



## REPORT TO THE PLANNING COMMISSION

AGENDA ITEM NO. VIII-B  
COMMISSION MEETING 3/21/12

March 21, 2012

FROM: KEITH BERGTHOLD, Assistant Director  
Development & Resource Management Department

APPROVED BY

SUBJECT: Presentation and Recommendation of a General Plan Preferred Alternative

### RECOMMENDATION

Staff recommends the planning commission select and recommend a General Plan Preferred Alternative to be forwarded to the City Council for approval.

### EXECUTIVE SUMMARY

The Development and Resource Management Department, Sustainability Services Division long range planning team has been working with the Mayor and City Council appointed Citizens Advisory Committee and the project consultant, Dyett and Bhatia Urban and Regional Planners, and MW Steele Group, to prepare conceptual land use alternatives for the 2035 Fresno General Plan. This effort has also included numerous community meetings at sites throughout the metropolitan area and consultation with various stakeholder interest groups.

Four conceptual alternatives are being reviewed by the Citizens Committee with recommendations for the selection of a preferred alternative to be presented to the City Council in April 2012. The attached Alternatives Analysis Report details the outcome of each alternative in a variety of performance metrics.

The four alternatives are:

- A. The Boulevard Plan. Focuses on the re-building of the primary corridors as a series of neighborhood and regional mixed use centers surrounded by higher density housing. About half the projected residential growth is located in infill areas, on the corridors, and Downtown, with the balance in growth areas.
- B. The Growth Areas Plan. Focuses on development located in the growth areas at a slightly lower density than A. This alternative envisions some modest re-building of the primary transit corridors with higher density mixed use infill development, but without the emphasis on mixed use centers.
- C. The Expanded Sphere of Influence Plan. Follows the patterns of existing land uses and densities, with modest attention to primary transit corridors comparable to alternative B, and with some expansion of the Sphere of Influence to the southwest that is seen as potential expansion in the future.
- D. The Hybrid Plan. Is a hybrid of alternatives A, B and C with some expansion of the Sphere of Influence that is seen as potential expansion in the future as in alternative C.

An additional fiscal assessment by Economic Planning Systems, and separate staff analysis will be forthcoming.

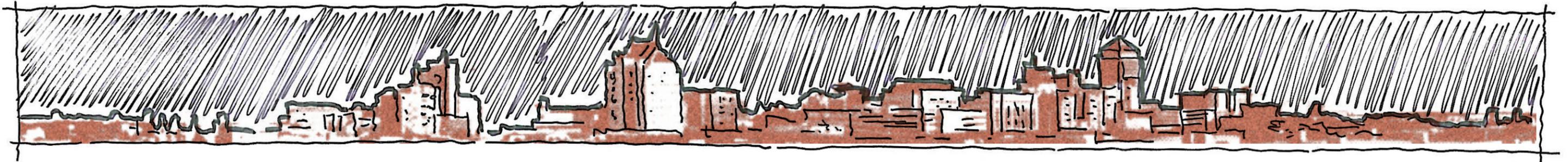
Attachments:

Fresno General Plan and Development Code update Alternatives Report

# Fresno

## General Plan and Development Code Update

Alternatives Report  
*For the General Plan Citizens Committee*



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March 16, 2012



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# EXECUTIVE SUMMARY



## BACKGROUND

Research, information gathering, community engagement and expert opinion have all been focused over the past year on creating the 2035 Fresno General Plan, an update to the current plan. This work has been a collaborative effort between the public, City staff and a team of experts led by Dyett & Bhatia, Planning Consultants.

This document is a stopping point along the way to the creation of the plan where we can examine four potential overall plans to accommodate the anticipated growth of Fresno. Once a preferred alternative has been identified, the process will move forward with further review, evaluation and detail.

## THE FOUR ALTERNATIVES

The best way to understand the potential of a city plan is through the exploration of alternatives. This approach allows the public and decision makers to understand the full range of possibilities. While the alternatives are distinct from one another in the allocation and type of development planned to accommodate the projected growth of Fresno, they share an overall urban form. The overall urban form elements are established by existing circulation and buildings and will remain as the city's configuration in the future.

The four alternatives are lettered A through D and are defined in the following ways:

- A. *The Boulevard Plan*. Focuses on the re-building of the primary corridors as a series of neighborhood and regional mixed use centers surrounded by higher density housing. About half the projected residential growth is located in infill areas, on the corridors, and Downtown, with the balance in growth areas.
- B. *The Growth Areas Plan*. Focuses on development located in the growth areas at a slightly lower density than A. This alternative envisions some modest re-building of the primary transit corridors with higher density mixed use infill development, but without the emphasis on mixed use centers.
- C. *The Expanded Sphere of Influence Plan*. Follows the patterns of existing land uses and densities, with modest attention to primary transit corridors comparable to alternative B, and with some expansion of the Sphere of Influence to the southwest that is seen as potential expansion in the future.
- D. *The Hybrid Plan*. Is a hybrid of alternatives A, B and C with some expansion of the Sphere of Influence that is seen as potential expansion in the future as in alternative C.

## MEASURING PERFORMANCE OF THE ALTERNATIVES

Six measures, some qualitative and some quantitative, are used to evaluate the four alternatives as described briefly below and detailed in the balance of this report, plus a standalone fiscal analysis. City staff is also developing some separate additional comparisons that will be presented along with these reports.

## Capacity

The alternatives all assume generally the same overall capacity to accommodate Fresno's growth through 2035 as expressed primarily by new dwelling units. While each alternative arranges the needed residential growth in different patterns, the total dwelling units provided for range from 76,000 to 80,000, a 5% variation. A full table comparing the alternatives and their capacity in detail follows this executive summary. As an overall comparison, however, the following residential capacities provide a measure of each alternative.

- A. *The Boulevard Plan* envisions approximately 39,000 dwelling units in infill areas, Downtown, and focused around mixed use nodes on the corridors of Blackstone, Ventura-Kings Canyon, Shaw and Herndon and 37,000 dwelling units planned for the growth areas.
- B. *The Growth Areas Plan* envisions approximately 26,000 dwelling units in infill areas, Downtown, and on the corridors, with 53,000 units in growth areas.
- C. *The Expanded SOI Plan* envisions approximately 26,000 dwelling units in infill areas, Downtown, and on the corridors and 53,000 units in growth areas, including a 5,440 acre expansion of the SOI.
- D. *The Hybrid Plan* envisions 32,000 dwelling units in infill areas, Downtown, and on the corridors and 48,000 units in the growth areas, including a 3,040 acre expansion of the SOI.

Each alternative accommodates the anticipated growth, but in somewhat different concentrations. Two of the four call for SOI expansion to accommodate future residential areas.

## Employment to Housing Balance

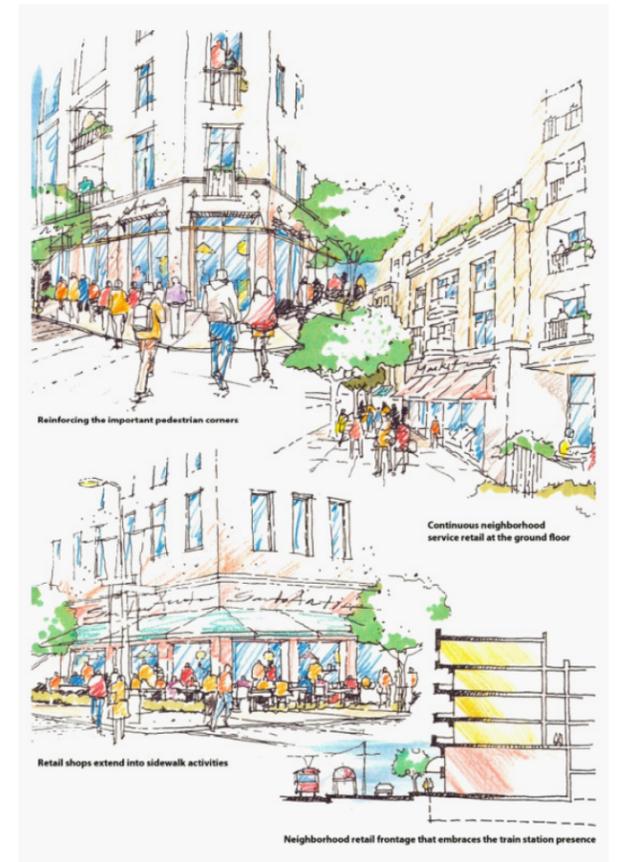
Also known as "jobs to housing" this measure compares a projection of total employment generated per household for each alternative with the 2005 and 2035 Fresno COG scenarios. The projected jobs housing balance for alternatives A, B and D is 1.34 jobs per household and C is 1.40. This compares to COG's projected balance of 1.27 for 2005 and 1.24 for 2035.

Under each alternative, Fresno would be more of a regional job center than it is today.

## City Building

Urban form, neighborhoods, connectivity, walkability, opens space and balanced growth are just some of the measures of city building. The results and indicators may be more quality driven than quantity driven. However this factor is measured, it is what creates lifestyle and makes a city interesting and memorable.

The citizen's committee has adopted a Vision and set of Guiding Principles that have been used to evaluate the alternatives, measuring their performance against these qualitative principles. The Vision and Guiding Principles are outlined in 2 Introduction and form the basis for evaluation table in 3 Comparison of the Plan Elements. The overall results of applying this set of values to the specifics of the varying plans yields the following ranking of the alternative.





- A. *The Boulevard Plan* is ranked first on the basis of the qualitative elements expressed in the Vision and Guiding Principles evaluation.
- B. *The Growth Areas Plan* is ranked third on the same basis.
- C. *The Expanded SOI Plan* is ranked fourth using this same comparison.
- D. *The Hybrid Plan* is ranked second using these criteria.

A review of the criteria and ranking method will reveal a lack of scientific evidence, but rather a system based on goals and aspirations for the City of Fresno in the future. This evaluation is equally important to those that involve measurable metrics as it addresses the issue of lifestyle.

### Mobility, Transportation and Air Quality

The success of plans and the resulting built environment are often judged and measured by traffic and its impacts. No one likes to wait in traffic or drive more miles than needed to get to their job, doctor, school, restaurant or store. With that in mind, one of the most significant measures of traffic efficiency resulting from a land use plan is Vehicle Miles Traveled per Person. This measure indicates convenience, but greenhouse gas and air quality is directly affected by this metric. Driving more miles each results in more carbon and other emissions being exhausted into the atmosphere with the result being ever more air pollution.

A more thorough discussion of mobility and transportation is contained in section 3.

- A. *The Boulevard Plan* results in the lowest vehicle miles travelled per capita (VMT) of the four alternatives and the lowest average trip length. Because of its proposed development of the corridors, it results in the highest traffic volume on the corridors and SR41 although both remain generally within existing capacity.
- B. *The Growth Areas Plan* results in higher VMT and average trip length than Alternative A, but less than Alternative C. Traffic volume on the corridors and freeways is the lowest of the four alternatives due to its balanced growth pattern.
- C. *The Expanded SOI Plan* results in the highest VMT and average trip length of the four alternatives. Traffic volume on the corridors is less than alternatives A and D, but more than alternative B. Traffic volume on the freeways is equal to Alternative A, but less than D and more than B, with the primary impact being on SR 180
- D. *The Hybrid Plan* results in higher VMT and average trip length than Alternative A, about the same as B, but less than C. Alternative D results in less volume on the arterials than A, but more than B or C due to the emphasis on corridor development. Freeway volumes produced by Alternative D are the highest of the four alternatives.

Greenhouse Gas Emissions and Air Quality are a direct function of vehicle miles traveled due to emissions at the exhaust pipe. With the lowest VMT, Alternative A is likely to have the least impact on air quality. Further study of air quality and global warming will be conducted with the MEIR.

Mass transit effectiveness is directly related to the potential ridership of transit corridors. Alternatives A and D produce the highest density on the corridors; therefore can be expected to support mass transit to a higher level than the other alternatives.

While each alternative increases traffic volume on corridors and freeways to some degree, it is expected at this early stage, that the existing road system can be expected to accommodate this increase. (The MEIR will further study this assumption.) If that proves to be the case, allowing the existing corridors to absorb much of the traffic associated with growth will reduce the stress on the outlying road system in the growth areas.

While there is no clear “winner” in this analysis, the lower VMT and its associated impact on air quality and support for mass transit due to urban form and growth patterns, indicates a preference for either Alternative A or D.

### Fiscal And Economic Impacts

Each alternative brings with it opportunities to create greater land value, job opportunities, commercial opportunities and revenue, as well as different fiscal implications for the costs associated with providing public services and the ongoing maintenance of public facilities. There is also the potential for economic impacts due to increased infrastructure costs associated with developing both infill and Greenfield land and intensifying Bus Rapid Transit (BRT) corridors.

*A fiscal analysis study that evaluates the alternatives has been prepared and is under separate cover. This analysis should be considered alongside the other means of evaluation of the proposed alternatives.*

### Implementation

The measure of each alternative is how it makes use of existing infrastructure or conversely requires infrastructure such as roads and utilities. Another important measure of implementation is based on the provision of the type of land uses that represent feasible and productive housing types in particular. In Fresno the residential development industry and current market is primarily driven by the sale of single family detached housing which is an important component of each alternative.

More detailed and concrete implementation strategies are contingent upon selection of a preferred alternative with its specified mix and diversity of densities and focus areas for development and revitalization. In all alternatives, as noted below, more specific or precise planning will be beneficial to achieve more complete neighborhoods and interconnected communities.

Building complete neighborhoods and interconnected communities in the Growth Areas presents unique challenges and opportunities. Much of the available land in these areas exists only as individual small to moderate sized parcels often isolated from other developable parcels by existing development. This has the potential to result in checkerboard development without any sense of connection or community. In this setting, parcels are usually developed independent of one another often by different parties.

**The challenge** that results from this condition often boils down to; how do the various components of a complete neighborhood get built and who builds what? This is the question often asked along with; how are the needed facilities and housing types assured?

**The opportunity** lays in the increased value of development that results when a truly complete neighborhood exists or can be built. Each resident, land owner and developer has certainty about the surrounding development, its type, use and quality. This has proven to be a tangible benefit of building complete neighborhoods and strong communities.

**Planning** is the means to achieve this end. Although planning that must include unrelated parcels and development sites is difficult, it can be accomplished through particular attention to land use arrangements, housing types, public use sites and just as important; the pedestrian and vehicular connections that create an interconnected community. The Growth Areas that do not have Specific or Precise Plans adopted should be considered for this level of planning. It is only with such planning that the desired result of complete neighborhoods can be met.

### NEXT STEPS

This document will lead to recommendations by the City Administration, Public, General Plan Update Citizens Committee, and Planning Commission for the selection of a preferred alternative by the City Council, targeted for July 2012. The preferred alternative will be the basis of the updated draft General Plan and Development Code, which in turn become the ‘projects’ assessed through the preparation of an updated Master Environmental Report.

