACRONYMS USED THROUGOUT THIS DOCUMENT

CARB	California Air Resources Board
CEQA	California Environmental Quality Act
EMFAC	EMission FACtors (EMFAC) Model for On-Road Vehicle Emissions
PM	Particulate Matter
RAQTF	Regional Air Quality Task Force
SCAQMD	South Coast Air Quality Management District
TRU	Transportation Refrigeration Unit
URBEMIS	Urban Emissions Software
WRCOG	Western Riverside Council of Governments

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<sup>3</sup> For more information visit <http://www.arb.ca.gov/regact/idling/idling.htm>.  
<sup>4</sup> For more information visit <http://www.arb.ca.gov/diesel/tru.htm>.





## CITY OF RIVERSIDE GOOD NEIGHBOR GUIDELINES

**GOAL 1:** Minimize exposure to diesel emissions to neighbors that are situated in close proximity to the warehouse/distribution center.

*Recommended Strategies:*

- 1a. Design facilities to allow for the queuing of trucks on-site and away from sensitive receptors. Conversely, prevent the queuing of trucks on streets or elsewhere outside of facility in compliance with Title 10 – Vehicles and Traffic – Chapter 10.44 – Stopping, Standing and Parking.
- 1b. To the extent possible, locate driveways, loading docks and internal circulation routes away from residential uses or any other sensitive receptors.
- 1c. In compliance with CEQA, conduct SCAQMD URBEMIS and EMFAC computer models, as appropriate, to initially evaluate warehouse and distribution projects on a case by case basis to determine the significance of air quality impacts and whether air quality thresholds would be exceeded as a result of a project. Where thresholds are exceeded, a more detailed air quality analysis/health risk assessment prepared by an air quality specialist is required to be prepared and submitted by the project applicant. As a general rule, the following guidelines can be used to determine whether a proposed project will be required to prepare additional technical analyses:
  - i. An air quality study for an industrial project is required when the proposed project has the potential to exceed established thresholds as noted by URBEMIS and EMFAC computer models provided by SCAQMD. If these models indicate the project will exceed thresholds due to existing or proposed site conditions, intensity of development, location of nearest sensitive receptor, or any other exceptional circumstance warranting the need for

additional review the preparation of an air quality study will be required.

- ii. A health risk assessment is required when the truck traffic areas of an industrial project are located within 1,000 feet of sensitive receptors, in accordance with SCAQMD guidelines and/or practices.
- 1d. Enforce compliance with Riverside Municipal Code Section 19.880 – “Transportation Demand Management Regulations”. This section of the Code requires trip reduction plans to be submitted for all businesses, including warehouses, with over one hundred employees to reduce work-related vehicle trips by six and one half percent from the number of trips related to the project.

**GOAL 2:** Eliminate diesel trucks from unnecessarily traversing through residential neighborhoods.

*Recommended strategies:*

- 2a. Require warehouse/distribution centers to establish a specific truck route between the warehouse/distribution center and the SR-60 and I-215 freeways for City approval as part of the Design Review process. In addition, a haul route plan for construction activities should also be provided as part of the Design Review process.
- 2b. Require warehouse/distribution centers to clearly specify all entrance and exit points on the site plan submitted for City review and approval.
- 2c. Require warehouse/distribution centers to provide on-site signage for directional guidance to trucks entering and exiting the facility
- 2d. Require warehouse/distribution centers to provide signage or flyers that advise truck drivers of the closest restaurants, fueling stations, truck repair facilities, lodging and entertainment.

**GOAL 3:** Eliminate trucks from using residential areas and repairing vehicles on the streets.

*Recommended Strategies:*

- 3a. Enforce compliance with Riverside Municipal Code Section 10.44.155 – “Parking of certain commercial vehicles, trailers and semi-trailers prohibited; exceptions”.
- 3b. Enforce compliance with Riverside Municipal Code Section 10.44.160 – “Parking of certain commercial vehicles prohibited in residential districts”.
- 3c. Enforce compliance with Section 10.44.040 Parking for certain purposes prohibited.

**GOAL 4:** Reduce and/or eliminate diesel idling within the warehouse/distribution center.

*Recommended Strategies:*

- 4a. Promote the installation of on-site electric hook-ups to eliminate the idling of main and auxiliary engines during loading and unloading of cargo and when trucks are not in use – especially where TRUs are proposed to be used.
- 4b. Implement General Plan 2025 Program Final Program Environmental Impact Report, Mitigation Measure MM Air 12. This Mitigation Measure requires that all new truck terminals, warehouses and other shipping facilities requiring the use of refrigerated trucks and with more than 50 truck trips per day shall provide electrical hookups for the refrigerated units to reduce idling and its associated air quality pollutants. Additionally, future tenant improvements involving conversion of a warehouse for refrigeration storage shall include electrical hookups for refrigerated units.
- 4c. Require signage (posted inside and outside of the warehouse facility) to inform truck drivers of CARB regulations, idling limits, authorized truck routes, and designated truck parking locations. Post signs requesting truck drivers to turn off engines when not in use and restrict idling within facilities to less than 5 minutes.

## DEFINITIONS

<b>Buffer Zone:</b>	An area of land separating one parcel or land from another that acts to soften or mitigate the effects of one land use on the other.
<b>DPM - Diesel Particulate Matter:</b>	Refers to the particles found in the exhaust of diesel-fueled CI engines. DPM may agglomerate and absorb other species to form structures of complex physical and chemical properties (identified in 1998 as a toxic air contaminant).
<b>Idling:</b>	The operation of the engine of a vehicle while the vehicle is not in motion.
<b>Mobil Source:</b>	Sources of air pollution such as automobiles, motorcycles, trucks, off-road vehicles, boats, trains and airplanes.
<b>PM - Particulate Matter:</b>	Refers to the particles found in the exhaust of CI engines, which may agglomerate and absorb other species to form structures of complex physical and chemical properties.
<b>Risk:</b>	For cancer health effects, risk is expressed as an estimate of the increase chances of getting cancer due to facility emissions over 70-year lifetime. The increase in risk expressed as chances in a million (e.g., 1,400 in a million)
<b>TRU:</b>	A Transport Refrigeration Unit refers to refrigeration systems powered by integral internal combustion engines designed to control the environment of temperature sensitive products that are transported in trucks and refrigerated trailers. TRUs may be capable of both cooling and heating.

**Warehouse/Distribution Center:** For the purpose of these Guidelines, a warehouse/distribution center means a building used for the storage, receiving, shipping, or wholesaling of goods and merchandise, and any incidental or accessory activities that is greater than 400,000 square feet. This shall be cumulative to include multiple warehouse buildings exceeding a total combined building area of 400,000 square feet including phased projects. For the purpose of these Guidelines, a warehouse and distribution center is not intended to include "big box" discount or warehouse stores that sell retail goods, merchandise or equipment, or storage and mini-storage facilities that are offered for rent or lease to the general public.

**WRCOG:** Western Riverside Council of Governments



**Good Neighbor Guidelines  
For Siting New and/or Modified  
Warehouse/Distribution Facilities**

(Final, September 12, 2005)



Regional Air Quality Task Force  
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## Acknowledgements

The Western Riverside Council of Governments (WRCOG) staff would like to acknowledge the exceptional contributions made to this document by members of the Regional Air Quality Task Force (RAQTF). Since 2003, WRCOG staff has consistently relied on the RAQTF to provide critical and constructive input on developing and implementing environmental policies and actions.

The RAQTF is convened by WRCOG, and is comprised of representatives from South Coast Air Quality Management, County of Riverside, Office of District 2 Supervisor John F. Tavaglione, Eastern Municipal Water District, American Lung Association of the Inland Counties, Center for Community Action and Environmental Justice, March Joint Powers Authority, City of Riverside, City of Norco, Clean Energy, City of Moreno Valley, and the Waste Haulers Association. Their suggestions and input throughout the development of these guidelines are appreciated.

In particular, the following individuals are acknowledged for their work on this document:

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John Tavaglione, Supervisor, District 2;  
John Field, Senior Deputy, Office of Supervisor John Tavaglione, District 2;  
Larry Dressel, Mayor, City of Beaumont;  
Frank Hall, Council Member, City of Norco;  
Ron Loveridge, Mayor, City of Riverside.

