TOWER DISTRICT SPECIFIC PLAN

City of Fresno
Development Department, Planning Division

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1.0 INTRODUCTION

INTRODUCTION

1.1 PURPOSE

The Tower District Specific Plan for the City of Fresno expands upon and refines the broad policy recommendations of the Fresno General Plan and the Fresno High-Roeding Community Plan. As anticipated by the latter, the Tower District Specific Plan will constitute an amendment to that community plan. The study area comprises approximately three square miles and is defined by Shields Avenue on the north; Maroa Avenue between Shields and Clinton Avenues and Blackstone Avenue between Clinton and the proposed Route 180 corridor on the east; the proposed Route 180 corridor on the south, including the Fulton, Van Ness corridor to Voorman Avenue between the full alleys west of College and east of Yosemite Avenues; and by the Southern Pacific Railroad and Fruit Avenue on the southwest and west.

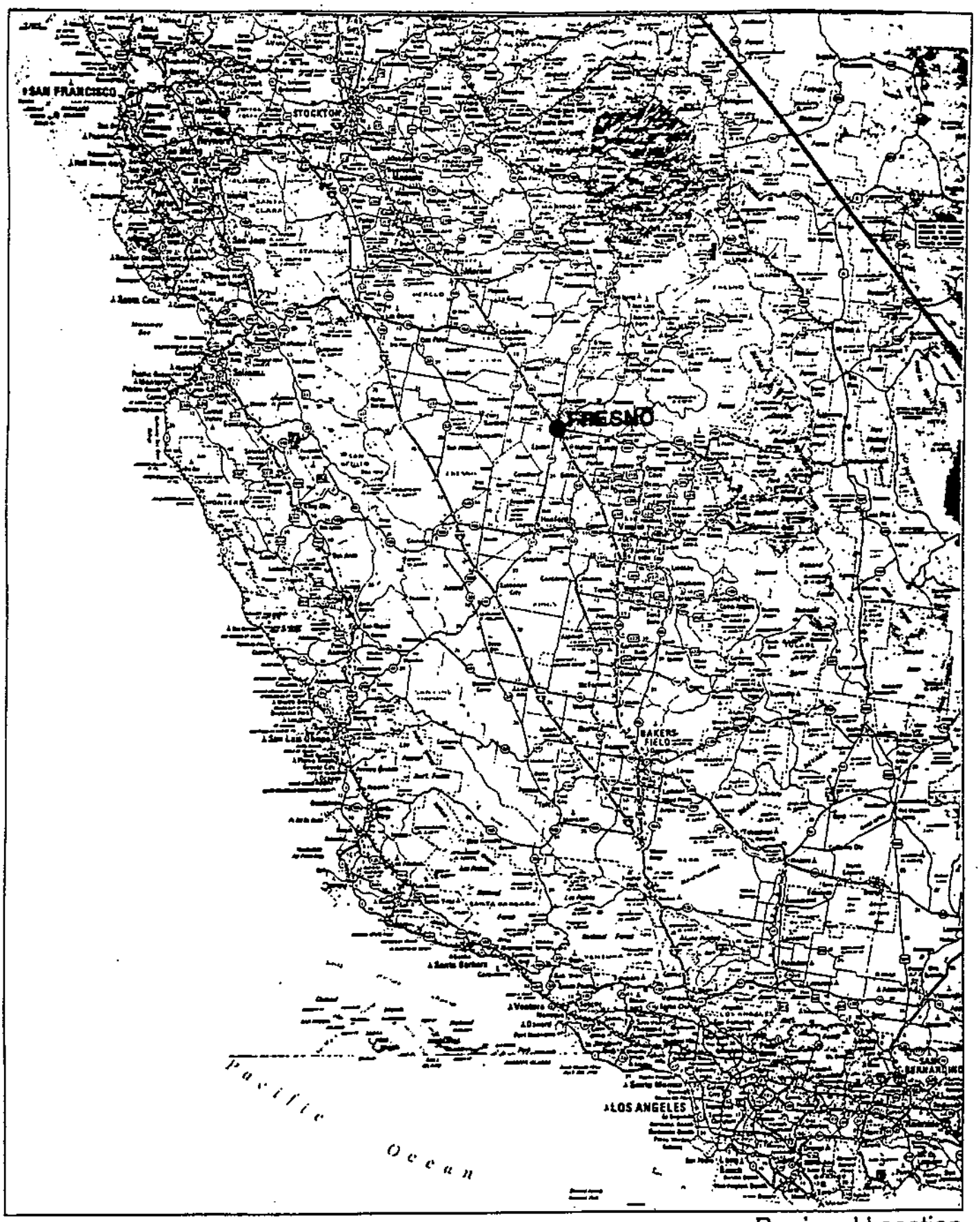
The Specific Plan recommendations for Fulton Street and Van Ness Avenue, between the future Route 180 and Voorman, eventually may be incorporated as part of the Redevelopment Plan for the Lowell Area, which is in the Central Area Community Plan District.

The purpose of the Tower District Specific Plan is to provide the City and the residents of the district with a comprehensive structure for managing historic resources and neighborhoods in the face of future change and development. The Plan and the accompanying Program Environmental Impact Report (EIR) address urban conservation and new development, including public area improvements. The Plan and EIR respond to a framework of goals and policies for neighborhood quality and stability, for economic development and reinvestment, and for fiscal responsibility.

1.2 AUTHORITY & SCOPE

Central to the planning process for the Tower District Specific Plan is a windshield survey of historic resources and identification of Historic Districts, both geographic and thematic. Details of the methodology and findings of this survey are found in the Conservation Element of the Specific Plan. The policy direction and interim review of the plan's recommendations have come from the Tower District Citizens Committee and its subcommittees.

The Tower District Specific Plan has been prepared pursuant to the provisions of Sections 65450 through 65457 of the California Government Code. Adoption of the Specific Plan provides for requirements and character of future growth and change within the Tower District plan area, including changes to existing regulations and requirements affecting the development and use of land. As an adopted plan, it reflects the interests and objectives of the City Council, property owners, and the community at large.



Regional Location

TOWER DISTRICT

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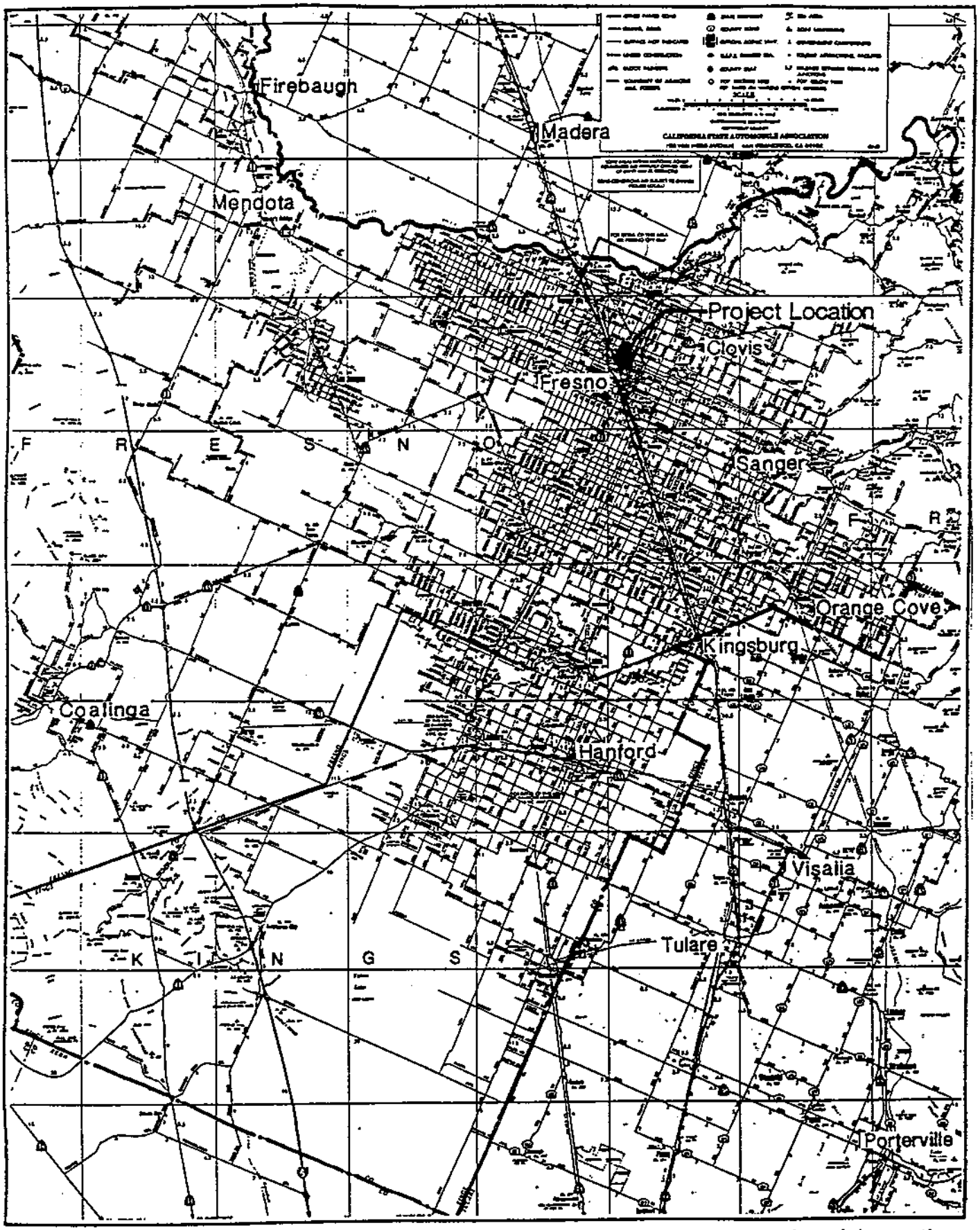
Figure 1-1



Sub-Regional Location

TOWER DISTRICT

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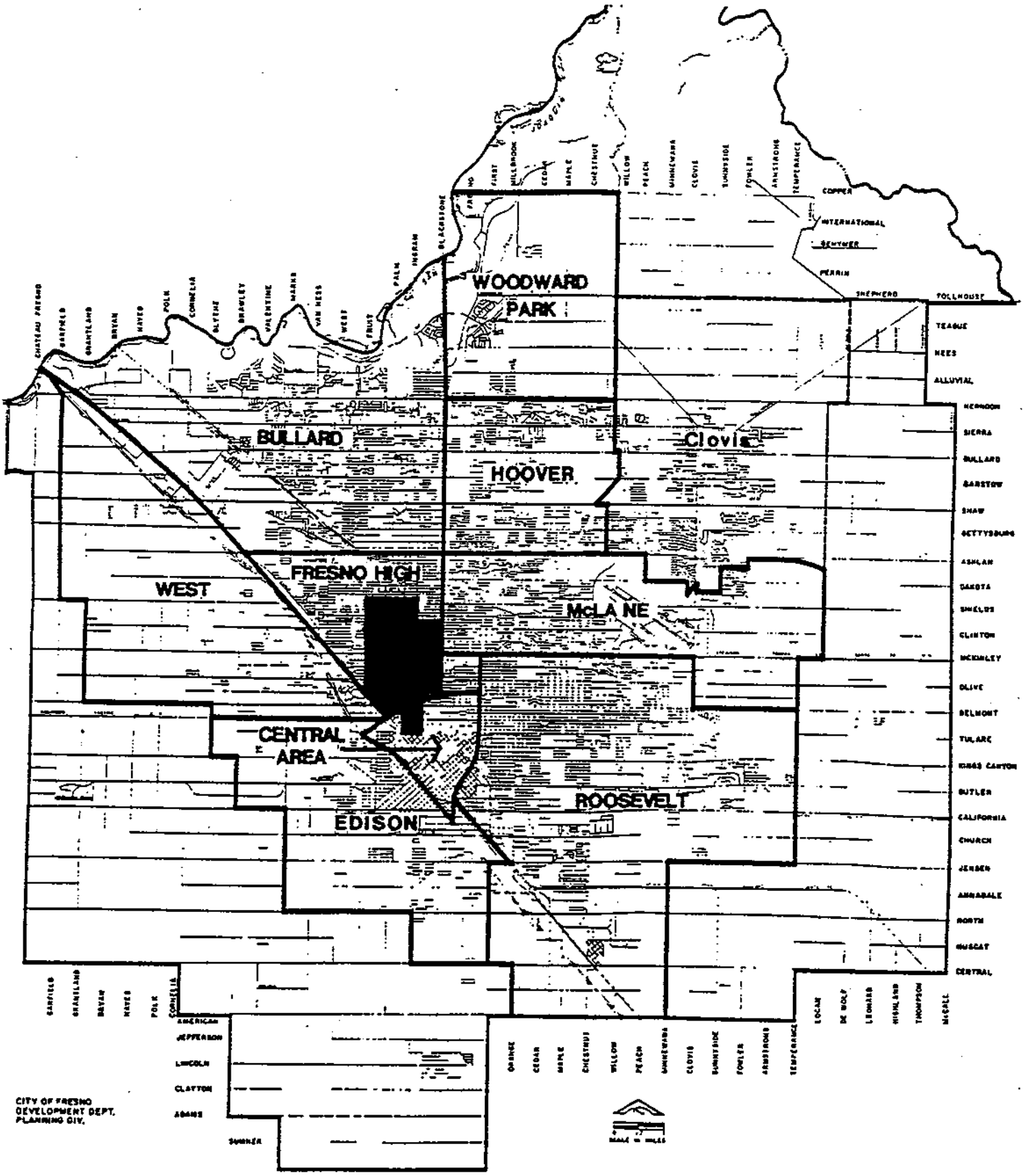
Figure 1-2



Fresno - Clovis Metropolitan Area

Community Plan Areas

TOWER DISTRICT

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Tower District
Specific Plan Area

Figure 1-3

The adoption of the Tower District Specific Plan also constitutes a project under the California Environmental Quality Act (CEQA). The plan is therefore accompanied by a separate program EIR document. It should be noted that, while presented according to City of Fresno policy as a separate document, the EIR preparation is treated as an integral component of the planning process to ensure sensitivity to critical environmental concerns. The environmental setting, including historic resources and visual quality, constitutes the background analysis for the Tower District Specific Plan.

The EIR is prepared in accordance with the most recently adopted EIR guidelines under CEQA and addresses those issues and concerns identified in the Initial Environmental Study, and responses to the Notice of Preparation. The resulting EIR is a full disclosure document to inform decision makers and the general public of the direct and indirect environmental effects of the Tower District Specific Plan. It provides mitigation measures to reduce or eliminate potential adverse impacts. It also identifies and evaluates reasonable alternatives to the proposed plan.

1.3 ORGANIZATION OF THE PLAN

The Tower District Specific Plan is organized to provide a step-by-step understanding of the authority and rationale for all recommendations, concepts and implementation measures. Consequently, the plan document begins with the current Introduction, including an executive summary of the environmental setting and a description of the overall plan concepts, followed in Section 2.0 by the Goals, Objectives and Policies which establish the legislative intent and context for the plan. Section 3.0, the Conservation Element, explains the survey methodology used to identify the significant resources of the Tower District and then provides statements of significance for the recommended Historic Districts. Additional plan elements, beginning with Section 4.0, include Land Use, Open Space, Circulation, and Infrastructure. Section 8.0 addresses recommended implementation actions. Finally, Appendix A contains Guideline Recommendations for Building Alterations, New Construction and Public Area Improvements.

1.4 PLAN SUMMARY

Existing Characteristics

Physical Setting

The accompanying EIR includes a description of the physical characteristics of the Tower District. The Tower District is an early streetcar suburb of the City of Fresno and its development is closely linked to that of downtown. Existing land uses are predominantly residential, with concentrations of commercial at major intersections of

through arterials and in the blocks immediately adjacent to the Tower Theater, the functional and symbolic center of the district. Residential lots are relatively small by contemporary subdivision standards. In certain areas, multi-unit buildings are well-integrated into the overall fabric of the district. Most of the open space is in the form of tree-lined streets and school yards

Both individually and collectively, the buildings, objects and places of the Tower District create a distinctive neighborhood identity. While not historically unique, such an integral collection of architecturally diverse styles and building types is increasingly rare in California cities. Mature street trees, well-maintained street lights from the 1920s, Craftsman-style gateways along certain streets, distinctive culvert structures and railroad viaducts, and an array of significant commercial signs, including the Art Deco Tower Theater, add to the richness of the existing streetscape. The Tower District remains an eminently livable area of the City.

The proposed Route 180 freeway project, linking the Blackstone stub with Highway 99, is the most significant project for the Tower District since the streetcars were removed in the 1930s. The bermed roadway will establish a physical barrier between downtown and the Tower District, and will separate the historically significant areas north of Voorman Avenue from the remainder of the District. This project has resulted in considerable blight along the corridor and in immediately adjacent areas.

Plan Concepts

The Fresno General Plan (1984) includes the Tower District study area as part of the Fresno High-Roeding Community Plan (adopted December 1977). The Tower District Specific Plan will supersede the earlier community plan recommendations for the Tower District. The integral relationship between downtown and the Tower District requires that the Central Area Community Plan and the Tower District Specific Plan be mutually responsive, especially for the Fulton Street and Van Ness Avenue corridor, and for the residential areas between Voorman Avenue and the proposed Route 180 Freeway.

Conservation

In summary, the Tower District Specific Plan contains goals, objectives and policies for the conservation of residential neighborhoods. The plan includes five historic districts and one thematic group, which collectively represent the rich diversity of architectural styles and building types of the Tower District. These districts and the thematic group provide a means to publicly recognize the principal historic

resources of the district. It is to be noted that individual significant resources located outside the Historic District boundaries are no less historic or significant than those located inside Historic Districts. Conservation policies, programs and architectural guideline recommendations developed by the plan apply to the entire plan area and are not limited to Historic Districts.

Land Use

As a part of the overall conservation approach, the Specific Plan recommends changes in land use which provide effective edges between residential and non-residential uses and which recognize the lack of market response to existing land use designations and zoning for non-residential development. Residential densities, in general, are recommended at the level of existing single-unit areas. Certain zones are identified as being tolerant to higher density development, up to six-plex buildings on individual sites, under design review. Three areas are recommended as appropriate for high density residential use, given their adjacency to Fresno City College and the central Olive Avenue commercial area. Mixed-use designations for certain street areas are defined in terms of relationships between recommended uses and spatial location.

Open Space

At present, public open space in the Tower District is limited almost completely to school yards and streets. The Specific Plan includes open space recommendations for the creation of a Dry Creek park of significant proportions along the north edge of the proposed Route 180 freeway. This area, together with a creekside trail network, makes creative use of an existing natural feature of the district. In addition, prioritized streetscape improvement programs are recommended for high traffic volume residential streets and commercial districts, including a public plaza for the central commercial district.

