CITY OF FRESNO

Fresno Alternative Mass Transportation Pre-Major Investment Study

Technical Memorandum #3

Transit- Supportive Policies

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Chapter 1. Introduction

As the third technical memorandum for the Fresno Alternative Mass Transportation Pre-Major Investment Study (Pre-MIS), this document suggests a range of transit-supportive policies to guide the planning and implementation of a high-capacity transit system in the City of Fresno. The suggestions result from a comprehensive assessment of existing city policies and standards, particularly those detailed in the *Fresno 2025 General Plan* and the *Fresno Area Express Short Range Transit Plan 2003 – 2008.*

The objectives of the Fresno Pre-MIS are to assess the feasibility of high-capacity transit within four study corridors, and to identify a preferred corridor, which will be further evaluated in a Federal Major Investment Study. The corridors under review include:

- Blackstone Avenue
- Shaw Avenue
- Cedar Avenue
- Kings Canyon/Ventura Boulevard

Transit options under consideration include light rail, bus rapid transit, enhanced bus, and monorail. In order for any of these technologies to be successfully implemented on any of the proposed corridors, the city will need to adopt "transit-supportive" policies that address transit operations, the street network, traffic and parking policies, land use and development, and urban design.

Report Organization

The following four chapters address a range of interrelated policy issues:

Chapter 2 reviews transit policies including the prioritization of transit operations on certain streets, achieving intermodal connections, reducing transit travels, improving the quality and level of transit service, and integrating transit service with land use and density controls.

Chapter 3 discusses traffic policies related to congestion and development. This chapter also addresses parking policies including development requirements, downtown parking supply, parking fees, and design standards.

Chapter 4 considers the economic development and land use issues associated with planning a high-capacity transit service. These issues include integration of land use and transportation, density, mixed use zoning, and housing development.

Chapter 5 addresses the design and operation of the road network including the policy and guidelines required for a transit and pedestrian supportive environment.

None of the suggested policies in this report should be considered final recommendations or required amendments to the general plan. The intent of the suggested policies is simply to establish a policy framework that facilitates preliminary planning of a high-capacity transit system. Once a preferred transit corridor and technology are selected, final recommendations will be made for adopting the appropriate mix of policies and guidelines for implementing the proposed system.

Chapter 2. Transit Policies

Objectives and policies relating to transit services are addressed in Chapter 4 of the *2025 Fresno General Plan* under Section E: Public Works Element. The general plan transit policies relevant to a high-capacity transit system are summarized in Figure 2–1. The *Fresno Area Express (FAX) Short Range Transit Plan 2003 – 2008* (SRTP) includes policy statements as the core of its Strategic Plan. These policies, many of which echo the general plan goals, are summarized in Figure 2-2.

Priority of Transit Service

Both the SRTP and general plan policies recognize the importance of providing and funding public transit services to the existing and future populations in Fresno. Although certain policies support the development of a light rail system (E-7-a and E-7-b), none of the policies establish transit as a priority transportation mode. Certain cities such as San Diego have adopted transit first policies that prioritize transit solutions and investments for meeting future travel demand needs. Another policy approach is to classify certain streets as "transit preferential streets." On these types of streets, certain treatments such as traffic signal prioritization or dedicated transit rights of way make transit service a competitive mode choice to the automobile. This type of policy designation would be appropriate for a high-capacity transit corridor in Fresno.

Intermodal Connections

Both the SRTP and general plan have good policies about intermodal connections. However, high-capacity transit stops must well integrated into feeder local bus services in order to maximize system coverage and ensure transit access. Consequently, the design of transit stations (including those for enhanced bus services as well as BRT, light rail, or monorail) should facilitate strong pedestrian linkages to connecting transit services.

Travel Times

For discretionary travelers who have access to an automobile, the single greatest factor in determining mode choice is travel time. None of the SRTP or general plan policies establish the importance of using transit priority measures (prepaid fares, traffic signal prioritization, and dedicated transit lanes) in order to reduce the amount of time it takes for passengers to get to their destinations. Transit travel time reduction should be a key policy aim of a high-capacity system.