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Matt Shea, Clean Energy;  
Colleen Smethers, Center for Community Action and Environmental Justice;  
Barbara Spoonhour, Program Manager, Western Riverside Council of Governments;  
Rosa Washington, Staff Analyst I, Western Riverside Council of Governments.

## Introduction

On January 16, 2003, the Riverside County Board of Supervisors (Board) directed Executive Office staff to initiate the establishment of a Regional Air Quality Task Force to study air quality issues in western Riverside County. This task force was envisioned to be an important tool for implementing air quality mitigation measures for the region.

The Regional Air Quality Task Force (RAQTF) continues to research the different areas of air quality mitigation that is needed for the subregion. Since many communities within the region either have a separate air quality element or address air quality issues in their land use section of their General Plan, the RAQTF undertook the need for a policy for local governments to voluntarily adopt when siting new warehouse/distribution centers. It should be noted that air quality agencies, such as, SCAQMD and CARB have broadly addressed this issue with in their Guidance Documents and Air Quality Handbook, but have not created stand alone documentation. The Guidelines that follow appear to be the first stand alone document that local governments can use when siting warehouses.

The RAQTF has developed these "Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities," (referred to as "Good Neighbor Guidelines") to promote and assist planning departments, developers, property owners, elected officials, community organizations, and the general public as a tool to potentially help address some of the complicated choices associated with permitting warehouse/distribution facilities and understanding the options available when addressing environmental issues. These Good Neighbor Guidelines are designed to help minimize the impacts of diesel particulate matter (PM) from on-road trucks associated with warehouses and distribution centers on existing communities and sensitive receptors located in the subregion.

Sensitive receptors are considered:

- ✦ Residential Communities;
- ✦ Schools;
- ✦ Parks;
- ✦ Playgrounds;
- ✦ Day care centers;
- ✦ Nursing homes;
- ✦ Hospitals;
- ✦ And other public places where residents are most likely to spend time.

## Objective

The mission of the RAQTF is to develop air quality measures that can be considered and potentially adopted by local governing bodies to address adverse air quality issues in the inland region through their planning activities.

The RAQTF has developed the Good Neighbor Guidelines to help achieve the following objectives:

✦ **Provide local governments with specific strategies that can be considered and implemented to minimize potential diesel impacts from new warehouse and distribution centers;**

✦ **Educate existing warehouse and distribution centers about strategies that can be implemented to minimize potential diesel impacts from their operations.**

Some communities in western Riverside County, because of their proximity to freeways, arterial highways, rail lines, and warehouse/distribution facilities experience higher diesel emissions exposure associated with warehouse/distribution centers than others. In particular, warehouse/distribution center projects sited close to sensitive receptors (homes, schools, parks, day care centers, nursing homes, hospitals and other places public places) can result in adverse health impacts. The reverse is also true – siting sensitive receptors too close to an existing source of diesel emissions can also be a problem.

## Audience

These Good Neighbor Guidelines focus on the relationship between land use, permitting, and air quality, and highlight strategies that can help minimize the impacts of diesel emissions associated with warehouse/distribution centers.

The California Resources Air Board (CARB) defines warehouses/distribution centers as facilities that serve as a distribution point for the transfer of goods. Such facilities include cold storage warehouses; goods transfer facilities, and inter-modal facilities such as ports. These operations involve trucks, trailers, shipping containers, and other equipment with diesel engines.

For the purpose of these Guidelines, warehouse/distribution center means a building or premises in which the primary purpose is to store goods, merchandise or equipment for eventual distribution and may include office and maintenance areas. A warehouse or distribution center includes 3 or more loading bays, or is expected to have more than 150 diesel truck trips per day. For the purpose of these Guidelines, a warehouse and distribution center is not intended to include "big box" discount or warehouse stores that sell retail goods, merchandise or equipment, or storage and mini-storage facilities that are offered for rent or lease to the general public.

While the primary users of these Guidelines will likely be agencies responsible for land use planning and air quality, they may also be useful for:

- ✦ Planners;
- ✦ Architects;
- ✦ Developers;
- ✦ Elected officials;
- ✦ School districts;
- ✦ Community advisory councils;
- ✦ Public/community organizations.



## **Purpose**

The purpose of the Good Neighbor Guidelines is to provide local government and developers with a variety of strategies that can be used to reduce diesel emissions from heavy-duty trucks that are delivering goods to and from warehouse and distribution centers.

In 1998, the SCAQMD conducted its second Multiple Air Toxics Emissions Study (MATES II) <sup>1</sup>. Considered the nation's most comprehensive study of toxic air pollution to date, the study found that:

- Diesel exhaust is responsible for about 70 percent of the total cancer risk from air pollution;
- Emissions from mobile sources -- including cars and trucks as well as ships, trains and planes -- account for about 90 percent of the cancer risk. Emissions from businesses and industry are responsible for the remaining 10 percent; and
- The highest cancer risk occurs in south Los Angeles County -- including the port area-- and along major freeways.

The RAQTF is recommending that the Good Neighbor Guidelines be approved by WRCOG member jurisdictions and considered for all new warehouse/distribution centers that attract diesel trucks. Implementation of the recommended guidance for proposed facilities is technically more feasible than retroactive application to existing warehouse/distribution centers. However and as previously mentioned, there is an educational component of these Guidelines aimed at existing facilities. There are mechanisms in the planning process that will encourage developers to incorporate the recommended guidelines upfront in the design phase of a project.

The RAQTF recommends that jurisdictions consider these Guidelines when issuing permits such as conditional use permits, or zoning permits. In addition, the recommended Guidelines can be used to mitigate potentially significant adverse environmental impacts that are identified under the California Environmental Quality Act (CEQA). The recommended Guidelines are intended to be used for new warehouses and can be incorporated in the design phase of the proposed warehouse or distribution center. Many of the recommended guidelines can, however, be incorporated into existing facilities.

The recommended Guidelines format identifies the overall goal, benefits and the recommended strategies that can be implemented to achieve the goal. The Guidelines include a series of strategies that can be implemented in part or whole, or tailored to the specific needs of a project. The purpose of the guidelines is to provide a general framework for planners and developers regarding how they can achieve a specified goal.

It should be noted that CARB has adopted two airborne toxic control measures that will reduce diesel particulate materials (PM) emissions associated with warehouse/distribution centers. The first will limit nonessential (or unnecessary) idling of diesel-fueled commercial vehicles, including those entering from other states or countries. This measure prohibits idling of a vehicle for more than five minutes at any one location. The second measure requires that transport refrigeration units (TRUs) operating in California become cleaner over time. The measure establishes in-use performance standards for existing TRU engines that operate in California, including out-of-state TRUs. The requirements are phased-in beginning in 2008, and extend to 2019.<sup>2</sup>

CARB also operates a smoke inspection program for heavy-duty diesel trucks that focuses on reducing truck emissions in California communities. Areas with large numbers of distributions centers are a high priority.

While CARB has these measures in place, local agencies need to acknowledge that the enforcement of these measures is through the California Highway Patrol and do not provide a swift resolve to local air quality issues. Local agencies can adopt local control measures, like the ones being mentioned, that can be enforced by code enforcement and law enforcement officials and provide a more immediate affect to the regions air quality.

## Recommended Local Guidelines

**1. Goal: Minimize exposure to diesel emissions to neighbors that are situated in close proximity to the warehouse/distribution center.**

### Benefits:

1. Reduces exposure of diesel emissions to residences and other sensitive receptors.
2. Reduces potential future health, odor and noise related issues, particularly when in close proximity to residential neighborhoods.