Circulation

The Circulation Element of the Specific Plan includes recommendations to study the redesignation of two-way traffic on existing one-way streets north of Belmont Avenue. As a part of longer-term circulation improvements to benefit residential neighborhoods, the plan provides a concept for street barriers that restrict access between residential areas and commercial activity on Blackstone Avenue. Other plan recommendations for traffic and circulation include mitigations for parking impacts associated with school sites and retention of on-street parking on Fulton Street and Van Ness Avenue south of Belmont Avenue.

INTRODUCTION

Infrastructure

Descriptions of existing conditions and recommendations for anticipated improvements to infrastructure have been provided by City Departments and Agencies. The Tower District Specific Plan does not recommend any new projects or improvements that place an additional burden on existing infrastructure.

Implementation

Recommendations for implementation include those actions identified as being feasible and necessary. Necessary changes to the City's General Plan and Zoning Provisions are identified, and a table is available from the City which correlates the Plan's land use recommendations with the City's zoning classifications. A citizens task force is recommended to serve as an Implementation Committee, and a list of commonly-used funding mechanisms is provided to facilitate the work of this committee. Finally, the Plan contains guideline recommendations for public area improvements, building alterations, and new construction, and it also outlines an interim design review process.

2.0 GOALS, OBJECTIVES & POLICIES

GOALS, OBJECTIVES & POLICIES

GOAL I **RESTORE AND REINFORCE THE HISTORICAL AND MUTUALLY SUPPORTIVE RELATIONSHIPS BETWEEN TOWER DISTRICT NEIGHBORHOODS AND THE CENTRAL AREA.**

Intent: Many neighborhoods and areas of the Tower District are closely tied to the history and future of the Central Area. In turn, the health and vitality of the Central Area are dependent upon adjacent, stable residential neighborhoods.

Objective 1 **Coordinate plans and programs of the Tower District, Central Area and other adjacent neighborhood areas.**

Intent: The Fulton Street and Van Ness Avenue corridors, which are pivotal elements to the identity and character of the Tower District, are very much influenced by what happens to adjacent neighborhoods between Divisadero and the proposed Route 180 corridor. While these neighborhoods now present different, more challenging planning issues from those of Tower District neighborhoods north of Belmont Avenue, and while these neighborhoods are losing their historical roots and connection to the Tower District with construction of the proposed Route 180 Freeway, they remain viable for residential use because of the critical mass of the Tower District. Not surprisingly, given the development history of the overall Tower District area as Fresno's first streetcar suburb, these neighborhoods between Belmont Avenue and Divisadero Street contain as many, if not more, historic resources than comparable-sized areas elsewhere in the Tower District.

Policy 1 ***Recognize that the land use character of Fulton Street and Van Ness Avenue is directly influenced by what happens in the Tower District north of the proposed Route 180 corridor, in the Central Area, and in adjacent neighborhoods.***

Intent: Land use policies for Fulton Street and Van Ness Avenue cannot be formulated in a vacuum. This major corridor serves as the principal southern gateway to the Tower District and also plays a critical role in maintaining the historical link between the Central Area and the Tower District.

Policy 2 ***Recognize that neighborhoods to the west and east of Fulton Street, and Van Ness Avenue between the proposed Route 180 corridor and Divisadero Street, are historically related to the Tower District as well as to the Central Area.***

GOALS, OBJECTIVES & POLICIES

Intent: The Tower District Specific Plan provides policy direction for the future development and use of the above-referenced neighborhood areas.

GOAL II **CONSERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.**

Intent: The Tower District is an older, predominantly residential area which is characterized by neighborhoods of architecturally significant buildings and landscaping. Some multi-family dwellings have been successfully integrated into single-family blocks. Many opportunities exist for new construction as well as rehabilitation, all within established development patterns.

Objective 1 **Stabilize neighborhoods to prevent any further loss or erosion of character-defining elements.**

Intent: Many of the neighborhoods of the Tower District are well maintained and show signs of significant reinvestment in terms of new landscaping and remodeling projects. In some cases, there have been land use conversions in accordance with existing zoning, but the changes, unfortunately, have resulted in less attractive appearances. For example, a house on a busy street is converted to an office or a store, and insensitive changes are made to the building or landscape areas around the building to accommodate new functions.

Policy I ***Revise or eliminate land use or zoning designations which inhibit new economic activity and investment opportunities for the benefit of the Tower District.***

Intent: Zoning more land area for non-residential uses, or for a higher intensity of non-residential uses than can be accommodated by demand over a reasonable period of time, usually has a negative effect. Commercial development, for example, tends to be at the lowest economic level for the majority of the strip along a street overzoned for commercial uses. When a residentially developed street is rezoned to non-residential uses in response to increased traffic, especially in the absence of a strong local market demand for non-residential uses, the decline in property values can be accelerated from that attributable to the change in traffic levels. Rezoning may be appropriate when land uses fail to realize the corresponding zoning after a reasonable period of time. There are more than a few examples in the Tower District of good housing stock seriously compromised or virtually destroyed by additions

to the front of the building for commercial use. Driveways are often widened to accommodate additional parking or increased automobile access. Too frequently, the new uses are of a marginal economic nature and the investment in converting the use of the property is less than adequate to provide any degree of quality for the changes that are made to the building. Surrounding property values are negatively affected and a general process of decline takes hold.

Policy 2 ***Designate historic districts to serve as "living" examples for maintaining quality and continuity, and the resources and overall character of neighborhoods.***

Intent: The Tower District contains buildings, objects and places which, both individually and collectively, are sufficiently distinctive to merit local recognition as historic districts. Public identification and recognition of historically significant areas and buildings is an essential component of the community development process for achieving stability and retaining quality in areas such as the Tower District.

Policy 3 ***Provide protection and maintenance, including replacement when necessary, of existing character-defining streetscape elements such as street lights, tree lawns and street trees.***

Intent: Over time, the demolition and loss of character defining, public sector elements such as street lights and street landscaping irreparably erode the cumulative value of a district or a place. Many Tower District neighborhoods are distinguished by a consistent pattern of street lights of a particular historic period, by mature street trees and gracious tree lawns. The Craftsman-style gateways along Van Ness Avenue are part of the cultural heritage of that street. Such elements are beyond the ability of care for individual property owners and are particularly vulnerable to abuse and/or neglect.

Policy 4 ***Develop design guidelines and a design review process for all new construction and exterior alterations, including modifications to doors and windows.***

Intent: Change is a natural part of the aging process of a neighborhood. The patina of years of use adds value to the physical character of a building or, collectively, of a street lined with buildings. Change which results in a loss of essential, character-defining elements can greatly diminish if not destroy the value and meaning of a place. Different generations of residents will leave their individual marks on the houses and businesses of the Tower District. Individual design decisions for

alterations, additions and new construction need to be looked at by the City to insure that they are consistent with appropriate guidelines. The intent is to insure that the physical integrity of the Tower District will be maintained. There are enough examples of new buildings which violate established setbacks, or of alterations to houses which use inappropriate materials or which make inappropriate additions, to demonstrate that without the adoption and use of design guidelines, the historic character of the Tower District eventually will be lost.

Policy 5 ***Establish a pro-active, effective code enforcement program for the Tower District to help maintain the character of its neighborhoods.***

Intent: A lack of regard for the appearance of public areas and of properties that front public areas is often an indication of reduced expectations for property value. Reduced expectations mean that economic reinvestment is less likely to occur, and that maintenance is more likely to be deferred with the result that a process of physical and economic decline is underway. Some ordinance violations, such as lawns used for parked cars, are observable in many neighborhoods of the Tower District and have the potential of creating or exacerbating existing blight. Code violations often are more difficult to identify, and specific determination may require scheduled inspections. Code enforcement does not necessitate an increase in property taxes.

Policy 6 ***Reduce overconcentration of community care facilities (as defined in the California Health and Safety Code, Section 1502, except that facilities exempt under Health and Safety Code Section 1505, Subdivisions (d), (h), (i.), and (j) are included in the area.***

Intent: Overconcentration of community care facilities is not in the best interest of either the clients or the community. The clients, many of whom have some disability or other disadvantage, obtain services in a de facto ghetto rather than throughout the community. Community Care facilities, by their very nature, serve a constant stream of clients who come from all over the City or County, not just from the Tower District, and largely travel by car. Their visits to the facilities are brief and their contribution to the area's commercial business is minimal. Development standards should be adopted that would provide for appropriate minimum spacing requirements or other limitations such as the percentage of structures within an area. The development standards should be developed using community involvement, within one year

from the date of adoption of the plan. During that one-year period, no special Permit (Conditional Use, Variance or Site Plan Review) or building Permit shall be granted or issued for new or relocated community care facilities.

Policy 7 ***Reduce overconcentration of boarding houses (as defined in the Municipal Code, City of Fresno) in the area.***

Intent: Overconcentration of boarding houses is not in the best interest of either the residents or the community. The residents, many of whom have some disability or other disadvantage, live a de facto ghetto rather than throughout the community. They are a transient residential population which has no incentive to preserve the character of the neighborhood. Development standards should be adopted that would provide for appropriate minimum spacing requirements or other limitations such as percentage of structures within an area. The development standards should be developed using community involvement within one year from the date of adoption of the plan. During that one-year period, a moratorium of licensing of boarding houses should be in place.

Policy 8 ***Existing legally nonconforming multiple family residential uses planned for medium density residential uses by the Tower District Specific Plan may be rezoned to reflect existing residential development without an accompanying plan amendment, provided that the rezoning is conditioned on the maintenance of the current use and no more than the existing number of dwelling units, and provided that the current structures are compatible with the physical character of other existing dwellings in the neighborhood and in the Tower District Specific Plan Area. The decision of the Director of the Development Department on matters of Specific Plan consistency shall be final.***

Rezonings subject to this provision shall be reviewed by the Tower district Specific Plan Implementation Committee and the Tower district Design Review Committee. The recommendations of these committees shall be included in staff analysis for consideration by the Planning Commission and the City Council.

Intent: The purpose of this provision is to forestall neighborhood deterioration by facilitating the conservation and maintenance of

selected multiple family uses without allowing for their inappropriate expansion. Some legally nonconforming lower density multiple family uses co-exist in principally single family neighborhoods and are in physically compatible structures. Appropriate zoning status is needed so that owners may acquire financing to keep these structures in good repair. Appropriate zoning also facilitates resale.

Objective 2 **Retain and expand the existing inventory of affordable housing in the Tower District.**

Intent: Currently there is a valuable inventory of housing stock in the Tower District. Older, multi-family apartment buildings are located predominantly along the historic streetcar routes and adjacent to the commercial core. There also are a number of multi-unit, court type developments throughout the district. In a number of cases, these multi-family buildings or clusters of buildings are located adjacent to or within a neighborhood of single-unit houses on individual parcels. The neighborhoods that comprise the Tower District also contain a range of housing sizes from small bungalows to large, two-story houses.

Policy 1 ***Maintain the existing number and character of multi-family units in the Tower District.***

Intent: The established compatibility of a mix of apartments and smaller houses in neighborhoods that include larger houses means that there is more opportunity to maintain a range of housing prices and units appropriate to a diverse population of household types and income levels.

Policy 2 ***Allow up to six-plex units on appropriate"density tolerant" sites, using design review to ensure compatibility with neighborhood context. "Density tolerant" infill sites include corners, busy streets, larger properties with increased opportunities for creative site planning and building design, and lots adjacent to permanent open space.***

Intent: There are numerous examples in the Tower District of multi-unit residential buildings which are difficult to distinguish from large single-family houses or which otherwise demonstrate that higher density, per se, is not a detriment to a high quality residential neighborhood. A corner location allows separate entries to be located on different streets, and the larger buildings actually help to anchor the corner so that there is better definition of neighborhood boundaries. Some of the older,

multi-unit apartment buildings on Wishon Avenue create a more formal, urban character for this street between Hedges and McKinley Avenues, and provide a stronger edge to this busy street than would less dense development. These examples provide the best source for guidance to allow increased density where appropriate design solutions and site planning will not result in adverse impacts to adjacent, single-unit neighborhoods.

Policy 3 ***Revise or eliminate land use, building or zoning designations that inhibit mixed-use residential and commercial development within appropriate areas of the Tower District.***

Intent: Current City zoning provisions effectively separate residential uses from commercial uses and, under most categories, do not allow the integration of these two uses as a mixed-use development. There are several examples in the Tower District of non-residential uses incorporated within residential properties. The Fultonia, located on Fulton Street between Bremer and Belmont Avenues, is a particularly good illustration. Commercial uses are located at the front of the site and a residential court complex, as part of the same property, is located at the sides and back of the site. Such innovative mixes of compatible uses are currently precluded by City zoning. Certain zoning categories do not adequately describe recommended land uses specifically for types of neighborhood commercial areas, and zoning code modifications may be required. Finally, the State Historic Building Code should be utilized as an alternative when adherence to current building code requirements impose excessive and character destroying modifications to historic buildings.

Policy 4 ***Maintain and expand planned mixed-use commercial, office and residential development in Tower District shopping areas.***

Intent: Further integration of housing with commercial and office uses is a logical extension of the tradition of development found in neighborhood shopping areas of the Tower District, and is appropriate to conservation of the entire district.

Policy 5 ***Ensure that the overall size and character of the Tower District housing inventory is maintained.***

Intent: Where rezoning of a residential area has occurred, such as along Olive Avenue, a number of houses have been converted to commercial use. On Van Ness Avenue and Fulton Street between Belmont Avenue

and Divisadero Street, the conversions have utilized only a portion of some of the houses due to their size. In many cases, well built, generously scaled houses are severely damaged and disfigured by the modifications. More intensive development of commercial areas will inevitably reduce the number of units in those areas. When approving projects that remove residential units, care must be exercised to add new units elsewhere within the district in order to maintain or increase the overall size of the housing stock inventory.

GOAL III **RESPECT AND FURTHER ENHANCE THE HISTORIC CHARACTER OF THE TOWER DISTRICT AS A PLACE NOT DOMINATED BY THE AUTOMOBILE.**

Intent: Historically, much of the Tower District developed as a streetcar suburb. Because of this development history, many parts of the district are scaled to the pedestrian. Excessive dependence upon the automobile in recent years has increased appreciation of the merits of more pedestrian-oriented neighborhoods close to neighborhood commercial areas, as represented by the Tower District.

Objective 1 **Support existing and promote new neighborhood-serving, pedestrian-oriented retail service businesses within the Tower District, following historic patterns of development.**

Intent: The mix of retail goods and services found on parts of Olive Avenue and, to a lesser degree in Van Ness Village, is still predominantly responsive to the needs of a neighborhood shopping market. With intensified retail activity of a specialized nature in the Tower District, it will be especially important to retain some degree of neighborhood serving uses.

Policy 1 ***Restrict opportunities for development of suburban-style, strip commercial uses.***

Intent: Many of the commercial and office uses on Olive Avenue outside the traditional center at Wishon and Van Ness, like many of those on Belmont Avenue and at major intersections throughout the Tower District, are developed as regional-serving, strip commercial uses which have little value to nearby residences and bear no relationship to the distinctive character of the Tower District.

Policy 2 ***Strongly encourage and support pedestrian-oriented storefronts through appropriate use, design guidelines and development.***

Intent: Many of the storefronts of the Tower District are used for offices or for storage and other functions that do not welcome walk-in traffic. These storefronts are dead space in terms of the potential contribution they could make to a lively, pedestrian-oriented streetscape. They do not benefit retail businesses and are not conducive to street life. Frequent entries, display windows, and continuous, active retail uses along ground level frontage are essential to making street areas places where people want to walk, shop and just browse.

Objective 2 **Make commercial areas a convenient, safe focal point for neighborhood activities and public life.**

Intent: Neighborhood commercial districts are a traditional gathering place for the people who live in nearby residential areas. They offer places where people can socialize on a casual basis without the commitments or planning that characterize most other social contacts in everyday life. Like downtowns, they also provide appropriate places for public events and celebrations. Unlike school yards and neighborhood streets, which are designed for more controlled uses, public places in commercial areas are pluralistic in their appeal and serve the public life of the community.

Policy 1 ***Ensure full access for mobility impaired persons in all parts of the Tower District, and especially in areas which are centers of public and community life.***

Intent: Full access through barrier-free design is an important consideration not only for those with recognized types of mobility impairment, but for all members of the community. If public areas, in particular, are to be true to their purpose, they must be fully accessible to all members of the community, and not just to those who can maneuver their way past all the potential barriers to access, as imposed by standard design solutions to level changes and separations between roadway and sidewalks. Federal law requires full access to particular kinds of facilities. The spirit of this legislation is to be applied to the design and retrofitting, in particular, of public areas within the Tower District to make access and use convenient and of a high quality.

Policy 2 ***Provide security measures to encourage both daytime and nighttime (after dark) activities.***

Intent: Streetscape, site planning and building design are to be responsive to concerns for public security. Entry locations are to be visible from the street. Windows are to allow a maximum surveillance of street and shopfront activity. Streets where people can see each other are safer places. Public areas, parking lots, and structures are to be adequately illuminated. To provide open visibility from the street and residences is considered a more critical factor than is the level or intensity of light.

Policy 3 ***Provide streetscape elements, public plazas and open space to engender public activities and functions.***

Intent: Public open space in the Tower District is comprised almost entirely of street rights-of-way and school yards, both of which are designed for specialized uses that are not particularly supportive of public life, such as standing or sitting around and talking with neighbors. Today in the Tower District there are no places, in public and commercial areas, where people can meet one another through random encounters and congregate for informal social activities.

Policy 4 ***Develop a program of public events to take place in Tower District neighborhood shopping areas.***

Intent: Public plazas and open space offer opportunities for staging pleasant and interesting events that would be enjoyable and beneficial to both residents and merchants, for example, street fairs, food festivals, arts and crafts shows, and other types of benefits and promotional activities. The persons, places and events of the Tower District's history provide source material and inspiration for public celebrations.

Objective 3 **Develop and adopt a parking plan for the Tower District based on pedestrian-oriented standards for commercial and public uses.**

Intent: Much of the erosion to the historic fabric of the Tower District is a result of surface parking lots in the commercial districts. These lots create gaps between buildings, or occupy the frontage of newer commercial sites. Current parking standards for commercial use require a ratio of on-site parking that virtually mandates such patterns of site development and use. Without a parking plan which allows off-site locations for some or all of the required parking for a project, based on pedestrian-oriented standards, commercial development in the Tower District will continue to be of a strip commercial, suburban variety.