Figure 2-1 General Plan Transit Policies

Policy Reference	Subject	Policy
E-7 Objective	Service	Serve future population concentrations with feasible alternative transportation modes that are efficient, safe, and minimize adverse environmental impacts.
E-7-a Policy	Service	Work to have the Fresno COG initiate a detailed feasibility study of the incorporation of light rail service in major transportation corridors, freeway and railroad alignments, and in the Freeway 41 mid-rise/high-rise corridor.
E-7-b Policy	Service	Include the potential for future light rail systems within all freeway corridors.
E-8 Objective	Service	Provide public transportation opportunities to the maximum number of people in the service area.
E-7-d Policy	Intermodal Connections	Support the development of a multimodal transportation terminal facility.
E-9-h Policy	Intermodal Connections	Support and participate in the provision of an integrated multimodal transportation system.
E-9-i Policy	Intermodal Connections	Support implementation of a multimodal transportation system management program to provide safe and efficient intermodal connections and provide the maximum feasible access to multiple modes of transportation throughout the metropolitan area.
E-9-j Policy	Intermodal Connections	Coordinate service to facilitate multimodal and intersystem transfer.
E-9 Objective	Quality of Service	Provide quality, convenient and reliable public transportation service through an efficient and effective public transportation system.
E-9-b Policy	Level of Service	Encourage safety, appropriate frequency of bus service, reasonable fares and the provision of adequate service to satisfy the reasonable transit needs of patrons.
E-9-c Policy	Performance Indicators	FAX will review service productivity indicators and make necessary and appropriate service adjustments when operationally and financially feasible.
E-9-o Policy	Integration	All new transit-significant activity centers should be located immediately along designated principal transit corridors and transit corridors as identified by Exhibit 8. Other significant projects should be located immediately along these corridors or along existing or programmed bus routes.

Figure 2-2 FAX Strategic Planning Policies

Policy Reference	Subject	Policy
Policy 1	Service	Continue to pursue expanded federal, state, and local funding for both public and social service transportation service.
Sub-policy 1a	Service	Provide transportation that meets the public transportation needs of the service area.
Sub-policy 1b	Service	Provide transit services that serve elderly, disabled, and related communities.
Sub-policy 1c	Service	Support the coordination and consolidation of social service transportation.
Policy 2	Level of Service	Encourage safety, appropriate frequency of bus service, reasonable fares and the provision of adequate service to satisfy all transit needs which are reasonable to meet.
Sub-policy 2a	Quality of Service	Provide reliable and convenient public transit service.
Sub-policy 2b	Quality of Service	Provide clean, attractive and comfortable vehicles and facilities.
Sub-policy 2c	Quality of Service	Provide a system that is safe for both passengers and the general public.
Policy 3	Quality of Service	Provide complete and accurate information that makes public transportation user friendly.
Sub-policy 3a	Quality of Service	Create and produce publications that promote the use of public transportation.
Policy 4	Intermodal Connections	Develop a multi-modal transportation network.
Sub-policy 4a	Intermodal Connections	Coordinate service to facilitate multi-modal and inter-system transfers.
Sub-policy 4b	Intermodal Connections	Coordinate fare and transfer policies along with service information programs.
Policy 5	Integration	Support transportation investments that work toward accomplishing air quality goals, optimize utilization of land and encourage a stable economic base.
Sub-Policy 5a	Utilization	Provide incentives to reduce dependency on automobile travel without compromising travel mobility.
Sub-Policy 5b	Integration	Evaluate the transportation system for air quality, energy and efficiency impacts.

Quality of Service

The SRTP and general plan policies on quality of service (E-9 Objective; Sub-policies 2a, 2b, 2c, 3a; and Policy 3) feature good language on providing clean, reliable, and safe transit service. However, none of the policies underscores the issues of improving the legibility of transit services through the design of stations, signage, schedules, and vehicles. The Metro Rapid system in Los Angeles has been successful partially because the system has been "branded," making the express bus routes and stops identifiable and easy to use.

A second issue is the quality of the pedestrian environment. Besides a high quality of transit service, a high-capacity transit system needs to be served by a high quality pedestrian environment that facilitates safe, convenient, and easy access to the system.

Integration

The SRTP and general plan policies on integration (E-9-o Policy; Policy 5; Sub-policies 5a, 5b) describe the linkages between transportation services and activity centers, air quality goals, economic goals, and energy impacts. Specific policies should also be established for coordinating high-capacity transit systems with strategies for intensifying land uses and density levels in the selected corridors.