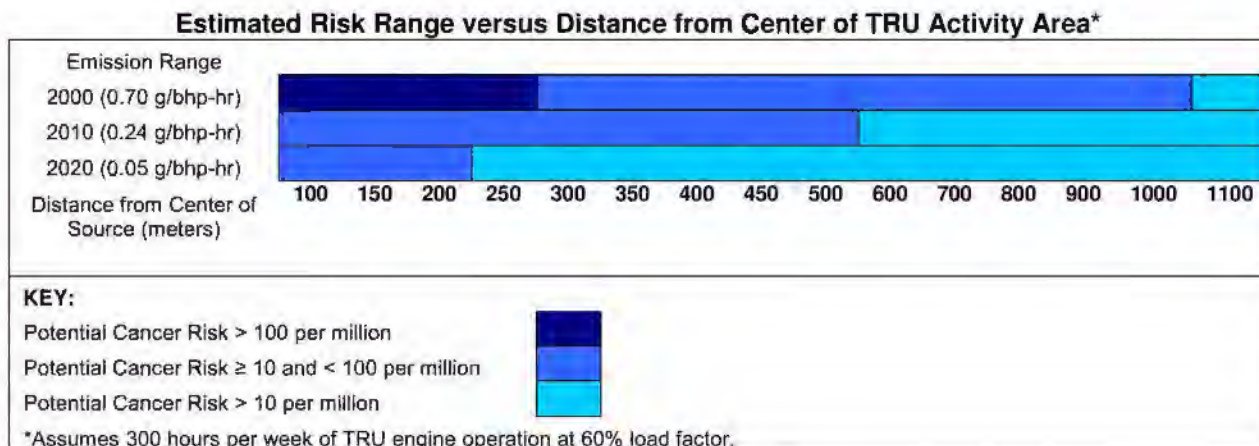
### Recommended Strategies:

- Create buffer zone of at least 300 meters (roughly 1,000 feet, can be office space, employee parking, greenbelt) between warehouse/distribution center and sensitive receptors (housing, schools, daycare centers, playground, hospitals, youth centers, elderly care facilities, etc.);
- Site design shall allow for trucks to check-in within facility area to prevent queuing of trucks outside of facility;
- Take into account the configuration of existing distribution centers and avoid locating residences and other new sensitive land uses near entry and exit points<sup>3</sup>;
- Design warehouse/distribution center so that interior vehicular circulation shall be located away from residential uses or any other sensitive receptors.

### Why do we suggest buffer zones?

The reduction of potential cancer risk levels at locations where TRUs operate is a direct result of the reduction of diesel PM emissions. Figure 1-1 compares the cancer risk range at various distances assuming 300 hours of TRU activity per week. For year 2000, the current fleet average emission rate of 0.7 g/bhp-hr was used. In 2020, the statewide fleet PM emission rate would be reduced 92 percent from the 2000 baseline year to 0.05 g/bhp-hr. Figure 1-1 below illustrates the significant reduction of the estimated near source risk as the diesel PM emission rate is reduced from the current fleet emission rate to the much lower emission rate in 2020.<sup>4</sup>

Figure 1-1





<b>2. Goal:</b>	<b>Eliminate diesel trucks from unnecessarily traversing through residential neighborhoods.</b>
-----------------	---

**Benefits:**

1. Reduces exposure of diesel emissions to residences and other sensitive receptors.
2. Reduces or eliminate trucks in residential neighborhoods.
3. Reduces truckers travel time if key destinations are clearly identified.

**Recommended Guidelines:**

- Require warehouse/distribution centers to clearly specify on the facility site plan primary entrance and exit points;
- Require warehouse/distribution centers to establish specific truck routes and post signage between the warehouse/distribution center and the freeway and/or primary access arterial that achieves the objective. The jurisdiction may not have an established truck route, but may take the opportunity to consider the development of one;
- Provide food options, fueling, truck repair and or convenience store on-site or within the warehouse/distribution center complex;
- Require warehouse/distribution centers to provide signage or flyers identifying where food, lodging, and entertainment can be found, when it is not available on site;

<b>3. Goal:</b>	<b>Eliminate trucks from using residential areas and repairing vehicles on the streets.</b>
-----------------	---

**Benefits:**

1. Reduces exposure of diesel emissions to residences and sensitive receptors.

**Recommended Guidelines:**

- Allow homeowners in the trucking business to acquire permits to park vehicles on property, residential areas or streets;  
**Note:** Some jurisdictions already restrict parking of oversized vehicles on residential streets regardless of ownership.
- Establish overnight parking within the warehouse/distribution center;
- Allow warehouse/distribution facilities to establish an area within the facility for repairs.

**4. Goal: Reduce and/or eliminate diesel idling within the warehouse/distribution center**

**Benefits:**

1. Reduces exposure of diesel emissions to residences and other sensitive receptors.

**Recommended Guidelines:**

- Require the installation of electric hook-ups to eliminate idling of main and auxiliary engines during loading and unloading, and when trucks are not in use;
- Train warehouse managers and employees on efficient scheduling and load management to eliminate unnecessary queuing and idling of trucks within the facility;
- Require signage that informs truck drivers of the California Air Resources Board (CARB) regulations (which include anti-idling regulations);
- Post signs requesting that truck drivers turn-off engines when not in use;
- Restrict idling within the facility to less than ten (10) minutes.

**5. Goal: Establish a diesel minimization plan for on- and off-road diesel mobile sources to be implemented with new projects.**

**Benefits:**

1. Reduces exposure of diesel emissions to residences and sensitive receptors.
2. Establishes long-term goal for facility to eliminate diesel emissions at the facility.
3. Reduces on- and off-road diesel emissions that are associated with use of the facility.

**Recommended Guidelines:**

- Encourage warehouse/distribution center fleet owners to replace their existing diesel fleets with new model vehicles and/or cleaner technologies, such as electric or compressed natural gas;
- Require all warehouse/distribution centers to operate the cleanest vehicles available;
- Provide incentives for warehouses/distribution centers and corporations which partner with trucking companies that operate the cleanest vehicles available;
- Encourage the installation of clean fuel fueling stations at facilities.



**6. Goal: Establish an education program to inform truck drivers of the health effects of diesel particulate and the importance of reducing their idling time.**

**Benefits:**

1. Educates truck drivers of the health effects of diesel particulate to encourage drivers to implement diesel reduction measures.

**Recommended Guidelines:**

- Provide warehouse/distribution center owners/managers with informational flyers and pamphlets for truck drivers about the health effects of diesel particulates and the importance of being a good neighbor. The following information should include:
  - Health effects of diesel particulates;
  - Benefits of minimizing idling time;
  - ARB idling regulations;
  - Importance of not parking in residential areas.

**7. Goal: Establish a public outreach program and conduct periodic community meetings to address issues from neighbors.**

**Benefits:**

1. Informs the community regarding proactive strategies that the warehouse/distribution center has or is doing to reduce exposure to diesel particulate.
2. Allows the warehouse/distribution center to be more proactive.
3. Encourages partnerships to develop solutions for both parties.

**Recommended Guidelines:**

- Encourage facility owners/management to conduct periodic community meetings inviting neighbors, community groups, and other organizations;
- Encourage facility owners/management to have site visits with neighbors and members of the community to view measures that the facility has taken to reduce/and or eliminate diesel particulate emissions;
- Encourage facility owners/management to coordinate an outreach program that will educate the public and encourage discussion relating to the potential for cumulative impacts from a new warehouse/distribution center.
- Provide facility owners/management with the necessary resources and encourage the utilization of those resources such as, the California Air Resources Board (ARB) and the South Coast Air Quality Management District regarding information about the types and amounts of air pollution emitted in an area, regional air quality concentrations, and health risks estimates for specific sources;
- Require the posting of signs outside of the facility providing a phone number where neighbors can call if there is an air quality issue.

## **Recommended Regional Guidelines**

The following guidelines can be implemented at the regional level for the siting of new and/or modified warehouses/distribution center (s):

- Develop, adopt and enforce truck routes both in and out of a jurisdiction, and in and out of facilities;
- Have truck routes clearly marked with trailblazer signs, so trucks will not enter residential areas;
- Promote the benefits of fleets rapidly adopting cleaner technologies;
- Provide incentives for local fleets to acquire cleaner technologies that can reduce idling;
- Adopt and implement the regional idling ordinance (being developed by this task force) to minimize idling at delivery locations warehouses, truck stops, etc;
- Provide local warehouses/distribution facilities incentives to reduce idling (i.e. reduce noise);
- Identify or develop secure locations outside of residential neighborhoods where truckers that live in the community can park their truck, such as a Park & Ride;
- Educate the local enforcement agencies (including law enforcement) on diesel emissions minimization strategies (specifications, how, etc.);
- Educate local governments of potential air quality impacts;
- Provide food options, fueling, truck repair and or convenience store on-site to minimize the need for trucks to traverse through residential neighborhoods.



## **GLOSSARY OF KEY TERMS**

**Buffer Zone:** An area of land separating one parcel or land from another that acts to soften or mitigate the effects of one land use on the other.

**California Environmental Quality Act (CEQA):** A California law that sets forth a process for public agencies to make informed decisions on discretionary projects approvals. The process helps decision-makers determine whether any potential, significant, adverse environmental impacts are associated with a proposed project and to identify alternatives and mitigation measures that will eliminate or reduce such adverse impacts.