**TABLE E-1: RESIDENTIAL CAPACITY COMPARISON**

<b>Build Out by Sub-Region <sup>1</sup></b>	<b>Alternative A</b> <i>Emphasizes Revitalization, Infill, and Transit Corridors within SOI</i>		<b>Alternative B</b> <i>Balances Growth Area Development and Infill within SOI</i>		<b>Alternative C</b> <i>Continuation of Established Densities &amp; Development Patterns, Expands the SOI</i>		<b>Alternative D</b> <i>Hybrid of Alts A,B,C</i>	
	<b>Housing Units</b>	<b>Average Density (Units / Acre) <sup>2</sup></b>	<b>Housing Units</b>	<b>Average Density (Units / Acre)</b>	<b>Housing Units</b>	<b>Average Density (Units / Acre)</b>	<b>Housing Units</b>	<b>Average Density (Units / Acre)</b>
<b>TOTALS</b>	<b>76,000</b>	<b>11.4 Net / 9.4 GR</b>	<b>79,000</b>	<b>9.4 Net / 7.5 GR</b>	<b>79,000</b>	<b>6.8 Net / 5.3 GR</b>	<b>80,000</b>	<b>8.5 Net / 6.7 GR</b>
Infill - Total	28,000	12.5 / 11.8	15,000	9.5 / 8.5	15,000	6.7 / 5.8	21,000	9.0 / 7.8
Corridors	9,500	-	3,000	-	3,000	-	5,000	-
Non-Corridors	18,500	-	12,000	-	12,000	-	16,000	-
Downtown	11,000	Not calculated <sup>3</sup>	11,000	Not calculated	11,000	Not calculated	11,000	Not calculated
<b>Infill and Downtown Subtotal / % of Total</b>	<b>39,000 / 51%</b>		<b>26,000 / 33%</b>		<b>26,000 / 33%</b>		<b>32,000 / 40%</b>	<b>-</b>
North Growth Area	2,000	8.4 / 6.3	2,000	9.1 / 6.8	2,500	6.6 / 5.0	2,500	7.6 / 5.7
Southwest Growth Area	9,000	10.8 / 8.1	10,000	8.8 / 6.6	8,000	5.9 / 4.4	10,500	7.8 / 5.9
West Growth Area	14,500	10.2 / 7.6	15,000	9.7 / 7.3	14,500	7.1 / 5.3	17,000	8.2 / 6.1
SEGA	11,500	Equal to or Higher than above	26,000	Equal to or Higher than above	19,500	Equal to or Higher than above	11,500	Equal to or Higher than above
SOI Expansion	0	-	0	-	8,500	8.0 / 6.0	6,500	9.6 / 7.2
<b>Growth Area Subtotal / % of Total</b>	<b>37,000 / 49%</b>		<b>53,000 / 67%</b>		<b>53,000 / 67%</b>		<b>48,000 / 60%</b>	
<b>Build Out by Development Type <sup>4</sup></b>	<b>76,000</b>	<b>% of Total</b>	<b>79,000</b>	<b>% of Total</b>	<b>79,000</b>	<b>% of Total</b>	<b>80,000</b>	<b>% of Total</b>
Activity Center/Regional Commercial	3,800	5%	2,100	3%	3,300	4%	4,800	6%
Main Street/Commercial Corridor	100	0%	1,200	2%	800	1%	600	1%
Mixed-Use Corridor	2,300	3%	500	1%	200	0%	1,700	2%
Neighborhood Center	1,300	2%	300	0%	2,500	3%	400	1%
Sub-Regional Center	2,500	3%	1,600	2%	0	-	2,400	3%
Suburban Residential	1,900	3%	5,800	7%	16,000	20%	8,200	10%
Urban Residential	25,700	34%	17,200	22%	8,200	10%	21,900	27%
Downtown	10,900	14%	10,900	14%	10,900	14%	10,900	14%
Pipeline Projects	3,300	4%	3,300	4%	3,300	4%	3,300	4%
SEGA	11,500	15%	26,000	33%	19,700	25%	11,500	14%
Tentative Maps	12,500	17%	10,000	13%	14,000	18%	14,000	18%
<b>Build Out by City or County</b>	<b>76,000</b>		<b>79,000</b>		<b>79,000</b>		<b>80,000</b>	
Within Existing City Limits	40,000	53%	31,500	40%	32,500	41%	38,500	48%
Within SOI & SEGA – Outside Existing City Limits	36,000	47%	47,500	60%	38,000	48%	35,000	44%
Outside Existing SOI	0	-	0	-	8,500	11%	6,500	8%

(1) Includes mapped lots and pipeline projects

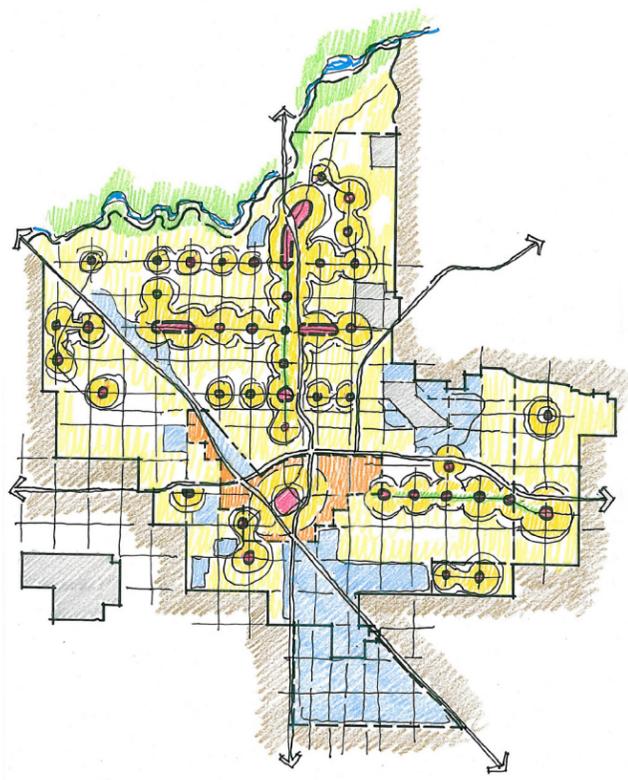
(2) Net Density removes 25% of greenfield acreage for public infrastructure (roads, parks, schools), Gross Density includes all likely residential acreage. **Calculations exclude pipeline projects and SEGA** (units and acreage).

(3) Downtown has only 100 acres of vacant land zoned for residential – so revitalization of existing commercial/office buildings and mixed use infill on commercially zoned land will produce dwelling units – which substantially increases average density achieved by the Fresno GP Update in total

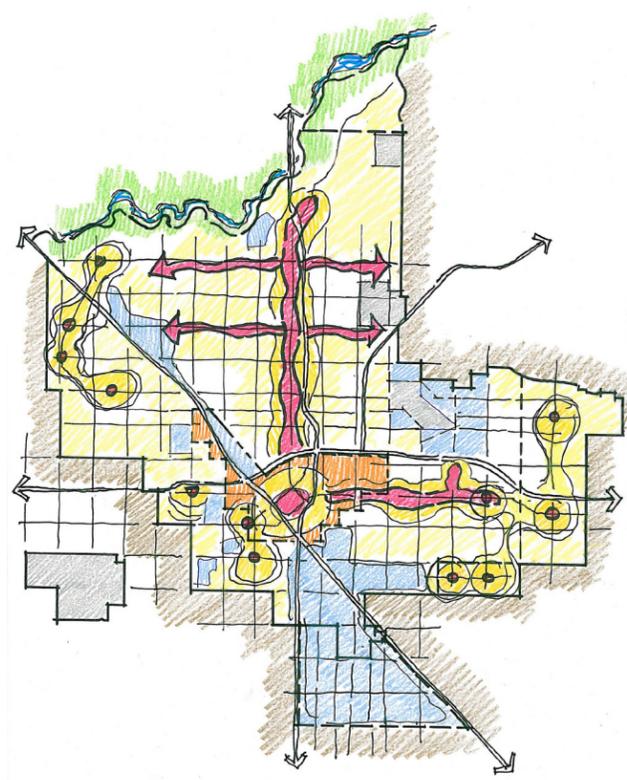
(4) Includes build out from SOI expansion

**FIGURE E-1: CONCEPTUAL SKETCH ALTERNATIVES**

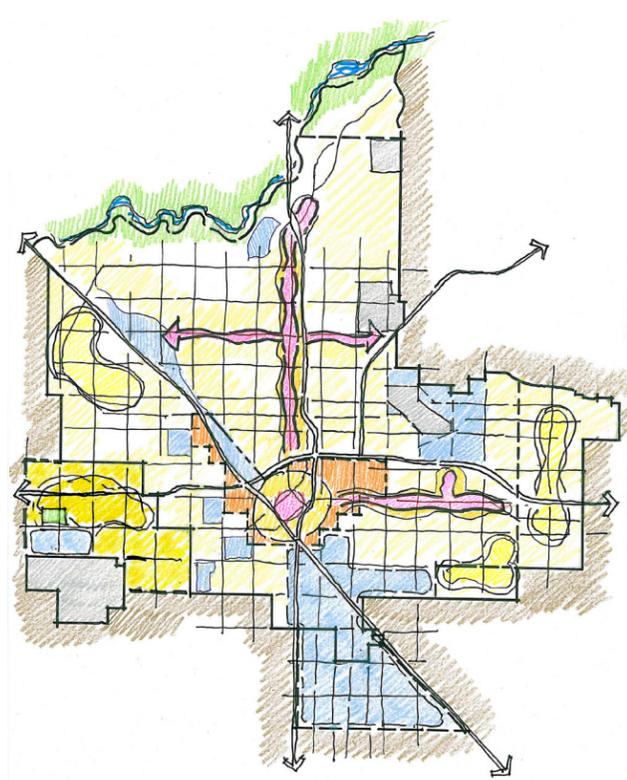
*While each conceptual plan shows an expanded industrial area south of the city, the buildout and impact of this strategy was only included in Alternative A. Selection of the Preferred Plan should include consideration of this option*



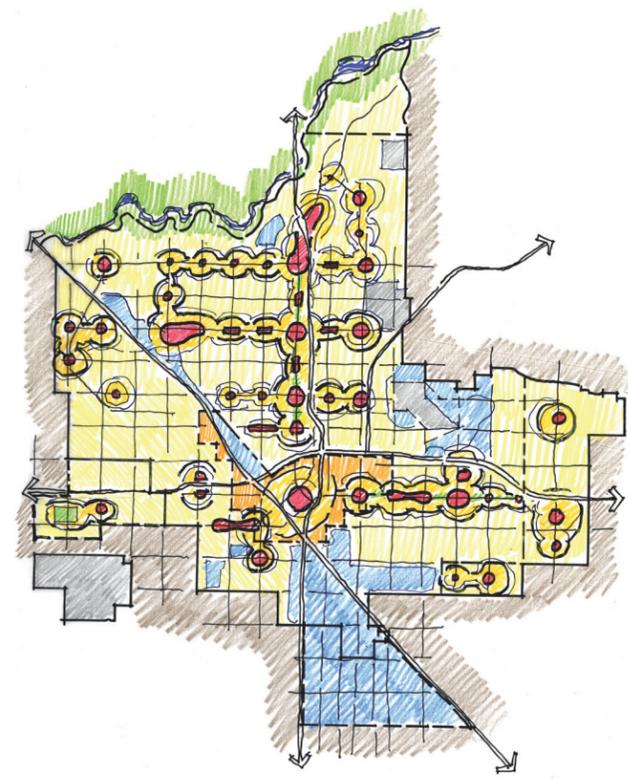
**Concept Alternative A**  
*The Boulevard Plan*



**Concept Alternative B**  
*The Growth Areas Plan*



**Concept Alternative C**  
*The Expanded SOI Plan*



**Concept Alternative D**  
*The Hybrid Plan*





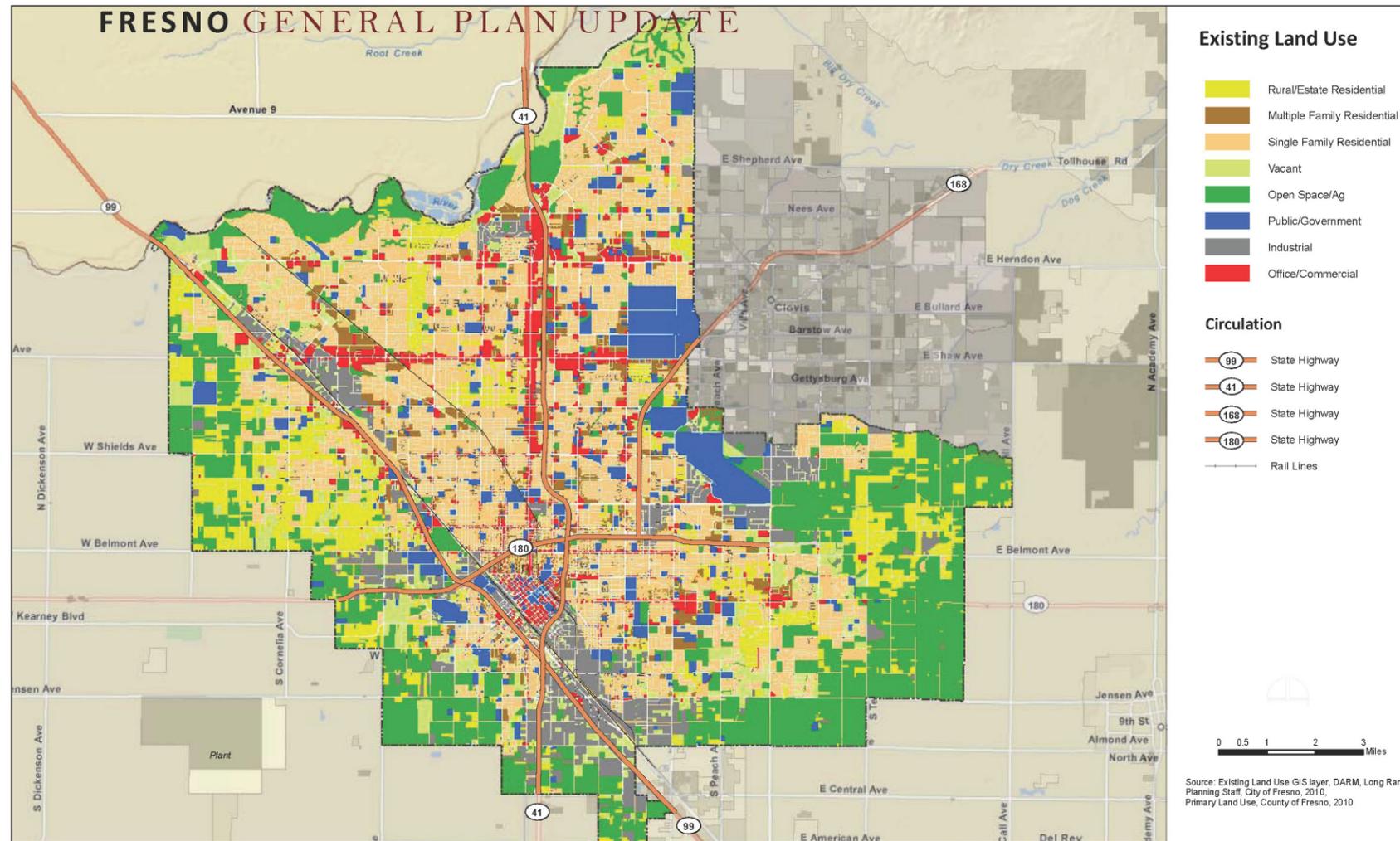


Figure 1-2: Existing Land Use Map - Refer to Map Atlas at [www.fresno.gov/newplan](http://www.fresno.gov/newplan)

- Strengthen and direct development toward existing communities
- Take advantage of compact building design
- Enhance the economic vitality of the region
- Support actions that encourage environmental resource management
- Plan for future water needs

While voluntary and not prescriptive, these principles provide a context and contemporary framework for large and small cities now planning their future urban form and for working with other cities, counties, agencies and the state. These principles can be used by Fresno residents and policy makers as a benchmark with which to gauge and compare alternatives and what types of policies may be proposed in Fresno.

The appropriate densities of development needed to achieve related principles – ‘Take advantage of Compact Building Design’ and several related to the environment and resources for example - were a part of Fresno County and Regional Blueprint discussions. As part of the Fresno Council of Governments Blueprint for Fresno County specifically, a density goal for new development in the Fresno Clovis Metro Area of 9 dwelling units per acre was suggested, in order help achieve various goals implied by the Smart Growth Principles. The incorporated area of Fresno has a existing development average density of 6.9 dwelling units per acre, and the entire Sphere of Influence, planning area, including county islands has an average existing density of 5.6 dwelling units per acre.

Fresno has generally grown out from the original downtown over the years in a relatively low density suburban pattern, which relies almost exclusively on the auto as the single means of mobility. This has created a condition of sprawl, sometimes leaving a distressed “vacuum” in its wake. This can be seen in Downtown today, as well as other areas.

### Annexation – Expanding the Sphere of Influence

All of the alternatives require significant annexation of country lands. In addition three alternatives include an expansion of the Sphere of Influence. In Alternative A the expansion is for industrial expansion to the south and Alternatives C and D contemplate expansion to the west for residential and supporting commercial uses. Expansions of the Sphere of Influence if pursued will require annexation of Fresno County lands as well as annexation of the County islands.

The City of Fresno is charged by California State Planning Law (Government Code Section 65300 et seq) with the responsibility of adopting a general plan for its incorporated area and land outside of its boundaries which in its judgment bears a relationship to its planning for the physical development of the city. The City of Fresno has traditionally adopted a general plan which covers a metropolitan planning area as defined by a formal agreement with the County of Fresno. Presently the City’s metropolitan planning area is defined by the “Master Settlement Agreement, Release, Stipulation for Dismissal, and Order” and the accompanying “Amended and Restated Memorandum of Understanding between the County of Fresno and the City of Fresno” (MOU) of January 2003. The boundaries of the 2025 Fresno General Plan, including the North Growth Area and the Southeast Growth Area (SEGA) are consistent with this agreement.

The City-County MOU also provides an agreement as to how annexation of properties and development is to occur within the City’s planned urban boundary and sphere of influence (SOI). The Fresno Local Agency Formation Commission (LAFCo) is the entity charged by CKHRA with the responsibility to oversee the formation and expansion of municipalities and special districts.

The Fresno LAFCo board has also established policies, standards and procedures to guide its actions regarding the filing, evaluation and approval or denial of annexations to districts of municipalities.

The City may choose to adopt of a General Plan alternative with designations and policies that further specify the City’s position with respect to conservation of agricultural and other natural resources, or identifies areas considered potentially appropriate for future urban growth. The present City-County MOU is scheduled to expire December 31, 2017, and consideration of resource conservation or future growth area designations might accelerate an effort to negotiate a new or amended MOU.

### 1.4 OPPORTUNITY SITES AND DEVELOPMENT CAPACITY

Within Fresno’s planning area, land that can accommodate new growth as well as infill development until 2035 falls into a number of different categories. These include:

- Vacant land that has no active use, but is within the urbanized area and may already have infrastructure, such as roadways, utilities, etc.;
- Underutilized parcels that may be candidates for change or infill in the future – the revitalization categories; and
- “Greenfield” sites that require infrastructure to be extended and installed – the growth area categories.

City staff worked with the planning team to confirm the development potential for these opportunity sites, drawing on prior planning studies done for the City, expressions of developer interest and field work. The numbers within each category (Revitalization 2 vs. 4) distinguish sites that are more and less likely to develop. The opportunity sites are illustrated in Figure 1-3.