Figure 2-3 Suggested Transit Policies

Policy Subject	Suggested Policy
Priority of Transit Services	Classify high-capacity transit corridors as "transit preferential" streets that prioritize the efficient movement of transit passengers.
Intermodal Connections	Design high-capacity transit stations with safe, convenient, and easy pedestrian linkages to connecting transit services.
Travel Times	Reduce transit travel times through the deployment of dedicated transit lanes and traffic signal prioritization.
Level of Service	Provide a minimum of 10-minute frequencies on high-capacity transit services during the peak period.
Quality of Service	Develop a branding strategy for transit vehicles, shelters, schedules and signage that improves the image and visibility of transit routes and stops.
Quality of Service	Establish design guidelines for creating a transit-supportive pedestrian environment around transit stations.
Integration	Coordinate planning and phased implementation of high-capacity transit systems with strategies for intensifying land uses and density levels in the selected corridors.

Chapter 3. Traffic and Parking Policies

Traffic

Objectives and policies relating to traffic operations are addressed in Chapter 4 of the *2025 Fresno General Plan* under Section E: Public Facilities Element. As summarized in Figure 3-1, the general plan policies address congestion and development impacts.

The *Draft Master Environmental Impact Report (MEIR) for the 2025 General Plan* also informs the City's traffic policies by identifying the road segments where traffic levels will be a concern under 2025 land use scenarios. The traffic projections in the *Draft MEIR* are based upon the countywide traffic model maintained by the Council of Fresno County Governments.

Congestion

The *Draft MEIR* notes that traffic levels in 2025 will be a concern on several road segments that fall within the four proposed corridors.[1] These segments include:

- **Blackstone Avenue:** Alluvial to Herndon
- **Shaw Avenue:** Marks to Brawley; Union Pacific Railroad to Golden State Highway; Blackstone to Shaw
- **Ventura:** at interchange with State Route 99

High-capacity transit systems pose unique challenges and opportunities for addressing traffic congestion. If a transit system is designed with high frequencies of service and given a dedicated right-of-way to ensure fast travel times, there is a strong potential to shift automobile drivers to transit. This is particularly true of discretionary or "choice" travelers who are not necessarily transit dependent but will choose transit because it is an efficient and reliable transportation alternative.[2] Consequently, high-capacity transit has the potential to reduce traffic congestion or at least preclude it from getting worse.

[1] *Draft MEIR, 2025 General Plan*, Page V-B12
[2] The Los Angeles County MTA's (LACMTA's) Metro Rapid lines on Ventura and Wilshire Boulevard resulted in 33% and 27% respective increases in transit ridership in each corridor. A third of these ridership increases are attributable to new transit riders.

Figure 3-1 Fresno General Plan Traffic Policies

Policy Reference	Policy Subject	Policy
E-1-e Policy	Congestion	Utilize results of the Council of Fresno County Governments (COFCG) transportation modeling process to determine circulation network and capacity deficiencies resulting from land-use decisions made in the general plan update process, community plan updates, and major plan amendments proposed for development projects.
E-2-a Policy	Congestion	Pursue the implementation of the Transportation Demand Management and Transportation System Management strategies, as identified by land use and air quality policies and actions of this plan, to reduce peak hour traffic demands and supplement the capacity of the transportation system.
E-1-g Policy	Congestion	Allow a Level of Service (LOS) "D" as the acceptable traffic congestion on major streets. LOS "D," according to the Caltrans and COFCG accepted LOS criteria, as developed by the Florida Department of Transportation, means moderate congestion at peak traffic periods, approaching unstable flow with reduced speeds, limited maneuverability, and loss of convenience. Average speeds range from 9 to 17 miles-per-hour on arterials with stopped delays of 40 seconds or less.
E-2-f Policy	Development Impacts	Require the completion of a comprehensive traffic impact study for all proposed plan amendments of five acres or more in size or in accordance with traffic impact guidelines (including minimum project size) as may be established by the City of Fresno.
E-2-g Policy	Development Impacts	Condition the approval of intensive developments in a manner that will protect classified streets important for metropolitan-wide traffic carrying role.
E-2-h Policy	Development Impacts	Limit the number of driveway access points on all major streets to minimize traffic disruption and protect traffic flows. No development shall be approved if it will adversely affect the flow of traffic on a public street below an acceptable standard to be determined by the Public Works Director and based upon policies noted herein.
E-2-i Policy	Development Impacts	Multiple-family residential, commercial, institutional, industrial, and office projects shall be designed such that related traffic will not route through residential streets.
E-2-j Policy	Development Impacts	Where feasible and consistent with the goal of achieving infill development projects, medium-high density residential development (i.e., 10.37 – 18.15 units per acre) shall either have direct access to a major street or to a local street of sufficient capacity that does not pass through single-family neighborhoods prior to intersecting a major street, and that will not prevent the completion of a previously committed or needed local circulation system. This policy shall not apply to housing units within planned development projects as defined by Section 12-306—N-21 of the Fresno Municipal Code.