**Distribution Center:** See Warehouse

**Idling:** The operation of the engine of a vehicle while the vehicle is not in motion.

**Land Use Agency:** Local government agency that performs functions associated with the review, approval, and enforcement of general plans and plan elements, zoning, and land use permitting. For the purpose of these Guidelines, a land use agency is typically a local planning department.

**Mobile Source:** Sources of air pollution such as automobiles, motorcycles, trucks, off-road vehicles, boats, trains and airplanes.

**Ordinance:** A law adopted by a City Council or County Board of Supervisors. Ordinances usually amend, repeal or supplement the municipal code; provide zoning specifications; or appropriate money for specific purposes.

**Risk:** For cancer health effects, risk is expressed as an estimate of the increase chances of getting cancer due to facility emissions over a 70-year lifetime. This increase in risk expressed as chances in a million (e.g., 1,400 in a million).

**Stationary Sources:** Non-mobile sources such as manufacturing facilities, power plants, and refineries.

**Warehouse(s):** For the purpose of these Guidelines, warehouse/distribution center means a building or premises in which the primary purpose is to store goods, merchandise or equipment for eventual distribution and may include office and maintenance areas. A warehouse or distribution center includes 3 or more loading bays, or is expected to have more than 150 diesel truck trips per day. For the purpose of these Guidelines, a warehouse and distribution center is not intended to include "big box" discount or warehouse stores that sell retail goods, merchandise or equipment, or storage and mini-storage facilities that are offered for rent or lease to the general public

**Zoning Ordinances:** City councils and county boards of supervisors adopts zoning ordinances that set forth land use classifications, divides the county or city into land use zones as delineated on the official zoning, maps, and set enforceable standards for future development.

## References

1. *Multiple Air Toxics Emissions Study (MATES II) (2000)*. South Coast Air Quality Management District.
2. *Air Quality and Land Use Handbook: A Community Health Perspective*. (April 2005) California Air Resources Board.
3. *Air Quality and Land Use Handbook: A Community Health Perspective*. (April 2005) California Air Resources Board.
4. *Air Quality and Land Use Handbook: A Community Health Perspective*. (April 2005) California Air Resources Board.



# City of Moreno Valley

## Good Neighbor Guidelines for Warehouse Distribution Facilities

Moreno Valley Municipal Code						
<a href="#">Up</a>	<a href="#">Previous</a>	<a href="#">Next</a>	<a href="#">Main</a>	<a href="#">Search</a>	<a href="#">Print</a>	<a href="#">No Frames</a>
<a href="#">Title 9 PLANNING AND ZONING</a> <a href="#">Chapter 9.05 INDUSTRIAL DISTRICTS</a>						

### 9.05.050 Good Neighbor Guidelines for warehouse distribution facilities.

In September, 2005, the Western Riverside Council of Governments (WRCOG) and the Regional Air Quality Task Force (RAQTF) approved the *Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities*. The Good Neighbor Guidelines used in this section are a modified version of the WRCOG's RAQTF Guidelines. The modified version includes goals and strategies that fit the specific needs of the city of Moreno Valley.

These "Good Neighbor Guidelines for Siting New and/or Modified Warehouse/Distribution Facilities," (referred to as "Good Neighbor Guidelines") assist planning departments, developers, property owners, elected officials, community organizations, and the general public as a tool to potentially help address some of the complicated choices associated with permitting warehouse/distribution facilities and understanding the options available when addressing environmental issues. These Good Neighbor Guidelines are designed to help minimize the impacts of diesel particulate matter (PM) from on-road trucks associated with warehouses and distribution centers on sensitive receptors located within the city of Moreno Valley. Sensitive receptors include residential neighborhoods, schools, parks, playgrounds, day care centers, nursing homes, hospitals, and other public places where residents are most likely to spend time.

For the purpose of these Guidelines, warehouse/distribution center means a building used for the storage, receiving, shipping, or wholesaling of goods and merchandise, and any incidental or accessory activities that is greater than six hundred fifty thousand (650,000) square feet. This shall be cumulative to include multiple warehouse buildings deemed as part of a project or a phased project exceeding a combined total building area of six hundred fifty thousand (650,000) square feet. For the purpose of these Guidelines, a warehouse and distribution center is not intended to include "big box" discount or warehouse stores that sell retail goods, merchandise or equipment, or storage and mini-storage facilities that are offered for rent or lease to the general public.

A. Minimize exposure to diesel emissions to neighbors that are situated in close proximity to the warehouse/distribution center by using the following strategies:

1. To the extent possible, locate driveways, loading docks and internal circulation routes away from residential uses or any other sensitive receptors.
2. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(B)(2), Parking Prohibitions or Restrictions, is unlawful to park or leave standing any commercial vehicle weighing ten thousand (10,000) pounds or more on any vacant lot or unimproved nonresidential property in the city.
3. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(B)(5), Parking Prohibitions or Restrictions, is unlawful to park or leave standing any commercial vehicle weighing ten thousand (10,000) pounds within any commercially zoned property for the purpose other than doing



business at the site, and/or remaining parked or standing for longer than reasonably appropriate to do such business acts related to such business operations.

4. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(B)(8), Parking Prohibitions or Restrictions, is unlawful to park or leave standing any commercial vehicle weighing ten thousand (10,000) pounds or more on any highway, street or road which is adjacent to a parcel upon which there exists a public facility.

5. Enforce compliance with Moreno Valley Municipal Code Section 9.10.150, Odors, no operation or activity shall be permitted which emits odorous gases or other odorous matter in such quantities as to be dangerous, injurious, noxious, or otherwise objectionable to a level that is detectable with or without the aid of instruments at or beyond the lot line of the property containing said operation or activity.

B Eliminate diesel trucks from unnecessarily traversing through residential neighborhoods by using the following strategies:

1. Enforce compliance with Moreno Valley Municipal Code Section 12.36.030, Designation of Truck Routes, the city traffic engineer shall erect appropriate signs designating the affected street or portion thereof.

2. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(B)(1), Parking Prohibitions or Restrictions, is unlawful to park or leave standing any commercial vehicle weighing ten thousand (10,000) pounds or more on any highway, street, road, alley or private property within any residential district within the city.

3. Required warehouse/distribution centers to establish a specific truck route and post signage between the warehouse/distribution center and the freeway and/or primary access arterial that achieves the objective.

4. Require warehouse/distribution centers to provide signage or flyers identifying where food, lodging and entertainment can be found, when it is not available on site.

C. Eliminate trucks from using residential areas and repairing vehicles on the streets by using the following strategies:

1. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(A)(4), Parking Prohibitions or Restrictions,” it is unlawful to park or leave standing any vehicle on any highway, street, road or alley within the city for the purpose of servicing or repairing such vehicle except when necessitated by an emergency.

2. Allow warehouse/distribution facilities to establish an area within the facility for repairs.

D. Reduce and/or eliminate diesel idling within the warehouse/distribution center by using the following strategies:

1. Enforce compliance with Moreno Valley Municipal Code Section 12.38.020(C), Parking Prohibitions or Restrictions, while adjacent to a developed residential area, the operator shall not idle the vehicle’s engine for longer than five minutes.

2. Enforce compliance with Moreno Valley Municipal Code Section 12.50.040(A)(1), Idling Limitation, a driver of a vehicle must turn off the engine upon stopping at a destination.

3. Enforce compliance with Moreno Valley Municipal Code Section 12.50.040(C), Idling Limitation, an equipment operator of a TRU (transportation refrigeration unit) must not cause or allow a TRU to operate while stationary unless the vehicle is lawfully parked at a location approved for truck parking by this code and not within five hundred (500) feet of a school unless the operator is actively engaged in the process of loading or unloading cargo or is waiting in a queue to load or unload cargo for a period not to exceed two hours.

4. Enforce compliance with Moreno Valley Municipal Code Section 12.50.060(D), Relationship to Other Laws, nothing in this chapter allows idling in excess of other applicable laws, including, but not limited to, any other local, state or federal law or regulation as stringent as, or more stringent than this chapter.

5. Future tenant improvements involving conversion of a warehouse for refrigeration storage shall include electrical hookups for refrigeration units.