Combining these categories of land, there are approximately 15,300 acres within the current Sphere of Influence (SOI) that could be developed during the lifetime of the updated General Plan, as shown in Table 1-1. Tentative subdivision maps have been submitted for an additional 3,300 acres of land and another 850 acres of “pipeline” projects have been approved and are in the process of development, for a total supply of 19,500 acres that may develop during the General Plan horizon. This total does not include land covered by the Downtown Neighborhoods and Fulton Corridor Plan, within the Southeast Growth Area (SEGA), or outside the SOI.

To compare, future land demand for Fresno can be estimated, based on FCOG’s population projections (countywide estimate of 1,290,000 in 2035, with 61% of population in Fresno), suggesting a 2035 population in the City of Fresno and its SOI of 786,000 people. Tables 1-2 and 1-3 show the related demand for residential and non-residential land, which combines to a total need of around 18,000 acres by 2035, not including parks, schools, roads, and other public uses.

**TABLE 1-2: ESTIMATED NON-RESIDENTIAL LAND DEMAND, FRESNO SOI**

	<i>Current Trend</i>
<b>Office, R&amp;D, and Related Services</b>	
Number of New Employees	44,733
Building Floor Area	14,538,160
Net Acres	960
Gross Acres (net = 0.75 * gross)	1,279
Multiplier (to account for vacant land, cushioning, and inefficiencies)	1.1
<b>Total Demand (acres)</b>	<b>1,407</b>
<b>Commercial (not including retail)</b>	
Number of New Employees	10,648
Space in Square Feet	4,259,000
Net Acres	407
Gross Acres (net = 0.75 * gross)	542
Multiplier (to account for vacant land, cushioning, and inefficiencies)	1.1
<b>Total Demand (acres)</b>	<b>597</b>
<b>Total Retail + Commercial Demand (incl. 589 ac from Table 3.10 results)</b>	<b>1,185</b>
<b>Manufacturing, Warehousing and Industrial</b>	
Number of New Employees	24,885
Space in Square Feet	24,885,150
Net Acres	1,980
Gross Acres (net = 0.75 * gross)	2,641
Multiplier (to account for vacant land, cushioning, and inefficiencies)	1.1
<b>Total Demand (acres)</b>	<b>2,905</b>
<b>Total Acres Needed in 2035</b>	<b>5,497</b>

Source: Dyett & Bhatia, 2010

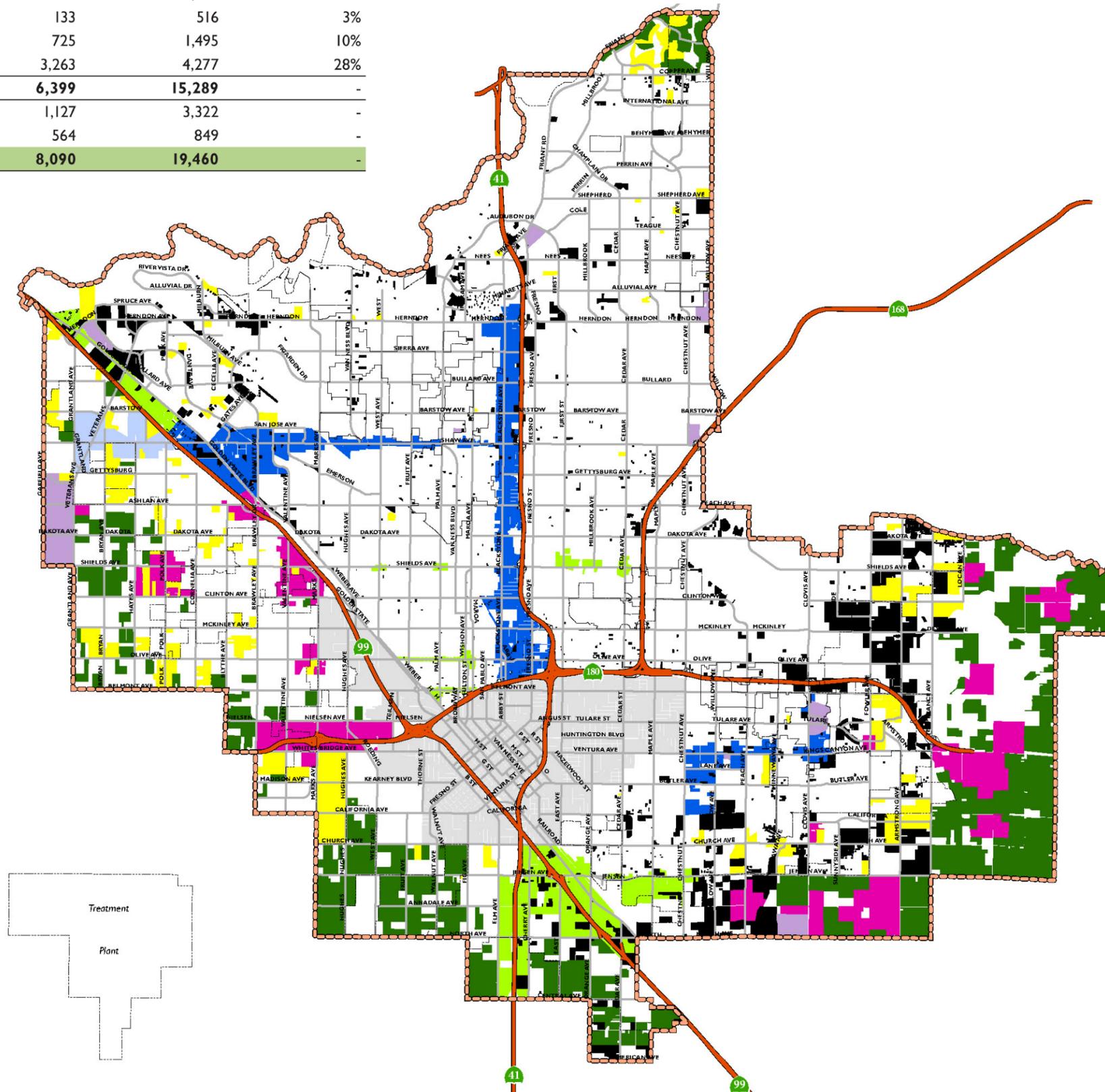
**TABLE 1-3: ESTIMATED RESIDENTIAL LAND DEMAND, FRESNO SOI**

	<i>All HH Grow</i>	<i>Only New HH Grow</i>
<b>Residential</b>		
2035 Household Population	786,900	786,900
Number of Households (average size = 3.23 persons)	243,622	252,424
Housing Units Needed by 2035 (6% vacancy)	258,240	267,569
2010 Housing Units	190,350	190,350
Housing Units Demand (2035 minus 2010)	67,890	77,219
Acres Needed for Low Density (4.7 du/ac, 65% of total)	9,389	10,679
Acres for Medium to High Density (15 du/ac, 35%)	1,584	1,802
Multiplier (to account for vacant land, cushioning, and inefficiencies in the real estate market)	1.1	1.1
<b>Total Need (acres)</b>	<b>12,070</b>	<b>13,729</b>

Source: Dyett & Bhatia, 2011

**TABLE I-1: LAND SUPPLY (RESIDENTIAL AND NON-RESIDENTIAL)**

	Acres			% of Subtotal
	In City Limits	In SOI	Total	
Infill Vacant	2,773	1,793	4,566	30%
Revitalization 2	2,455	79	2,534	17%
Revitalization 4	1,495	406	1,901	12%
Growth Areas 5	383	133	516	3%
Growth Areas 6	769	725	1,495	10%
Growth Areas 7	1,013	3,263	4,277	28%
<b>Subtotals</b>	<b>8,890</b>	<b>6,399</b>	<b>15,289</b>	-
Tentative Maps	2,195	1,127	3,322	-
Pipeline Projects	285	564	849	-
<b>TOTAL</b>	<b>11,370</b>	<b>8,090</b>	<b>19,460</b>	-



### Opportunity Sites

#### Boundaries

- Sphere of Influence
- City Limits
- Downtown

#### Opportunity Sites

- Pipeline Projects
- Tentative Maps
- Infill Vacant
- Revitalization 2
- Revitalization 4
- Growth Area 5
- Growth Area 6
- Growth Area 7

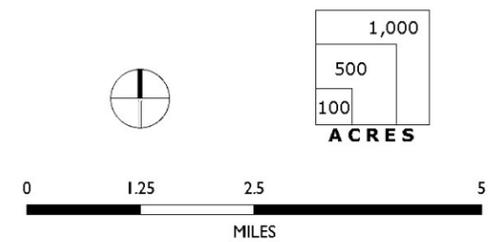
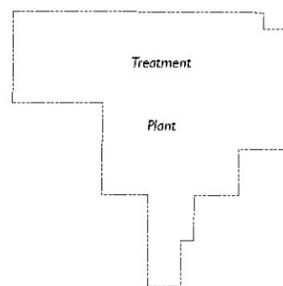


Figure 1-3: Opportunity Sites Map

Source: City of Fresno, 2010; Dyett & Bhatia, 2010.

## 2 CONCEPT ALTERNATIVES

The four concept alternatives are organized around the existing urban form and opportunity sites in Fresno. These sites are located throughout the Sphere of Influence and include both growth areas and urbanized areas. These alternatives are in many ways simply illustrations of possible land use plans for these opportunity sites that will accommodate the overall growth of the city. While they are distinctly different in their approach to growth and patterns of growth they must be evaluated through a prism of quantitative analysis as well as qualitative analysis.

The quantitative analysis includes such metrics as a traffic analysis, fiscal analysis and capacity projections. An environmental impact report will be prepared based on the preferred plan which will take all environmental impacts into account.

The qualitative analysis is based on a vision and guiding principles that have evolved out of work with the community and General Plan Citizen's Committee. These have been discussed and endorsed by members of the Citizens Advisory Committee.

### 2.1 VISION AND GUIDING PRINCIPLES

*The General Plan Citizen's Committee appointed by the Mayor and City Council Members has evaluated and recommended an array of vision concepts and guiding principles to be emphasized in the 2035 General Plan Update. The list below is expressed under multiple headings without any implied priority and is intended to be read as Fresno being:*

#### **A City of Opportunity, Economic Development, Business and Job Creation**

Emphasize the connections between urban form, quality-of-life goals, General Plan and Development Code policies, practices, implementation and permit streamlining programs – Achieving local educational excellence and workforce relevance - And significantly increased business development and expansion, attraction and retention of talented people, job creation, and sustained economic growth of Fresno. Strategically locating employment lands and facilities and avoidance of over saturation of a single type of housing, retail and employment is important to economic prosperity.

#### **A City with a Successful and Competitive Downtown**

Emphasize infill development and a revitalized central core area as the primary activity center for Fresno and the region. This can be accomplished through planning by locating substantial growth near the core and along the corridors leading to downtown.

#### **A City that Values Resource Conservation, Efficiency and Resilience**

Emphasize conservation, successful adaptation to climate and changing resource conditions, and performance effectiveness in the use of energy, water, land, buildings, natural, and fiscal resources required for the long-term sustainability of Fresno - In the priorities for and design of public infrastructure and operations, recycling and reuse, and encouragement of related business and household standards and practices for resource stewardship, conservation and efficiency.

#### **A City with Improved Air Quality**

Emphasize achieving increased air quality and reduced greenhouse gas emissions in Fresno through community design and development standards, building energy performance goals, and other incentives and best practices.

#### **A City that Values Agriculture**

Emphasize the heritage of Fresno as a center of Agriculture - Carefully evaluating and preserving prime farmland along with providing ways for farms and urban development to coexist will achieve this balance. Urban agriculture located such that it supports the Healthy Communities element of the plan will also further this goal.

#### **A City that Protects, Preserves, and Enhances Natural, Historic, and Cultural Resources**

Emphasize the continued protection of important natural, historic and cultural resources in the future development of Fresno. This includes both designated historic structures and neighborhoods, but also “urban artifacts” and neighborhoods that create the character of Fresno.

#### **A City with a Plan Based on Areas of Change and Areas of Stability**

Emphasize distinguishing between refined policies for continuity, stability and improved services and maintenance in most existing neighborhoods and districts – Versus new policies for different design and development standards, planning, implementation and public facilities financing strategies for areas designated for change along major bus rapid transit corridors, new and retrofit activity centers, and new development growth areas of Fresno.

#### **A City of Choices**

Emphasize the opportunity for a diversity of districts, neighborhoods, housing types, job opportunities and educational venues. Economic prosperity relies on these choices that appeal to a broad range of people young and old, attracting them to Fresno as long term residents and contributors to business, government, culture and education.

#### **A City with a Diversity of Urban and Suburban Communities**

Emphasize that future growth be integrated in a mix of higher, medium, and lower densities in existing and new mixed-use urban districts, compact neighborhoods, and suburban areas in Fresno – Making use of underutilized land, reducing long-term farmland conversion, better supporting transit and multiple transportation modes, mixing and balancing compatible residential and retail uses in Greenfield and Infill centers and neighborhoods to produce more proximate economic opportunities, jobs, housing options, recreation, and other choices.

#### **A City of Complete Neighborhoods for New Development**

Emphasize new neighborhoods in Fresno that are more compact with a mix of densities, building types, and affordability - Designed to be healthy, attractive, and centered by schools, parks, public and commercial services that meet daily needs within walking distance – In other words, intentionally plan for complete neighborhoods as an outcome, and not a collection of subdivisions which do not result in complete neighborhoods.

#### **A City of Healthy Communities and Improved Quality of Life in Existing Neighborhoods**

Emphasize supporting existing neighborhoods in Fresno with safe, well maintained, and accessible – streets, utilities, education and job training, proximity to jobs, retail services, and health care, affordable housing, youth development opportunities, open space and parks, transportation options, opportunities for home grown businesses, and more (Priorities Recommended by the Building Healthy Communities Initiative for South Fresno).

#### **A City with Corridors and Centers that Support Transit Use**

Emphasize increased land use intensity and mixed use development at densities supportive of greater use of transit in Fresno - Through encouragement, infrastructure and incentives for infill and revitalization along major corridors and in activity centers.

#### **A City of Multi-Modal Connectivity and Complete Streets**

Emphasize and plan for all modes of travel on local and major streets in Fresno - Incorporating walking, biking, transit, and autos with interconnected and linked neighborhoods, districts, major campuses and public facilities, shopping centers and other service centers, and regional transportation such as air, rail, bus and highways.

**A City with Existing Public Infrastructure and Service Deficiencies Cured and Investing for Increased Competitiveness in the Future**

Emphasize the fair and necessary costs of maintaining sustainable water, sewer, streets, and other public infrastructure and service systems in rates, fees, financing and public investments to implement the General Plan - That adequately address accumulated deferred maintenance, aging infrastructure, risks to service continuity, desired standards of service to meet quality-of-life goals, and required infrastructure to support growth, economic competitiveness and business development.

**A City with Planning and Investment Partnerships Among Land Owners, Developers, Public Agencies and Institutions**

Emphasize partnerships among all private and public development interests for effective and collaborative comprehensive master planning and shared public facilities and services financing and implementation strategies - That can overcome fragmented land ownership and nonintegrated development outcomes to achieve complete neighborhoods and communities in Fresno.

**A City with a Spirit of Citizenship**

Emphasize shared community values and genuine engagement with and across different neighborhoods, communities, institutions, businesses and sectors to solve difficult problems and achieve shared goals for the success of Fresno and all its residents.

**A City that is a Model for Growth Management Planning and Regional Policy and Cooperation**

Emphasize Fresno as a role model for growth management planning, sustainable urban development policies, and a strong economy with new development, infill and revitalization, resource efficiency and environmental quality - In order to positively influence the same attributes in other jurisdictions of the San Joaquin Valley and thus the potential for regional sustainability - And to maintain the standing and credibility of Fresno to pursue appropriate State, LAFCO, and other regional policies that would curb sprawl and prevent new unincorporated community development which compete with and threaten the success of sustainable policies and development practices in Fresno.

**A City with Recreational Opportunities**

Emphasize the benefits and value created by parks, open spaces, athletic facilities and walking and biking trails for the community. Recreational opportunities are an important component for attracting and retaining a broad range of individuals and beneficial for the health of residents

*Each alternative embodies these guiding principles to a greater or lesser degree. This overall vision will be considered along with the quantitative measures when deciding on the preferred alternative.*

**Why an Emphasis on Complete Neighborhoods and Healthy Communities?**

There is very strong interest and support for the concept of Complete Neighborhoods in the public, stakeholders and citizen's committee. Much of the Fresno suburban area has been built as discrete residential tracks bordered by strip retail centers; many of which are not accessible from the adjacent homes due to security walls. The support of complete neighborhoods comes from a desire by many Fresnoans to live in pedestrian oriented communities with convenient services, employment and recreation.

Complete neighborhoods tend to be healthy communities due to their pedestrian orientation and range of supportive elements. The ability to walk or bike to convent services, employment and activities reduces air pollution, increases physical activity and helps support family activities. These all contribute to health and well being. There are many tangible benefits of complete neighborhoods.