However, there are also at least two tradeoffs to implementing a high-capacity transit system. First, if a travel lane is removed in order to provide a dedicated transit right-of-way, there may be traffic impacts, not only the transit corridor but on parallel streets as well. If a dedicated right-of-way is not provided, then transit becomes a less competitive alternative to the automobile.[3] Secondly, a high-capacity transit system requires higher levels of density as well as new infill development to work on any of the corridors. This intensification of land uses can raise the amount of traffic in a given corridor unless the development is designed to be transit-supportive.

As part of an integrated approach to implementing high-capacity transit in concert with land use intensification, there should be a set of aggressive Transportation Demand Management (TDM) programs to minimize congestion related to new development.[4] Some TDM programs that have successfully worked to reduce single occupant vehicle trips from the road network during peak travel periods include:

- Improved availability and dissemination of alternative transportation options
- Partnerships with model TDM employers including state and local public agencies
- Improved linkages between housing, retail, and employment centers
- Flexible working hours
- Transit incentives (employer transit pass subsidies)
- Elimination of employer subsidies for parking
- Guaranteed Ride Home programs
- Bike and pedestrian improvements

Even on corridors where transit service is limited to infrequent local bus lines, these types of TDM measures can be an important incentive for reducing car trips, maximizing carpools, and encourage use of alternative modes.

Development Impacts

In regards to measuring the transportation impacts of proposed development, the general plan policies (E-2-f; E-2-g; E-2-h; E-2-j) are concerned with traffic levels, vehicular flows, and the protection of residential streets. All of these policy concerns are relevant to any new development on the four proposed corridors; however, the installation of a high-capacity transit system entails consideration of other types of transportation impacts besides traffic. In evaluating the suitability of a proposed development for a high-capacity transit corridor, the City may consider the following range of questions:

[3] However, it should be noted that the LACMTA's MetroRapid system resulted in a high increase in transit ridership even without the installation of dedicated bus lanes.
[4] A good resource for developing TDM programs and policies suitable for a high-capacity transit corridor can be found in the Victoria Transport Policy Institute's Online TDM Encyclopedia. See http://www.vtpi.org/tdm/tdm24.htm.

- How will the proposed development affect transit utilization in the corridor?
- What package of TDM programs will be made available to tenants of the new development?
- Will the new development adopt parking programs and policies that are supportive of transit utilization?
- How will the proposed development contribute to the pedestrian and bicycle network infrastructure in the corridor?

The traditional criteria for measuring transportation impacts of new development are the automobile level of service standard as described in Policy E-1-g. However, the city may want to evaluate the performance of roadways in terms other than vehicular speed and delay. On a successful high-capacity transit corridor, the number of passengers moving by private automobile is lower than the number of transit riders, bicyclists, and pedestrians moving through the corridor. As a means for truly gauging the performance of a high-capacity transit corridor it is useful to evaluate roadway conditions according to multi-modal criteria (such as transit speeds, pedestrian flows, or bicycle safety).

Figure 3-2 Suggested Traffic Policies

Policy Subject	Suggested Policy
Congestion	Adopt aggressive TDM Programs on high-capacity transit corridors
Development Impacts	Evaluate proposed development plans, not only in terms of traffic impacts, but also in terms of its expected transit utilization, TDM programs, parking policies and programs, and contributions to the pedestrian/bike infrastructure.
Development Impacts	Develop Multi-modal Performance Measures for assessing the impact of new development on roadway movements.

Parking

Figure 3-3 summarizes the City's parking policies that are defined in the *2025 General Plan*. The City's Department of Public Works adopted a parking manual in 1987. This manual provides design criteria and standards for developing off-street parking facilities in the City of Fresno. However, the manual does not include any design guidelines for developing on-street parking.