6. Promote the installation of on-site electric hook-ups to eliminate the idling of main and auxiliary engines during loading and unloading of cargo and when trucks are not in use. (Ord. 912 § 11, 2016; Ord. 849 § 2.1, 2012)



Warehouse Good Neighbor  
Guidelines & Industrial/Residential  
Interface Study

**Community & Economic  
Development Department**

City Council  
October 25, 2016

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## Background

May 19, 2015 – City Council requested presentation to the Utility Services/Land Use/Energy Development Committee (LUC):

1. Policies for industrial/warehouse buildings when adjacent residential zones.
2. Development standards for industrial zoned properties.



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## Background

March 10, 2016 – LUC directed staff to:

1. Analyze City's "Good Neighbor Guidelines for Siting New and/or Modified Warehouse Distribution Facilities", and determine if changes are warranted;
2. Analyze development standards against other cities to determine best practices when industrial projects are constructed adjacent to residential zones; and
3. Present findings to the City Council.



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## Good Neighbor Guidelines

Drafted by the Regional Air Quality Task Force (RAQTF)

- A. RAQTF created by Riverside County & WRCOG in 2003
- B. Multi-industry representatives
- C. 1998 SCAQMD study identified cancer risk from diesel emissions
- D. Objective was to mitigate diesel emissions from logistics facilities



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## Good Neighbor Guidelines

*"Good Neighbor Guidelines for Siting New and/or Modified Warehouse Distribution Facilities"*

- A. Western Riverside Council of Governments (2005)
- B. City of Riverside (2008)
- C. Focus on land use practice & strategies to minimize impacts of diesel emissions from warehouse-related truck traffic.



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## Good Neighbor Survey

City staff surveyed local jurisdictions:

- A. 18 cities in WRCOG region
- B. 7 cities in San Bernardino County
- C. County of Riverside
- D. County of San Bernardino



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## Good Neighbor Survey

Three jurisdictions apply Good Neighbor Guidelines:

1. City of Riverside
2. City of Moreno Valley
3. March Joint Powers Authority  
(WRCOG Guidelines)

City staff consulted with SCAQMD on current toxin analysis



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## Seven WRCOG Goals

WRCOG Good Neighbor Guidelines Goals:

1. Minimize exposure of diesel emissions to neighbors in close proximity.
2. Eliminate diesel trucks from traveling through residential neighborhoods.
3. Eliminate trucks from parking and repairing vehicles on residential streets.
4. Restrict diesel truck from idling on-site.



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## Seven WRCOG Goals

Goals not implemented by Riverside or Moreno Valley:

5. Encourage cleaner fleet vehicles.
6. Educate truck drivers.
7. Establish a public outreach program.



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## Thresholds

Thresholds for Good Neighbor Guidelines:

### WRCOG

1. Any industrial building with more than three truck bays; or
2. More than 150 diesel truck trips per day

### City of Riverside

400,000 sf industrial warehouse

### City of Moreno Valley

650,000 sf industrial warehouse



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## Analysis

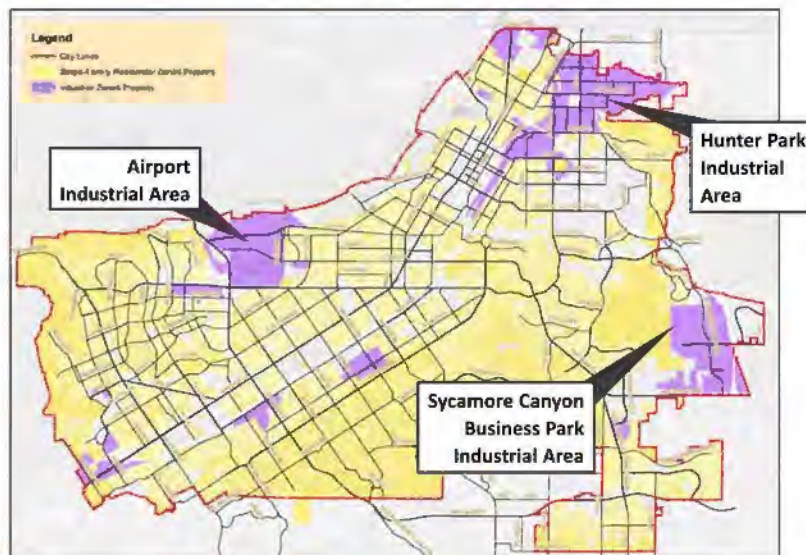
1. Limited number of industrial sites in the City that are...
  - A. Near residential use;
  - B. Underdeveloped; and
  - C. Sized to accommodate large warehouses



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## Analysis



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## Analysis

2. Health Risk Assessments currently provide analysis, disclosure, and mitigation measures.
3. Practical challenges with City implementing WRCOG's 1,000 foot buffer.
  - Existing land use patterns, and adopted zoning designations
4. SCAQMD verified recent toxin research on diesel emissions has similar health risks as research available in 2008.



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## Suggested Guidelines Changes

### Changes to Good Neighbor Guidelines:

1. Better define emission expectations when preparing required Health Risk Assessment;
2. Require Health Risk Assessment for smaller development projects;
3. Ensure the most recent SCAQMD recommended mitigation measures are incorporated; and
4. Adopt Good Neighbor Guidelines as Zoning Code standards, rather than just "guidelines".



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## Development Standards

Staff surveyed other jurisdictions to determine best practices.

Most cities minimize impacts using one or more of the following:

- A. Building setbacks
- B. Building heights
- C. Landscape buffers
- D. Screening at property lines



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## Project on Dan Kipper Drive

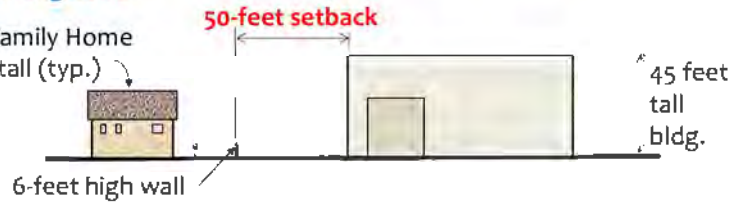


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## Building Setbacks

### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### Riverside: 50 feet minimum setback

- A. Most jurisdictions have same or smaller setback
- B. Moreno Valley's "Light Industrial" zone requires 250 feet setback for 50,000+ sf buildings
- C. Moreno Valley has 20 ft. setback in other zones
- D. Several cities base setback on building height

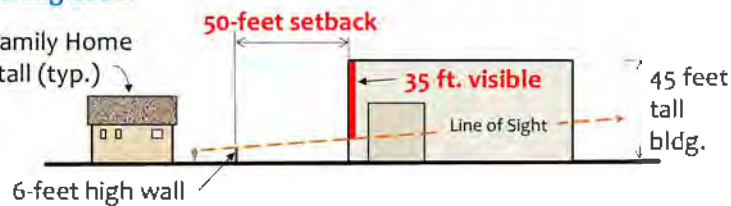


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## Building Setbacks

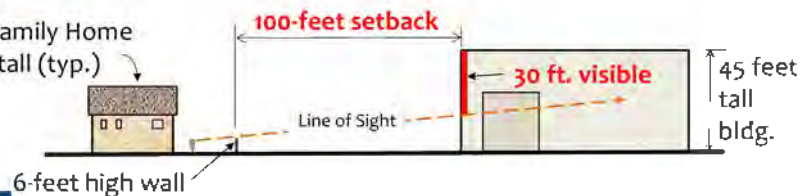
### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### 100-Foot Setback:

Single-Family Home  
30 feet tall (typ.)