**A Satisfying Way of Life**

- An array of choices
- A vibrant urban culture
- A stimulating environment

**Fiscal Responsibility**

- Efficient use of public infrastructure
- Efficient use of public services
- Potential for increased property value

**Economic Prosperity**

- Direct access to employment from residential areas
- A environment to attract new and creative talent
- Protecting agricultural lands

**Environmental Stewardship**

- Reducing air pollutants and dependence on fossil fuels
- Protecting habitat
- Efficient use of land, water and natural resources

**A Healthy Lifestyle**

- Opportunity for walking and biking
- Access to recreation
- Access to health care facilities



## 2.2 LAND DEVELOPMENT TYPES

The following land development types provide a foundation for all four plan alternatives. They represent the varying growth patterns and development character envisioned for the City of Fresno. The development types are broad brush and intended to cover a wide range of development options.

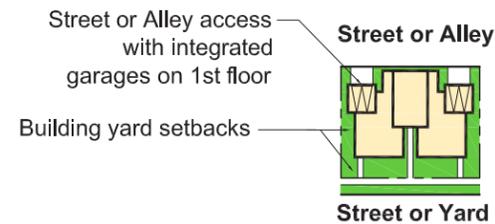
In addition to land use, the land development types also suggest an average intensity of uses, expressed as a Floor Area Ratio, FAR (the ratio of buildable floor area permitted relative to site area) and residential density, expressed as dwelling units per acre (du/ac). A range is provided for both density and FAR. These figures are targets used only for the purpose of evaluating each alternative quantitatively and do not represent final or definitive zoning.

The land development types represent a combination of existing General Plan land uses, suggested new land use types, and land uses proposed by FCOG. Each development type includes a mix of land uses, as explained in the accompanying graphics. *Note: this mix of uses is not expected on every parcel, but rather is anticipated generally across all land developed in this type.*

The descriptions that follow are abbreviated and will be further elaborated upon in the General Plan. Some land uses and development types are not shown in this report or in the plan alternatives, but may be included in the General Plan.

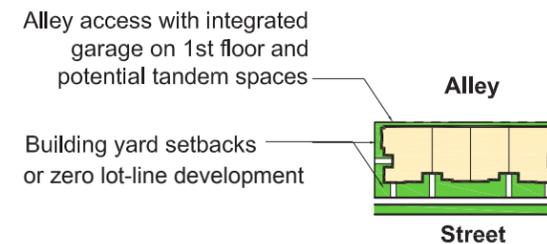
### Suburban Residential Low Density (5.6 du/ac)

Suburban Residential is intended for areas with predominantly single-family residential development, with a smaller amount of townhome residential permitted around neighborhood centers and primary streets. Single-family homes may be arranged as stand alone detached units, or attached as duplexes or triplexes. They may range in density from 4 to 10 units per acre. Parking should be integrated into the ground-floor of the units in individually secured garages. Garages may be accessed from the front or rear of the site.

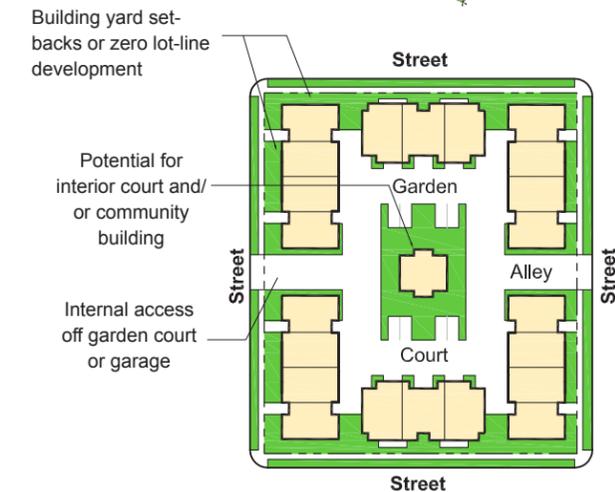


### Urban Residential High Density (10 du/ac)

Urban Residential allows for an almost equal mix of single-family, townhome and multi-family units. This combination of residential types supports a fine-grain, pedestrian scale. Townhomes or rowhomes may be clustered in groups of 4 to 6 units. Townhomes may range from 2 to 3 stories in height and from 7 to 15 units per acre. Parking should be integrated into the ground-floor of the units in individually secured garages. Garages should be accessed from the rear of the site.



Multi-family residential buildings may be 3 to 8 stories in height and organized around a central courtyard. The courtyard may contain individual or collective open space amenities for building residents to use. They are typically designed with double-loaded corridors, and may range between 15 to 35 units per acre. Parking for Multi-Family may include a mixture of garages and surface spaces, accessed from a central, landscaped drive court. Garage spaces should be integrated into the ground level of the development or below grade, in individually secured garages.



**Activity Center/ Regional Commercial**  
 50% Retail, 30% Office, 20% Multi-Family

Supports regional retail and mixed-use development that occurs at critical activity centers in the city. Buildings are typically larger-footprint and urban-scaled; up to 5 stories in height. Also medium-scale retail, housing, office, civic and entertainment uses, shopping malls and supporting uses, such as gas stations, hotels and residential.



**Sub-Regional Center**  
 40% Multi-Family, 30% Office, 30% Retail

Encourages citywide retail and mixed-use development that occurs between the critical activity centers in the city. Buildings are typically medium-scaled and integrated into a mixed-use development; ranging from 3 to 5 stories in height. This type of development accommodates medium-scale retail, housing, office, civic and entertainment uses, grocery stores, drug stores and supporting uses, such as gas stations, small-scale hotels and residential.



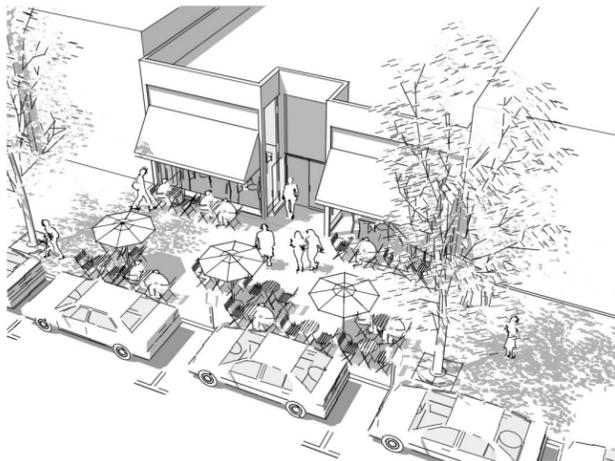
**Neighborhood Center**  
 50% Multi-Family 25% Townhome,  
 15% Retail, 10% Office

Provides for small-scale, pedestrian-oriented commercial development that primarily serves local neighborhoods, such as convenience shopping and small, professional business office space. Horizontal or vertical residential mixed-use is also permitted and retail typically occurs at key street corners within a predominantly residential area.



**Main Street/ Commercial Corridor**  
 70% Retail, 20% Office, 10% Multi-Family

Preserves small-scale, fine-grain character in neighborhoods where single-family residential and townhomes are predominant. This designation promotes primarily 1 to 2 story retail with moderate office and minimal multi-family as supportive uses. A traditional "Main Street" character is encouraged with active storefronts, outdoor seating and pedestrian-oriented design.



**Mixed-Use Corridor**  
 50% Multi-Family, 25% Retail, 25% Office

This designation allows for either horizontal or vertical mixed-use development along key circulation corridors in the city where height and density can be easily accommodated. Multi-family residential is the primary use, with retail and office as supportive uses. At key activity nodes, new buildings may be up to 5 stories in height. Along corridors building heights will generally be 3 stories.



**Office / Flex Space**  
 60% R&D/ Light Industrial/ Flex, 30% Office, 10% Retail, max. FAR of 0.5

Intended for research and development uses and office flex space, as well as light industrial uses. This use accommodates service commercial, such as mechanic shops and also includes light manufacturing, warehousing, storage, distribution, research and development enterprises as well as secondary office space (with limited customer access) and supporting commercial uses for employees on-site.



**Heavy Industrial**  
 100% Industrial, max. FAR 0.4

Supports primary manufacturing, agricultural processing, refining, and similar activities such as warehousing and distribution with supporting commercial services and office space. Retail is not permitted.



### Institutional / Public / Civic 95% Office, 5% Retail

Applies to lands owned by public entities, including City Hall and other city buildings, county buildings, schools, the municipal airport and hospitals. It also includes public facilities such as fire and police stations, recycling centers and sewage treatment.



### Parks / Recreation

Applies to both public and private recreational sites and facilities, including neighborhood, community and regional parks, recreational centers, golf courses and other open space areas.



**TABLE 2-1: ALTERNATIVE A DEVELOPMENT SUMMARY**

	Scenario A	Downtown	Pipeline	Total
<b>Residential</b>				
Units	61,700	10,900	3,300	75,900
Single Family	25,400	-	-	-
Townhouses	13,500	-	-	-
Multifamily	22,800	-	-	-
Net Density Going Forward	11.4	-	-	-
New Residents	-	-	-	226,000
<b>Non-Residential</b>				
Square Footage	48,400,000	11,100,000	4,400,000	63,900,000
Retail	12,500,000	2,600,000	4,000,000	19,100,000
Office	11,100,000	5,400,000	400,000	16,900,000
Other Commercial	24,800,000	3,100,000	-	27,900,000
Net FAR Going Forward	0.26	-	-	-
New Jobs	-	-	-	125,000
Park Acres	-	-	-	1,158

**2.3 CONCEPT ALTERNATIVE A - THE BOULEVARD PLAN**

This alternative is conceived around the various corridors that form much of the basic mobility and urban form elements of the city outside the downtown core. Insofar as these are primary existing infrastructure and slated to become bus rapid transit routes, they can well support additional residential and commercial density. This alternative focuses density near the center of the city with lesser increases in density at the edges of the SOI.

The corridors also contain large tracts of commercially developed land, some of which are either vacant or ripe for infill and new development. This condition offers the opportunity to group large tracts of land, which supports the phasing of development and infill growth into mixed-use, compact communities.

Supportive of the concept of creating neighborhood cores and compact communities as a means to achieving higher density in well connected “complete” neighborhoods, this plan locates commercial cores at intersections approximately 1 mile apart along Shaw, Blackstone and Ventura/Kings Canyon. Mixed use neighborhoods would surround these cores, integrating with the adjacent existing residential neighborhoods. Each core and the surrounding neighborhood would be unique, based on the market needs and character of the surrounding area.

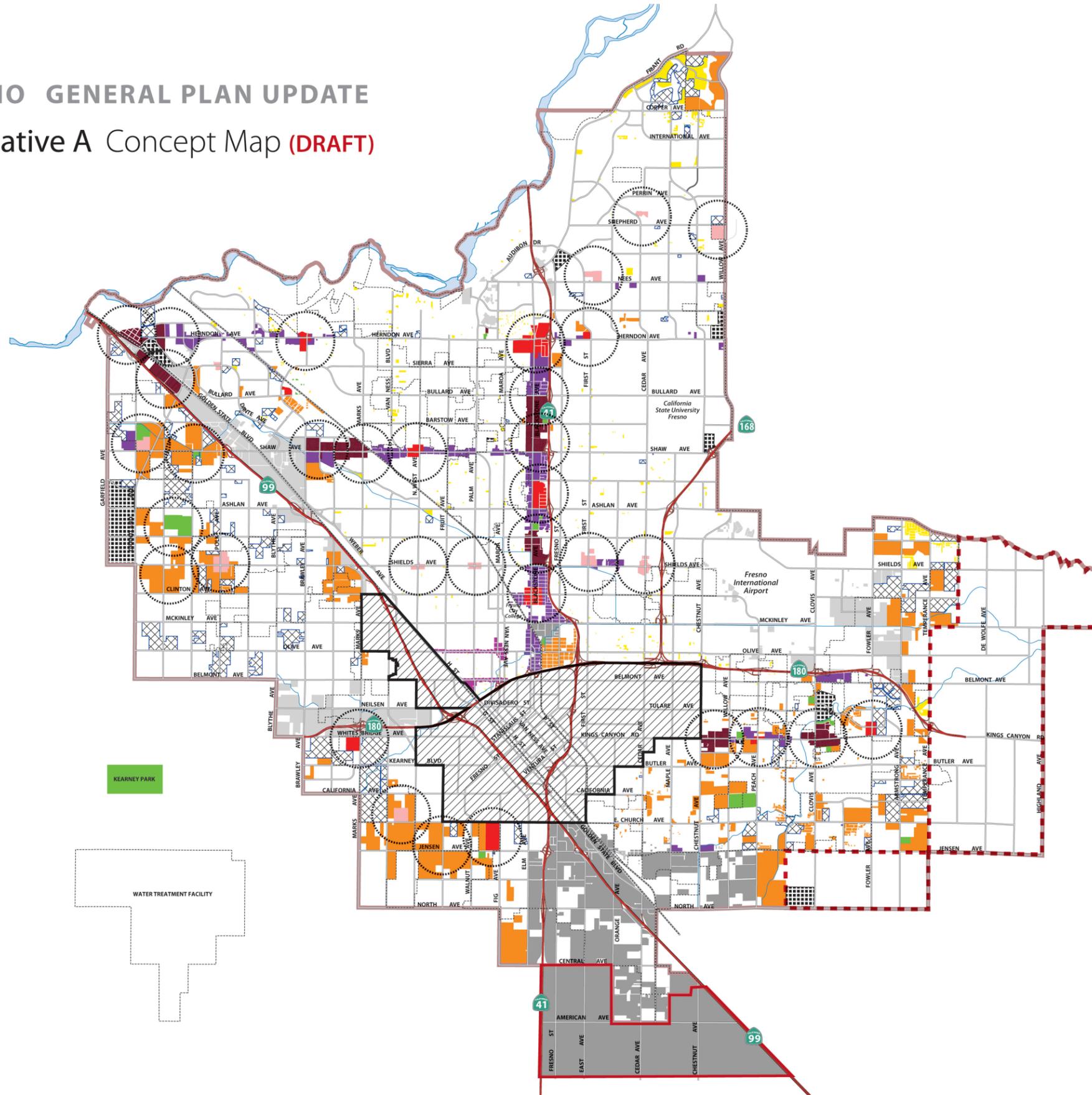
While these concepts locate the cores at 1 mile intervals, its final built form may well incorporate more or less distance between them. Each core and its surrounding neighborhood will be unique so therefore spacing may be a function of final design so long as the plan is pedestrian and transit oriented.

Between these cores along the corridors, higher density residential and mixed use would front the streets creating one element of the “boulevard”. The conversion of these corridors into boulevards would rely on their re-design into complete streets. This conversion will create not only the sense of a boulevard with intermittent urban intersections, but also provide for transit, pedestrians and bikes in a landscape environment, enhancing the urban forest as well.

Other corridors such as Shields, California and other “mile” roads are non-BRT boulevards with smaller scaled cores and residential enclaves. Additional schools, parks, civic uses and employment as needed, will be located near the cores to provide easy pedestrian access and connectivity. The financing of other infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

The southwest, east, west and north growth areas will be characterized by growth in compact communities and connected to downtown through the boulevards. With this approach, they become integrated into the overall form of the city as opposed to being isolated development.

FRESNO GENERAL PLAN UPDATE  
Alternative A Concept Map (DRAFT)



Land Use Legend

- Activity Center/Regional Commercial
- Sub-Regional Center
- Neighborhood Center
- Urban Residential
- Suburban Residential
- Rural Residential
- Mixed Use Corridor
- Main Street/Commercial Corridor
- Office/ Flex Space
- Heavy Industrial
- Institutional/Public/Civic
- Parks/Recreation/Open Space
- Southeast Growth Area (11,523 du)  
*Specific development areas to be identified in the preferred alternative*
- Pipeline Projects
- Tentative Maps
- Downtown Plans
- City Limits
- Sphere of Influence
- Expanded SOI
- 1 Mile Diameter (500 acres)

Source: City of Fresno Business License Data and Google Maps, retrieved October 2011. City of Fresno Public Transportation (FAX)

Disclaimer: This map is not a final product or published document. Its purpose is to facilitate conversation around the topic(s) represented. There may be errors or omissions and if any are found please contact the City of Fresno DARM Department staff at 559-621-8003 or Contact Us at [www.fresno.gov/newplan](http://www.fresno.gov/newplan)



Figure 2-5: Alternative A Concept Map

## 2.4 CONCEPT ALTERNATIVE B - THE GROWTH AREAS PLAN

This alternative envisions some moderate growth along the corridors and infill, with the primary growth being accommodated in the southwest, north, east and west growth areas. Downtown is emphasized as the urban core of Fresno.

These growth areas would be developed as compact communities, self contained and self sustained. Each would have one or more mixed use cores at its center including commercial, recreation and civic uses. A mix of housing types resulting in an overall increase in density over the current trends would characterize these communities.