Figure 3-3 Fresno General Plan Parking Policies

Policy Reference	Subject	Policy
C-4-d Policy	Activity Centers	Activity centers should provide for mixed uses and shared parking facilities, including multi-story and underground parking facilities.
C-8-f Policy	Mixed Uses	Mixed-use zoning regulations shall allow flexibility in parking requirements.
E-9-x Policy	Parking	Evaluate a modification to the City Code that would provide for a maximum number of parking spaces required, and consider developing a schedule for gradually reducing the maximum number of parking spaces allowed on transit corridors where transit is a viable alternative.

Parking Development Requirements

In order to make any of the corridors more transit-supportive, a re-evaluation should be made of the City's zoning ordinances stipulating the minimum number of parking spaces required for certain types of development. Transit-oriented environments actually need parking *maximums* in order to limit the supply of parking in a way that makes taking transit a more rational mode choice than driving. General Plan Policy E-9-x policy suggests that there should be a maximum number of parking spaces on transit corridors. However, the policy is not specific enough to the requirements for new developments. The policy should identify new parking ratios for infill commercial, retail, and residential development that is designed to be served by a high-capacity transit system.

One barrier to changing parking ratios are concerns about the marketability of new development projects with reduced parking supply. This is why parking ratios need to be packaged as part of a larger plan for creating a transit oriented development program interlinking high quality transit services, strong pedestrian access and aggressive transportation demand management programs. The combination of these strategies is paramount to creating a mixed-use environment that is marketable, precisely because of reduced auto-demand, walkable streets, and rich transit services.

Flexibility should be designed into transit oriented development programs so that parking can be reduced and adapted to changing needs. For example, each subsequent phase of a project could use a lower parking ratio, or in some cases surface parking could eventually be replaced with development or structured parking if the conditions permit. The Valley Transportation Authority (VTA) in Santa Clara County has had success in converting underutilized park-and-ride lots to joint development, and Hacienda Business Park in Dublin, California, is considering building on parking lots in order to intensify development.

Downtown Parking Supply

Although a formal inventory has not been conducted, a visual survey indicates that there is significant availability of on-street and off-street parking along all four corridors. However, the availability of downtown parking is also a major determinant of transit ridership on the two proposed corridors that serve downtown, Ventura/Kings Canyon and Blackstone.

In Downtown Fresno, the City maintains almost 6,800 parking spaces including 2,200 metered spaces; 3,700 garage and on-street spaces; and 880 convention center spaces. As part of an arrangement to locate the federal courthouses downtown, the City agreed to provide the courthouse with 500 parking stalls. This agreement will be fulfilled by the City's plan to construct a 1,500-car garage next to the Convention Center. New construction downtown has also generated increases in the amount of private parking supply including a 1,000-car garage for the Towers of Civic Center Square, a 700-car garage for the IRS Compliance Center, and a 700-car garage for the Guaranteed Build Renovation.

The City is continuing to explore funding opportunities for increasing the downtown parking supply. In advocating for increased amounts of multi-level downtown parking structure, the *Downtown Vision Report* notes that "Parking must be readily available, convenient, inexpensive and easy to find."

One reason frequently cited for increasing downtown parking supply is to facilitate the City's economic development goals and increase property values. However, there are at least two major tradeoffs associated with this approach. In the long term, the utilization of downtown land for surface or structured parking may not be the highest and best economic use of land particularly in the context of a transit-oriented redevelopment strategy. If Downtown Fresno is to truly be core node on a high-capacity transit system, then maximizing opportunities for infill development will be critical to ensuring high rates of transit ridership. Secondly, too great a supply of parking will encourage higher rates of automobile access to downtown, making it more difficult to attract choice transit riders. For this reason, the City should explore ways of making downtown parking policy complementary with the goals of a high-capacity transit system.

Parking Fees

On-street and off-street parking is generally free and available on all four corridors proposed for high-capacity transit. If any of the four corridors are to truly change from being auto-oriented streets to transit-oriented, then consideration will need to be given to charging for on-street and off-street parking in these areas.

One major constraint to imposing parking fees on all four corridors is the degree to which parking supply is bundled with commercial and residential development. Most retail businesses provide large surface parking that is free to their customers. Most of the housing units in Fresno have private garages. This is why adopting a transit-supportive parking fee structure is much more complicated than simply installing on-street pay meters.

The City will need to consider the potential for charged parking within the larger context of land use, zoning and development policies that are geared toward maximizing transit utilization and discouraging automobile uses.