Policy 1 ***Retain on-street parking in the Tower District.***

Intent: On-street parking has a benefit to a pedestrian-oriented shopping street beyond its value in adding to the available parking supply. It is a perceived convenience. As the competition for use of on-street spaces increases, people tend to browse more than one shop before departing. Parked cars along the edge of the sidewalk make pedestrians more comfortable when walking and shopping along a busy street.

Policy 2 ***Establish a parking district(s) to provide off-site parking for commercial development.***

Intent: Off-site parking for commercial development will reduce curb cuts and allow more pedestrian-oriented site planning and continuous retail frontage along shopping streets. A second consequence of off-site parking for commercial development is a more urban development pattern that is associated with town centers, as contrasted with the suburban pattern of shopping malls.

Policy 3 ***Eliminate and prevent on-site surface parking which fronts on major streets, and develop urban, in contrast to suburban, standards for provision of on-site parking.***

Intent: Much of the newer commercial development in the Tower District is built for drive-up convenience, with surface parking located along the major street frontage. It is a pattern which is encouraged by on-site parking requirements based on prototypes for more contemporary, suburban shopping centers rather than for smaller, pedestrian-oriented shopping streets in cities and urban places.

Policy 4 ***Discourage spill-over parking from large institutions into residential neighborhoods. Encourage the State Center Community College District to develop and implement a Master Parking Plan for Fresno City College. The Master Parking Plan shall be developed in cooperation with the City of Fresno Traffic Engineer.***

Intent: Fresno City College is essentially a commuter school, and there is a considerable amount of spill-over student parking onto nearby residential streets. To a lesser extent, students attending Fresno High School, and adult education classes at the Hamilton School, park on nearby residential streets. Residents of the impacted neighborhoods are

forced to endure increased traffic, noise and frequent conflicts over their own use of the street for visitor parking and as open space.

Objective 4 **Encourage development of public transportation alternatives for moving people to, from and within the Tower District.**

Intent: Large portions of the Tower District originally were developed as streetcar suburbs and were designed for ease of access to certain transit lines located in street rights-of-way which still exist, though the tracks have long since been removed. The overall street grid is designed so that there is a pattern of through streets at quarter-mile spacing in each direction. Certain of the through streets lead directly to nearby employment centers, such as downtown Fresno.

Individual blocks within the quarter-mile divisions were built out so that there are numerous "T" and skewed intersections, as well as some variation in block length, which create discreet neighborhoods. From these neighborhoods, it is always a short walk to one of the quarter-mile through streets, which makes the Tower District ideally designed for public transit.

GOAL IV **CONSERVE AND REVITALIZE THE TOWER DISTRICT'S HISTORIC AND ARCHITECTURAL RESOURCES.**

Intent: There are many indications that the architectural quality of the Tower District's historic and cultural resources are valued and are being maintained. The restoration of the Tower Theater and a number of fine homes along Van Ness Avenue, as well as of bungalows and other style houses in other neighborhoods, reflects a growing recognition by certain individuals that these resources merit substantial reinvestment. And yet there are other indications, particularly where blight has taken hold, where conflicting land uses exist, or where heavy traffic tends to dominate an area, that show certain significant resources are deteriorating beyond any chance of retention. The proposed Route 180 freeway project, for example, has caused the removal of historically-significant buildings in the southern portion of the Tower District. Low quality, strip commercial development on Olive Avenue has replaced some residences and creates an unattractive edge for others. Highway billboards have been allowed to be erected or to remain along Fulton and Divisadero Streets, and along Olive, Belmont, and Van Ness Avenues. Commercial signs and incompatible new office buildings have eroded the grand residential quality of Van Ness Avenue. Without establishment of a conservation and revitalization plan and set

of programs, individual rehabilitation and revitalization projects will remain inadequate, given the precarious nature of many street and neighborhood areas found today in the Tower District.

Objective 1 **Utilize urban conservation as the principal basis of land use, zoning and design review for the Tower District.**

Intent: Urban conservation is a way of thinking which can lead to a systematic understanding of a place. As a planning tool, urban conservation provides a tested, comprehensive approach for managing change within a framework of cultural and architectural resources. It balances new development interests and needs with the desire to retain existing significant resources. Urban conservation allows for change without losing continuity with the past.

Policy 1 ***Complete work on a comprehensive inventory of Tower District historic and architectural resources.***

Intent: Identification, documentation and maintenance of updated files of the historic and architectural resources of the Tower District is a top priority. The findings of the March, 1990 windshield survey need to be supplemented by research and additional documentation, and then formally and publicly recognized. Recognition can occur in different ways: publication of survey results as a brochure and/or walking tours; displays and exhibits at local libraries, schools and museums; and preparation and submission of nomination forms to list resources on the Local and National Register of Historic Places. This recognition is an essential part of a planning and development process utilized by many older communities throughout California and across the United States.

Policy 2 ***Prepare and publish a rehabilitation manual to address appropriate and inappropriate types of modifications to buildings and storefronts.***

Intent: Following identification and formal recognition of a community's significant built resources, it is then necessary to take a third step in the urban conservation planning process. That step is to develop new programs, and adopt measures which help both to retain such resources and to guide changes to them. As examples, these measures can consist of building and storefront revitalization programs, and use of design guidelines to assist investors, developers, architects, contractors, homeowners, and public agencies with preparation and review of building permit applications.

Policy 3 ***Recognize historical precedents for lot size and mixed patterns of density and development in planning for a greater utilization of land, buildings and other resources in the Tower District.***

Intent: Historical patterns which do not conform to contemporary standards but which have survived the test of time are important alternative prototypes which should not be casually disregarded. Older areas have accommodated different generations of use and, typically, are richer in innovative design solutions specific to particular conditions and functions. The lot sizes in the Tower District, for example, are small relative to more contemporary suburban subdivisions. However, the quality of architecture and adherence to uniform and generous front lawn setbacks result in an overall character and amenity of the residential streetscape which is often lacking in newer residential developments. Selective mixing of higher density residential development, often over time, allows superior utilization of land and infrastructure and contributes to the historic resources of the Tower District. Such precedents offer time-tested models for more resourceful site planning and urban design throughout the district, and even the City.

Objective 2 **Establish historic districts to recognize and protect the Tower District's extraordinary inventory of significant architectural and historic resources.**

Intent: In addition to historic districts, the entire Tower District can be well served by adoption of urban conservation overlay districts. Overlay districts contain tailor-made provisions to supercede universal zoning requirements and other kinds of standards, and increasingly such overlay districts have become an accepted means of implementation.

GOAL V **MAINTAIN AND IMPROVE TOWER DISTRICT PUBLIC INFRASTRUCTURE CONSISTENT WITH LEVELS OF PUBLIC INVESTMENT IN NEWER PARTS OF THE CITY.**

Intent: As an older part of the City, the streets, alleyways, water and sewer lines, and other components of the Tower District's public infrastructure are showing signs of a need for more than routine maintenance. Judging from initial, windshield observations, there are streets that need to be repaved, streetlights that need repair, and alleys that need to be resurfaced. There is unrepaired damage to guardrails along streets at some of the Dry Creek culverts. Water and sewer lines currently are not identified as being in need of upgrading; but, given their age, it is not unrealistic to expect a coming need to make focused

repairs and improvements. Public reinvestment in the infrastructure of the Tower District is required in order to continue high quality service to a stable, built out area. Street widening or realignments are not appropriate. Rather, the goal is to give the Tower District equal place among other districts in the City and to recognize that the City has a responsibility to all of its taxpayers for planned reinvestment in older districts.

Objective 1 **Repair, resurface and maintain public streets and alleys.**

Intent: Deferred maintenance of streets and alleys only leads to the need for more expensive repairs in the future.

Policy 1 ***Establish an improvements and maintenance program and budget for the Tower District.***

Intent: Following a study of the actual conditions of public infrastructure in the Tower District, an improvements and maintenance program can be developed that allows the City to maintain the level of services which residents deserve.

Policy 2 ***Prioritize improvements to address the most neglected areas of the Tower District for initial projects.***

Intent: Recognizing that there is always more to be done than there are resources immediately available, the prioritization of infrastructure improvements and maintenance projects allows the most serious problems to be corrected first.

Objective 2 **Repair, maintain and enhance public areas within street rights-of-way, including sidewalks, tree lawns and street lights.**

Intent: The landscape and sidewalk areas of public street rights-of-way contain many of the character defining elements of the Tower District, including street lights, mature trees and lawnplantings. These features constitute one of the strongest open space frameworks of the district, and therefore, their maintenance is essential.

Policy 1 ***Conserve mature street trees, maintain tree lawns, and retain and refurbish existing streetlights through a replacement and retrofit program.***

Intent: The City has conducted a comprehensive street tree inventory, and adopted a tree preservation ordinance in order to conserve street trees. Tree lawn maintenance is a simple but highly effective way to influence the appearance of the street. The Tower District streetlights are one of the most distinctive features of the streetscape. Without a City replacement and retrofit program, which includes maintaining a stockpile of parts, they can be lost over time through unaddressed damage or through unnecessary removal.

Policy 2 ***Maintain and improve alleys to provide access to garages, rear yards and trash collection containers.***

Intent: Alleys are another valuable resource for the Tower District. In many cases they provide service access to parcels, which allows streets to be more attractive by minimizing curb cuts and by providing more opportunities for uninterrupted street tree planting and tree lawn landscaping. Trash collection is a less visible element of the streetscape. In some cases alleys may no longer be viable for various reasons, and keeping them open as public rights of way may need to be reconsidered. In no case, however, should there be a general policy for the abandonment of alleyways.

Objective 3 **Initiate projects which help to mitigate adverse impacts resulting from regional circulation improvements.**

Intent: Through traffic is heavy enough in portions of the Tower District to adversely impact adjacent neighborhoods. Noise levels increase for periods of time, and air quality also suffers. There is increased concern for the safety of children and other pedestrians who use crosswalks on such streets, many of which are adjacent to school play yards and playing fields. The proposed Route 180 freeway is a project initiated by regional traffic considerations which has the real potential to significantly lower the quality of life for adjacent Tower District neighborhoods. Public improvements designed to address the adverse effects of urban freeways can help to stabilize such areas by offsetting or lessening the decline of property values.

Policy 1 ***Develop landscape improvement programs for streets to prevent adverse impacts on adjacent residential properties and neighborhoods.***

Intent: Residential properties along higher volume, through streets in the Tower District, such as McKinley, Clinton and Palm Avenues, would

benefit from a higher level of street landscaping than is characteristic of the more local serving streets. The loss of on-street parking on busy streets increases the exposure of residential frontage to fast moving cars and noise. In some blocks, traffic solutions today preclude the planting and maintenance of street trees. Landscape buffers such as large street trees, double tree rows where possible, shrubs and low hedges, landscaped fences, and other specific landscape design solutions that help put an edge to the street are appropriate for consideration.

Policy 2 ***Where possible and desirable, develop public improvement projects which clearly separate and "buffer" residential neighborhoods from strip commercial uses.***

Intent: Strip commercial development along Blackstone Avenue backs onto Tower District residential neighborhoods and creates a number of adverse conditions, including unsightly parking lots and service areas adjacent to backyards, and increased traffic on neighborhood streets. Site development standards alone are not sufficient to protect homeowners from the range of problems and spillover effects created by such adjacencies. Public improvement projects provide a scale of design which can create a rational and functional edge under such conditions.

GOAL VI **PROVIDE NEW PLAZA, PARK AND OPEN SPACE AREAS.**

Intent: Existing public open space in the Tower District is limited almost exclusively to school sites and streets. Additional open space is needed to provide for the diverse public life of the district.

Objective 1 **Recognize natural and man-made opportunities for creating new public open spaces.**

Intent: As a built out district, opportunities for additional open space are limited and often modest. The school sites presently provide for most of the active recreational requirements of the district neighborhoods. Many of the subtle variations in the street grid make the inner streets of the neighborhoods relatively quiet. The neighborhood streets serve well as gathering places for people, as well as places for cars. What is needed is a more diverse range of open space, such as small, neighborhood "tot lots" and well designed public plazas for casual, inter-neighborhood socializing. There are vacant sites which could be publicly acquired and which would not require a loss of

housing. Dry Creek is a natural feature of the district whose potential as open space is grossly wasted and underutilized. The proposed Route 180 project will create remnant parcels that may have open space potential, and the freeway berms and structure will be a landscape challenge that needs to be recognized and addressed as a very major public area landscape improvement project.

Policy 1 ***Develop a clean-up action program for Dry Creek, together with a landscape improvements plan.***

Intent: Dry Creek is fenced as a public safety measure. Much of its length through the Tower District is accessible only to adjacent properties. Portions of the creek are unkempt and are littered with trash and debris. A clean up program and landscape improvement plans are needed to fully realize the public open space opportunities which Dry Creek offers for the Tower District. Some individual property owners already understand its potential and have built decks or landscaped back or front yards which are greatly enhanced by visual access and enjoyment of the creek.

Policy 2 ***Obtain heavily impacted parcels within and adjacent to the proposed Route 180 corridor for use as open space.***

Intent: In addition to remnant parcels which are part of acquisitions for the proposed Route 180 project, other parcels adjacent to the freeway corridor may be precluded from any reasonable use and, therefore, could be developed by the City as part of an open space landscape buffer. Caltrans landscape improvements for the freeway and interchanges can be made more effective and will be of greater benefit to Tower District neighborhoods if they are designed according to a public area improvements plan for the corridor.

Objective 2 **Recognize the need for public places within the immediate Tower theater commercial area.**

Intent: At present there is no real public place appropriate to the status of the Tower Theater commercial area as the central shopping district and perceived center for Tower District neighborhoods. A well designed, public space where people can meet on a casual basis, exchange ideas, lobby for causes, eat a lunch or snack, or enjoy an impromptu performance would greatly benefit the quality of life of the entire district.

Policy 1 ***Develop attractive public places where people can sit down and relax.***

Intent: In addition to improvements to sidewalk streetscapes that provide a higher level of pedestrian amenity, a strategically appropriate public plaza is to be provided in the central commercial area of the Tower District. This public plaza is to build upon the identity which the Tower Theater gives the district as a specific place within the City, and is to be a zone which adds diversity and creates a public, physical center for the district.

Policy 2 ***Retrofit existing parking lots with landscaping and shade trees.***

Intent: Surface parking lots add unnecessary harshness to the urban design character of the Tower District. A program to retrofit existing parking lots with appropriately designed landscaping and shade trees would improve the overall visual quality of the district, reduce reflected heat, shade parked cars, and make secondary use of the lots more amenable for use as open space.

Objective 3 **Obtain the assistance of the City's Park and Recreation Department to implement programs and measures which increase and enhance public open space areas and amenities in the Tower District.**

Policy 1 ***Acquire, develop, and maintain open space and park lands according to the policies and standards adopted in the Parks and Recreation Master Plan.***

Policy 2 ***Cooperate with other public and private agencies in providing park and recreation facilities.***

Policy 3 ***Complete landscaping of all major streets (median islands and buffer strips) and planting street trees to maintain uniformity with plan areas.***

Policy 4 ***Seek Federal and State funding to provide transportation mitigation and environmental enhancement along major transportation facilities (i.e., Highway 180).***

Policy 5 *Pursue the acquisition and maintenance of park lands and streetscape landscaping through the Landscaping Maintenance Benefit Assessment District.*

Policy 6 *Work with Fresno Irrigation District to visually improve Dry Creek Canal and pursue the development of a safe trail system for expanded leisure opportunities.*

Policy 7 *Continue to work with the Fresno Unified School District to improve the capability for utilizing District open space for passive and active recreational and leisure opportunities by adding landscaping, lighting, picnic facilities, and other appropriate amenities to extend the hours of use.*

Policy 8 *Recognize mini parks as a special need in areas which lack neighborhood parks and pursue all potential revenue/sources to acquire and develop sites. The locations of mini parks should be accessible and compatible with surrounding neighborhoods.*

Policy 9 *Work with the State Department of Transportation to ensure that remnant parcels and berms are landscaped to act as buffers and improve the visual appearance to prevent neighborhood blight.*

3.0 CONSERVATION

CONSERVATION

3.1 SURVEY OF HISTORIC RESOURCES

A survey of historic resources was conducted for this Specific Plan in order to generate two primary products relating to the historical character of the Tower District: first, a comprehensive catalogue of the area's individual structures and landscape features, assessed for their relative historical importance; and second, a set of recommended historic districts, or historically-significant ensembles of structures within the Tower District as a whole. These two products are intended to give the goals of conservation and revitalization a solid grounding in empirical evidence. Given the scale of the task and the size of the budget, the consultants determined that this evidence would derive from a thorough "windshield survey" or visual inspection (generally from within a car) of every property within the District. This survey work was accomplished in two periods of field activity, totalling ten days in length, and then was reviewed in a final visit of three days duration. The first two site visits were made by an architectural historian and an urban designer with expertise in urban conservation. They were joined on the third visit by an architect who specializes in the assessment and restoration of historic buildings.

Each structure in the District deemed to possess significance (with limited exceptions, described below) was recorded on Assessor's block and lot maps provided by the City. In order to interpret these annotated maps, the reader needs to know two simple codes: a letter code and a color code. The letter code, explained below, describes the original use or type of the building (as closely as such can be determined), the number of stories and, where stylistic details are prominent and identifiable, the approximate style of the building. The letter code is also used to list other man-made features of note - specifically landscaping, public works, signage and street furniture.

A. Letter Code Building Type

R - Residence. Describes single-family dwellings, with the exception of bungalows and shotgun houses (see below).

B - Bungalow. This is a loose designation, describing a residence distinguished by its size (one-story, compact floor plan) and its appearance (overhanging eaves, a porch projecting in front of a part or all of the front facade, which is either unadorned or features some variation of Craftsman-style details in its external woodwork). Bungalows are not, strictly speaking, a building type, and they were not necessarily conceived of, at the time of their construction, as being different from other small residences. However, because they form such a prominent part of the architectural fabric of the Tower District, they have been singled out as a separate category for the purposes of this survey.

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Apt. - Apartment: Any building with more than two units, no one of which is notably larger or more prominent than the other.

R/Apt. - A residence designed to include one or more secondary units apparently used for rental purposes.

Dup. - Duplex: A building with two units.

Ct. - Court: A complex of several similar or identical buildings arranged systematically on a common lot, usually around a central courtyard.

Sh. - Shotgun: A one-story, one-room-wide house which extends back from the street. Like the bungalow, the shotgun is actually a notable variant of the residence, rather than a fully separate building type.

C - Commercial or store building

O - Office Building

Auto - A building intended specifically for the service of automobiles; usually a gas station.

Ind. - Industrial Building

Wh - Warehouse

Ut. - Utility: For example, an electrical substation

Rel. - Religious Building, normally a church

Sch. - School

Th. - Theater

Mo. - Motel

OB - Outbuilding: A small service structure subsidiary to a larger building on the same lot. Unless particularly noteworthy, garages are not included as outbuildings.