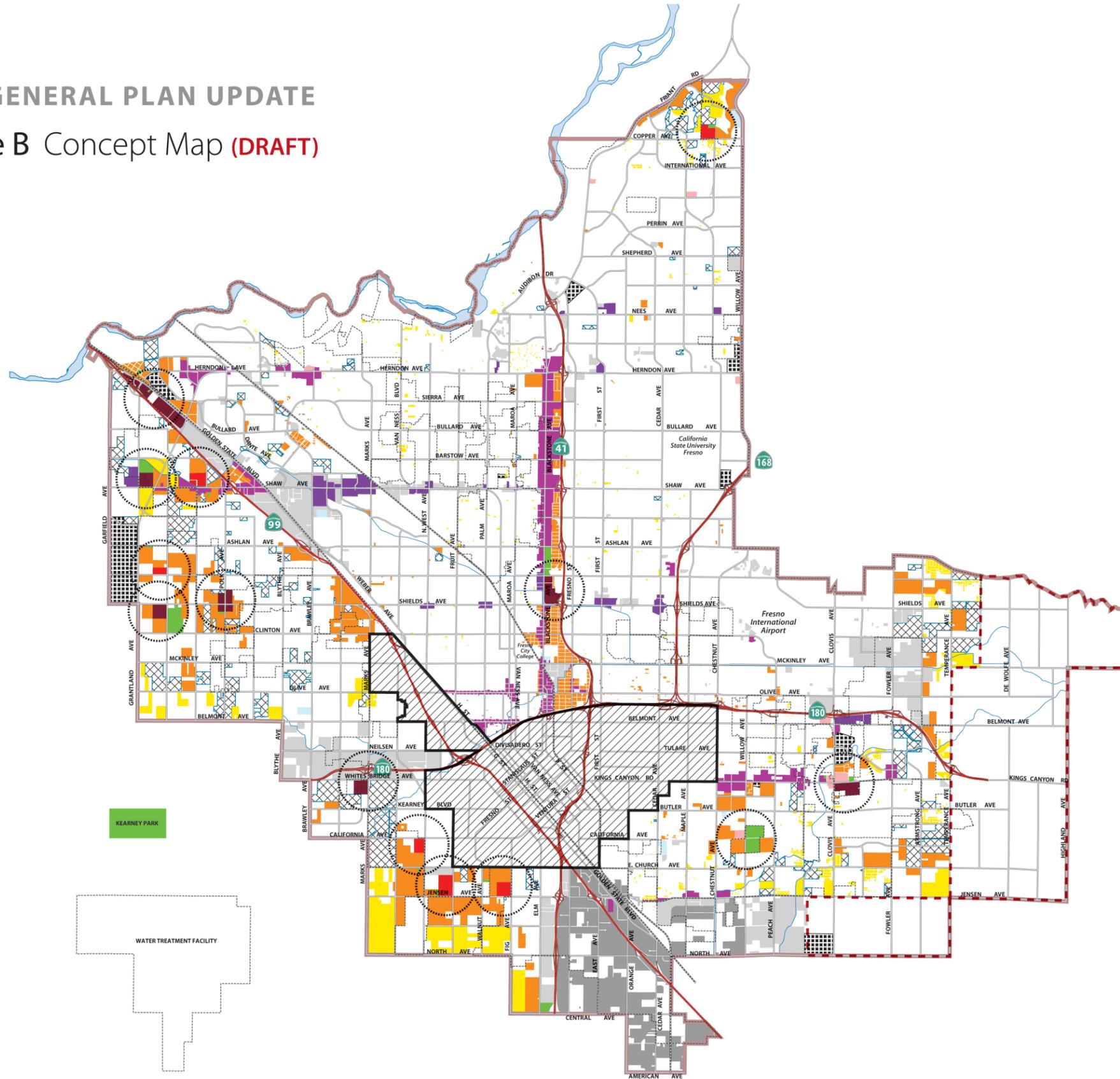
Schools, parks and employment uses would be located in these growth areas so as to result in balanced communities. Each community would be pedestrian oriented with trails and bike paths connecting all uses with a one mile radius. Each community would be served by transit and linked to the downtown through the existing street system and intensity corridors. The financing of other infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

**TABLE 2-2: ALTERNATIVE B DEVELOPMENT SUMMARY**

	Scenario B	Downtown	Pipeline	Total
<b>Residential</b>				
Units	64,700	10,900	3,300	78,900
Single Family	27,500	-	-	-
Townhouses	13,300	-	-	-
Multifamily	23,900	-	-	-
Net Density Going Forward	9.4	-	-	-
New Residents		-	-	236,000
<b>Non-Residential</b>				
Square Footage	53,800,000	11,100,000	4,400,000	69,300,000
Retail	9,200,000	2,600,000	4,000,000	15,800,000
Office	10,300,000	5,400,000	400,000	16,100,000
Other Commercial	34,300,000	3,100,000	-	37,400,000
Net FAR Going Forward	0.30	-	-	-
New Jobs	-	-	-	126,000
Park Acres	-	-	-	1,258

# FRESNO GENERAL PLAN UPDATE

## Alternative B Concept Map (DRAFT)



### Land Use Legend

- Activity Center/Regional Commercial
- Sub-Regional Center
- Neighborhood Center
- Urban Residential
- Suburban Residential
- Rural Residential
- Mixed Use Corridor
- Main Street/Commercial Corridor
- Office/ Flex Space
- Heavy Industrial
- Institutional/Public/Civic
- Parks/Recreation/Open Space
- Southeast Growth Area (26,000 du)  
*Specific development areas to be identified in the preferred alternative*
- Sphere of Influence
- 1 Mile Diameter (500 acres)
- Pipeline Projects
- Tentative Maps
- Downtown Plans
- City Limits

Source: City of Fresno Business License Data and Google Maps, retrieved October 2011. City of Fresno Public Transportation (FAX)

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Figure 2-6: Alternative B Concept Map

## 2.5 CONCEPT ALTERNATIVE C - THE EXPANDED BOUNDARY PLAN

This alternative envisions existing growth patterns and densities in Fresno to continue through 2035. The shortage of residential land to accommodate the increase population and dwelling units will be satisfied by increasing the Sphere of Influence by approximately 5,400 acres.

The additional land envisioned would be located west of the current SOI boundary along State Route 180 to approximately Chateau Fresno. A compact community would be located near Kearney Park, integrating the park into the neighborhood and thereby creating its unique identity. Because of the waste water treatment plant to the south, substantial industrial/employment component will be part of this neighborhood North of Jensen.

Future development of the southwest, east, north and west growth areas will continue with densities and uses roughly similar to the current general plan and development code. Increases in density in the growth areas, corridors and centers will be encouraged.

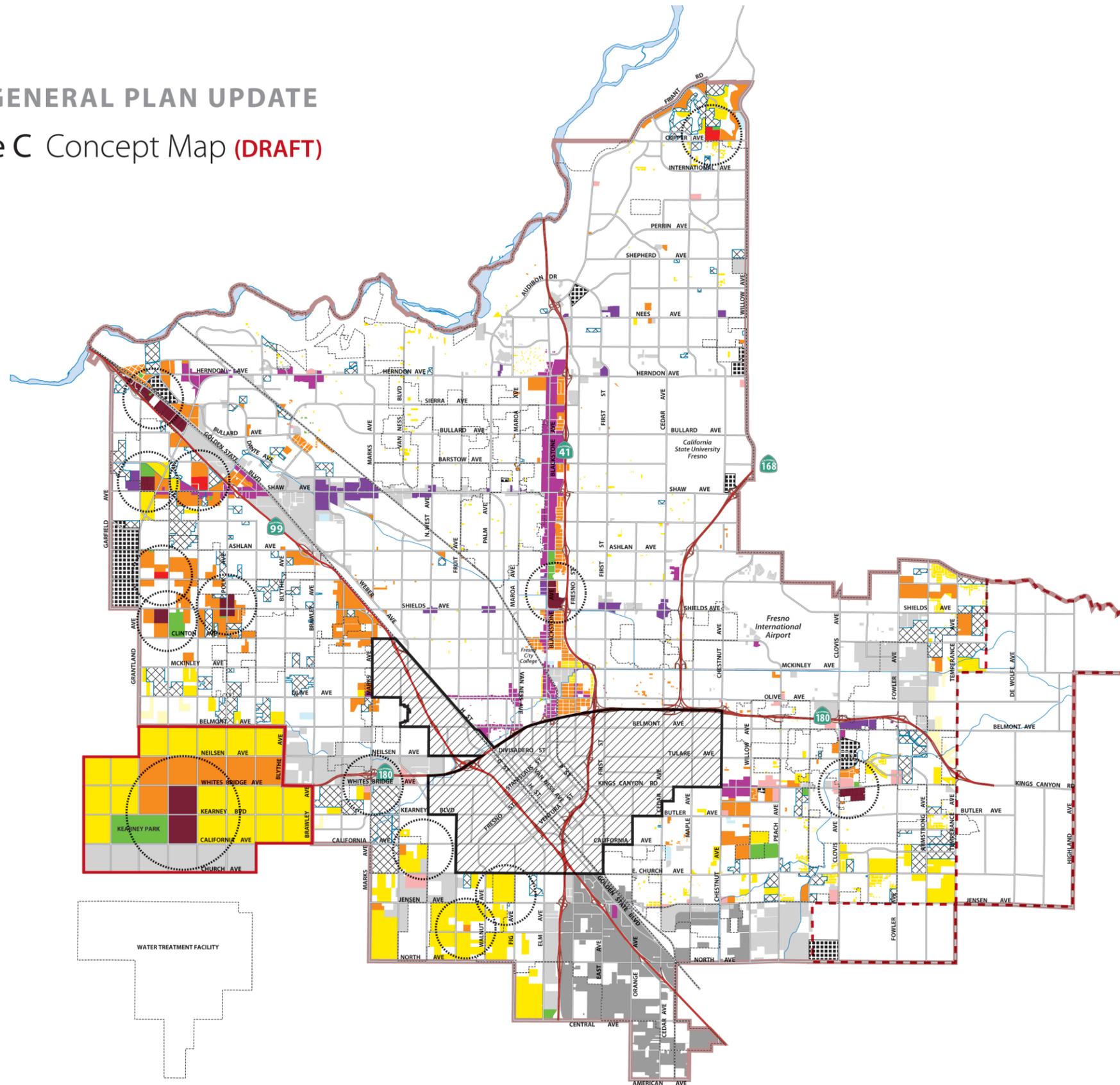
The financing of infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

**TABLE 2-3: ALTERNATIVE C DEVELOPMENT SUMMARY**

	Scenario C	Downtown	Pipeline	Total
<b>Residential</b>				
Units	64,800	10,900	3,300	79,000
Single Family	35,700	-	-	-
Townhouses	11,300	-	-	-
Multifamily	17,800	-	-	-
Net Density Going Forward	6.8	-	-	-
New Residents	-	-	-	236,000
<b>Non-Residential</b>				
Square Footage	67,500,000	11,100,000	4,400,000	83,000,000
Retail	10,300,000	2,600,000	4,000,000	16,900,000
Office	14,900,000	5,400,000	400,000	20,700,000
Other Commercial	42,300,000	3,100,000	-	45,400,000
Net FAR Going Forward	0.30	-	-	-
New Jobs	-	-	-	148,000
Park Acres	-	-	-	1,618

# FRESNO GENERAL PLAN UPDATE

## Alternative C Concept Map (DRAFT)



### Land Use Legend

- Activity Center/Regional Commercial
- Sub-Regional Center
- Neighborhood Center
- Urban Residential
- Suburban Residential
- Rural Residential
- Mixed Use Corridor
- Main Street/Commercial Corridor
- Office/ Flex Space
- Heavy Industrial
- Institutional/Public/Civic
- Parks/Recreation/Open Space
- Southeast Growth Area (19,670 du)  
*Specific development areas to be identified in the preferred alternative*
- Pipeline Projects
- Tentative Maps
- Downtown Plans
- City Limits
- Sphere of Influence
- Expanded SOI
- 1 Mile Diameter (500 acres)
- 2 Mile Diameter (2000 acres)

Source: City of Fresno Business License Data and Google Maps, retrieved October 2011. City of Fresno Public Transportation (FAX)

Disclaimer: This map is not a final product or published document. Its purpose is to facilitate conversation around the topic(s) represented. There may be errors or omissions and if any are found please contact the City of Fresno DARM Department staff at 559-621-8003 or Contact Us at [www.fresno.gov/newplan](http://www.fresno.gov/newplan)



Figure 2-7: Alternative C Concept Map

## 2.6 CONCEPT ALTERNATIVE D - THE HYBRID PLAN

This alternative is a hybrid of Alternatives A, B and C. Growth remains focused along the corridors. Similar to Alternative A, intense mixed-use nodes are envisioned along the BRT corridors, however these are most intense at 2-mile intervals, for example, at the intersections of Blackstone and McKinley, Shields, Shaw and Herndon. At 1-mile intersections, mixed-use is also envisioned but at less intensity.

The development of the Growth Areas is planned to be similar to that of Alternative B. Similar to Alternative C, some expansion of the Sphere of Influence is proposed along the west SR-180 corridor.

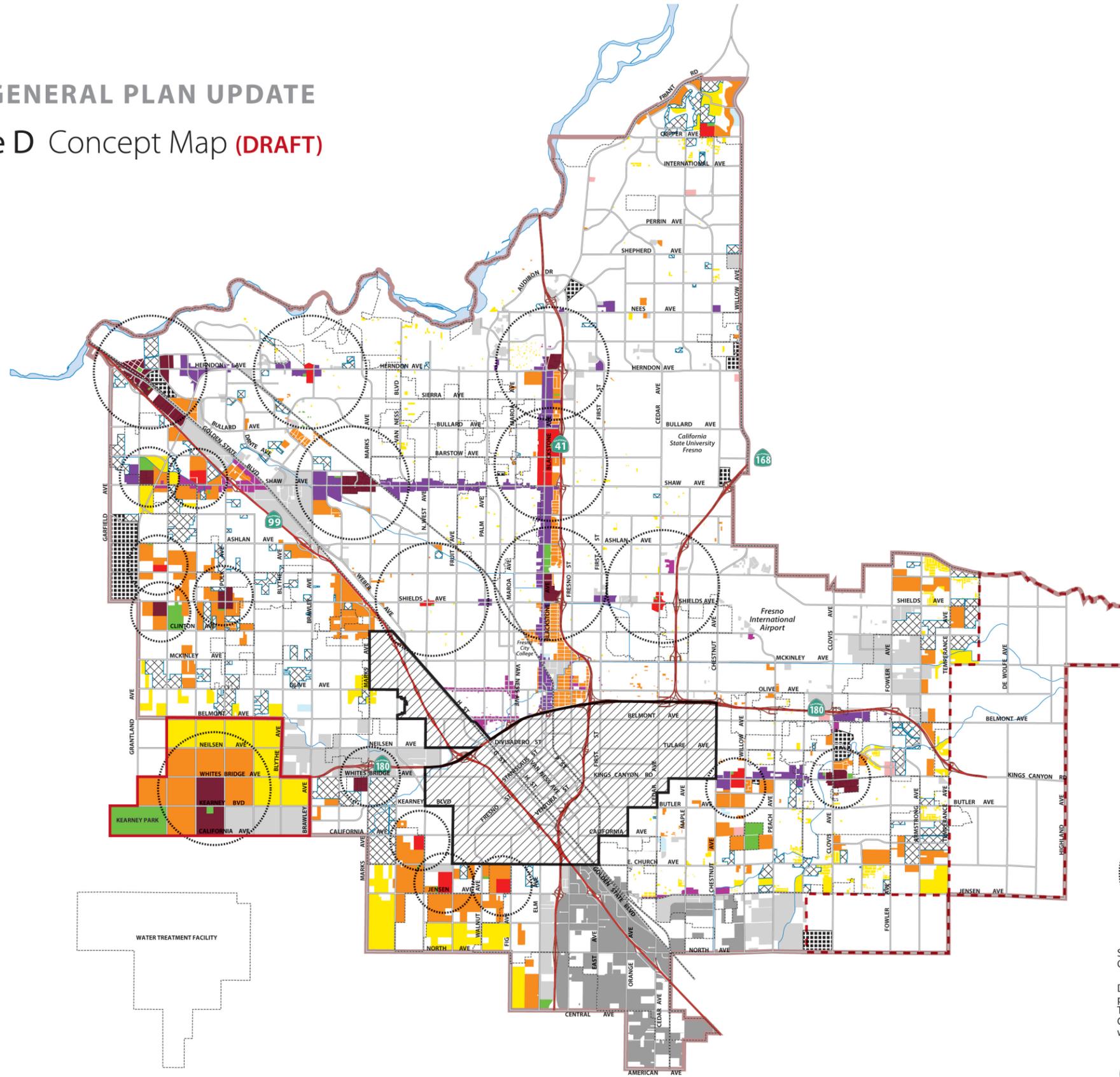
The financing of infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

**TABLE 2-4: ALTERNATIVE D DEVELOPMENT SUMMARY**

	Scenario D	Downtown	Pipeline	Total
<b>Residential</b>				
Units	65,600	10,900	3,300	79,800
Single Family	30,800	-	-	-
Townhouses	12,900	-	-	-
Multifamily	21,900	-	-	-
Net Density Going Forward	8.5	-	-	-
New Residents	-	-	-	239,000
<b>Non-Residential</b>				
Square Footage	49,600,000	11,100,000	4,400,000	65,100,000
Retail	13,900,000	2,600,000	4,000,000	20,500,000
Office	14,100,000	5,400,000	400,000	19,900,000
Other Commercial	21,600,000	3,100,000	-	24,700,000
Net FAR Going Forward	0.32	-	-	-
New Jobs	-	-	-	132,000
Park Acres	-	-	-	1,197

# FRESNO GENERAL PLAN UPDATE

## Alternative D Concept Map (DRAFT)



### Land Use Legend

- Activity Center/Regional Commercial
- Sub-Regional Center
- Neighborhood Center
- Urban Residential
- Suburban Residential
- Rural Residential
- Mixed Use Corridor
- Main Street/Commercial Corridor
- Office/ Flex Space
- Heavy Industrial
- Institutional/Public/Civic
- Parks/Recreation/Open Space
- Southeast Growth Area (11,523 du)  
*Specific development areas to be identified in the preferred alternative*
- Pipeline Projects
- Tentative Maps
- Downtown Plans
- City Limits
- Sphere of Influence
- Expanded SOI
- 1 Mile Diameter (500 acres)
- 2 Mile Diameter (2000 acres)

Source: City of Fresno Business License Data and Google Maps, retrieved October 2011. City of Fresno Public Transportation (FAX)

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Figure 2-8: Alternative D Concept Map



# 3 COMPARISON OF THE PLANS

## 3.1 BUILDOUT ASSUMPTIONS

Because the General Plan’s time horizon to 2035, some of the sites shown to undergo change may remain in their present state for many years, and some may not change or develop at all. In addition, other sites that were not identified as opportunity sites in the sketch plans may change use or develop at a different intensity. In keeping with the growth assumptions that underlie each alternative, the alternative scenarios use different buildout assumptions for each type of opportunity site. For example, Alternative A would include policies that strongly support infill, so it assumes that a moderate percentage of revitalization sites (25% and 15% of the two tiers) will develop during the General Plan time horizon, whereas Alternative C supports a spread out pattern of greenfield development at the urban fringe and so assumes almost no infill development of revitalization sites (2% and 0%).