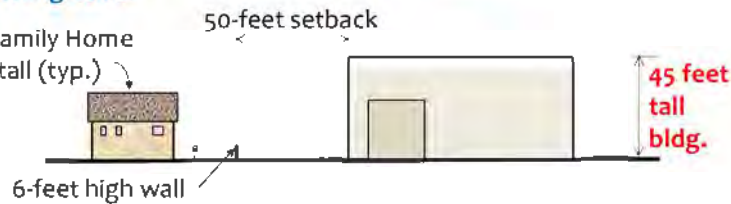


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## Building Height

### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### Riverside: 45 feet maximum height

- A. Most jurisdictions allow buildings over 45 feet
- B. Graduated height based on setback distances:

Moreno Valley

Corona

Eastvale

Wildomar

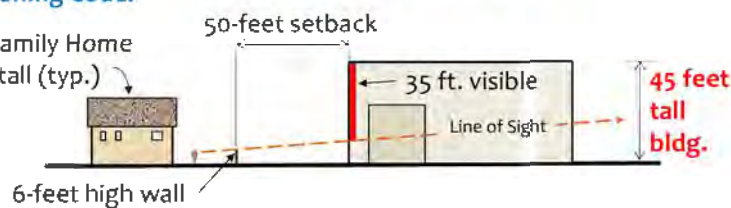


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## Graduated Height

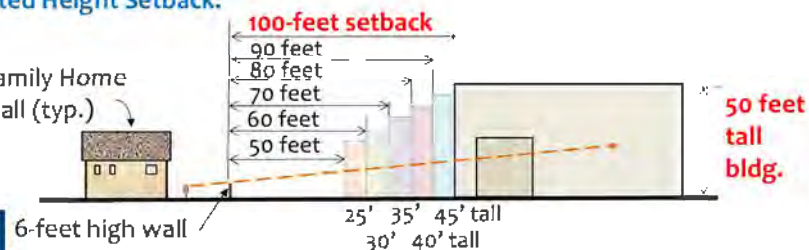
### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### 2:1 Graduated Height Setback:

Single-Family Home  
30 feet tall (typ.)



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## Landscape Buffer

### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### Riverside: 5 feet minimum landscape buffer

- A. Most jurisdictions require 10 to 30 feet of landscaping to buffer residential uses.
- B. Several require specific tree sizes, spacing and type:

MJPA

Fontana

Rancho Cucamonga

Lake Elsinore

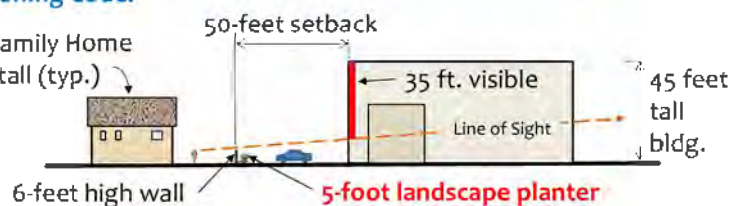


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## Landscape Screening

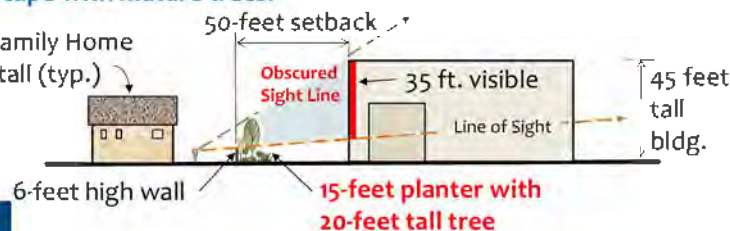
### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### 15-ft landscape with mature trees:

Single-Family Home  
30 feet tall (typ.)



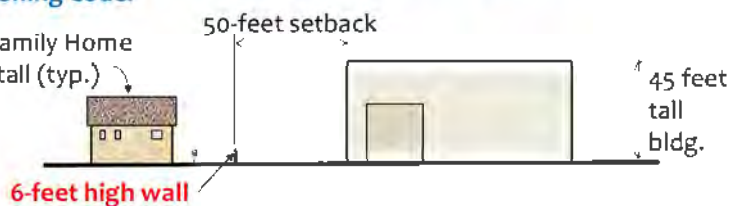
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## Block Wall Height

### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### Riverside: 6-feet high masonry wall

- A. Most jurisdictions require a 6-feet high block wall
- B. Some require 8-feet high block wall, or higher
- C. Wall can help screen:
  - Views
  - Noise
  - Odor
  - Emissions

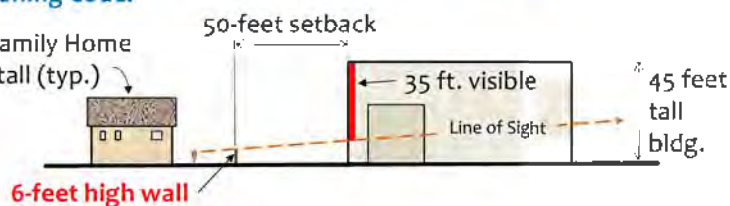


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## Block Wall Height

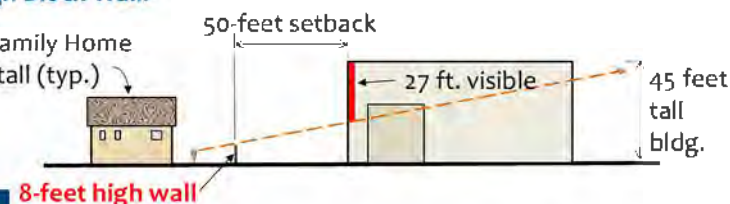
### Existing Zoning Code:

Single-Family Home  
30 feet tall (typ.)



### 8-Foot High Block Wall:

Single-Family Home  
30 feet tall (typ.)



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## Suggested Code Changes

1. Maintain existing 50 feet minimum building setback.
2. Reduce the maximum permitted height from 45 feet to 35 feet for buildings set back between 50 and 70 feet from residential;  
  
After 70 feet base the maximum height on a ratio of 1 foot in height for every 2 feet of distance from the property line, but not to exceed a height of 50 feet; and  
  
Allow for taller buildings by CUP approval.



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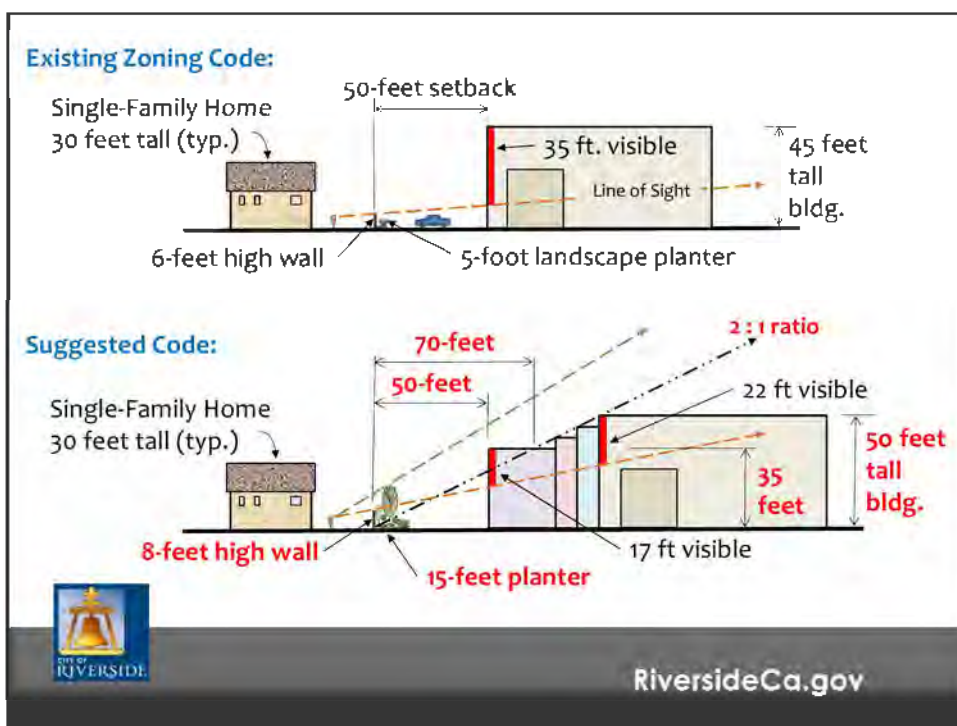
## Suggested Code Changes

3. Require minimum 15 feet landscape buffer;  
and  
  
Require prescriptive standards, such as non-deciduous trees spaced a maximum of 30 feet apart.
4. Increase minimum masonry wall height to 8 feet at property lines abutting residential uses.



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## Recommendation

Staff Recommends that the City Council:

1. **Direct** staff to prepare changes to the City's existing "Good Neighbor Guidelines" as outlined in the staff report;
2. **Direct** staff to prepare an amendment to the Zoning code to incorporate applicable requirements currently contained in the Good Neighbor Guidelines to the Zoning Code; and



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## Recommendation

Continued...

3. **Direct** staff to prepare an amendment to the Zoning Code and any applicable Specific Plans reflecting the recommendations found in this staff report regarding development standards for industrial zones, including any minor variations that may be warranted based on further analysis and input received from the community.