Other Built Features (listed selectively)

LS - Landscaping: Most often refers to landscaped medians, tree lawns, or to notably fine, mature yard plantings.

P.Wk. - Public Works: Bridges, aqueducts, water towers, etc.

Sn. - Sign

SF - Street Furniture: Usually street lights; also includes miscellaneous features of note such as hitching posts or subdivision gateways.

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Stories

The number of stories is listed in parentheses after the building type abbreviation. This number does not include attic or high basement spaces unless they were clearly intended as habitable rooms. In cases where a small portion of the building rises higher than the rest, this portion is counted as a half (1/2) story.

Style

Cl. - Classical: A building distinguished by its use of details based in Greek, Roman, or Renaissance architecture. Most often found in buildings dating prior to World War I.

Cr. - Craftsman: Used for those late-nineteenth and early-twentieth century residences that feature noteworthy detailing, typically in their woodwork, that evokes both Asian and rural European design. Named for the design principles championed in Gustave Stickley's influential Craftsman magazine.

PS - Prairie Style: A loose term implying similarity to the works of Frank Lloyd Wright and his Midwestern contemporaries, prior to c.1920. Typically includes unadorned, stucco wall surfaces, flat roofs with broad eaves, and design details not unlike those of the Craftsman style.

PR - Period Revival: Any of a number of the eclectic styles adapted for American residential architecture, particularly during the 1920s, but continuing to the present day. In the Tower District, "PR" buildings are most often simplified, loose evocations of late-medieval cottages, although one also finds suggestions of everything from French chateaux to Georgian mansions to Indian pueblos.

Med. - Mediterranean: One strain of Period Revival architecture, singled out here for the frequency with which it was used by the district's builders. Refers collectively to a variety of design motifs that might alternately be labeled "Mission Revival," "Spanish Colonial," "Monterey Style," or "Tuscan" - especially red tile roofs and light stucco walls with Baroque detailing.

Mod. - Moderne: The self-consciously "modern" architecture that appeared principally in the 1930s. Typified by smooth, unadorned exteriors, industrial-sash windows (often placed on the corners of the building), flat roofs, and rounded or "streamlined" edges.

PW - Postwar: A generic term used to apply to those buildings dating from later than 1945 that were considered sufficiently noteworthy to include in the survey.

Examples

R(1 1/2)Cr. - A Craftsman-style home with a small second story.

C(1)PW - A postwar commercial building.

Ct.(1/2)Mod/Med - A court that includes some one-story and some two-story structures, featuring elements of both Moderne and Mediterranean styling.

B. Color Code

The annotated Assessor's block and lot maps list structures and other resources in one of three colors: red, green, or black. The color indicates the historical significance of the building or landscape feature, as determined by the surveyors. Roughly speaking, red refers to structures of primary importance, green to structures of contributory importance, and black to structures that either are compromised by alteration or would require further research in order to more properly assess their significance.

Because of the survey technique, these assessments were based principally on visual analysis. However, the surveyors made an effort to expand their focus beyond what might be called the "aesthetic quality" judgments that usually characterize such an approach. Traditionally, visual architectural surveys have rated highly only those buildings that are pure or rare examples of particular styles deemed historically important. Examples of "vernacular," unprofessional design, or structures that do not conform to academically accepted standards of stylistic purity have, in this way, been considered less important and relegated to a lower rating. But the Tower District survey proceeds from the assumption that buildings do not stand alone, like paintings in a museum; they must be considered in light of the life that carries on within and around them. Within the obvious limits of the windshield survey method, the surveyors set out to specify not only those buildings that are important from a stylistic viewpoint, but also those buildings that represent important building types, unique examples of interesting construction techniques, or important aspects of a neighborhood's growth. They also included crucial non-architectural elements that enrich the overall character of the District.

The three color ratings are explained in further detail below:

Red

"Red," or primary, structures make up by far the smallest of the three color groups. These structures are, from the standpoint of this survey, the most important individual elements within the District. Given that basic criterion, the red group is heavily weighted with buildings that were originally intended by their designers to stand out prominently - therefore, it includes a disproportionate number of large, architect-designed homes. However, because of the broad focus of this survey, the range of reds also includes commercial buildings, gas

stations, simple cottages, and even advertising signs. These objects all share a singularity of design and a prominence in the urban landscape; in addition, they remain entirely or substantially in their original condition, without significant additions or alterations to their site. Each is listed on the Assessor's maps with an estimated date of construction. "Red" structures are considered potentially eligible for listing on the National Register of Historic Places.

Green

A comparatively large number of structures in the survey area have been rated "green," or contributory. This broad category includes all of those buildings and landscape features that appear substantially to be in their original condition. There is a great deal of variation within this group as to design quality, type, use and size. Considered as a group, the "greens" are the most important component of the survey, for they make up the bulk of the physical fabric of the neighborhood and give to the Tower District the distinctive qualities that make this a successful urban area. Taken individually, however, they do not exhibit the same distinctiveness that typifies red-rated resources.

Black

Most "black"-rated structures have received some alteration or renovation - perhaps total, perhaps relatively minor - that compromises their original composition, materials, or design. As a general rule, the simpler the building's overall design, the more likely it is to be adversely affected if small changes are made. Thus, a plain, unadorned bungalow with a new, solid-panel front door or aluminum window sash is likely to be labeled black; while the same alterations on a more elaborate bungalow full of Craftsman-style detail are less detrimental to the overall integrity of the facade and might not affect the building's "green" rating. Judgments about alterations have adhered to a fairly strict standard of integrity, similar to that required for listing on the National Register. They do not apply, however, to buildings that are simply in poor repair - so long as that condition does not obscure the building's original composition, materials, or design. A small number of "black" structures are so rated because they present questions - about their original use or appearance - that could not be answered in the course of the survey. These structures would require further research before their ratings could be reconsidered.

C. Unlisted Structures

Buildings nominated to the National Register must, in almost all cases, be at least 50 years old, and the surveyors have made an effort to take a look at every structure that falls, or will soon fall, into that category. The annotated Assessor's parcel maps list all buildings that appear to have been built prior to 1945, as well as a number of more recent structures

that are of historic value. Included in this latter group are the commercial structures that proliferated throughout the District after the Second World War, many of the area's "courts" (see Historic District descriptions below), and a highly select number of residences, dating from the late 1940's through the early 1960's, that were chosen for their especially strong design features. It is unlikely that any building dating from later than 1965 is included in the survey. The task of documenting all of the Tower District's postwar structures - particularly on those residential blocks that are in essence the latter-day equivalents of early twentieth century bungalow streets - must rest with future survey activity.

D. Limitations of the Survey Method

The windshield survey technique has a number of obvious advantages for producing a comprehensive inventory of the district's historic resources. However, it also is important to bear in mind the specific limitations of this technique. First, since it relies on visual information, the survey cannot pick up all of those structures whose historical import rests in such "invisible" features as the identity of an earlier resident, or a link to a particularly notable event. The surveyors have tried to offset this disadvantage by referring to already-drafted California Historic Resource Inventory forms, where they exist, and by reviewing local historical source materials available in the Fresno County Library. Nevertheless, more archival research in the future unquestionably would add to the effectiveness of the survey evaluations. Second, the visual information that was gathered is necessarily limited and subject to a margin of human error. A house with alterations on its street facade might therefore be listed as a "black," whereas a house whose even more extensive remodeling is invisible from the street might be rated "green." In cases where it was unclear whether or not alterations had been made (as, for example, in those houses where a dark iron-mesh screen door obscures the actual front door), the surveyors proceeded on the supposition that the structure remains in its original condition. Third, and most important, the windshield survey may lead to the impression that some buildings are inherently "better" or more important than others. Instead, the ratings that appear on the Assessor's maps should be seen as the considered opinions of particular individuals, with particular values and expertise, at a particular point in time.

Finally, it is important to remember that each of the thousands of evaluations made in this survey is made within the context of an already strong, historically significant urban neighborhood. The Tower District is, itself, a large "historic district"; its significance derives not just from a few "red" structures but from the entire ensemble of buildings and streets within its boundaries. The fact that this survey is designed to identify and assess individual structures must not be seen as lessening

the district's fundamental historical importance: this is an extensive, intact example of the architectural and social diversity that typified the early 20th-century American city.

3.2 HISTORIC DISTRICTS & STATEMENTS OF SIGNIFICANCE

The Tower District survey of historic resources proceeded from a basic assumption: that the buildings and other man-made features of any city are important not just for their individual qualities but for the way that they work together in the larger urban landscape. One way to understand this broader function of architecture is to look at particular areas, or particular groups of buildings, which illustrate significant development histories and patterns of neighborhood life. In the course of the survey, the consultants delineated six districts which, taken together, represent a cross-section of the Tower District's architectural resources and illustrate a number of important aspects of its history. Several historic districts are determined by the boundaries of some of the Tower District's original subdivisions. Within such districts it is possible to experience a great deal of architectural variety. Other historic districts cross over subdivision lines, and are unified instead by their concentration of structures representing a distinct building type or a unique facet of urban growth. One district - the Courts Thematic Group - is defined not by a contiguous geographical area but by the common features of a number of buildings scattered throughout the Tower District. Each of these historic districts can be seen as a kind of distilled essence of a significant aspect of the Tower District's resources and evolutionary growth. A rather detailed description of three of the larger and more complex districts is provided first; the remaining three are briefly described thereafter.

Lower Fulton - Van Ness District

In 1902, the Fresno City Railway Company opened its Forthcamp Avenue line, thereby tying the newer suburban additions north of town to the original Fresno city grid. The streetcar did not in itself initiate growth in the blocks between Divisadero St. and Belmont Ave., (subdivision activity in this area dated back to Samuel Griffith's "Griffith" and "Park" Additions in the 1880s), but it did serve to engender a building boom there that continued at least until the advent of the First World War.

The Lower Fulton-Van Ness District, in spite of the toll taken by recent State-sponsored land clearance, continues to possess an outstanding collection of late 19th- and early 20th- century housing types ranging from two-room cottages to some of Fresno's best-known mansions. Additionally, it is a vitally important reminder of the link between the original City of Fresno and its outlying neighborhoods to the north.

CONSERVATION

Forthcamp Avenue was later renamed North Fulton; together with North Van Ness Avenue, it became the site of a number of substantial homes in the early years of this century - including the residences of men like A.G. Wishon, president of the San Joaquin Electric Company and Director of the streetcar line (340 North Fulton), and Eugene Risley, City Attorney and Superior Court Judge (243 North Van Ness). These houses range in style from the late Greek Revival of the Wishon home to the rambling Craftsman informality of the house at 242 North Fulton. In only a few other parts of Fresno can one find such a concentrated legacy of the city's turn-of-the-century prosperity.

Also evident on these two streets is the early appearance of one of the hallmarks of the Tower District: the close, successful integration of small-scale, suburban residential development with more intensive, urban land uses. The prestigious, expensive corner lots that fronted on the streetcar line were sometimes put to a more intensive (and more remunerative) use: in at least one case (270 North Fulton), a home was designed to include both a principal residence and an adjacent unit (presumably meant for rental); in another (170-182 North Fulton), the developer erected one of the first (and stylistically most elaborate) of the four-unit apartment buildings typical of the Tower District; a somewhat later development saw construction of the Sample Sanitorium at the corner of North Fulton Street and East Mildreda Avenue. In each of these cases, architects or builders addressed the problem of escalating land values within a high-status residential district; and, in each case, their architectural solution to the problem was compatible with the character of surrounding single-family residences.

Fulton Street and Van Ness Avenue were always perceived as especially distinctive, visible streets in the northward extension of Fresno. The City understood this, and eventually adorned the lower blocks of Fulton with the rows of deodar cedars that remain to this day. These trees unified the landscape and served, as they still do, to impart a grand visual character to this street and the surrounding area. They were enhanced by the decorative streetlight standards, once found throughout the Tower District, that now remain only here and in isolated portions of a few other neighborhoods.

But the Lower Fulton-Van Ness District is as important for the many blocks that surround its namesake streets as it is for those two thoroughfares. By the time that the Forthcamp Avenue line opened, many American cities had already begun to show signs of the social segregation that is so common today - with large, isolated areas inhabited primarily by members of one or another social class. In the young City of Fresno, however, urban growth was still a fluid phenomenon. Nowhere is this clearer than in the blocks around North

Fulton and North Van Ness. On streets like N. Yosemite and N. College - just a block from the homes of families like Wishon - small, single-story residences were erected for families of modest means. These streets include some of the Tower District's earliest bungalows - sometimes erected several at a time by speculative builders - as well as several highly important and unusual structures: a board-and-batten cottage at the southeast corner of North College and East McKenzie Avenues (the only example in the District of this distinctive mid to late 19th-century construction type); and the house at 171 North College, which is notable as one of only a few remaining buildings in the area that are built from precast concrete blocks, molded to resemble rough-hewn stones. In the northeast corner of this historic district are two more distinctive buildings that contribute to the area's character: the barnlike commercial structure at 1212 East Belmont Avenue (possibly built as a mortuary) that attests to this street's early importance as a thoroughfare for horse-drawn vehicles; and the house at 486 North Poplar Avenue - a rare example in the Tower District of that popular excess of ornamental millwork now known under the general rubric of "Victorian" architecture. This last house is also notable, incidentally, for its two garages - one of which appears to have been built at the time of the house itself, and the other of which was built, later, of concrete blocks similar to those used in the 171 North College residence.

The boundaries of this historic district are determined in part by the boundaries of the area that was surveyed. West of Yosemite and - more strikingly - east of College, are other early bungalows, Victorian homes (at least one of which is on the State Historic Resources Inventory) and, in one case (441 North Poplar Avenue), a rare, two-room house with a rear ell - far more typical, in its plan, of rural folk houses than of anything one expects to find today in a major California city. In short, there are other blocks that capture the architectural variety and the historical importance of this very significant district, and the district will be stronger if there is, eventually, a way to include these related blocks within its boundaries.

The Lower Fulton-Van Ness area is a valuable remnant, in Fresno, of the city's growth beyond the preset boundaries of a railroad company-town. Where the city had once consisted only of a limited street grid surrounded by "colonies," or subdivided farm plots, this vital area reflected the population growth and the economic diversification that had begun to make Fresno a real city before the turn of the century. Its close mix of house types set a precedent for the Tower District as a whole, and the beautification of North Fulton Street presaged similar, grander efforts on Kearney and Huntington Boulevards - as well as on

the upper reaches of Van Ness - in years to come. Most important, the Lower Fulton-Van Ness District contains an unmatched variety of Fresno's turn-of-the-century residential architecture.

Wilson's North Fresno Tract

George D. Wilson's North Fresno Tract is an 18-block area in the geographical heart of the Tower District. Anchored on its southeastern corner by the landmark Tower Theater, this subdivision includes a high percentage of the primary structures identified in the survey, and captures the essence of what many Fresnans think of as the unique qualities of the district as a whole. In the context of American urban history, the North Fresno Tract is a fine example of an inner suburban neighborhood whose physical fabric, still intact, evolved incrementally from the streetcar era through the postwar years.

Although this addition was dedicated in 1908 (shortly after the Forthcamp Avenue streetcar line was opened as far north as Olive Avenue), widespread development did not take place in the area until later. The extent of Fresno's northward spread was largely limited, at the time of Wilson's dedication, to the land south of Belmont, although a few homebuilders had begun to venture north toward Olive. The opening, in 1912, of the Roeding line, which stretched west on Olive from Fulton to Roeding Park, helped to make development feasible in the southern portion of the Tract. Two years later, the Wishon Avenue line was opened all the way through the neighborhood; Wilson's original property was now well-served by two transportation routes that offered ready access to downtown, and development began in earnest. These streetcar links, augmented by automobile traffic, would prove essential to the growth of the North Fresno Tract; for from the start, this was a neighborhood that offered residential comforts and secondary commercial services, but still depended on a close connection with the offices, governmental functions, and primary shopping/commercial amenities of downtown.

Much of the neighborhood's early residential development came in the form of modest bungalows, similar to those being built elsewhere in the Tower District. These homes, scattered throughout the Tract, are most evident in the blocks just north of Olive. The most distinctive of the early bungalows, however, is the home at the southeast corner of East Pine and North Linden Avenues built for William Mosgrove in 1910. This unique residence, unlike most bungalows, was custom built as a single house for a specific client, and still stands on a large lot that evokes its original isolation, far north of what was the settled part of Fresno.

CONSERVATION

On the blocks around the Mosgrove home - from North Echo Avenue east to North Wishon, between East Floradora and East Carmen Avenues - Wilson laid out wide lots, intended as substantial home sites. These lots, improved primarily in the 1920s, saw the erection of some of the finest Period Revival homes in Fresno. The stretch of homes along the west side of North Echo is a particularly noteworthy ensemble. This sub-area provides an interesting counterpart to the earlier generation of large homes that stretched along Fulton and Van Ness: aside from the obvious stylistic differences evident in the later homes, there is also a clear transition to be seen between the "public" quality of the early residences, which front proudly on thoroughfares traversed daily by hundreds or thousands of people, and the deliberate seclusion of the later homes, built on small streets intended only for local traffic. This contrast is emblematic of the growing desire for seclusion in wealthier suburban neighborhoods, as American cities became increasingly divided along social lines in the 20th century.

Nevertheless, the North Fresno Tract was close enough to the city that it developed at a denser, more urban scale than the typical suburban neighborhood of the same period. In residential architecture, the integration of multi-family and single-family buildings, begun tentatively in the Lower Fulton-Van Ness area, continued on and around the major thoroughfares of Wilson's addition. The four-unit apartment block, which offered the homelike amenity of a private entry and balcony to each of its units, gained popularity here through the 1910's and 1920's. Larger multi-family buildings were also, in several instances, successfully introduced into the Tract's residential blocks. The Nelsen Apartment building actually stands just east of North Maroa Avenue, but it plays an important visual part within the Tract, since it acts as an understated, but effective, terminus to the low scale of East Carmen Avenue It is also, with the Osage Apartments at Broadway and Belmont, significant as the only full-scale apartment house in the Tower District. In 1939, the freely-adapted French-chateau-styled building at the southeast corner of North Wishon and East Home Avenues (which features apartments with separate entries) was designed in a way that simultaneously met the demands of its large, valuable site and achieved compatibility with the residential scale and stylistic pretensions of the surrounding blocks. A good example of typical postwar apartment development in California is the building at 858 East Carmen Avenue, which features separate units arrayed along two levels of outdoor walkways, beneath which an open area divided by simple wood partitions offers shelter for each tenant's car. The final example of the Tract's high-density housing that deserves mention in this brief review is the Tower Village, an exceptional court complex, described separately in the Courts Thematic Group section of this report.