The table “Opportunity Sites – Assumed Likelihood of Buildout” shows the buildout assumptions by opportunity site classification. How General Plan policies could support infill and promote development at appropriate locations will be addressed later, after a preferred plan concept is selected. The buildout assumptions will then be reviewed and refined, if necessary.

The buildouts also assume 3.23 people per household in 2035, continuing the growth in household size seen in Fresno since 2000, and made assumptions about the density and mix of land uses within each development type and the vacancy rate of housing and commercial buildings.

TABLE 3-1: OPPORTUNITY SITES - ASSUMED LIKELIHOOD OF BUILDOUT				
	2035 Growth Scenario A	2035 Growth Scenario B	2035 Growth Scenario C	2035 Growth Scenario D
Infill Vacant	80%	65%	70%	70%
Revitalization 2	65%	75%	85%	75%
Revitalization 4	65%	65%	75%	65%
Growth Area 5	25%	5%	2%	15%
Growth Area 6	15%	5%	0	10%
Growth Area 7	50%	50%	100%	100%
Tentative Maps	50%	50%	100%	100%

## 3.2 BUILDOUT COMPARISON

The table “Comparison of Land Development” presents a quantitative comparison of the Fresno alternative land use and urban form development scenarios. Each of the scenarios aims to accommodate approximately the same number of new residents and jobs, although the mix of development types and amount of land consumed is different in each. Anticipated new development in Downtown and from Pipeline projects is the same in all scenarios.

The table illustrates the difference between the growth concepts. Alternatives A and B emphasize revitalization of underutilized sites, development of infill sites within the city limits, and denser residential uses such as townhouses and apartments. A develops much less land than B, which relies on significant development of the SEGA district. Alternative C creates the most single family houses, non-residential space, and new parkland, but also consumes the most land – double the amount of A. Alternative D represents a mix of the other scenarios. As discussed in Chapter 2, each scenario also has its own approach to urban form, ranging from small nodes along arterial streets to organization around major regional centers.

The table “Buildout by Location” shows where each scenario concentrates new development. Alternatives A and D focus within the central part of Fresno, particularly along major corridors such as Blackstone, Herndon, Shaw, and Ventura/Kings Canyon. Alternatives B and C have less development within the existing city, instead concentrating on significant development of SEGA. Both C and D also develop residential and commercial uses to the southwest beyond the current SOI, while A creates a heavy industrial district south of the current SOI. The expansion of an industrial district to the south was evaluated only in Alternative A, but may be recommended in the Preferred Alternative if one of the other alternatives is selected.

## 3.3 HOUSING AND JOBS

All of the scenarios target the creation of around 79,000 housing units, adequate to accommodate expected population growth (as calculated by Fresno COG). New housing would be created in both purely residential areas and mixed use areas which could range from apartments above commercial uses to “horizontal mixed use” with homes within close walking distance to shops and services. The residential buildout of each scenario is broken down into single family houses, townhouses, and multi-family units; these categories represent a wide array of potential housing types. For example, single family houses include homes on a quarter acre lot to small lot starter homes.

Single family homes remain the most prevalent housing type in all scenarios, as shown in the “Comparison of Land Development” table, ranging from 41 percent of housing in Alternative A to 55 percent in Alternative C. Alternative A and B both emphasize multifamily units, such as apartments and condos, at 37 percent of the housing mix; in comparison Alternative C targets around 27 percent of units as multi-family. Net density going forward measures the number of new housing units per residential acre on opportunity sites (excluding pipeline projects, SEGA, and Downtown) – this ranges from 11.4 units per acre in Alternative A to 6.8 units per acre in Alternative C, 60 percent lower. The current residential density of the incorporated City of Fresno is around 7 housing units (houses and apartments) per every acre of residential land on average. The current density in the Sphere of Influence (county islands and other unincorporated land around the city) is much lower.

New jobs will be generated from the demands of new residents, growing income of existing residents, and commutes into Fresno for shopping and employment. Each scenario targets creating around 125,000 new jobs from a mix of retail, office, and other commercial development (such as industrial uses, research & development, and flexible space). Additional jobs are expected to occur, such as those related to schools and government, people who work from home, landscapers, etc., but are not included in the buildout estimates. Job creation is calculated from the square footage of non-residential space expected to develop.

Alternatives A and B would create around the same amount of employment, close to the target, but through different approaches – A develops a 3,500-acre industrial district south of the city, while B develops a large amount of R&D space in SEGA. At the high end, Alternative C would develop enough space for 148,000 jobs. Ultimately, market demand will drive the actual construction of employment space, but all four alternatives provide enough commercial land to meet anticipated demand.

**TABLE 3-2: COMPARISON OF LAND DEVELOPMENT**

	Downtown	Pipeline	Scenario A	Scenario B	Scenario C	Scenario D
<b>Residential</b>						
Units	10,900	3,300	61,700	64,700	64,800	65,600
<i>Single Family</i>	-	-	25,400	27,500	35,700	30,800
<i>Townhouses</i>	-	-	13,500	13,300	11,300	12,900
<i>Multifamily</i>	-	-	22,800	23,900	17,800	21,900
Net Density Going Forward	-	-	11.4	9.4	6.8	7.7
New Residents	29,000	10,000	187,000	197,000	197,000	200,000
<b>Non-Residential</b>						
Square Footage	11,100,000	4,400,000	48,400,000	53,800,000	67,500,000	49,600,000
<i>Retail</i>	2,600,000	4,000,000	12,500,000	9,200,000	10,300,000	13,900,000
<i>Office</i>	5,400,000	400,000	11,100,000	10,300,000	14,900,000	14,100,000
<i>Other Commercial</i>	3,100,000	-	24,800,000	34,300,000	42,300,000	21,600,000
Net FAR Going Forward	-	-	0.26	0.30	0.30	0.32
New Jobs	22,000	13,000	90,000	91,000	113,000	97,000
Park Acres	-	-	1,158	1,258	1,618	1,197
<b>Acres Developed</b>	-	<b>850</b>	<b>10,500</b>	<b>14,100</b>	<b>15,500</b>	<b>15,500</b>
Greenfield Acres (incl. SEGA)			7,900	12,500	13,800	12,100

**TABLE 3-3: BUILDOUT BY LOCATION**

	2035 Growth Scenario A		2035 Growth Scenario B		2035 Growth Scenario C		2035 Growth Scenario D	
	Housing Units	Total Non-Residential Square Feet						
<b>Central City *</b>	<b>28,000</b>	<b>32,100,000</b>	<b>15,000</b>	<b>23,500,000</b>	<b>15,000</b>	<b>25,100,000</b>	<b>21,000</b>	<b>26,600,000</b>
<i>Corridors</i>	9,500	16,200,000	3,000	6,000,000	3,000	3,300,000	5,000	7,300,000
<i>Non-Corridor</i>	18,500	15,900,000	12,000	17,500,000	12,000	21,800,000	16,000	19,300,000
<b>North</b>	<b>2,000</b>	<b>-</b>	<b>2,000</b>	<b>400,000</b>	<b>2,500</b>	<b>200,000</b>	<b>2,500</b>	<b>400,000</b>
<b>Southwest</b>	<b>9,000</b>	<b>7,600,000</b>	<b>10,000</b>	<b>7,500,000</b>	<b>8,000</b>	<b>9,000,000</b>	<b>10,500</b>	<b>8,100,000</b>
<b>West *</b>	<b>14,500</b>	<b>6,100,000</b>	<b>15,000</b>	<b>8,000,000</b>	<b>14,500</b>	<b>11,100,000</b>	<b>17,000</b>	<b>7,800,000</b>
<b>SOI Expansion</b>	<b>-</b>	<b>4,600,000</b>	<b>-</b>	<b>--</b>	<b>8,500</b>	<b>7,500,000</b>	<b>6,500</b>	<b>4,300,000</b>
<b>Subtotals</b>	<b>53,500</b>	<b>50,400,000</b>	<b>42,000</b>	<b>39,400,000</b>	<b>48,500</b>	<b>52,900,000</b>	<b>57,500</b>	<b>47,200,000</b>
Downtown	11,000	11,100,000	11,000	11,100,000	11,000	11,100,000	11,000	11,100,000
SEGA	11,500	2,400,000	26,000	18,900,000	19,500	18,900,000	11,500	2,400,000
<b>TOTALS</b>	<b>76,000</b>	<b>63,900,000</b>	<b>79,000</b>	<b>69,400,000</b>	<b>79,000</b>	<b>82,900,000</b>	<b>80,000</b>	<b>60,700,000</b>

\* Includes Pipeline Projects

### 3.4 PARKS AND OPEN SPACE

Neighborhood and community parks will be an important urban form-giving component of the new Fresno 2035 General Plan, as both recreational and aesthetic resources that contribute to the city’s character as part of a healthy communities strategy. The new General Plan is an opportunity to affirm Fresno’s commitment to creating and maintaining a park system that meets citizens’ recreational needs, maximizes landscapes endowed by the natural environment, and contributes to the city’s quality of life. The Parks, Schools & Community Facilities Element of the new General Plan can serve as a guide for park planning and development documents prepared by the City, under DARM’s leadership.

#### Park Classifications

The City provides its residents with several types of parks and facilities. Parks are defined as land owned or leased by the City and used for public recreational purposes. Several parks also serve as water detention basins, and there are opportunities for joint-use planning with the school districts. Park types are classified as follows:

- *Mini-Park/Pocket Park.* A park typically under two acres in size intended to serve the needs of a specific neighborhood within a quarter to half-mile radius. Fresno has 27 pocket parks currently.
- *Neighborhood Park.* A park 7.5 to 10 acres in size (or 5 acres adjacent to a school) which provides basic recreation activities for one or more neighborhoods within a one-mile radius. These parks may include facilities such as play fields and courts, children’s playgrounds, picnic tables, restrooms, and a small center with a multi-purpose room. Fresno has 32 neighborhood parks and 12 smaller neighborhood centers.
- *Community Park.* A park typically around 20 acres in size intended to serve the recreational needs of a quadrant of the city, especially those living or working within a two to four-mile radius. These parks typically include facilities such as lighted sport fields and a community center building with a gym, meeting rooms, and restrooms. Other features may include swimming pools, tennis courts, and concession stands. Fresno has one community park (Victoria West) and six smaller community centers.
- *Regional Park.* A large park, 100 acres or more in size, which is meant to serve an entire quadrant of the city, or around 100,000 residents. Regional parks include playfields for a variety of sports, enabling Fresno to host city and regional tournaments, along with natural areas and hiking trails. Fresno only has three such parks: Woodward, Roeding, and the new Regional Sports Complex.
- *Trail/Parkways.* A network of linear parks of varying size intended to serve the recreational needs of city residents. These parks may include facilities such as bikeways, walkways, and riding trails. Fresno has 11 trails and plans to expand these further.

**TABLE 3-4: PARK FACILITY STANDARDS**

Park Type	Typical Size	Service Area
Pocket	Less than 2 acres	Up to ½ mile
Neighborhood	5 to 10 acres	½ to 1 mile radius
Community	More than 15 acres	2 to 4 mile radius
City	More than 100 acres	Quadrant / 100K residents
Trails/Parkways	Vary	Entire City

Source: 2025 Fresno General Plan

#### Park Needs and Alternative Approaches to Meeting Them

As noted in the Working Papers and the Fresno Map Atlas, the city has a significant deficit of parks and open space, with the central part of Fresno particularly lacking in facilities. The City’s current parks standard calls for 3 acres of parkland to be provided per 1,000 residents—0.75 acres of neighborhood parks, 0.25 acres of community parks, and 2 acres of regional parks. As the table shows, Fresno will need around 860 acres of parks for the anticipated population growth, and ideally would cover the park deficit of 346 acres for the existing residents, particularly in regional parks. It is important to note that a study prepared by the Trust for Public Land found that the City of Fresno’s 3 acres per 1,000 residents is well below the national average of 15.8 acres per 1,000 residents for similar-size cities. Within the Central Valley the rates are 5.0 in Visalia to 13.0 for Sacramento.<sup>1</sup>

**TABLE 3-5: PARK SUPPLY AND DEMAND (ACRES)**

	Existing Population (500,000)			New Population + Current SOI Population (286,000)	
	Demand	Supply	Balance	Demand	Total Need
Neighborhood	375	378	+3	215	212
Community	125	51	(74)	(72)	146
Regional	1,000	725	(275)	572	847
<b>TOTAL</b>	<b>1,500</b>	<b>1,154</b>	<b>(346)</b>	<b>859</b>	<b>1,205</b>

There are multiple strategies to meeting both future and existing needs:

- Clarify the existing parks standard with “rules of thumb,” such as one neighborhood park within every square mile of new development (easily defined by arterial streets).
- Identify the sites for multiple future regional parks, with fewer neighborhood parks. These large parks would better serve both new and existing residents, can help organize the urban pattern of Fresno, and would require less land dedication by developers. However, challenges include financing the purchase of regional park land, phasing development, and reduced accessibility of parkland.
- Fewer regional parks in lieu of more neighborhood and community parks – the opposite approach of the preceding strategy, which may be easier to achieve as developers would be responsible for providing most of this land, although the existing regional parks may become overused, and new development may be formless.
- Develop underutilized, vacant and brownfield parcels in the existing city with parks, rather than new buildings, to better meet the needs of existing residents and cure deficiencies in older neighborhoods.
- More joint use facilities, particularly with public schools.
- Develop parks that meet specialized needs, such as certain sports activities or recreational facilities not provided elsewhere.
- Link park facility improvement priorities to a ranking system keyed to public health and recreational goals, and respond with options to existing neighborhood goals for pocket parks and other walkable open space amenities.

<sup>1</sup> Center for City Park Excellence, The Trust for Public Land. (2010). 2010 City Park Facts.



Local Pocket Park

#### Pocket Park Design Criteria and Developer Guidelines

- Pocket parks may be considered as an alternative to or replacement of a neighborhood park only where providing a typical neighborhood park is impractical or not achievable, such as in infill areas or as part of small development projects. The specific features of pocket parks should address the anticipated needs of nearby residents and/or workers. In a residential environment, the needs of small children and seniors should be emphasized. In mixed-use or commercial areas, lunchtime use by office workers and shoppers should be facilitated.
- The costs of developing a pocket park as part of new development can be reimbursed through the formation of a Lighting and Landscaping District, the formation of which may be a condition of approval for a project. Reimbursable costs include all park improvements, including hard and soft costs but not including street improvements, and reimbursement shall be based on a detailed cost estimate submitted with the project plans.
- A developer wishing to include a pocket park is responsible for design and construction that meet City standards and for providing a legal mechanism for long-term maintenance of the park at no cost to the City. Land for pocket parks is to be dedicated to the City.
- Credit for pocket park facilities may be on a less than 1:1 acreage basis, with specific criteria to be developed as part of Plan implementation

**Planned Park Network in Alternative Scenarios**

The development of an open space and park network that integrates parks, recreation facilities, and open space is central to enhancing the quality of life and promoting the unique environment of Fresno. A key component will be the development of a system of parkways, as these are integral to connecting other parks, recreation facilities, neighborhoods, schools, and major destinations such as CSU Fresno (Fresno State) and the civic center.