Downtown is the only location in Fresno where there are parking fees. On-street meters charge 1 cent per minute. Daily rates for parking in city lots are 50 cents for every 30 minutes with a maximum daily charge of $7.00. This rate means that commuters to Downtown Fresno do not pay for parking after seven hours of using a space. Monthly discounts are available at the rate of $35 a month for a surface lot and $50 a month for a garage space.

Many metropolitan areas have a very different rate structure for downtown parking that offers lower rates for shorter durations and higher rates for longer term durations. The economic rational behind this type of policy is that downtown parking supply is maximized for higher value retail trips associated with the purchase of goods and services. Meanwhile commuters are encouraged to use alternative modes for accessing the downtown. In order to make high-capacity transit a desirable choice for accessing Downtown Fresno via the Blackstone or Ventura/Kings Canyon corridors, the City could consider this type of downtown parking pricing structure.

Parking Design Standards

While the General Plan's mention of encouraging multi-story parking and underground parking is appropriate, the economics of development make such structured parking unlikely in most of the city in the foreseeable future. Consequently, the City needs to adopt design standards for locating on-street and surface lot parking in ways that minimize negative impacts on pedestrian connectivity, transit access, and destination access. Specifically, the City needs a policy that encourages parking on high-capacity transit corridors to be located behind buildings in order to minimize the setback from the street and make development more accessible to pedestrians and transit riders.

Figure 3-4 Suggested Parking Policies

Policy	Suggested Policy
Development Requirements	Adopt parking maximums as the development requirements for new projects built in transit-supportive corridors.
Parking Supply	Develop a downtown parking supply policy that supports utilization of high-capacity transit.
Parking Fees	Consider potential locations for parking fees along high-capacity transit corridors.
Parking Fees	Provide a downtown parking fee structure that encourages commuters to utilize a high-capacity transit service.
Parking Design Standards	Adopt parking design guidelines that encourage new parking areas to be located behind buildings, preserving the streetscape for pedestrian movements and transit access.

Chapter 4. Economic Development and Land Use

Economic Development

Objectives and policies relating to Economic Development are addressed in Section D of the *2025 General Plan*. The policies related to attracting, retaining and expanding business are provided in Figure 4-1

Figure 4-1 *2025 General Plan* Economic Development Policies

Policy Reference	Policy Subject	Policy
D-1-b Policy	Business Development	Create conditions conducive to attracting, retaining, and expanding business: • Provide the support necessary to assist established Fresno businesses in expanding • Encourage aggressive recruitment efforts to identify and attract those businesses to the city which are complementary to established businesses • Create conditions that will allow Fresno firms to adapt to new market conditions and remain in business
D-1-h Policy	Business Development	Maintain and enhance the availability and location of recreation, open space, entertainment, safety, affordable housing, public transportation, and other amenities required to attract, retain, and expand a vital Fresno business sector.

The City's business policies are typical of the economic development policies of other cities. However, a high-capacity transit system will require Fresno to aggressively pursue the types of businesses and markets that are amenable to transit oriented development. Economic development plans targeting new retail businesses and housing development will be more effective in generating new transit ridership than plans focused on industrial development.

Figure 4-2 Suggested Economic Development Policies

Policy Subject	Suggested Policy
Transit Oriented Development	Develop an economic development plan for high-capacity transit corridors that aggressively pursues businesses and markets that can be effectively served by transit.

Land Use

Policies relating to Land Use are addressed in Sections A and C of the *2025 General Plan*. The policies particularly relevant to high-capacity transit are those policies addressing transportation and land use integration, density, mixed use, and housing. These policies are summarized in Figure 4-3.