CONSERVATION

The other facet of the North Fresno Tract's somewhat urbanized development is, of course, its commercial architecture, which is centered chiefly around the major intersection of Olive and Wishon. Some of the storefront buildings in this area date from the streetcar era (for example, the stores at 845-61 East Fern Avenue); however, little remains of the original design of most of these earlier structures. Instead, they tended to be re-faced - or replaced - in the flush of commercial success that surrounded the 1939 opening of the Tower Theater, which, historically, stands out as one of the single most important structures in the Tower District. The transformation of the strategic northwest corner of Olive and Wishon from a public playground (donated for the City's use by the owner of the property, A. Emory Wishon) to the site of one of the most prominent buildings in Fresno, signalled the coming-of-age of the Tower District as a commercial center, and helped to guarantee its vitality in the following generation. Ironically, this boost came just as the Olive and Wishon streetcar lines - ventures once directed by Wishon's father and vital contributors to the neighborhood's earlier growth and character - were being removed to make way for automobile traffic. The large parking lot behind the Theater is, in this way, as important a symbol of the district's changing urban pattern as is the Theater itself.

The Tower Theater, owned by Wishon, was operated by the Skouras Brothers' Fox West Coast chain (the same company that had, in 1926, opened the Wilson Theater, downtown), and was designed by one of the country's most prominent theater architects, S. Charles Lee. Lee, who designed his theaters in the conviction that "the show begins on the sidewalk," distinguished his design with a brilliantly lit corner tower that was visible from throughout the surrounding neighborhood. More than simply an entertainment center, Wishon saw the building as a diversified commercial development. Lee integrated four storefront spaces into each of the building's two, one-story wings.

Although the Theater's opening served symbolically as the key event in the creation of a new suburban shopping district, it actually came in the midst of a general rush of commercial construction in the immediate area - spurred, perhaps, by the slow economic upturn that followed the worst days of the Depression and by the prospect of the pending removal of the aging streetcar tracks. One notable example of the contemporary, automobile-oriented commercial architecture that had appeared within the North Fresno Tract before completion of the Tower Theater was the Safeway Grocery Store - now Grandmarie's Chicken Pie Restaurant - one block to the east.

After the Second World War, distinctive glass-front commercial buildings began to appear along Olive, Wishon, and Fern - as they did on other streets in the Tower District. Retail commercial architecture of this period often is referred to as Showcase architecture, based on its extensive use of storefront glazing and display areas to "showcase" merchandise in a most prominent manner. Few of the District's postwar commercial buildings are better-designed or better-preserved than the one at 1296-98 North Wishon. This small building ably captures the commercial aesthetic of the era. The care with which it was designed is evident in dozens of small details: in the heavy, frameless doors with their clear, tubular handles; in the subtle, cornerless sloping of the lower walls into the sidewalk pavement; and in the recessed cove lighting of the protective overhead canopy. Its presence - and the nearby presence of other buildings like it - bespeaks the continued vitality of the North Fresno Tract, some fifty years after it was first opened to development. This area, better than any other, encapsulates and preserves the evolving landscape and the architectural legacy of the Tower District across the entire period of its growth.

Courts Thematic Group

The Tower District's numerous court complexes constitute a unique historic resource. Although scattered throughout the neighborhood, they share enough common features, and are sufficiently important as a type, that they merit collective designation as a "thematic group." This group is meant to call attention to a significant chapter in the history of American urban housing - one that is perhaps better demonstrated in the Tower District than in almost any other city neighborhood in California.

The term "court," as it is used here, is a more inclusive label for what was originally called a "bungalow court." To understand the genealogy of this building type, one needs first to consider the meaning of the word "bungalow." The bungalow is, in its origins, a basically rural type: the name recalls its roots in the English colonial settlements of Bengal, and some of the earliest examples of the type found in the United States were vacation cottages, meant only for seasonal habitation. But with the adoption of the bungalow as a general, low-cost residential alternative (particularly in warm, dry climates like California's), this once rural house form became a basic staple of the urban housing market. Gradually, the word "bungalow" became less identified with a specific set of aesthetic traits or rustic ideals, and came to refer more broadly to any small, one-story house.

The most obvious adaptation of the bungalow to an urban setting was the bungalow court, first developed on the West Coast sometime around 1910. The court - an arrangement of several separate dwellings on one lot, usually around a central open space - was both an expedient way to

maximize the value of city land, and an attempt to entice urban residents with a sense of the community all too often lacking in fast-growing cities of the early 20th century. Even a narrow 50-foot lot could be made to accommodate two rows of small cottages, facing inward on a lawn or driveway. In this way, a builder might fit four or more small units in a space which otherwise would be occupied by one, slightly larger house. On higher-priced city land, such crowding might be the only way for a developer to guarantee a return on his investment.

But the court arrangement was not the only option available to landowners seeking a higher return. By the 1910's, the apartment house was, in many cities, the most common form of multi-family housing. Even in the Tower District, two-story, four-unit buildings definitely had gained currency, as mentioned earlier. The court, however, had a subjective advantage over the more urban-seeming apartment building. Many residents of neighborhoods like the Tower District had made a choice to leave behind the increasingly crowded blocks of downtown. Bungalow courts offered a cheap alternative to the anonymity of apartment living; they represented the opportunity for a patch of lawn and a shelter from the street, all at a cost well below that required for a full home.

The earliest court complexes in the district (for example, the one on the south side of East Divisadero Street, just outside of the survey limits) rely on the original rustic, hand-crafted image of the bungalow in order to evoke the communal quality of a cul-de-sac of simple cottages. These early courts also set the precedent for a basic site plan that would prevail throughout the district: a row of units on either side of the lot, facing inward, and a pair of units at the back of the lot, facing the street and terminating the open courtyard.

By the 1920's, the courts had in general lost the trappings of the bungalow "style" (once evident in projecting eaves, pergolas, and so on) and begun to reflect general changes in architectural taste. In terms of siting, the most important change witnessed in these years was accommodation to the automobile. More than other houses being erected around the District in this booming period, the courts integrated parking facilities into their actual architectural composition. Rather than being an extra appendage, squeezed awkwardly onto the back corner of the lot, garages became an important part of the overall site plan - generally, they either took the place of the units at the rear of the lot, or were tucked underneath those units, creating a two-story structure in the back that proved to be an aesthetically powerful termination of the courtyard space.

Nowhere is this composition more effective than in the Tower Village court (832 East Hedges Avenue). As its name implies, this complex was designed in a self-conscious attempt to evoke the traditional, communal image of older bungalow courts, though its visual distinctiveness derived from a careful use of then-fashionable (c. late 1930s) modernistic motifs: porthole and metal-sash casement windows, Art Deco signage, a streamlined flagpole base. The Tower Village, with its units carefully arranged around a central palm tree and the above-mentioned flagpole, is one of the finest architectural ensembles in the neighborhood, if not in the city. Were it located in an architecturally more prominent city like Los Angeles, this complex would likely have long ago gained deserved recognition as both a classic bungalow court and a fine example of the popularization of the modernist architectural aesthetic in the 1930's.

After the Tower Village, other courts in the district tended to adopt a stripped-down form of Moderne detailing, though this style (often used simply because it offered an acceptable, inexpensive alternative to more elaborate styles) could at times be complemented with more eclectic touches like picturesque red tile roofs (543-607 West Hammond Avenue, a block west of the survey limits). After the Second World War, the court continued to hold its popularity as a form of inexpensive housing. This period saw the use of denser, more complex site plans (for example, 850-858 East Hedges Avenue and 1334-60 North Wishon Avenue), and the application of court development to commercial office space (1302-1314 East Olive Avenue) along the heavily travelled Olive Avenue corridor.

College Addition

The College Addition Historic District is named for the 1918 subdivision of which it represents a substantial portion. This district's blocks are lined with some of the Tower District's finest large homes. Established shortly after the opening of the Fresno Normal School (now Fresno City College) in 1913, it reflects the joint effort of experienced architects and builders to respond to the generous budgets and high social aspirations of a group of relatively affluent clients. Architecturally, it offers a concentrated glimpse of the broad range of styles common to American upper-middle-class housing in the 1910's and 1920's. Considered together, the common setbacks and general proportions of these houses override their stylistic diversity, creating a pleasant, evenly modulated townscape. Historically, the College Addition attests to the importance of the College and the Wishon Avenue streetcar lines in promoting urban growth in the northern half of the Tower District.

CONSERVATION

Terrace Gardens

This district includes not only the subdivision from which it takes its name, but also portions of the Normal Heights tract, to the north, and the St. Francis Wood tract, to the east. Like the College Addition Historic District, it illustrates the kind of suburban growth that typified the Tower District in the generation that followed the more dense, varied development of properties south of Belmont. Among the most noteworthy of this district's many well-crafted homes are a number that employ Mediterranean-style motifs: particularly 315 and 346 East Brown Avenue, and the more modest - but collectively quite effective - array of homes that line both sides of the 300-400 block of East Terrace Avenue.

Adoline-Palm Bungalow District

This irregularly shaped district is designed to include a number of the blocks on which one can find the most concentrated occurrence of a building type common to the entire Tower District: the bungalow. Most of the bungalows in this area date from the 1910's and 1920's, during which time they represented the most important form of moderate-cost housing in Fresno. More than other parts of the Tower District, the bungalows on these few blocks remain in much of their original condition, and are interrupted by relatively few contrasting housing types. They illustrate well the distinctly more modest character acquired by the blocks that stretched west along the Olive Avenue streetcar line, in contrast to the wealthier neighborhoods that developed to the north in subdivisions like Wilson's North Fresno Tract and the College Addition.

A Note on Big Dry Creek Canal

The Big Dry Creek Canal is vitally important in the history of the Tower District, of Fresno, and of the Central Valley as a whole. It is a living, working reminder of the control of water that made both agricultural and urban settlement possible in this part of the country. Aside from its obvious importance in conducting irrigation water from the High Sierra into - and through - the city, the canal has, in a variety of ways, played a major historical role in the development of Fresno. First, it helped to solve the chronic, serious flooding problem that plagued the city in its early years, caused when the untamed waters of Big Dry Creek continually overflowed their banks and inundated the downtown area. Second, it served as a conduit for water that had, prior to 1893, run through a ditch to Moses J. Church's flour mill on Fresno Street - thus relieving the central city of a major nuisance and allowing the more complete improvement of downtown. Finally, its takeover in 1923 by the new Fresno Irrigation District illustrates an important step in the history of American city administration: the transition of control over utilities and infrastructural improvements from private, speculative operations to public, regionally based special districts. Aside from its

real or potential merits as an urban design feature, the Canal's unique historical value must be considered in any future plans for the Tower District.

Tower District Primary Resources ("Reds")	Address	Block/Lot	MapBook/Page
	28-2900, 3100 Van Ness,	061, 062, 152, 154	443/06, 15
	3100 North Palm (markers) 315 East Brown (R 2 Med)	231/20	443/23
	346 East Brown (R 2 Med)	233/5	443/23
	2740 Van Ness (Auto 1)	241/1	443/24
	567 East Clinton (R 2 PR)	314/22	443/31
	2425 North Wishon (R 1 1/2)	323/13	443/32
	2238 North Fruit (UT. 1)	051/16	444/05
	925 East Cambridge (R 2 PR)	161/16	444/16
	940 East Cambridge (R 2 PS)	162/3	444/16
	1839 N Echo (Sch.)	281	444/28
	815-17 East McKinley (R 2 Cr)	294/18	444/29
	1101 East University (Sch.)	303	444/30
	1122 East University (Sch.)	303	444/30
	1002 North Thorne (R 1 Mod.)	201/16	450/20
	666 East Carmen (R 2 Med.)	044/4	451/04
	1455 North Echo (R 2 Med.)	108/4	451/10
	1465 North Echo (R 2 Med.)	108/3	451/10
	660 East Pine (B 1 1/2)	114/4	451/11
	751-57 East Pine (R 2 Med.)	112/9	451/11

CONSERVATION

Address	Block/Lot	MapBook/Page
1455 North Wishon (2R 1 Med.) 1410 North Wishon (Rel. 1+)	116/7	451/11
1488-90 North Wishon (Apt.2 PR)	113/1	451/11
1402-14 North Van Ness (Auto 1)	122/14	451/12
1201 North Wishon (Th. 1+ Mod.)	265/3	451/26
1294 North Wishon (C 1 PW)	264/10	451/26
832 East Hedges (Ct. 1 Mod.)	264/2	451/26
645 East Olive (Sn.)	261/31	451/26
1044 North Van Ness (R 2 Cr.)	046/7	452/04
1054 North College (R 2 Cr.)	047/9	452/04
1111 North Poplar (R 2 Med.)	043/4	452/04
925 East Bremer (R 2 Cr.)	193/2	452/19
807 North Van Ness (R 2 PS)	201/7	452/20
844 North Van Ness (R 2 Cr,Cl)	202/17	452/20
627-35 East Belmont (Apt. 3)	271/9	452/27
520 North Yosemite (R 2)	273/3	452/27
636 North Broadway (R 2 PS)	272/1	452/27
532 - 614 North Fulton (C/Apt 2 PW)	275/5,8,11	452/27
406 North "H" 1Auto 1)	023/27	459/02
475 North Broadway (C 1 Med.)	034/3	459/03
441 North Poplar (R 1)	054/8	459/05
486 North Poplar (R 1)	055/1	459/05
395 North San Pablo (R 2)	055/15	459/05
308 North Ferger (R 1 1/2 Cr.)	113/13	459/11

CONSERVATION

Address	Block/Lot	Map/Book/Page
340 North Fulton (R 2 Cl.)	133/14	459/13
205 North Fulton (R 2 Cl.)	222/10	459/22
242 North Fulton (R 1 1/2 Cr.)	223/17	459/22
258 North College (R 1)	232/1	459/23
176-82 North Fulton (Apt. 2 Cl.)	303/1	459/30
171 North College (R 1)	311/4	459/31

Off the Map:

Van Ness underpass	n. of 443/06
530 West Floradora (St. Agnes Hospital)	w. of 450/09
c.201-399 North "H" St. (grain elevators)	w. of 459/11

4.0 LAND USE

LAND USE

INTRODUCTION

The Land Use Element is complementary to the Conservation Element in being responsive to historic patterns of development while allowing for change within the historic fabric. The Conservation Element identifies significant resources of the Tower District and makes specific recommendations regarding their retention and revitalization. The Land Use Element reviews and evaluates existing land uses in making recommendations which allow for future growth. In addition to the findings reported in the Conservation Element, the Land Use Element, including the Land Use Plan, is based on the following components:

- numerous work sessions of the Tower District Plan Citizens Committee;
- the formulation of goals, objectives and policies for the Tower District; and
- the identification of specific issues related to an inventory of existing land uses, zoning, residential densities, development patterns and the economic blight and physical change caused by the proposed Route 180 Freeway project.

The Physical Basis For the Land Use Plan

The overall physical conditions that characterize the Tower District are described in detail in the Environmental Setting section of the accompanying Environmental Impact Report, which has been developed in conjunction with the Specific Plan. Those physical conditions which have most directly influenced the Land Use Plan are summarized below.

Earlier Development

An elementary consideration of any land use plan for the Tower District is its history as the City's first streetcar suburb. The predominant pattern of development was set by residential tracts built between the 1900's and the 1930's. Lots are small, typically between 5,000 and 6,000 square feet, with resulting densities in single-unit neighborhoods of approximately five dwelling units per acre. Where there was proximity to transit, multiple-unit buildings were built which increase those densities. These apartments are well integrated into the fabric of the lower density residential areas and clearly do not detract from their quality.

There has been a core of commercial activity on Olive Avenue between Wishon and Van Ness Avenues since the 1920's. Additional commercial activities are located along major streets throughout the area, with the result that there is a high degree of pedestrian access to neighborhood shopping. The residential streets are built with uniform setbacks and

well-maintained street landscaping, both of which contribute to a high quality setting for public life in the neighborhoods.

Historically, Van Ness Avenue and Fulton Street established a strong connection between downtown Fresno and the residential neighborhoods north of Divisadero Street. Van Ness Avenue and Fulton Street, between Divisadero Street and Belmont Avenue, still retain enough of their late 19th and early 20th century residential construction to function as grand streets for the City as well as for the Tower District.

A primary goal of the City is to conserve older neighborhoods such as the Tower District. The intensity of community participation in the Tower District Specific Plan is evidence of the degree to which residents perceive the tremendous value of historically-significant and vital neighborhood districts. Such districts also represent opportunities to realize City and regional goals for jobs/housing balance and reduced dependence on single occupant use of the automobile. Finally, in terms of capital improvement costs, they are cost effective areas for accommodating new infill development consistent with existing uses and character.