All of the scenarios assume that:

- New development will include pocket, neighborhood, and community parks at a standard of 3 acres per 1,000 new residents, secured via the Quimby Act with maintenance to be funded with landscaping & lighting districts. These parks are generally not mapped and are expected to be included within suburban residential, urban residential, neighborhood center and other residential-oriented development types.
- An open space, trails, and bikeways system linking parks, neighborhoods and schools, integrated with Safe Routes to Schools, City of Fresno Bicycle, Pedestrian and Trails Master Plan, TreeTops Initiative and other programs, but separate from the core neighborhood and community park program.
- Parks should be located so the majority of new residential development is within a quarter- or half-mile walking radius of a park.
- New land use adjacent to future or existing parks and trails should be oriented towards the parks and trails to provide “eyes on” security and visibility.
- Neighborhood and community parks should be located at the core of new neighborhoods and designed with features such as community gardens, plaza’s, fountains, gazebo’s, play centers to encourage social engagement and thereby increasing community cohesion.
- Pocket parks are not a substitute for neighborhood parks although can meet a community need. These mini or pocket parks will only be allowed to count toward meeting parkland standards if they meet certain design requirements and arrange for maintenance to be funded through a landscape and lighting district.
- The City will work with school districts to allow public access to school playgrounds, sports fields, and recreation facilities at both existing and new schools.
- The City will work with: FMFCD for water detention basins to also serve as parks; FID for pedestrian and bicycle paths along canals; and the San Joaquin River Parkway & Conservation Trust and adjacent jurisdictions to link pedestrian and bicycle paths.
- Maintain and implement incrementally through new development projects Fresno’s regional urban forest to delineate corridors and the boundaries of urban areas, and to provide tree canopy for bike lanes, sidewalks, parking lots and trails.

In addition, the alternative scenarios map different strategies for meeting regional and outstanding park demand:

- Alternative A suggests several regional park locations, in the west and southeast quadrants, and strategic sites for supplemental neighborhood and community parks within proposed major residential areas. Modest park development is also expected in SEGA.
- Alternative B concentrates solely on regional parks, in different locations including major development in SEGA, as well as a major infill park along Blackstone.
- Alternative C also emphasizes regional parks, including the annexation and expansion of Kearney Park southwest of the city, and major park development in SEGA.

- Alternative D proposes both regional parks, including Kearney Park, as well as supplemental neighborhood parks in major residential and regional centers, plus modest park development in SEGA.

These strategies are not tied to the scenario’s land use and urban form approach. Rather, the array of options is provided to gather reactions to each parks strategy with details to evolve during the writing of the draft General Plan Update.

The “Proposed Park Supply” table shows how each scenario measures up against meeting citywide demand targets of 1,200 acres and 3.0 acres of park per 1,000 residents. Alternatives A and D meet the target, while C greatly exceeds it. As with all development types, park buildout assumes that not all parks mapped will be developed in the next 20 years, with the reported acreage adjusted according to assumed likelihood of site development.

**Parks, Recreation & Open Space Master Plan**

Following General Plan adoption, a new Fresno Parks, Recreation, and Open Space Master Plan will be prepared as a guiding blueprint for the City Council and the public. In conjunction with the General Plan, this Master Plan will ensure the cohesive development of a parks and open space system that upholds the standards and goals set forth in the General Plan. In addition, the Master Plan will include a range of programs for all ages and interests. It will also help determine which parks and recreation facilities will be shared with school programs.

**TABLE 3-6: PROPOSED PARK SUPPLY**

	A	B	C	D
Neighborhood + Community (acres)	678	708	708	717
Regional + Supplemental (acres)	480	550	910	480
<b>Total Acres</b>	<b>1,158</b>	<b>1,258</b>	<b>1,618</b>	<b>1,197</b>
Citywide Park Supply for All Residents (acres/1,000)	3.04	3.13	3.59	3.04

### 3.5 SCHOOLS

Future residential growth will create an increased demand for schools, resulting in the construction of new facilities, especially to the west, southwest, and southeast in the Central, Clovis, and Sanger unified school districts and the Washington Unified District. Also, revitalization within the central city along corridors and with the buildout of Downtown may require the expansion or creation of new Fresno USD facilities. The alternative scenario maps do not show the location of new schools, which are assumed to be included within residential development types (suburban residential, urban residential, neighborhood centers, etc.).

Each of the districts in the Fresno area has its own standards for school size, grade configuration, and student generation rates. For the sake of a general assessment of school need, Fresno USD's standards are used to calculate student generation and school size. Fresno USD generally assigns grades K-6 to elementary schools that average 700 students, grades 7-8 to middle schools that average 850 students, and grades 9-12 to high schools that average 2,350 students. However, small elementary school sites located in complete neighborhoods may help encourage the use of alternative modes of transportation, such as walking and bicycling.

All four alternatives are projected to generate roughly the same number of students citywide. The table "Projected School Demand" shows the average number of students expected and the new schools and amount of land needed. Site size requirements come from the State Department of Education's *Guide to School Site Analysis and Development*. The estimates do not account for existing capacity and are not distributed by district – those assessments will occur once a single Preferred Plan is selected as part of the environmental impact review process.

**TABLE 3-7: PROJECTED SCHOOL DEMAND**

	Students	School Size	Schools Needed	Site Size (Acres)	Land Needed (Acres)
K-6	19,800	700	28	8.6	240.8
7-8	4,800	850	6	14	84.0
9-12	10,200	2,350	4	52.7	210.8
<b>TOTAL</b>	<b>34,800</b>	<b>-</b>	<b>38</b>	<b>-</b>	<b>535.6</b>

### 3.6 MOBILITY AND TRANSPORTATION

The four alternative scenarios were evaluated against one another. Fehr & Peers (the Transportation and Traffic Consultants employed by the City for this study) used a modified version of FCOG's 2035 regional transportation model to determine their relative impact on Fresno's circulation system by the year 2035, which is the General Plan's planning horizon. None of the scenarios generate any "red flags" or extreme impacts on the City's roadways and all perform as expected given their urban form and land use strategies. Scenarios with denser development and more infill, namely Alternative A, generate more traffic congestion overall but also have the shortest trip lengths. Less dense development, as in Alternative C, creates less congestion but longer trips—it may also have a fiscal impact due to the need to maintain more lane miles.

The alternatives have varied impacts on major surface street and freeway performance:

- Alternative A creates relatively higher congestion on Blackstone (especially), as well as Shaw, Herndon, and SR 41, and relatively less on SR 180. Blackstone remains below its maximum traffic volume capacity, however.
- Alternative B creates relatively little congestion on arterials and freeways.
- Alternative C creates relatively little congestion on arterials, but much higher congestion on SR 180.
- Alternative D creates relatively more congestion on Shaw, SR 99, and SR41.

The alternatives also have varied impacts on other mobility factors:

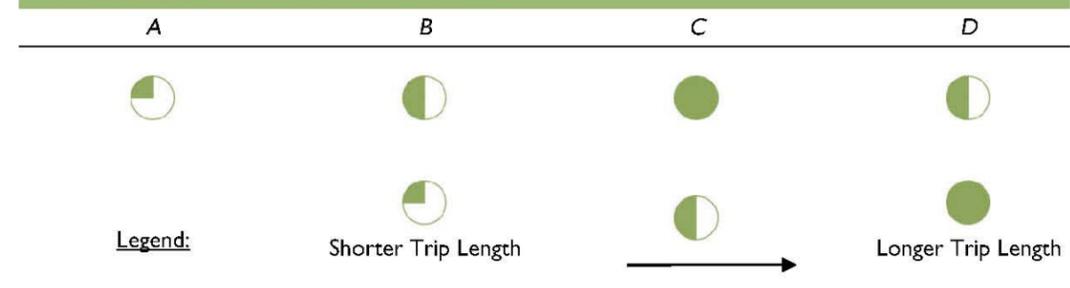
- The highest traffic volume and congestion at the arterial level occurs with Alternative A, and to a lesser extent with Alternative D, but these scenarios also place more intense development along these corridors, locating the most people (residents and employees) within easy access to the planned Bus Rapid Transit service.
- As the scenarios with the most urban density—the amount of employment and population per acre—Alternative A and somewhat Alternative D have the most connectivity, with close integration of housing with jobs, shopping, and service. In comparison, B and C provide relatively little connectivity.
- Alternative A has the relatively lowest vehicle miles travelled (VMT) per capita, resulting in the least amount of air pollution and greenhouse gas emissions generated. Alternative C generates the most VMT of the scenarios, resulting in the most air pollution and GHG emissions.
- The lack of congestion created by Alternative B suggests it may have the most balanced urban form, with the most efficient use of the City's roadway network.

#### Systemwide Measures

##### Average Trip Length

Average Trip Length – This is a measure of the distance of trips within the model area and a good measure of the proximity of complementary land uses. As more development is clustered together, people can travel shorter distance to meet their needs.

**TABLE 3-8: AVERAGE TRIP LENGTH**

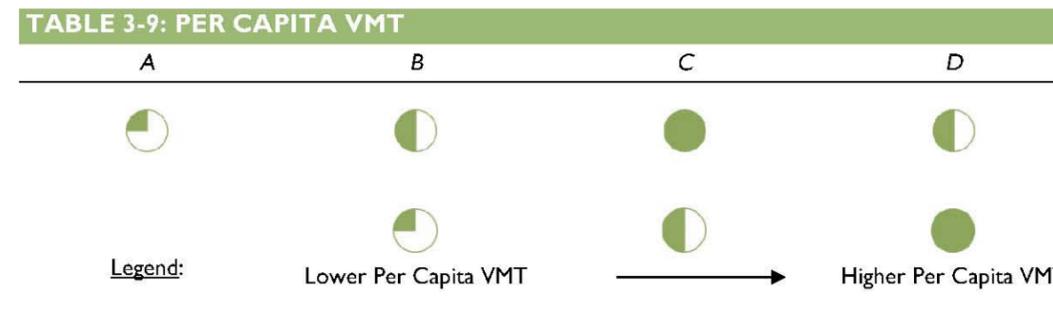


As shown in the table, Alternative A has the lowest average trip length, reflecting its greater emphasis toward infill development. Alternative C has the highest average trip length, which is on average 3 percent higher. Note that while the differences may not seem substantial, one must remember that the vast majority of trips in the Fresno area are not affected by the changed land use pattern, since all the existing development will remain similar to what exists today. Therefore, even small changes highlight significant changes in trip length for new residents and employees.

*Per Capita VMT*

Vehicle Miles Traveled (VMT) Per Capita is the total distance traveled by all vehicles in the traffic model divided by population. VMT is used to estimate greenhouse gas (GHG) emissions. In general, lower VMT is associated with lower GHG emissions. For this evaluation, the variation in VMT is mostly a measure of regional accessibility, better land use diversity, and higher densities.

As shown, Alternative A has the lowest VMT per capita, while Alternative C has the highest, about 7 percent higher than Alternative A. Although the overall values are not greatly different, these are regional measures, so even small changes can result in substantial changes in GHG emissions and other similar measures.



**Corridor Measures**

*Average Daily Traffic Volumes*

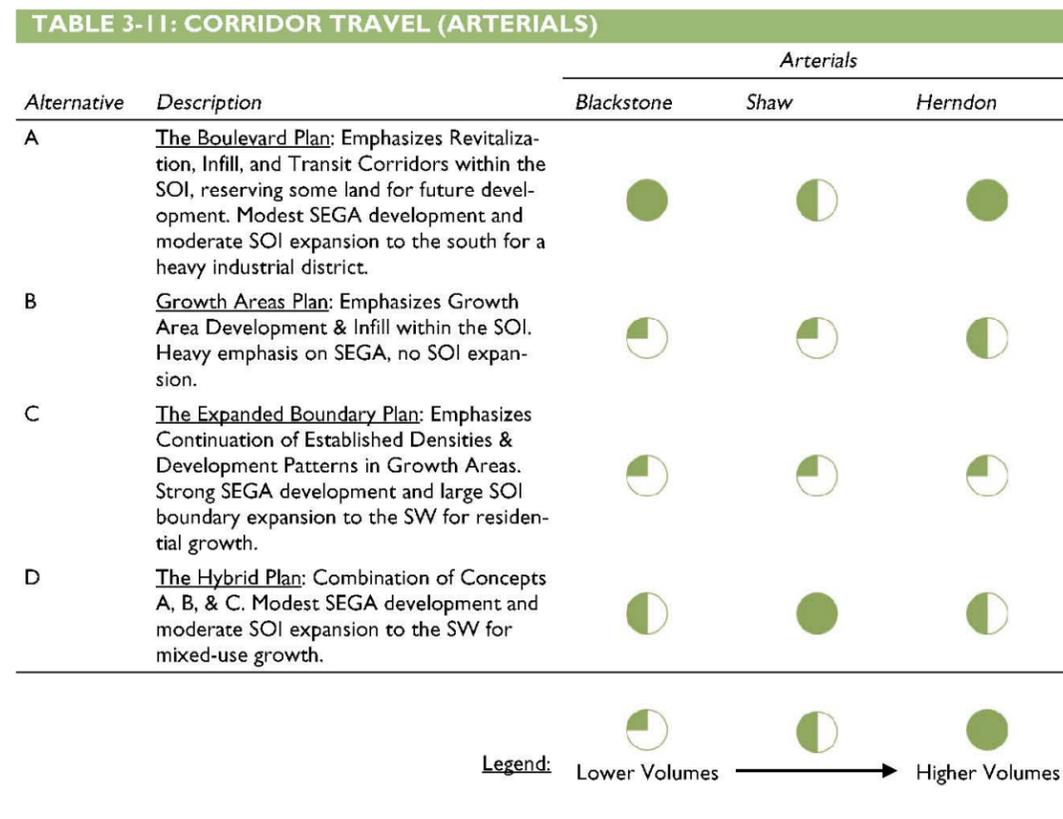
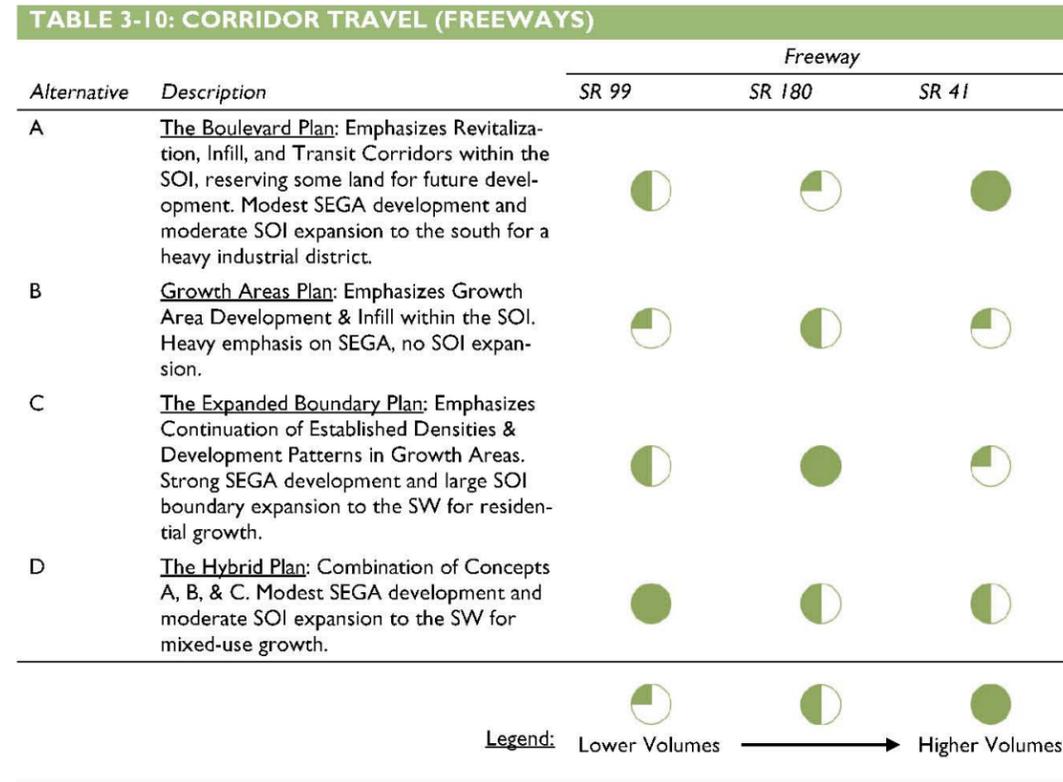
Generated for freeways and arterial corridors, daily traffic is the total forecast volume on a freeway or roadway over 24 hours. A common metric, daily traffic volume is useful for comparing how development location and intensity will affect specific facilities.

As measured on freeways:

- SR 99 – Alternative D would generally result in the highest SR 99 traffic volumes, with volumes about 4 percent higher.
- SR 180 – Alternative C has much higher volumes on SR 180 than the other scenarios. Volumes with Alternative C are 22 percent higher than Alternative A, which has the lowest volumes. Higher volumes on SR 180 can be attributed to development in the Expanded SOI and SEGA areas.
- SR 41 – Alternative A has higher traffic volumes than the other scenarios, about 5 percent higher than Alternatives B and C, which can be attributed to development level along Blackstone Avenue.

As measured on selected arterials:

- Blackstone – Alternative A has much higher volumes than the other scenarios, with lower volumes for Alternatives B and C. Alternative A is 39 percent higher than Alternative B, which has the lowest volume. Higher volume with Alternative A can be attributed to more development along the corridor. This growth pattern is typical of infill development on existing arterial corridors despite the lower trip generation associated with this type of development. Based on the increased density associated with Alternative A, the numbers of trips generated on this corridor are between 4-10 percent lower than would occur for the same amount of land use under more traditional development patterns like Alternative C.