Figure 4-3 *2025 General Plan* Land Use Policies

Policy Reference	Policy Subject	Policy
A-1-h Policy	Land Use and Transportation Integration	Establish an integrated land use and transportation implementation program that utilizes the intensity corridors and activity centers as conceptually shown on the Urban Form Components map that will be linked by a public transportation system (including pursuit of fixed guideway systems such as a monorail or people mover) with the highest frequency and level of service economically and technologically feasible within the 20-year plus planning horizon of this plan (see Exhibits 6 and 8).
C-3 Objective	Density	Create a comprehensive strategy, including the formulation of a specific plan, to encourage the development of a mid-rise/high rise mixed-use urban corridors with functional, enduring, and desirable urban qualities including the already adopted Freeway 41 Corridor (see Exhibit 6). Other freeway corridors should also be considered for high-density, mixed-use development.
C-3-c Policy	Density	Buildings in excess of 60 feet in height shall only be allowed within the boundaries of the adopted Freeway 41 Mid-Rise/High-Rise Corridor, as depicted on the Urban Form Components Map (Exhibit 6). For properties zoned and planned for industrial uses, which are outside the adopted Freeway 41 corridor, the Planning and Development Director may permit building heights in excess of 60 feet.
C-8 Objective	Mixed Uses	Facilitate the development of mixed uses to blend residential, commercial, and public land uses on one site.
C-11-b Policy	Housing	Encourage the integration of multi-story residential projects into other parts of the community in order to increase the efficiency of transportation.

Transportation/Land Use Integration

The general plan Policy A-1-h appropriately encapsulates the basic transit oriented development principle that high densities and mixed land uses should be developed in concert with high-capacity transit centers.

Density

The City's land use policies should clearly articulate that there should be higher densities of land-use development on major transit corridors and around transit stations. The population density is imperative to achieving the ridership requirements for a high-capacity system. The current policies (C-3 Objective and C-3-c Policy) designate the Freeway 41 corridor as an appropriate location for building heights in excess of 60 feet. However, in order for Fresno to successfully operate a high-capacity transit corridor, similar densities may be appropriate on certain segments within the four corridors proposed for high-capacity transit services.

Mixed Use Zoning

Objective C-8 and other associated policies in the general plan encourages mixed uses and the development of zoning regulations as suggested by the model ordinances contained in the "Livable Neighborhood Development" implementation guideline of October 2001. These policies could be modified to make specific mention of the need to adopt mixed use zoning regulations on high-capacity transit corridors.

Housing Development

Of all the housing related policies in the *2025 General Plan* only Policy C-11-b suggests the role of transportation in housing development. Given the City's strong housing market the City should have a policy specifically identifying higher density, multi-family housing for major transit corridors and around transit stations.

Figure 4-4 Suggested Land Use Policies

Policy Subject	Suggested Policy
Density	Allow high land use densities along major high-capacity transit corridors and around transit stations.
Mixed Use	Adopt mixed use zoning regulations for high-capacity transit corridors
Housing	High-density housing should be designated for high-capacity transit corridors and in the immediate areas around major transit stations.

Chapter 5. Road Network, Pedestrian Circulation, Street Design

Road Network

As summarized in Figure 5-1, policies relating to the Roadway Network are addressed in Chapter 4 of the *2025 General Plan* under *Section E: Public Facilities Element.*

Figure 5-1 General Plan Road Network Policies

Policy Reference	Policy Subject	Policy
E-1 Objective	Road Network	Provide a complete and continuous streets and highway system throughout the Fresno metropolitan area that is safe for vehicle users, bicyclists, and pedestrians, and that provides efficient movement of people and goods consistent with the goals and objectives of this plan.
E-1-a Policy	Road Network	Implement the following classified street system (Freeway/Expressway/ Superarterial/Arterial/Collector/Local) in accordance with adopted engineering design standards and the *2025 Fresno General Plan* Land Use and Circulation Map (Exhibit 4) and the Transportation (Streets and Highways) Element Map (Exhibit 7) adopted and incorporated herein depicting the location and general alignment of streets and highways.
E-8-b Policy	Road Network	Plan and develop the major street network to facilitate efficient and direct transit routing that provides one-half mile coverage throughout the metropolitan area. Circuitous streets are more difficult for public transit to efficiently serve than consistently spaced linear or semi-grid patterns for arterial and collector streets.

The street classification system described in Policy E-1-a is fairly typical of municipalities throughout the country. However, certain cities have adopted "transit priority" designations for certain streets where the movement of transit passengers is intended as the primary function of the street. More important than simply adopting nomenclature are performance standards that establish criteria for transit operations and pedestrian movements on transit-priority streets.

Figure 5-2 Suggested Road Network Policies

Policy Subject	Suggested Policy
Road Network	Assign a "transit priority" designation for streets supporting a high-capacity transit system.
Road Network	Develop performance standards for transit operations and pedestrian movements on a transit-priority street.

Pedestrian and Bike Circulation

Policies relating to pedestrian and bike circulation are addressed in Chapter 4, Section E of the *2025 Fresno General Plan.* The pedestrian and bike policies that are most relevant to planning a high-capacity transit system are summarized in Figure 5-3.