Current Conditions

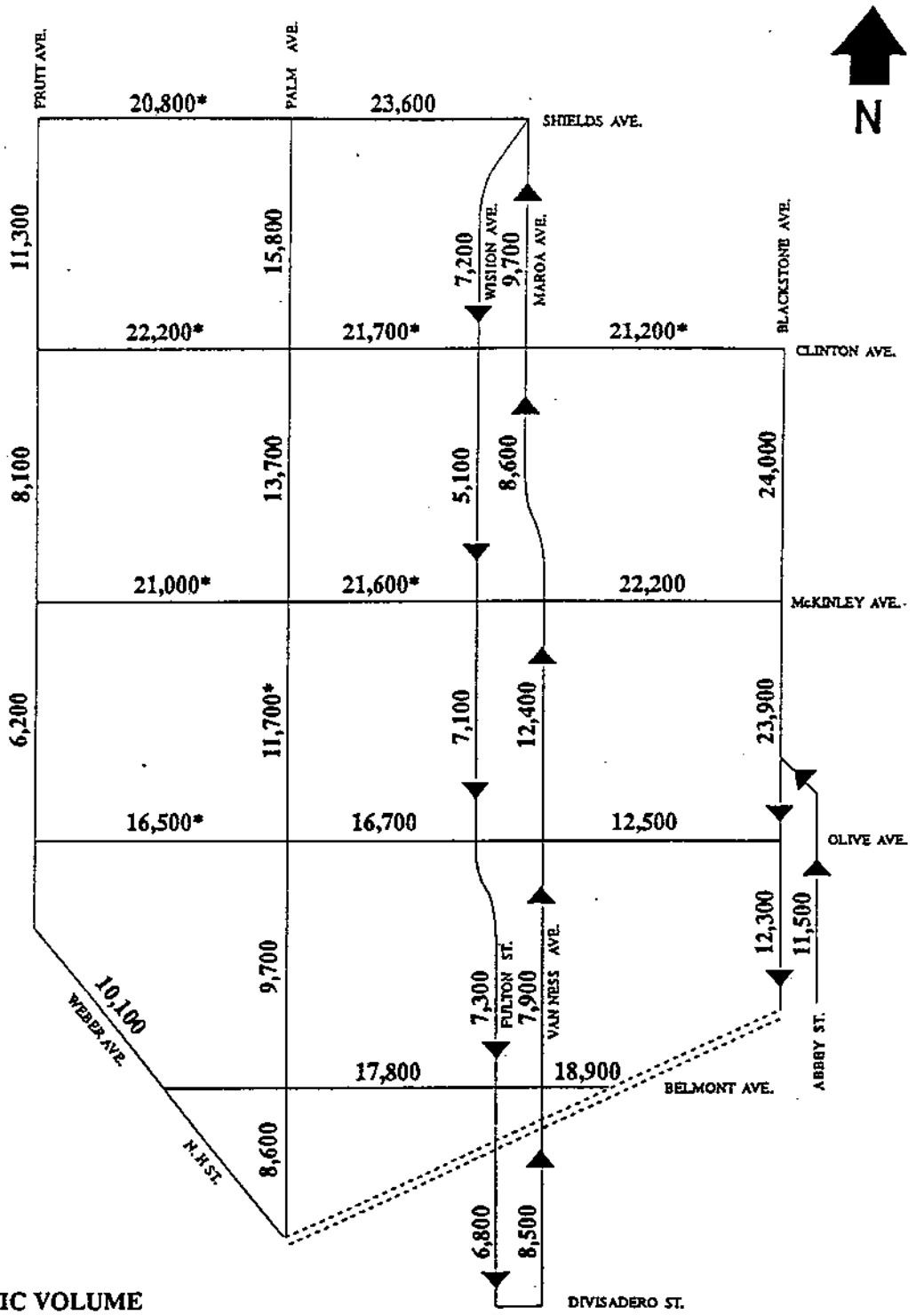
There are several current conditions which have major implications for the Land Use Element of the Tower District Specific Plan. These conditions are summarized as follows:

1. Proposed Route 180 Freeway

The proposed Route 180 Freeway is causing tremendous change to the historic fabric of the Tower District. The areas immediately adjacent to the Caltrans right-of-way, the acquisition of which is now almost complete, are severely blighted as a result of the long impending project. The initial Environmental Impact Statement on the freeway project was approved in 1977.

The Route 180 connection is planned for construction on reinforced earth berms with underpasses for certain major streets, including San Pablo, Belmont, Van Ness, Fulton, Broadway, and North "H". Direct connection between all other north/south streets through the Tower District to Divisadero Street and downtown will be terminated by the freeway embankment. Almost an entire block of Fulton Street and Van Ness Avenue will be given over to the freeway and the proposed interchange. Interchange improvements also will be constructed at Blackstone Avenue.

The proposed freeway will be a new physical element and a new land use for the Tower District. After this segment of the Route 180 Freeway



KEY:

17,000 = TRAFFIC VOLUME

17,000* = ESTIMATED VOLUME

SOURCE: Fresno Regional Traffic Monitoring Program
Council of Fresno Co. Governments, September 1989

TOWER DISTRICT SPECIFIC PLAN

EXISTING DAILY TRAFFIC VOLUMES

JKM

FIGURE 4-3

22-127 · 2/90 · GA

is built, land use, circulation and place-oriented relationships between the Tower District and downtown will be significantly different.

2. One-Way Traffic

The establishment of a one-way traffic couplet for Fulton Street and Van Ness Avenue, together with economic changes in the Central Area since the 1960's, have resulted in serious erosion to the historic character of the two streets. North and south of the proposed Route 180 Freeway, Van Ness is still predominantly residential in use and character. The retail activity on Fulton Street north of Belmont Avenue persists, but at a much lower level of intensity. South of the proposed freeway, Fulton is also residential, though less intensively so than is Van Ness.

Both streets have been zoned for non-residential use for a number of years. Quite a few houses on Van Ness and lower Fulton are now used for shops and offices. There also are numerous small office buildings on Van Ness, such as those at the Mildreda Avenue intersection which were built after the mid-1960's and are very disruptive to the overall pattern of residential development because they do not honor the established front lawn setbacks and because of their non-residential architecture, including commercial signs.

The Central Area Plan sets forth a policy of mixed-use for Fulton Street and Van Ness Avenue south of the proposed Route 180 Freeway. But it is not clear what the relationships of the individual uses are to be, or how the mixed uses are to be organized on a site or oriented to the street. The Land Use Plan for the Tower District addresses these issues in terms of historical character, including their role as high-profile residential streets connecting the Tower District and the Central Area.

3. High Volume Arterials

Current traffic conditions on certain Tower District arterials pose serious threats to existing residential uses and pedestrian access. McKinley, Clinton and Shields Avenues now have volumes higher than those on either Belmont or Olive Avenues, which are zoned for commercial use. While Belmont Avenue is developed for a predominantly commercial use, Olive Avenue, west of Palm and east of Van Ness, still has a large number of residential uses.

The Land Use Plan for the Tower District is responsive to the observations that Olive Avenue, in particular, even after years of being zoned for commercial land uses, has a number of blocks which have remained residential in use. Moreover, outside the central commercial

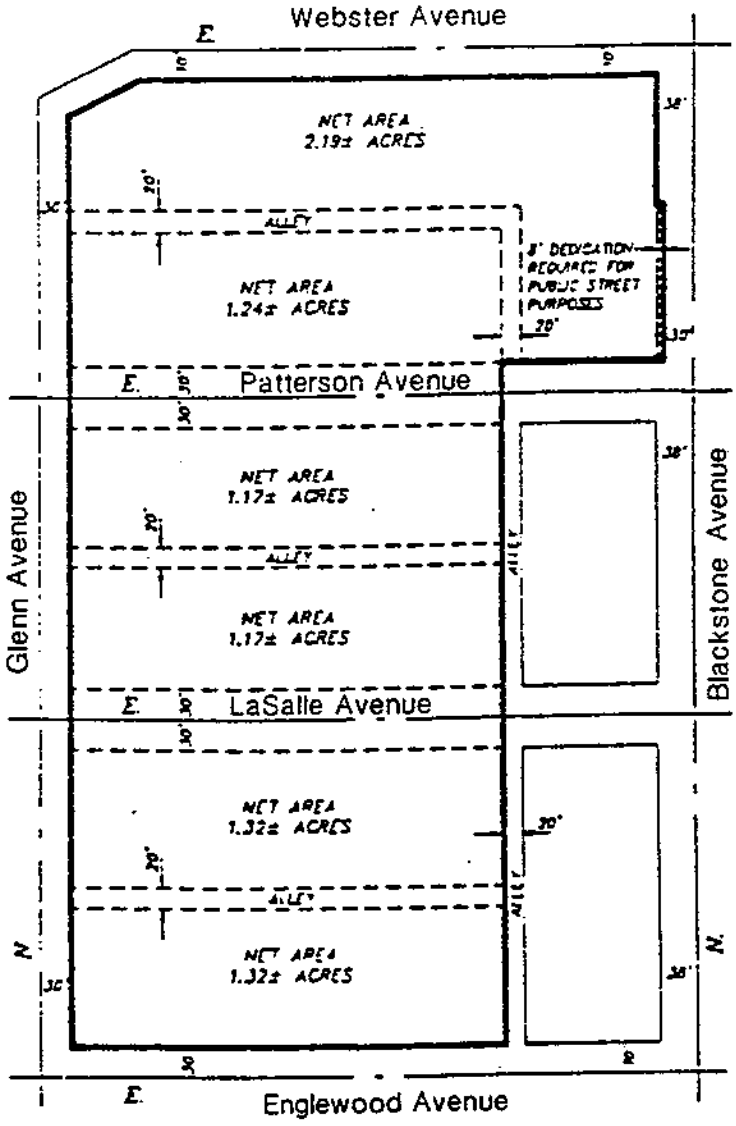
area focused on Wishon and Van Ness Avenues, many of the commercial uses are of a low intensity type, such as insurance offices, a palm reading salon or real estate agencies, and many are located in converted single-family residences. The existing zoning is rationalized by the traffic volumes, but given market demand, the result has been the erosion of a former residential street by incremental commercial activity that reflects lowered property values. The zoning has not resulted in strong redevelopment for commercial use. The Land Use Plan concept for the Tower District is to restrict commercial uses to areas where there is an established pattern of neighborhood shopping or to certain intersections where there are existing "convenience" stores, and to provide for a reasonable degree of growth within physical boundaries which are protective of the quality of the surrounding residential areas.

Higher traffic in and of itself is not considered a justification for commercial development. Rather, the Land Use Plan reflects the position that, in most cases, existing residential use is to be protected from increased traffic volumes. Appropriate measures may include increased landscaping, retention of on-street parking and conservation of existing landscape setbacks and rights-of-way.

4. Institutions/Schools

The building of Fresno Normal School, the first junior college in the state (later Fresno State College), on the current Fresno City College (FCC) site was one of the most critical actions to the development history of the Tower District. The prestige of the Tower District as a residential area was clearly enhanced by the early college, as it was by the subsequent building of Fresno High School (FHS) a few blocks to the west. Residential tracts were developed in relation to neighborhood schools and their presence is considered by many as a neighborhood amenity. For example, the FHS playing fields are available to the community for recreational use, as are those of other public school sites in the Tower District.

Today, the two institutions, FHS and in particular FCC, are a less compatible element in the land use dynamic of the area. Both have large numbers of commuter students, faculty and staff. Spill-over parking from FCC is a serious problem for adjacent neighborhoods. The Fresno Unified School District (FUSD) currently is using the old Hamilton Junior High School site, two blocks northwest of FHS, as an Adult School with additional commuter students and faculty.



Elementary School Site

Source: Blair, Church & Flynn Engineering
"Environmental Documentation for Blackstone/Webster School Site Acquisition and Development Project", Figure 2
October, 1989

IDENTIFIED FUSD SCHOOL SITE

TOWER DISTRICT
Wallace Roberts & Todd

Figure 4-4

In addition, FUSD is planning a new elementary school for the Tower District. A 10-acre site on the eastern edge of the Tower District, south of Olive Avenue, has been identified. It is bounded by Glenn and Blackstone Avenues between Webster and Englewood Avenues, exclusive of two blocks of frontage on Blackstone (Figure 4-4), and was selected prior to the preparation of the Tower District Specific Plan. A negative declaration for environmental impacts was certified by the State Clearinghouse for the site on May 3, 1989. Very little acquisition has taken place to date.

The Tower District Specific Plan recommends that this planned elementary school be developed in conjunction with the existing Ted C. Wills Community Center. Property connecting the school and the Community Center is to be publicly purchased and utilized to enhance recreation and open space uses for both facilities. This arrangement also will allow for the school and Community Center to be directly linked to the planned open space along the edge of proposed Freeway 180.

Land Use Plan

The Tower District Land Use Plan is responsive to and, except as noted, consistent with the intent and application of the Fresno General Plan, the Fresno High-Roeding Community Plan, and the Central Area Community Plan. It has been developed through coordination with public officials and the Tower District Citizen's Committee. The description of the Land Use Plan is organized to provide an understanding of the reason and intent of the land use recommendations, as illustrated by the accompanying Land Use Map (Figure 4-5), and is summarized in the accompanying statistical table which includes the following sections:

- Residential
- Commercial
- Industrial and Light Manufacturing
- Public Facilities
- Parks, Plazas and Open Space

LAND USE

SUMMARY TABLE

Designated Land Use	Acreage	%
General Office (GO)	8.8	0.5
Professional Office (PO)	2.4	0.1
Industrial/Light Manufacturing (I)	19.9	1.1
General Commercial (GC)	75.2	4.0
Neighborhood Commercial (NC)	30.4	1.6
Neighborhood Commercial, Mixed-Use (NC-X)	13.8	0.7
Residential, Medium Density (R-MD)	1042.7	55.4
Residential, Medium High Density (R-MHD)	*	
Residential, High Density (R-HD)	23.8	1.3
Residential, Mixed Use (R-X)	33.6	1.6
Public Facilities, Schools, Institutions (P)	143.9	7.6
Public Facilities, Freeway (F)	53.0	2.8
Open Space, Excluding Dry Creek Canal Drainage (OS)	16.8	0.9
Streets, Alleys, Easements, Drainage Canal (S)	419.4	22.3
Total (2.94 Square Miles)	**1883.7**	**100.1**

* Subject to Design Review within R-MD Use Areas, See Density Tolerant Areas (Figure 4-4).

Source: WRT Measurements from 1" = 500' Scale Base Map, Rounded to Nearest Tenth, August, 1990.

LAND USE

4.1 RESIDENTIAL

The predominant land use for the Tower District is residential. Other planned land uses are premised on residential land use being the principal character-defining element of the district. Residential land use for the Tower District is defined according to density ranges derived from the 1984 General Plan and current with the Local Planning and Procedures Ordinance (LPPO), May 1987, Fresno Municipal Code. These ranges are described as follows:

Medium Density (4.99-10.37 du/ac)

MD-Residential

Current residential development in the Tower District is generally built to densities at the lower end of the Medium Density range. Legally approved second units and multi-unit buildings in certain areas bring the average densities up somewhat. Unless otherwise shown on the Land Use Map, all areas in the Tower District are designated for Medium Density Residential Use, which is understood to mean single-units on individual lots of generally less than 6,250 square feet with front, side and rear yard requirements. Average densities are assumed to be between 5 and 6.5 dwelling units per acre.

Medium High Density (10.38-16.13 du/ac)

MH-D Residential

Most of the older multi-unit buildings in the Tower District provide positive examples of residential use at densities higher than that of the surrounding single-unit pattern. Taken on a project by project basis, these higher density buildings demonstrate that, for the most part, the issue of integrating multi-unit buildings into single-unit areas is largely one of building and site design.

In general, criteria for locations where higher-density residential buildings (meaning tri-plex to six-plex units) are appropriate include corner lots on busy streets, larger lots (in excess of 9,000 square feet), deep lots or lots with unusual geometries, and lots adjacent to or influenced by open space areas such as school sites, parks, or distant views.

Density Tolerant Areas

Within the Tower District, certain areas are identified in the plan where higher densities of a 10.38 to 16.13 range are appropriate for individual sites that may meet the criteria for density tolerance. Development

approval on density tolerant sites are subject to design review and the conditional use permit process. These Density Tolerant Areas are located south of McKinley Avenue, with the exception of two blocks on the west edge of the Fresno City College campus. They are illustrated on the accompanying Density Tolerant Areas map (Figure 4-6) and have been identified as follows:

1. North and East edge of Wilson's North Fresno Tract

There are already a number of small apartment buildings along and just off the old streetcar line. Where through-sites or large corner sites can be assembled along McKinley, higher-density development offers a more appropriate building edge, given the heavy traffic volumes, than does the small lot, single unit pattern. The two small blocks to the north of McKinley Avenue have an unusual degree of street access and are directly across from the open space of the campus, making them particularly appropriate for higher density development.

2. Van Ness Avenue between Alhambra and Belmont Avenues

The predominantly large scale of residences and the higher traffic volumes on this important street make higher density residences contextually appropriate.

3. Olive Avenue between Van Ness and Blackstone Avenues

This portion of Olive Avenue possesses a predominantly residential character, which is to be retained. Additional residential development also is appropriate, especially given comfortable walking distance to the heart of the Tower District. As discussed under Office later in this section, professional offices are appropriate as a conditional land use.

4. Dry Creek and Community Center Adjacent Areas

There are two areas east of San Pablo Avenue along Dry Creek where higher densities on individual sites could be particularly appropriate, given the open space opportunities of the Creek and proximity to the new elementary school and the Ted C. Wills Community Center.

5. Fulton Street and Van Ness Avenue South of the proposed Freeway 180

Similar to Van Ness Avenue north of Belmont, much of this area was built to a scale that can easily accommodate higher-density buildings, under design review, that are contextually compatible.

6. Franklin Avenue South to Dry Creek

With additional property acquisition along the proposed Route 180 Freeway, a new public park will provide open space that makes individual sites in this area appropriate for higher-density development.

7. McKinley Avenue, South Side, between Maroa and the RR Tracks

McKinley is a heavy traffic street. On the north side of McKinley between Maroa and the railroad tracks is the huge Fresno City College surface parking lot. This portion of McKinley Avenue easily could accommodate higher density development where sites of sufficient area are assembled. Residents of such new development would live in units set far back from the street to allow for generous landscaping.

8. Palm Avenue North of Belmont and Olive Avenue West of Palm

Higher traffic volumes along these portions of Palm and Olive Avenues, together with the existing zoning of Olive for general commercial use, have resulted in conditions that make the assembling of larger sites feasible. A few small apartment buildings remain from the period when this portion of Olive Avenue was a streetcar route to Roeding Park.

High Density (18.16-29.04 du/ac)

H-D Residential

Three areas are identified for high-density residential development, that is, either garden apartments or two- to three-story apartment buildings with structured parking, at the approximate mid-portion of the range (18-29 dwelling units per acre). One area where more urban residential development is appropriate is adjacent to Fresno City College. The second area is adjacent to the commercial center of the Tower District, where a concentration of increased density is complementary to the established character of this commercial district. Development of the second area would be subject to special conditions. Refer to the

Planned Land Use/Zoning Consistency Matrix on page 8-4. The third area is at the northwest corner of Alhambra and Van Ness Avenues.

Residential/Mixed-Use

The term "mixed-use" is often used in contemporary land use planning without careful discussion of important considerations for location and relationships of permitted uses on individual sites. Too often, "mixed-use" is a way of rationalizing ad hoc development patterns.

The Tower District Specific Plan identifies certain areas where more than one designated land use would be allowed on an individual site or sites.

Two such "mixed-use" areas are Van Ness between Floradora and Belmont Avenues, and Fulton Street and Van Ness south of the proposed Route 180 Freeway. Along Van Ness between Floradora and Belmont, both residential and office uses could be mixed. Residential uses would be restricted to single family residences or multiple family residences as allowed by the "density tolerant area" provisions of the Tower District Specific Plan. There are no locational requirements within the residential building for the three uses. Commercial uses south of the proposed Freeway 180 that would be allowed would be neighborhood level uses and be restricted to those uses allowed by the C-1 zone district and only the following uses allowed in the C-5 zone district. Before any C-1 zone district use and any of the following C-5 zone district uses are allowed, a Conditional Use Permit must be approved.