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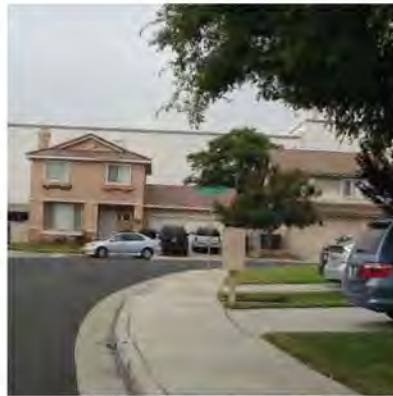
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## EXTRA SLIDES

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## Project on Dan Kipper Drive

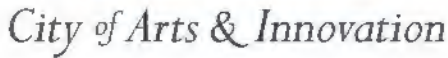


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## Project on Dan Kipper Drive



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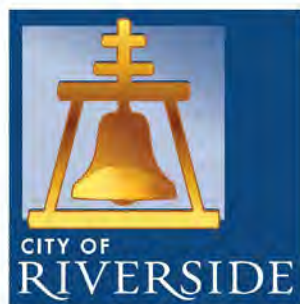


TUESDAY, OCTOBER 25, 2016, 2 P.M.  
ART PICK COUNCIL CHAMBER  
CITY HALL  
3900 MAIN STREET

GARDNER	MELENDREZ	SOURDIS	DAVIS	MACARTHUR	PERRY	BURNARD
1	2	3	4	5	6	7
X	X	X	X	X	X	X
			X	X		
		X	X			

Roll Call:	Present
Mayor Bailey called the meeting to order at 2 p.m., in the Art Pick Council Chamber with all Councilmembers present.	
ORAL COMMUNICATIONS FROM THE AUDIENCE Karen Wright spoke regarding Measures O and Z, and Proposition 64. Scott Andrews spoke regarding the World Series and Measure Z. Mary Humboldt spoke regarding Measure Z.	
<u>COMMUNICATIONS</u>	
LEGISLATIVE REPORT Intergovernmental Relations Officer Lopez reported on a public health assessment near Agricultural Park, Lake Evans, and voter registration and early voting.	
<u>DISCUSSION CALENDAR</u>	
GOOD NEIGHBOR GUIDELINES AND ZONING CODE DEVELOPMENT STANDARDS REVIEW - REFERRED TO COMMITTEE Following discussion, the City Council referred further discussion of the "Good Neighbor Guidelines," and Zoning Code development standards to the City Council Utility Services/Land Use/Energy Development Committee including line of sight considerations for setbacks, tiered setbacks, emission standards, development standards, noise assessments, and other City Council comments.	Motion Second All Ayes
PUBLIC UTILITIES PERFORMANCE AND FINANCIAL AUDITS ACTION PLAN Following discussion, the City Council (1) received and ordered filed the Action Plan to implement recommendations from the recently presented Performance Audit and Financial Expenditure Review of the Public Utilities Department; and (2) directed staff to return in six months with a status update on the Action Plan.	Motion Second All Ayes
<u>CLOSED SESSIONS</u>	
The Mayor and City Council recessed to the City Council Board Room for closed sessions pursuant to Government Code (1) §54956.8 to instruct City's Negotiator, John A. Russo, regarding price and terms of payment for the purchase, sale, exchange or lease of 4102 Orange Street,	





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## CITY COUNCIL MINUTES

TUESDAY, OCTOBER 25, 2016, 2 P.M.  
ART PICK COUNCIL CHAMBER  
CITY HALL  
3900 MAIN STREET

G A R D N E R	M E L E N D R E Z	S O U B I R O U S	D A V I S	M A C A R T H U R	P E R R Y	B U R N A R D
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### WARDS

APN: 215-282-018, by County of Riverside; Rob Field, Negotiator; (2) §54956.9(d)(1) to confer with and/or receive advice from legal counsel concerning In the Matter of the Wastewater Change Petition filed by the City of Rialto before the State Water Resources Control Board; Petition No. WW0079; (3) §54956.9(d)(4) to confer with and/or receive advice from legal counsel concerning one case of anticipated litigation; (4) §54956.9(d)(2) to confer with and/or receive advice from legal counsel concerning one case of anticipated litigation; and (5) §54957.6 to review the City Council's position and instruct designated representatives regarding salaries, salary schedules, or compensation paid in the form of fringe benefits of all Executive Management Employees including the City Attorney and City Clerk, all Management and Confidential Employees as defined by PERS, Fire Management Unit, Riverside City Firefighters Association, Riverside Police Officers Association (Police and Police Supervisory Units), Service Employees International Union #721, International Brotherhood of Electrical Workers #47, and Riverside Police Administrators Association.

### RECESS

The City Council recessed at 4:56 p.m., and reconvened at 6 p.m., in the Art Pick Council Chamber with Mayor Bailey presiding and all Councilmembers present.

### PRESENTATION

#### CULTURAL HERITAGE BOARD

Cultural Heritage Board Chair Steve Lech reported on the activities of the Cultural Heritage Board. Following discussion and without formal motion, the City received and ordered filed the report.

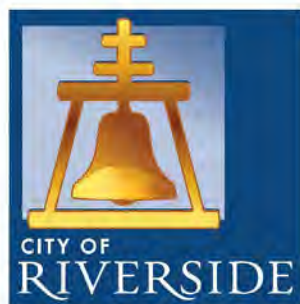
The Invocation was given by Councilmember Burnard.

The Pledge of Allegiance was given to the Flag.

### MAYOR/COUNCILMEMBER COMMUNICATIONS

#### BRIEF STATUS REPORTS FOR REGIONAL ORGANIZATIONS, CONFERENCES, SEMINARS, AND MEETINGS ATTENDED BY MAYOR AND CITY COUNCIL - WARD UPDATES - ANNOUNCEMENTS

Councilmember Burnard reported on the LoveRiverside event and a Community Development Block Grant Community meeting. Councilmember Davis reported on the anti-bullying conference, Riverside Neighborhood Partnership, a Ward 4 Community meeting, the Casa Blanca Fall Festival,



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WARDS

Rivera Elementary School Fall Festival, and Halloween. Councilmember Gardner reported on the 25th Annual Ghost Walk. Councilmember Melendrez reported on Tesoro's de Casa Blanca event, and the Coachella Valley Rescue Mission and Glide Memorial Methodist Church Homeless Transitional Services. Councilmember Mac Arthur reported on the California Citrus Conference and the Growers Forum. Councilmember Perry reported on the Halloween Fall Festival at Bryant Park, the Fire and Police Expo, and a fire incident. Mayor Bailey reported on the Sister City Sendai delegation, White Park Japanese Garden, and the LoveRiverside event.

### PRESENTATIONS

Mayor Bailey presented a Proclamation to Epilepsy Education Everywhere Executive Director Meghan Kennedy recognizing November 2016 as Epilepsy Awareness Month.

Mayor Bailey and Councilmember Melendrez recognized Larry Rios for his 44 years of dedication and service to the Lincoln Boxing Club.

### RIVERSIDE PRIDE SUCCESS REPORT

Riverside Neighborhood Partnership Member Erin Snyder reported on the "Celebrating Neighbors" Annual Neighborhood Awards.

### ORAL COMMUNICATIONS FROM THE AUDIENCE

Freeman Moore spoke regarding Measure Z and energy efficiency. Shirley Ferrante spoke regarding disabled persons and sanctuary cities. Don Gallegos spoke regarding Measures Z and O. Carolyn Brodeur spoke regarding Assistant Police Chief Chris Vicino. Mary Humboldt and Stevan Smith spoke regarding Measure Z. Karen Wright spoke regarding Residents for Responsible Representation, the Friday Morning Club, and Measures O and Z. Jason Hunter spoke regarding Measure Z.

### CONSENT CALENDAR

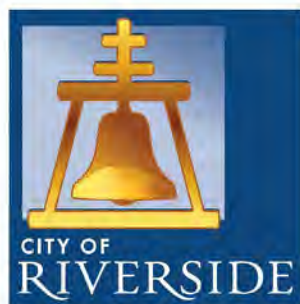
The following items were approved by one motion affirming the actions appropriate to each item with the 2016 International Brotherhood of Electrical Workers Benchmark Salary Survey Adjustment continued.