Figure 5-3 Pedestrian/Bike Policies in the General Plan

Policy Reference	Subject	Policy
E-1-j Policy	Pedestrian Network	Provide areas for pedestrian and other non-motorized travel that enhance the safety, utilization, and efficiency of the street system. Pedestrian travel should be encouraged as a viable mode of movement throughout the metropolitan area by providing safe and convenient pedestrian facilities in new and existing urban areas and particularly within the Central Area and urban core community centers.
E-1-k Policy	Pedestrian/Bike Network	Pursue the funding for and development of sidewalks and bicycle lanes on all collector and arterial major streets and bike paths along the expressways.
E-14-k Policy	Bike Network	Facilitate linkages between bikeways and other modes of transportation.

The policies in Figure 5-3 suggest the general importance of the pedestrian and bike network. However these policies do not describe the pedestrian network's role in providing access to transit services and encouraging use of alternative modes in a transit-oriented environment. As part of any planning for a high-capacity transit system, the City will need to establish design guidelines for the pedestrian network. These guidelines should address sidewalk widths, crosswalk design, traffic calming measures, lighting, and buffers between roadway and sidewalk.

Figure 5-4 Suggested Pedestrian/Bike Policies in the *2025 General Plan*

Policy Subject	Suggested Policy
Pedestrian Network	Establish design guidelines for creating a transit-supportive pedestrian environment around transit stations. The purpose of these guidelines will be to enable fast, safe, and convenient pedestrian access to transit stations and to encourage use of alternative modes in a transit-oriented environment.

Street Design

The City's street design policies from the *2025 General Plan* are summarized in Figure 5-5. These policies address pedestrian safety, vehicular circulation, and the protection of spillover traffic impacts on neighborhood streets. Another relevant source is the City's Standards and Drawings prepared by the Engineering Division of the City's Department of Public Works and updated in August 2002. These standards and drawings establish design guidelines and measurements for a variety of roadway components including travel lanes, center island turnouts, intersections, sidewalks, and bus bays.[5]

Figure 5-5 General Plan Street Design Policies

Policy Reference	Policy Subject	Policy
E-2-b Policy	Street Design	Minimize vehicular and vehicle-pedestrian conflicts on major streets and adjacent land uses through the use of traffic design and control measures that reduce congestion and increase safety.
E-2-c Policy	Street Design	Control access through limitation on the number of intersections, driveways, and median island openings.
E-2-e Policy	Street Design	Require the design of local streets to provide efficient circulation and allow convenient access while protecting neighborhoods from the intrusion of through traffic.
E-2-n Policy	Street Design	Redesign older streets to redirect non-neighborhood traffic when redirection is supported by neighborhood residents
E-2-1	Street Design	Utilize the local residential street standards in the "Livable Neighborhood Development" implementation guidelines of October 2001 (prepared by Growth Alternatives Alliance for a "A Landscape of Choice" for guidance in revision of Fresno's local residential street types to achieve overall objectives of calming traffic, promoting pedestrian use and reducing the amount of land devoted to streets.

[5] See City of Fresno Public Works Standards and Drawings at http://www.fresno.gov/public_works/technical_library/Standard_Spec/index.asp.

The *2025 General Plan* policies and the Public Works drawings do not address the design requirements for a street supporting high-capacity transit. Regardless of the transit technology chosen on a transit corridor, the following issues will need to be considered:

- Overall street widths
- Allocation of limited right-of-way to transit, traffic, sidewalks, bike lanes, and medians
- Intersection design including crosswalk distances and traffic signal operations
- Appropriate landscaping, lighting, and streetscape treatments
- Integration of transit infrastructure (including waiting areas, shelters, and signage) into the pedestrian environment
- Provisions for intermodal and intersystem transfers

In addition to street design guidelines, planning high-capacity transit requires an even more expansive consideration of urban design, encompassing the appropriate densities, building heights, massing, and facade treatments that are appropriate for a transit-priority street.

Figure 5-6 Suggested Street Design Policies

Policy Subject	Suggested Policy
Street Design Guidelines	Establish comprehensive design guidelines and right-of-way specifications for designing a transit-priority street.
Urban Design Guidelines	Establish urban design guidelines that specify the type of architecture, built form, and aesthetics that are appropriate on a transit-priority street, building face to building face.