1. Antique Shop
2. Artist Studio
3. Bakery, retail
4. Bookstore, exclusive of adult bookstores
5. Confectionery
6. Dancing schools
7. Delicatessen, including sale of packaged beer and wine only
8. Florist
9. Health foods
10. Hobby shop
11. Libraries
12. Music and Dance Instruction

13. Newspaper stands

14. Offices

    a. Administrative

    b. Business

    c. General

    d. Medical

    e. Professional

15. Photographic Studios

16. Restaurant (serving wine or beer with meals only and limited to a maximum of 2,000 square feet of gross floor area for restaurant area only)

17. Silkscreen processing only in conjunction with an artist's studio

18. Boutique stores

19. Caretaker's residence

20. Churches

21. One single-family dwelling unit used in combination with permitted nonresidential uses (Multiple family dwelling units would also be allowed under the density tolerant provisions of the Tower Plan)

22. Bed and breakfast inns

23. Social rehabilitation facilities subject to Plan policies

24. Thrift shops subject to the provisions of Section 12-306-N

Another type of "mixed-use" area is Olive Avenue, east of Van Ness Avenue. This portion of Olive Avenue is designated in the Land Use Map (Figure 4-5) as primarily Medium-Density Residential, with Medium-High Density appropriate for identified "density-tolerant" sites through design review (Figure 4-6). In addition, professional office uses are considered appropriate for individual sites instead of residential as a conditional use.

Finally, second-story residential use is considered appropriate as a conditional "mixed-use" in any of the Tower District Commercial areas, with the exception of the General Commercial portion of Belmont Avenue west of the Palm Avenue intersection. This second-story use would allow both single and multi-family units.

4.2 COMMERCIAL

There are four basic types of commercial land use identified for the Tower District: General, neighborhood, neighborhood mixed-use, and office. General commercial uses are responsive to a regional market for goods and services, including large volume operations, while neighborhood uses are responsive to nearby market areas for household goods and services. The latter also tend to be, but are not necessarily, smaller and more individualized in operation and character. Office uses fall into two categories, professional and general. Within the Tower District Land Use Plan, the four basic commercial land use types generally are located by street character as follows:

General Commercial

1. Blackstone Avenue

Blackstone Avenue is the eastern edge of the Tower District. In terms of the Tower District Land Use Plan, the strong strip commercial character of Blackstone establishes an edge condition for adjacent residential areas. The land use recommendation for Blackstone Avenue, applicable to the Tower District Specific Plan, is to formalize a separation between contiguous strip commercial and neighborhood residential land uses. Further, the Land Use Plan calls for creation of sufficient site depth, where possible, to facilitate contemporary strip commercial site functions and new development. The redefined boundary between the residential and the Blackstone Avenue commercial land use areas is to be drawn to the mid-line of existing alleys, streets or the back of residential parcels that front the parallel, north/south residential street. Existing residential properties would remain, but would be rezoned to general commercial. Apart from the edge issue, Blackstone Avenue proper, including land use, is considered to be the appropriate subject of a separate plan.

2. Belmont Avenue

Belmont Avenue is and will continue to be a general commercial corridor for a range of businesses. East of the Palm Avenue intersection, commercial land uses on Belmont Avenue include such businesses as service stations, restaurants, hardware stores, appliance sales and repair, mortuaries, rental health supplies, and other general community-serving commercial uses. A conditioned light industrial use (laundry) exists on the southwest corner of Belmont and Broadway. As conditional uses, secondary uses include office and second-story residential. West of the Roosevelt Avenue intersection, heavier commercial uses and some light industrial uses are appropriate such as

truck and automobile repair, sales and service, bars and lounges, wholesale food distribution warehouses and offices, equipment rental, and monument and tombstone sales. Residential use on Belmont Avenue is not appropriate west of the Palm Avenue intersection.

3. Tower District Commercial Center

While local in identity, the commercial land uses in the Tower District Commercial Center area tend to be somewhat regional in market orientation, and resemble a specialized town center or shopping district. Unlike contemporary neighborhood and regional shopping centers which may have a comparable market orientation, minimum site area and development requirements are inappropriate for the street-oriented, neighborhood and central commercial area of the Tower District.

The predominant commercial character is set by entertainment uses and restaurants, including nightclubs, performing arts facilities, theaters, and other late night businesses considered appropriate in central district retail areas. Specialty retail uses include designer clothing, shoes, gourmet foods, gift stores and trade books. The commercial character of the area is not to exclude a secondary level of neighborhood serving businesses, such as banks, markets, bakeries, deli's, and specialty stores. Offices and apartments also are appropriate, especially as upper story uses. As discussed in other portions of the Land Use Plan, the Tower District Commercial Center also includes public parking and facilities supportive of public life, such as the post office and public open space.

Neighborhood Commercial

1. Wishon/Maroa Commercial

The small commercial areas at the northeast corner of the Tower District include a mix of neighborhood commercial uses not unlike that of a small retail shopping center, but with no minimum or maximum required site area. It is to be considered an area for community and specialty retail, including a super market, drugstore, restaurants, and office uses. Residential uses are appropriate for second floor space as a conditional use.

2. Corner Convenience

The corner convenience store is a characteristic and persistent commercial land use in older urbanized areas. Certain intersection

locations in the Tower District are appropriate for small, predominantly auto-oriented commercial developments which provide convenience goods and services such as gasoline, groceries, pet supplies and services, video rentals, and flowers. Site development standards for corner convenience uses require that surface parking is not located at the corner or along the street frontage. Multi-tenant buildings are acceptable if site development standards for parking are met. Conventional mini-malls are not an acceptable form of corner convenience commercial land use. Identified corner locations are on Shields at Fruit and Palm; on Weldon at Echo/Van Ness across from the High School; and on McKinley at Palm and Fruit Avenues. The two single-parcel convenience commercial uses on Van Ness Avenue north of Clinton are to be retained.

Corner convenience commercial land uses are also to be contained to the parcel or parcels at the immediate intersection area to prevent erosion of the residential frontage which establishes the overall land use character of the arterials. In the case of the McKinley/Palm intersection, erosion already has occurred on Palm as far south as Home Avenue on the west side of the block. It is to be noted that this area south of the corner is designated by the Land Use Plan for residential use. In principle, the Land Use Plan restricts the corner commercial uses to the immediate intersection area. Second floor residential use is acceptable as a mixed-use for these areas.

2. Village Convenience

Both Van Ness Village at Van Ness Avenue between Home and Floradora Avenues, and Olive Avenue west of Echo to Palm Avenue, are neighborhood commercial areas with the ambiance and convenience of a village center. Both consist of a relatively few linear blocks of concentrated commercial uses that serve consumers either from nearby neighborhoods or from the larger community. Park and walk patterns of shopping are characteristic and businesses include a range of specialty goods and services that are collectively complementary and beneficial to browsing. The overall street unit of commercial land uses is not unlike a village market that specializes in food, housewares, personal services, clothing, and used books.

Neighborhood Commercial Mixed Use

Fulton Street, between Alhambra and Belmont, is primarily a neighborhood commercial street between two very different general commercial zones. It is designated on the Land Use map as being a Mixed-Use district where each parcel can also include office and

residential as secondary uses. Commercial uses are required to be located on the ground floor and at the street frontage. Offices, if they are a storefront type, can also be located in ground floor street frontage. Residential and/or office uses, including professionals, travel agents, real estate, and tax accountants are to be located either in second story space or at the back of the site. The important role of Fulton Street, both as a traditional connection between the Tower District and the Central Area and as a neighborhood serving commercial street, argues for the added diversity offered by a carefully planned mix of secondary uses.

Second floor residential uses are appropriate for other neighborhood commercial areas as a conditional use, including Van Ness Village and Olive Avenue between Palm and Echo Avenues.

Office

The Tower District office market is such that it is the least extensive of the non-residential land uses and includes both professional and general office types.

1. Professional Office

Professional office use is concentrated on Olive Avenue, east of Van Ness, near the commercial center of the Tower District. It is permitted in this area as a conditional use. It also is to be permitted as a secondary use for the previously discussed Van Ness Avenue and Fulton Street mixed-use overlay district. Professional office, together with General Office use, also is a part of the mixed-use concept for Fulton Avenue between Alhambra and Belmont Avenues.

Professional office uses include dental, medical, chiropractic, acupuncture, psychiatry and other types of health care services in addition to accounting, law, design, and photography. Hours of operation may extend beyond those of the typical business day and clients are accustomed to knowing where to go by address and according to appointments rather than on a drop-in basis. This business schedule generally results in little disruption to neighboring residential uses.

2. General Office

General office uses are identified for Shields Avenue due to the high traffic volumes and because Shields already has developed a predominantly non-residential land use character with a number of small office buildings. General office uses include banks, savings and loans, real estate agencies, and administrative agencies. Some general

office uses such as banks, have customer use patterns that are typical of business day activities. Many are more internalized and consider, in large part, the work hours and access needs of their employees. The general office use is generally not sensitive to an active street environment and contributes to street activity only around opening times, at noon, and at the end of the work day.

4.3 INDUSTRIAL & LIGHT MANUFACTURING

The existing industrial and light manufacturing uses, located on the southwestern edge of the Tower District and south of Belmont Avenue, are sufficiently established and economically viable to argue that they should remain as part of the Tower District Land Use Plan. Both sides of Palm Avenue, south of Franklin, are identified as having such an established industrial land use character, with the mid-line of the alley to the east of Palm recognized as a generally effective edge between the industrial and the adjacent residential land uses.

4.4 PUBLIC FACILITIES

Public facilities for the Tower District include schools, a community center, a fire station, and a post office. The Caltrans right-of-way for the proposed Route 180 Freeway is considered in the Land Use Plan as a public facility. The location and character of each of these facilities already have been sufficiently discussed under existing conditions, and therefore do not require further characterization.

4.5 PUBLIC PARKS, PLAZAS & OPEN SPACE

Public park, plazas, and open space land uses are described in detail in the Open Space Element of the Tower District Specific Plan. They are summarized for reference in the Land Use Element as follows:

1. Public Parks and Recreation Areas
   - Dry Creek Park
   - Creekside Pick-Up Parcels
   - San Pablo/Belmont Recreation Area
2. School Sites and Community Center
3. Freeway Edge and Undercrossings
4. Olive Avenue Public Plaza
5. Public Streets

5.0 OPEN SPACE

OPEN SPACE

INTRODUCTION

The presence of open space is designed to serve the public life of the Tower District, to expand recreational opportunities, and to take advantage of man-made and natural features. The components of the open space system are:

1. Public Parks and Recreation Areas
2. School District, College and Community Center
3. Freeway Edge and Undercrossings
4. Olive Avenue Public Plaza
5. Streetscape

Recommendations are provided to initiate a future Landscape Master Plan for public area improvements. The Master Plan will provide specific design concepts for the public parks, plazas, and streets identified in the Specific Plan. A brief discussion of each of the open space components follows.

5.1 PUBLIC PARKS & RECREATION AREAS

1. Dry Creek Park

The public acquisition of approximately 33 additional parcels on the north edge of the proposed Route 180 Freeway between North "H" Street and Belmont Avenue represents a pivotal opportunity to create a major new open space of approximately 12 acres between the freeway edge and Dry Creek. The new park provides a landscape buffer between the freeway berm and the adjacent neighborhood, and allows sufficient depth for a more naturalized edge to the creek. The park area is sufficient for both passive and active recreational uses as well as for a creekside trail that would be the longest, unbroken part of an intermittent creekside trail system through the Tower District.

2. Creekside Trail and Pick-Up Parcels

The general feasibility of a creekside trail system through the Tower District is dependent upon the following actions:

- securing of easements where necessary;
- improvement of existing creekbank rights-of-way to permit a nearly continuous, comfortably-wide creekside path; and

- marking minor detours in certain residential areas where access is impeded.

Certain irregular shaped parcels along the creek edge, identified as pick-up parcels on the Open Space map (Figure 5-2), are strategic opportunities for greatly expanded public access, both visual and actual, to Dry Creek. The pick-up parcels are not necessarily identified as being recommended for public acquisition. Some, like the lovely two-story Mediterranean style house with landscaping at Glenn and Webster, already serve to greatly enhance the creek. Rather, the parcels are to be understood as being subject to future guidelines for creekside access and landscape improvements.

If publicly acquired, many of the pick-up parcels also would provide neighborhood mini-parks for any number of neighborhood recreational functions, including preschool play lots, picnicking, and informal games. Attractively designed fencing which allows creek visibility may be required for certain portions of the creek, for example, where play lots are nearby. Vacant parcels, in other locations in neighborhood areas, also are to be identified and considered for mini-park use wherever possible by the Landscape Master Plan. The high-density residential district adjacent to Fresno City College in the northeast portion of the Tower District is a high priority area for one or more neighborhood parks or tot-lots.

Within commercial use areas, the creekside parcels represent a valuable amenity for outdoor cafes and, in terms of views, for enhancing the setting of all types of retail functions. Within residential areas, many of the privately owned creekside parcels are already well integrated with the canal and understood for the special landscape interest which they provide.

The recommended Landscape Master Plan for the Tower District is to establish landscape criteria and guidelines which address subjects, to include: required setbacks and fence design to protect visual access to the creek; public acquisitions for trail access and open space; special landscaping; and streetscape treatment adjacent to the creek. Illustration of these and other Specific Plan open space and landscape design concepts is provided by the accompanying maps and sections.

3. San Pablo/Belmont Open Space

The Caltrans owned parcels adjacent to the City owned right-of-way for the closed portion of Poplar and Park Avenues are not particularly valuable for development purposes because they will be under the

freeway structure and because access is limited by the plan to widen Belmont between San Pablo and College Avenues in order to build a turn-control median. From an urban design perspective, the San Pablo/Belmont area provides the only ground level views under the freeway that are not limited to an undercrossing, so that the open space use also serves as some mitigation to the wall-like effect of the bermed roadway. This area, therefore, is to be maintained as open space and is to be landscaped to the extent that planting is possible under such a freeway undercrossing. Lighted, hard surface playing courts built and fenced for active recreational use are recommended. The play areas add a neighborhood amenity which is beneficial to maintaining the value of adjacent residential areas.

4. Undercrossings

Streetscape design for the five undercrossings is to provide the following conditions for safe and inviting pedestrian access:

- a minimum sidewalk width of 10 feet;
- special design guardrails;
- high level, natural quality lighting;
- tile or other high quality finish material for berm edge along sidewalk; and
- pedestrian security alarm system.

The undercrossing design for Fulton and Van Ness is to recognize the historic significance and character of these two streets. South of Belmont Avenue, both Fulton and Van Ness have been great city streets since the turn of the century because of their grand residential buildings. If the two undercrossings are to be designed according to policies put forth in the Central Area Plan as "Gateways," the entry statement implied by the streetscape treatment must primarily acknowledge and respect the grand residential character of these two historic streets.

5.2 SCHOOL DISTRICT, COLLEGE & COMMUNITY CENTER SITES

The Fresno Unified School District sites and the Ted C. Wills Community Center will continue to be the primary recreational open space for the Tower District. Continued consideration of opportunities for joint development and use of the Old Administration Building at Fresno City College is recommended as a way to make the College a more integral part of the Tower District. In the context of public area

improvements, double and triple rows of trees and other types of substantial landscaping are recommended for school and college frontages along major corridors, McKinley and Palm Avenues, as a way to reinforce their residential character and to visually connect the sites.

The educational and community center sites of the Tower District include huge amounts of surface parking. FUSD considerations to utilize the Hamilton School site for special high school extension programs or for adult education must be carefully reviewed to ensure that on-site parking is improved to current City standards. Surface parking lots are to be landscaped according to recommended concepts, as will be established in the Landscape Master Plan, to reduce the adverse visual and environmental impacts of large areas of hard surface paving.

5.3 FREEWAY EDGE & UNDERCROSSINGS

1. Freeway Edge

The proposed 180 Freeway will be a dominant physical form for a large portion of the Tower District. It will create a new edge from approximately Blackstone and Belmont Avenues, diagonally to a point on North "H" Street one block south of Palm Avenue. The freeway is designed to be built on reinforced earthen berms, approximately 20 feet high, with the following Tower District streets maintained as undercrossings: San Pablo, Van Ness, Fulton, Broadway, and North "H". Belmont Avenue is maintained as a through east-west arterial street under the freeway structure. It is to be widened under the freeway with a median to control turn movements.

The landscape treatment of this major new physical feature, including the undercrossings, will be extremely critical to minimizing its adverse impact on the established character and cohesiveness of the Tower District, e.g., the historic Fulton and Van Ness corridor, and the late nineteenth-century residential neighborhoods between the freeway and Divisadero. Landscape character of the freeway berms is to be addressed specifically in the Landscape Master Plan. The Specific Plan directive is that the landscaping include trees and shrubs and that it not be restricted to ground cover. Tree and shrub selection is to be responsive to the proximity of an established, valued urban residential area and not to be limited to a generic freeway palette. Tree types with a strong identification to distinctive residential streets in the district, deodar cedar for example, are not to be used along the freeway edge. The freeway landscape improvements are to promote an appropriate visual buffer to adjoining, finely-scaled neighborhoods. The landscape treatment is to provide a generous, garden-like setting for the freeway.

Such planting may require a higher level of water and maintenance than is standard for freeways in non-urbanized areas.

2. Freeway Berms and Additional Remnant Parcels

The reinforced berms consequently must be designed to permit the maturing of tall trees, vertical planting, and underplanting that will provide a visual buffer along the freeway edge. This edge landscaping must also be designed to provide a terminus to the view corridors along the north/south streets that no longer will provide access through the District. Between North "H" Street and Broadway, the recommended Dry Creek Park will provide a landscape transition between the residential area and the freeway edge, which as a naturalized area, is to be considered carefully in the landscape design of the adjacent freeway berm.

The access to and development potential for additional parcels along the north edge of the freeway east from San Pablo Avenue to the Blackstone interchange also will be adversely affected. These parcels are identified on the Open Space Map and represent additional opportunities to provide open space for landscaping and pedestrian access that can help to buffer the freeway edge in this portion of the Tower District.

5.4 CENTRAL OLIVE AVENUE PLAZA

Construction of a major public plaza is strongly recommended for the Central Olive Avenue Commercial District. The recommended location for this new plaza is on the north side of Olive Avenue between Maroa and Wishon Avenues. This location would require the public acquisition of additional right-of-way, approximately 10-15 feet along the street frontage; the relocation along the same frontage of one existing business; and the re-striping of surface parking for another existing business.

An alternative plaza location is identified on the south side of Olive Avenue adjacent to and including the Fulton Street right-of-way to Alhambra Avenue. This alternative plaza location would require acquisition of one vacant parcel and possibly the loss of some or all of the public parking spaces on the one block portion of Fulton Street. The alternative location is less visible from the two important cross streets, Fulton Street and Van Ness Avenue, than is the plaza location on the north side of Olive Avenue; and it would be less effective as a space that

visually unifies the Central Olive Avenue area. It probably would be easier to acquire for public use than would the north side location.