Motion  
Second  
All Ayes

### BOARD AND COMMISSION RESIGNATIONS AND APPOINTMENT

The City Council (1) accepted the resignations of Patricia Eibs (Ward 3) from the Human Resources Board, Richard L. Kirby (Ward 1) from the Transportation Board, and Bob R. Reeves (Citywide) from the Mayor's Commission on Aging, effective immediately, and requested the City Clerk





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WARDS

to process the vacancies; and (2) appointed Jennifer Kidd Humphreys to the Ward 5 seat on the Human Resources Board for a term ending March 1, 2017.

### MINUTES

The Minutes of the City Council meeting of October 11, 2016, were approved as presented.

### TRAFFIC CIRCULATION PILOT PROJECT - PEARBLOSSOM AND SYCAMORE CANYON

The City Council approved the City Council Transportation Committee recommendation for the 4-month traffic circulation pilot project to prohibit ingress on Pearblossom Drive and Sycamore Canyon Boulevard at El Cerrito Drive for the test period from September 22, 2016, through January 22, 2017.

### PURCHASE AND SALE AGREEMENT - SYCAMORE CANYON WILDERNESS PARK

The City Council (1) approved the Purchase and Sale Agreement with COEG-CA-2, LLC, for the appraised value of \$450,000 from State of California, Department of Parks and Recreation Habitat Conservation funds and Regional Park Special Capital Improvement or future State or Federal grant funds for purchase of a 5-acre parcel of vacant land located at Via Vista and Canyon Crest Drives, identified as Assessor Parcel Number 252-230-004, to be incorporated into the adjacent Sycamore Canyon Wilderness Park; and (2) authorized the City Manager, or his designee, to execute the Agreement, including making minor, non-substantive changes, and to sign all documents and instruments necessary to complete the transaction, and to expend up to \$7,500 for due diligence, title and escrow fees, and related miscellaneous closing costs.

### 2016 EDITION CALIFORNIA CODE OF REGULATIONS TITLE 24 - CALIFORNIA BUILDING STANDARDS CODE AMENDMENTS - RESOLUTION - ORDINANCES INTRODUCED

The City Council (1) adopted a resolution making the necessary express findings as required by State law to support local amendments to the 2016 edition of California Code of Regulations Title 24, the California Building Standards Code; and (2) introduced ordinances adopting the 2016 edition of California Code of Regulations Title 24, the California Building Standards Code with local amendments thereto; whereupon, the title having been read and further reading waived, Resolution No. 23108 of the City Council of the City of Riverside, California, Making its Express Findings as Required by



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WARDS

Section 17958.7 of the Health and Safety Code of the State of California Relating to the Adoption of the 2016 Edition of the California Building Code and the 2016 Editions of the California Residential, Green Building Standards, Mechanical, Plumbing, Fire, and Electrical Codes with Local Amendments Thereto, was presented and adopted; whereupon, an ordinance entitled, "An Ordinance of the City of Riverside, California, Amending Title 16 of the Riverside Municipal Code, Chapters 16.04, 16.06, 16.07, 16.08, 16.11, 16.12, and 16.16 to Adopt the 2016 Editions of the California Building, Residential, Green Building Standards, Mechanical, Plumbing, and Electrical Codes with Local Amendment Thereto;" and "An Ordinance of the City of Riverside, California, Amending Title 16 of the Riverside Municipal Code, Chapter 16.32 to Adopt the 2016 Edition of the California Fire Code with Local Amendment Thereto," were presented and introduced.

### BID 7429 - MOTOR FUEL FOR CITY FIRE STATIONS

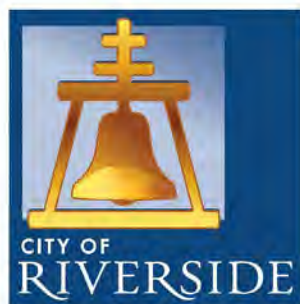
The City Council (1) awarded Bid 7429 to Flyers Energy of Bloomington and Desert Pacific Oil, LLC, Riverside, in the amount of \$100,000, from the Fire Operations-Motor Fuels and Lubricants Account to provide fuel to City Fire Stations through June 30, 2017, with two additional one-year extension options through November 1, 2019; and (2) authorized the Purchasing Services Manager to issue purchase orders as outlined in Bid 7429, subject to availability of funds.

MEMORANDUM OF UNDERSTANDING - INTERNATIONAL BROTHERHOOD OF ELECTRICAL WORKERS - UTILITY AND SUPERVISORY UNITS - SALARY SURVEY ADJUSTMENT - CONTINUED  
The City Council continued the 2016 International Brotherhood of Electrical Workers (IBEW) Benchmark Salary Survey Adjustment.

### SEWER SYSTEM MANAGEMENT PLAN - RIVERSIDE REGIONAL WATER QUALITY CONTROL PLANT - RESOLUTION

The City Council (1) approved the revised Sewer System Management Plan; and (2) adopted a resolution updating the Sewer System Management Plan; whereupon, the title having been read and further reading waived, Resolution No. 23109 of the City Council of the City of Riverside, California, Updating the City of Riverside, Sewer System Management Plan, was presented and adopted.





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## CITY COUNCIL MINUTES

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### DISCUSSION CALENDAR

#### COMMUNITY REVITALIZATION AND INVESTMENT AUTHORITY UPDATE

Following discussion, the City Council (1) received and ordered filed the update regarding Community Revitalization and Investment Authority qualification and eligibility; and (2) directed staff and Kosmont and Associates, Inc., to continue analysis and initiate community engagement leading to the potential formation of a Community Revitalization and Investment Authority in Riverside.

Motion  
Second  
All Ayes

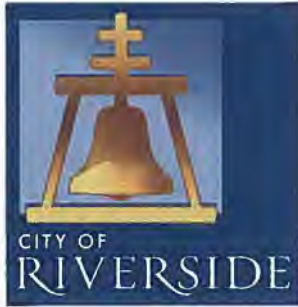
#### AGREEMENT AMENDMENT - REQUEST FOR PROPOSAL 1613 - POLICE DEPARTMENT RECORDS MANAGEMENT AND FIELD REPORTING WRITING SYTEMS - RESOLUTION

Following discussion, the City Council (1) awarded the contract from Request for Proposal 1613 to Motorola Solutions, Inc., for a Police Records Management System; (2) approved the Amendment to the Communications System Agreement with Motorola Solutions, Inc., in the amount of \$1,304,070 from the Police Department Records Management Project Account for purchase of Records Management and Field Reporting Writing Systems; (3) authorized the City Manager, or his designee, to execute all documents pursuant to the Amendment to the Communications System Agreement (Police Records Management and Field Reporting Writing System) with Motorola Solutions, Inc., including making minor and non-substantive changes; and (4) adopted a resolution that will allow for reimbursement of the cost of the Records Management System purchases from proceeds of the future debt instruments; whereupon, the title having been read and further reading waived, Resolution No. 23110 of the City Council of Riverside, California, Declaring its Official Intent to Reimburse Certain Capital Expenditures Relating to the City of Riverside's Police Department's Records Management System and the Migration of its Public Radio System to the Riverside County Public Safety Enterprise Communication System from Proceeds of Debt to be Issued Pursuant to Section 1.150-2 of Title 26 of the U.S. Code of Federal Regulations, was presented and adopted.

Motion  
Second  
All Ayes

#### ELECTRIC SERVICE AGREEMENT - UNIVERSITY OF CALIFORNIA RIVERSIDE - ENERGY EFFICIENCY PROJECTS

Following discussion, the City Council (1) approved a three-year Electric Service Agreement with the University of California Riverside for approximately \$34 million in revenue with approximately \$2.5 million in



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**CITY COUNCIL  
MINUTES**

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rebates from the Public Benefit Funds Program Budget for qualified energy efficiency projects as stipulated in the agreement; and (2) authorized the City Manager, or his designee, to execute the agreement.

Motion  
Second  
All Ayes

**COMMUNICATIONS**

**CITY ATTORNEY REPORT ON CLOSED SESSIONS**


City Attorney Geuss announced there was nothing to report on the closed sessions held earlier in the day.

**ITEMS FOR FUTURE CITY COUNCIL CONSIDERATION**

There were no future items requested at this time.

The City Council adjourned at 8:49 p.m.

Respectfully submitted,

  
COLLEEN J. NICOL  
City Clerk