- Shaw – Alternative D has the highest overall volumes along the corridor. However, volumes with Alternative A are higher near Clovis and Fresno State, while volumes with Alternative D are higher near SR 99. Alternatives B and C are lowest and similar in volume reflecting their lower levels of infill development along established arterial corridors.
- Herndon – Alternative A has the highest volume and is about 2 to 6 percent higher than the other alternatives, although Alternative A and D are similarly high near SR 99.

**Travel Time Index**

At a macro level, the travel time index is helpful in evaluating freeway and arterial corridor performance. The index is the ratio of congested travel time to free flow travel times on a roadway. Greater values indicate more congestion.

As measured on freeways:

- SR 99 – Consistent with the increase in volume presented above, Alternative D would result in the highest travel time index on SR 99, particularly near the SR 99/SR 180 interchange.
- SR 180 – Alternative C has the highest travel time index on SR 180 (on the west end near Brawley Avenue) that can be attributed to development in the Expanded SOI. This is an indication for the need for additional roadway capacity, operational improvements, or a reduction in development intensity. Alternative D has a similar but slightly lower index. Travel time is 64 percent slower than Alternatives A and B, which would operate at nearly free flow conditions.
- SR 41 – Alternatives A and D have the highest travel time index on SR 41, with higher congestion north of SR 180, which can be attributed to higher intensity development along Blackstone Avenue.

As measured on selected arterials:

- Blackstone – Alternative A has the highest travel time index, but the street remains below its capacity.
- Shaw – Alternative A has the highest travel time index with the highest congestion near Blackstone Avenue and SR 41. In particular, the Shaw Avenue/Blackstone Avenue intersection will likely exceed capacity. Congestion is less in this location with Alternative D, which can be attributed to lower intensity development.
- Herndon – Alternatives A and D have the highest travel time index with the most congestion occurring between Veterans Avenue and SR 41. Volumes in these segments exceed capacity. Travel time is less than free flow conditions with Alternative B and C, but not as severe with volumes operating at or less than capacity.

**Development Factors**

*Employment to Housing Balance*

This measure compares total employment and retail employment per household for each alternative to

**TABLE 3-12: TRAVEL TIME INDEX (FREEWAYS)**

Alternative	Description	Freeway		
		SR 99	SR 180	SR 41
A	<u>The Boulevard Plan</u> : Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district.			
B	<u>Growth Areas Plan</u> : Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion.			
C	<u>The Expanded Boundary Plan</u> : Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth.			
D	<u>The Hybrid Plan</u> : Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth.			

Legend: Less Congestion → More Congestion

**TABLE 3-13: TRAVEL TIME INDEX (ARTERIALS)**

Alternative	Description	Arterials		
		Blackstone	Shaw	Herndon
A	<u>The Boulevard Plan</u> : Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district.			
B	<u>Growth Areas Plan</u> : Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion.			
C	<u>The Expanded Boundary Plan</u> : Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth.			
D	<u>The Hybrid Plan</u> : Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth.			

Legend: Less Congestion → More Congestion

the employment-to-housing balance from the Fresno COG model for the 2005 and 2035 scenarios. This is a convenient measure for assessing how balanced the land use alternatives are relative to current and forecasted development trends.

As shown, all of the alternatives would increase the jobs to housing balance compared to 2005 or 2035 development in the Fresno COG model. Alternatives A, B, and D show an eight percent increase over the 2035 Fresno COG model. A total employment-to housing balance of 1.34 is comparable to the San Francisco Bay Area ratio, which is about 1.33.

Under these alternative scenarios, the City of Fresno would be even more of a regional job center than it currently is.

*Urban Density*

Urban Density – Is total employment and households divided by gross area at the TAZ level. This measure is useful for evaluating development intensity relative to vehicle travel and congestion and the potential to support high-frequency transit service like BRT.

As outlined above, the highest traffic volume and congestion at the arterial level occur with Alternatives A and D. Not surprisingly, these corridors have more intense development along these corridors. Consequently, these alternatives also place the most people (residents and employees) in these corridors and within easy access to planned transit service.

**TABLE 3-14: EMPLOYMENT TO HOUSING BALANCE**

Employment-to-Housing Ratio	Fresno COG Model		General Plan Land Use Alternatives			
	2005	2035	A	B	C	D
<b>Total</b>	<b>1.27</b>	<b>1.24</b>	<b>1.34</b>	<b>1.34</b>	<b>1.40</b>	<b>1.34</b>

**TABLE 3-15: URBAN DENSITY**

Alternative	Description	Arterials		
		Blackstone	Shaw	Herndon
A	<u>The Boulevard Plan</u> : Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district.			
B	<u>Growth Areas Plan</u> : Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion.			
C	<u>The Expanded Boundary Plan</u> : Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth.			
D	<u>The Hybrid Plan</u> : Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth.			
		Legend:	Less Dense → More Dense	

## 4 CONCLUSIONS AND NEXT STEPS

The purpose of this report is to present and evaluate the four plan alternatives that have been put forward by City staff, the Citizens' Advisory Committee, and consultant team. The report provides a high level comparative evaluation of the alternatives to one another within key topics, and this chapter adds an evaluation against applicable guiding principles. This evaluation is broad in scope, as are the alternatives themselves. As the Preferred Plan selected through this process is further developed, many of these impacts will be better understood and some adjustments to the plan are likely to occur in response.

### 4.1 QUANTITATIVE ANALYSIS OF THE ALTERNATIVES

Chapters 2 and 3 of this report discuss the quantifiable impacts associated with each alternative.

#### Population

The alternatives shared the same population target and are relatively similar in outcome.

#### Housing

- Type – All alternatives would primarily generate single family houses, with C creating the most. A would create the most townhouses, and B would create the most multi-family units.
- Residential density (units per acre) – A has the highest density / C has the lowest density.

#### Jobs and Commercial Development

- All the alternatives would provide adequate capacity for projected job demand. Additional employment capacity could make Fresno more of a regional job and shopping center than it is today, or may result in surplus commercial land.
- Intensity (floor to area ratio) – D would generate the most intense commercial development / A would be the least intense.
- Retail - D would result in the most retail space / B the least. All scenarios may create retail space in excess of demand.
- Office – C would create the most / B the least. All scenarios may create less office space than needed.
- Other commercial (industrial, R&D, flex space) – C would create the most / D the least. This is largely dependent on how SEGA is developed.

#### Land Developed

The density of development affects how much land is needed to accommodate projected housing and commercial need. Some of this land would be re-use of existing land, but much of it will require the conversion of farmland.

- Total acreage – A is expected to develop the least amount of land overall (around 10,500 acres) / C and D both would develop almost 50% more land (around 15,500 acres). B would also develop much more land than A (14,000 acres), much of it in SEGA.
- Greenfield acreage – A would convert the least amount of greenfield land by far, around 8,000 acres / C would convert almost double that amount, almost 14,000 acres of greenfield land. B and D fall in between.

#### Traffic forecasts

The forecasts evaluate vehicle miles traveled and travel time (distance and congestion). Alternative A results in the least driving, while Alternative B has the least congestion.

- VMT: A results in the lowest / C creates the highest
- Trip distance: A creates the shortest average trips / C has the longest
- Congestion on arterials: B has the least / A has the most
- Congestion on freeways: B has the least / D has the most

#### Pedestrian and bicycle movement

- Alternative A is best at supporting walking and biking; its greater density places housing, jobs, and services in the nearest proximity to one another. B and C do the least to support walking and biking.
- Plan policies and development standards will decide how well new development creates safe, supportive environments for walking and biking.

#### Parks and schools

- All of the alternatives meet the target for providing an adequate amount of park space for both new and current residents.
- The parkland provided in each alternative is largely separate from its land use and urban form strategy. The best parks strategy for Fresno should be selected, adjusted, and advanced into the Preferred Plan.
- The alternatives have a relative similar impact on the number of school-age children. Impacts on individual school districts will be analyzed in the MEIR.

#### Environmental

The impacts of the Preferred Plan on environmental resources will be evaluated in the Master Environmental Impact Report (MEIR). This will include natural resource communities, quantification of greenhouse gas emissions, and potential safety conflicts such as with airport land uses.

**TABLE 4-1: QUANTITATIVE ANALYSIS OF THE ALTERNATIVES \***

Performance Measure	Notes	Alternative A	Alternative B	Alternative C	Alternative D
Capacity	<ul style="list-style-type: none"> <li>All alternatives assume the same residential growth in opportunity sites of 76,000 to 80,000 dwelling units. This includes SEG A, existing pipeline projects and tentative maps.</li> <li>Urban density is total employment and households divided by gross area.</li> </ul>	<p><u>Infill:</u> 39,000 DU</p> <p><u>Growth Areas:</u> 37,000 DU</p> <p><b>Highest urban density</b></p>	<p><u>Infill:</u> 26,000 DU</p> <p><u>Growth Areas:</u> 53,000 DU</p> <p><b>Lowest urban density</b></p>	<p><u>Infill:</u> 26,000 DU</p> <p><u>Growth Areas and SOI expansion:</u> 53,000 DU</p> <p><b>Lowest urban density</b></p>	<p><u>Infill:</u> 32,000 DU</p> <p><u>Growth Areas and SOI expansion:</u> 48,000 DU</p> <p><b>Moderate urban density</b></p>
Employment to Housing Balance	<p>Also known as “jobs to housing” this measure compares a projection of total employment generated per household for each alternative with the 2005 and 2035 Fresno COG scenarios. This is a measure for assessing land use balance. Alternatives A, B and D result in an 8% increase over the 2035 COG model of 1.24. (the Bay Area is about 1.33)</p>	1.34	1.34	1.34	1.34
City Building	<p>This ranking is based on a qualitative evaluation based on the Vision and Guiding Principles</p>	1	3	4	2
Mobility, Transportation and Air Quality	<ul style="list-style-type: none"> <li>Greenhouse gas emission is a direct result of vehicle miles traveled per capita (VMT), therefore the alternatives with lower average VMT will produce lower greenhouse gas.</li> <li>Average trip length is a measure of distance necessary vehicle trips. Development clustered together results in shorter trips.</li> <li>Arterial volume increases are highest with the corridor oriented plans.</li> <li>Freeways are impacted according to the growth patterns.</li> </ul>	<ul style="list-style-type: none"> <li>Low VMT</li> <li>Lowest average trip length</li> <li>Highest arterial traffic volume</li> <li>Moderate arterial travel time</li> <li>Moderate freeway traffic volume</li> <li>Moderate freeway travel time</li> </ul>	<ul style="list-style-type: none"> <li>Moderate VMT</li> <li>Moderate average trip length</li> <li>Moderate arterial traffic volume</li> <li>Lowest arterial travel time</li> <li>Lowest freeway traffic volume</li> <li>Lowest freeway travel time</li> </ul>	<ul style="list-style-type: none"> <li>High VMT</li> <li>Highest average trip length</li> <li>Lowest arterial traffic volume</li> <li>Lowest arterial travel time</li> <li>Moderate freeway traffic volume</li> <li>Lowest freeway travel time</li> </ul>	<ul style="list-style-type: none"> <li>Moderate VMT</li> <li>Moderate average trip length</li> <li>Moderate arterial traffic volume</li> <li>Moderate arterial travel time</li> <li>Highest freeway traffic volume</li> <li>Highest freeway travel time</li> </ul>
Fiscal and Economic Impacts	<p><u>A fiscal analysis study that evaluates the alternatives has been prepared and is under separate cover. This analysis should be considered alongside the other means of evaluation of the proposed alternatives.</u></p>				
Implementation	<p>The measure of each alternative is how it makes use of existing infrastructure or conversely requires infrastructure such as roads and utilities. Another important measure of implementation is based on the provision of the type of land uses that represent feasible and productive housing types in particular. In Fresno the residential development industry and current market is primarily driven by the sale of single family detached housing which is an important component of each alternative.</p>				

**TABLE 4-2: QUALITATIVE ANALYSIS OF ALTERNATIVES BY VISION AND GUIDING PRINCIPLES \***

Vision and Guiding Principles**	Implications	Alternative A	Alternative B	Alternative C	Alternative D
Opportunity, Economic Development, Business and Job Creation	<i>Economic prosperity and job creation location of employment centers</i>	***	***	****	***
Successful and Competitive Downtown	<i>Impacts on successful downtown revitalization</i>	****	**	*	***
Values Resource Conservation, Efficiency and Resilience	<i>Environmental quality issues</i>	****	**	*	***
Improved Air Quality	<i>Air quality is impacted by vehicle miles traveled</i>	****	**	*	***
Values Agriculture	<i>Water, energy, farmland resource consumption and long term costs</i>	****	***	*	**
Protects, Preserves, and Enhances Natural, Historic, and Cultural Resources	<i>Life style preservation and enhancement</i>	***	**	*	****
Plan based on Areas of Change and Areas of Stability	<i>Utilizes existing infrastructure and affects public facilities financing</i>	****	**	*	***
Choices	<i>Creates opportunities for a variety of housing types</i>	***	**	*	****
Diversity of Urban and Suburban Communities	<i>Impacts transportation, air quality, health, choices and downtown</i>	**	***	*	***
Complete Neighborhoods for New Development	<i>Impacts on successful neighborhood revitalization and "completion"</i>	**	****	*	***
Healthy Communities and Improved Quality of Life in Existing Neighborhoods	<i>Impact on the ability to provide a healthy community</i>	***	**	*	****
Corridors and Centers that Support Transit Use	<i>Impacts transit ridership</i>	****	**	*	***
Multi-Modal Connectivity and Complete Streets	<i>Mobility impacts, both private and public</i>	****	**	*	***
Existing Public Infrastructure and Service Deficiencies Cured and Investing for Increased Competitiveness in the Future	<i>Fiscal impacts on long term municipal financial sustainability</i>	****	**	*	***
A Model of Growth Management Planning and Regional Policy	<i>Regional sustainability, competitiveness, and credibility of Fresno as a regional leader</i>	****	***	*	**
Recreation Opportunities	<i>Impacts available locations for convenient parks and open space</i>	**	***	**	****
Traffic Impacts/Improvements***	<i>Impacts traffic if density is not located with infrastructure capacity</i>	*	****	***	**

\*The evaluation system of 1-4 stars indicates the relative degree to which the alternative satisfy the guiding principles. The scale is applied with the lowest being the lowest level and 4 being the highest. This relative evaluation is not a scientific analysis, but rather a subjective one by staff and the consulting team and is open to further consideration.

\*\*Guiding principles that remain supported by the General Plan Citizen's Committee, but have not been incorporated into this evaluation are "A City with Planning and Investment Partnerships Among Land Owners, Developers, Public Agencies and Institutions" and "A City with a Spirit of Citizenship". These apply equally to all the alternatives.

\*\*\*Traffic Impacts/ Improvements are adopted as a Guiding Principle but included in this analysis for completeness

**4.2 QUALITATIVE ANALYSIS OF THE ALTERNATIVES (LIVABILITY)**

This chapter contains additional comparative evaluations of the alternatives, providing a qualitative evaluation of the alternatives against the Guiding Principles established by the Citizens' Advisory Committee.

Using 16 of the 18 Vision and Guiding Principles adopted by the citizen's committee\*, this evaluation is focused on the overall goals the committee has set for Fresno. Many of these goals are based on the lifestyle of the city and how to preserve and enhance that way of life for all Fresno's residents.

Table 4-1 lists these principles and rates each alternative from one to four stars. The ratings are intended to be relative, expressing how well an alternative supports the principle in comparison to the other scenarios.

These ratings are a matter of opinion and the importance of certain principles may vary by person. However, in the view of City of Fresno staff and the supporting consultants, Alternatives A and D provide the most support for the Committee's guiding principles. Alternative B provides less but relatively good support for the principles, while C provides the least support by far.

**4.3 CONCLUSIONS AND NEXT STEPS**

The intent of the alternatives is not to clearly pick a "best way" for Fresno to develop. Rather, they are intended to present and test a variety of ideas about the location, mix, and intensity of land uses. In addition to the factors presented above, other factors that must also enter into the analysis of the four alternatives include:

- Fiscal impacts - a separate report evaluates the impact of each alternative on municipal revenues and expenses.
- Infrastructure required supporting the plan such as roads and utilities. If improvements are needed, the cost will have to be borne by development interests.
- The need to expand the Sphere of Influence to support the alternative. This may be a difficult and lengthy process.

There is no single best alternative – every person will have a different opinion based on what features are important to them. For someone with a strong interest in improving air quality, Alternative A may be the best choice, while someone who places high importance on minimal freeway congestion would prefer Alternative B.

The next step is to discuss the outcomes of the alternatives presented in this report and determine (a) whether there is strong support for one or more alternative(s), and (b) which features in any alternative are popular. By selecting a base case and adding and removing features, a Preferred Plan will be created.

This selection should be made based on the information presented and through consultation with City Staff and testimony from the public and stakeholders. Presentations of this report have been scheduled at a public community workshop and with the Citizens' Advisory Committee, Planning Commission, and City Council. The Mayor and City Manager will have recommendations regarding the alternatives considered and the attributes of a preferred option. Guidance from each of these bodies will be used in the selection of the Preferred Plan by the City Council, which will occur in April 2012.