This new plaza is the single most influential public area improvement for the Central Olive Avenue Commercial District. It establishes an important type of formal public space that does not exist anywhere within the Tower District and one that is of great potential benefit to both commercial development and to the public life of the District. Its landscape treatment is to be decidedly urban in character, to support its role as a major gathering place and promenade.

5.5 STREETSCAPE

In addition to the conservation of existing streetscape elements within Tower District residential areas, specific streetscape improvement programs are identified as an appropriate subject for more detailed development in the Landscape Master Plan. The Landscape Master Plan is to address the following streetscape areas:

- Central District Commercial
- Village Commercial
- Belmont Avenue Commercial
- Residential Arterials and Collectors
- High Priority Residential Area
- Fulton Street/Van Ness Avenue Historic Corridor
- Shields Avenue Edge

1. Central District Commercial

The Central Olive Avenue Commercial District is comparable in its functions to a small downtown. The recommendations for streetscape guidelines and public area improvements projects, to be developed in detail by the Landscape Master Plan, emphasize the importance of an expansion of commercial development from a strictly linear strip to include the few adjacent blocks in the area between Van Ness and Wishon Avenues. Certain aspects of the Olive Avenue streetscape, such as street lights and sidewalk treatment, are to remain consistent throughout the entire Tower District. Recommendations for those

elements that emphasize the more concentrated, central commercial district character of this area are discussed below:

- Storefront and display window lighting are to be the primary means for additional illumination of the sidewalk and street areas.
- Special paving materials and treatment are appropriate for public areas, such as the recommended new plaza, which are located beyond the public sidewalk right-of-way.
- Full public access is to be provided for the mobility impaired, and there is to be a high level of pedestrian amenity for the street, including benches where appropriate, trash receptacles, on-street parking, and shade trees.
- Awnings and other shade-providing elements on building facades will greatly enhance pedestrian amenity.
- Street trees, well spaced and pruned to allow visibility to storefronts, provide a major opportunity for creating a special identity for the Central Commercial District. The recommended street tree is to provide shade for pedestrians, be sufficiently distinctive to establish an image separate from that of the nearby residential streets or other commercial streets.

2. Village Commercial

Portions of Van Ness, Olive and Shields Avenues and Fulton Street are identified as small-scale, fine-grained commercial use areas responsive to neighborhood shopping. Portions of these streets are predominantly pedestrian in character, make intensive use of convenient on-street parking, and are seldom more than a few blocks long. Fulton Street is part of a designated scenic drive and streetscape improvements for the commercial portion of that street are to consider the historic character of the corridor.

Recommendations for streetscape improvements in village commercial districts include:

- overall consideration of the commercial zone as having a neighborhood character, with a design approach that is primarily responsive to simple functional requirements, including durable materials and pedestrian needs;
- a neutral setting for the commercial imagery of individual merchants, i.e. no thematic or festival market design; and

- respect for storefront visibility, with street tree selection, where appropriate, to allow pruning above a ground floor commercial height (12-15 feet); storefront signs and display windows are not to be obscured from street view; awnings for shade are entirely appropriate and may eliminate the need for shade-providing street trees.

3. Belmont Avenue Commercial

Belmont Avenue remains a low intensity, general commercial corridor with auto-oriented, strip commercial development built to the property line. The historic date palm planting near the Palm Avenue intersection is an established streetscape image for Belmont Avenue and is the logical street tree for a recommended streetscape plan. Streetscape improvements are to be simple and in keeping with the straightforward commercial character of Belmont. West of the Palm Avenue intersection the intensity of use changes somewhat, but the streetscape is to remain consistent from Blackstone to the railroad undercrossing at the west end.

4. Residential Arterial and Collector Streets

Increased traffic volumes on residential portions of arterial and collector streets in the Tower District require additional landscape improvements to provide an appropriate level of amenity for residents that is lacking by comparison with amenity levels existing on adjacent neighborhood streets, and to provide protection from the erosive nature of the higher levels of traffic. As discussed in the Land Use Element, Shields, Clinton and McKinley Avenues have traffic volumes that are higher than those for Olive and Belmont Avenues. A discussion of recommended streetscape concepts for individual arterials and collectors follows:

Palm Avenue

Palm is predominantly residential in character, with heavy through traffic that is erosive to its overall quality of life. Within the existing public right-of-way, the City is to commit to the construction of landscape improvements designed to mitigate existing traffic impacts. The street landscaping is to be coordinated with that for the school sites on Palm Avenue as discussed above.

McKinley Avenue

Like Palm, McKinley Avenue is a residential street heavily impacted by traffic. The traffic volumes on McKinley are even higher than those on

Palm. The landscape design for McKinley is to address the traffic impacts created by the fact that McKinley is a main connection between the Fresno Air Terminal and Highway 41. It is recommended that the Landscape Master Plan identify a high image design for street tree planting for McKinley together with special entry planting at Blackstone and Fruit Avenues.

Clinton Avenue

Clinton Avenue is comparable to both Palm and McKinley in being a predominantly residential, high volume through street. Though of a lower priority, it also is designated for increased streetscape landscaping as a mitigation to traffic impacts.

General Recommendations

In general, street trees for residential arterials and collectors are to be large crown canopy trees with a mature height of over 30 feet. They are to be selected and spaced with reference to the City tree inventory and recommended species list. The salad bowl landscape effect is to be avoided. Ornamentals also are to be avoided except as a secondary tree. The tree selection for individual streets is to be character defining based on a hierarchy to be established by the Landscape Master Plan. Street name or history can be one guide to identifying a predominant street tree character.

Certain of the residential arterials and collectors, San Pablo, McKinley, and Clinton Avenues, are fronted by community center and school sites which are identified for landscape improvements. The street landscaping is to be designed in coordination with the frontage landscaping for these public sites as discussed in Section 5.2.

Shields and Fruit Avenues, as well as Clinton Avenue east of Maroa Avenue, are edges to the Tower District Specific Plan area. Clearly, street landscaping projects for these streets are to include both sides of the street. The use character of Fruit and Clinton is predominantly residential. Shields Avenue, the north edge of the Tower District Plan area, is a designated general office corridor and its streetscape character is discussed at the end of the streetscape section. The Weber Avenue edge is an opportunity to design Weber Street landscape improvements that are complementary to views of Roeding Park landscaping across the railroad tracks.

5. High Priority Residential Areas

Certain residential neighborhoods in the Tower District require immediate and high quality public area improvements to achieve plan goals and objectives for stabilization and revitalization. One such neighborhood is the area immediately northeast of Fresno City College. At present, the street areas are a great contrast to the generally well landscaped and maintained streetscape of the rest of the Tower Plan Area. Under the Specific Plan Open Space Element and, as part of the Landscape Master Plan, this neighborhood is targeted for a streetscape and public area landscape improvements program to create public area amenities, including one or more small parks or play areas supportive of the designated land use as a high-density residential area.

Another high priority area, but one which requires less intensive streetscape improvements, is the neighborhood south of Belmont and east of Palm Avenues. The proposed Dry Creek linear park along the edge of the Route 180 Freeway berm, including the Creek Channel, will provide a major amenity which can be further enhanced by longer-term streetscape improvements.

6. Fulton, Van Ness and Weldon Avenues

Weldon Avenue, with its median between Maroa and North Van Ness Boulevard, is a part of the scenic Fulton, Van Ness corridor through the Tower District. The residential portions of Fulton and Van Ness Avenues have a historic landscape character which is to be conserved and enhanced, and which is to set a direction for any streetscape program for the non-residential portions of those streets. The Deodar Cedar is an established street tree for portions of North Van Ness Boulevard, especially north of Clinton Avenue, and for a few remaining blocks of Fulton south of Belmont Avenue. The Deodar is not to be used for other streets or corridors in the Tower District. The Weldon Avenue landscape median is to be preserved.

7. Shields Avenue Edge

The non-residential use character of Shields Avenue includes neighborhood commercial uses east of the railroad right-of-way. As an edge street, the streetscape program is to be coordinated with plans and land uses for adjacent areas and streetscape improvements are to be designed for both sides of the street corridor. The designated general office uses are such that, together with the traffic volumes, Shields will have very little pedestrian activity. Street trees can be ornamental. The

neighborhood commercial frontage is more analogous to that of a small shopping center and the streetscape character is not expected to be particularly pedestrian. Street trees do not need to provide shade, but are to be chosen for their ability to define the street while allowing visibility to office and commercial frontage and signs.

The Shields Avenue street tree is to have a grand character sufficient to define the edges of Shields Avenue as a major east-west corridor while also allowing appropriate visibility for the frontage along the Tower District edge. The school site is an opportunity for additional landscape to enhance the street edge, as with the other school sites in the Tower District.

6.0 CIRCULATION

CIRCULATION

The circulation element is based on the Land Use Plan for the Tower District, which assumes a slight increase in population over the next twenty years with in-fill development for residential, commercial, and office development.

6.1 TRAFFIC CIRCULATION

1. Street Classifications

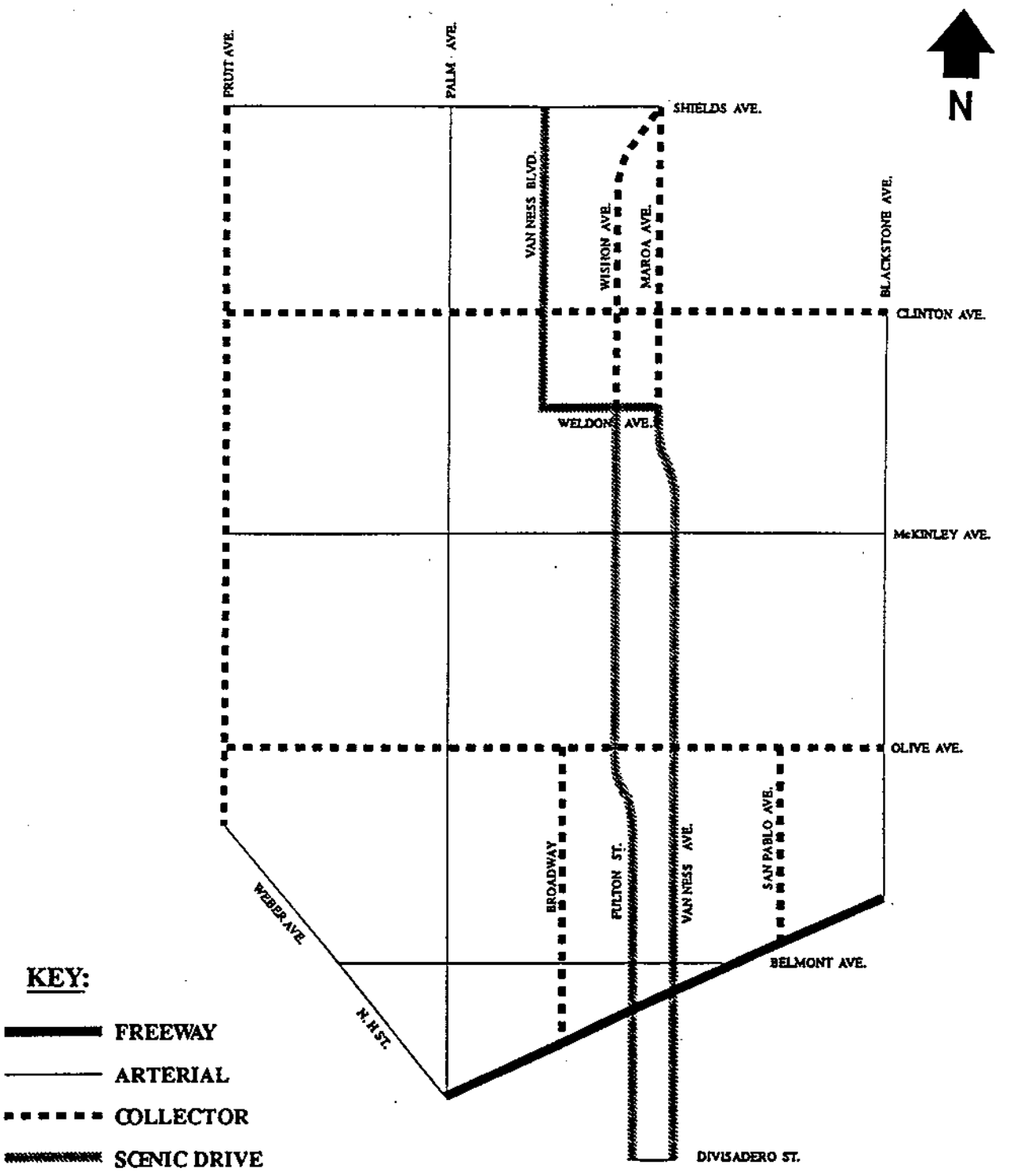
Major streets located within the Fresno-Clovis metropolitan area have been classified according to their function in serving vehicular movements. These classifications are described below:

- Freeways: These are divided highways having no direct access and no intersections at grade. All access is achieved by on-and-off ramps.
- Expressways: These are generally four-lane, divided roadways with access limited to signalized, at-grade intersections with major streets. No expressways exist or are planned within the Tower District.
- Arterial Streets: These are generally four-lane divided roadways signalized at half-mile intersections with major streets. Access is highly regulated, but not as restricted as on expressways. Arterials located in older portions of Fresno, such as the Tower District, often provide access to adjacent land uses and have signal spacings of less than half-mile intervals.
- Collector Streets: These are generally four-lane, undivided streets and provide service for internal traffic movement within an area and connect local traffic to the arterial street system. Access to abutting property is generally permitted.
- Scenic Highways: These are streets with significant visual qualities, usually related to adjacent mature specimen trees or the quality of residential structures and landscaping along the corridor.

The existing classification of streets within the Tower District is shown in Figure 6-1. None of the proposed policies or actions contained in the Tower District Specific Plan would change any street classifications.

2. Street Conversions

The plan recommends that the City of Fresno initiate an operational study to implement the conversion of the north-south one-way couplet of Van Ness/Maroa Avenues and Wishon Avenue/Fulton Street to two-way



SOURCE: 1984 Fresno General Plan

TOWER DISTRICT SPECIFIC PLAN

STREET CLASSIFICATIONS

JKM

FIGURE 6-1

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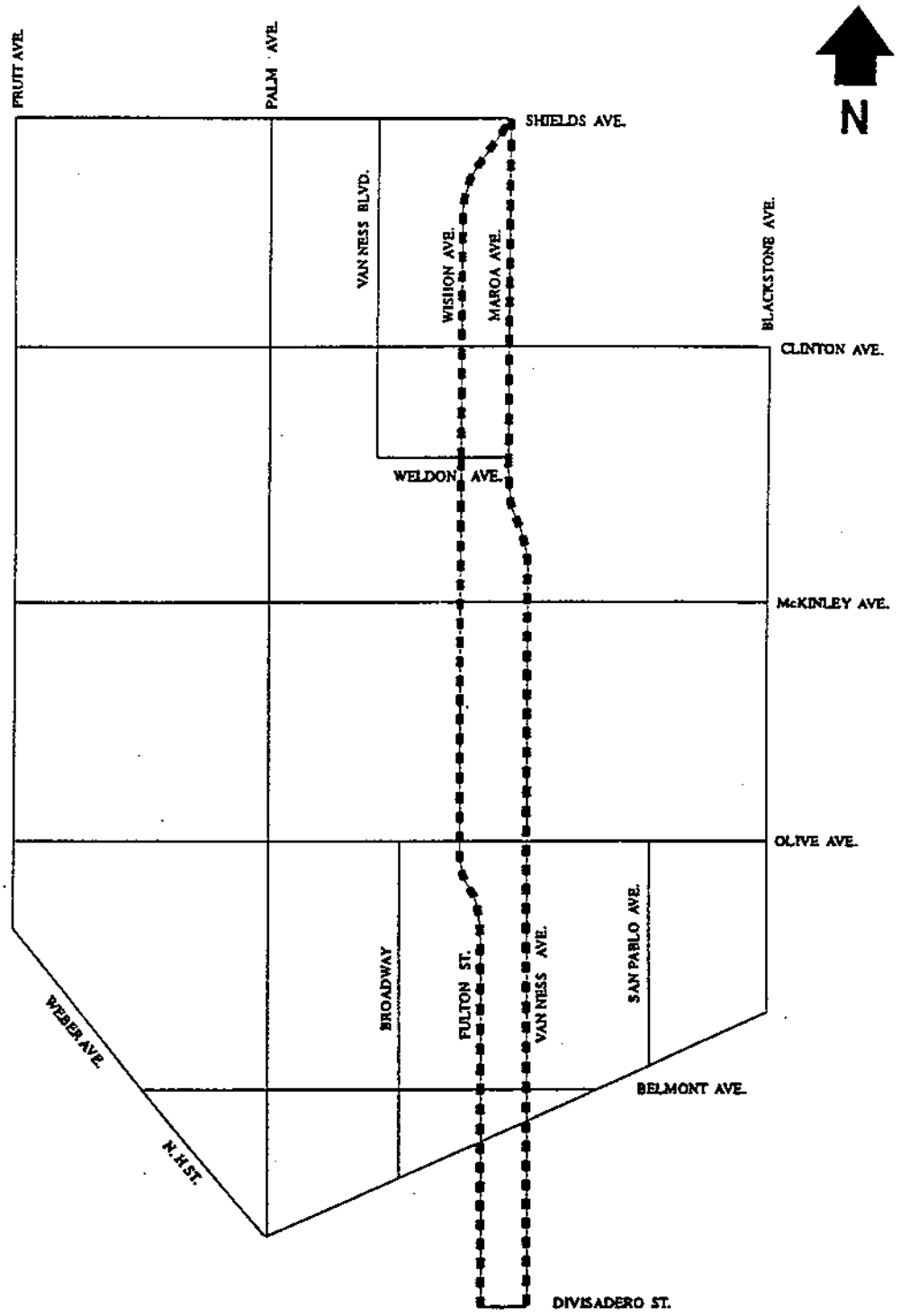
streets. The conversion would assist in acknowledging Van Ness Avenue to be predominantly a residential street of significant historic character for Fresno as well as the Tower District. Commercial-oriented traffic would be concentrated on Fulton Street, also to be converted to two-way traffic. Historically, Fulton is the predominant north-south commercial street through the Tower District. The locations of the impacted street segments are shown on Figure 6-2.

These streets were converted to one-way operation in 1961 to accommodate north-south traffic between northern Fresno and downtown. Existing and projected traffic volumes indicate that conversion back to two-way operation is feasible. State Route 41, which was fully functional in 1989, now offers a high-capacity, high-speed alternate route between downtown and north Fresno. Maroa Avenue is the extension of the Wishon/Maroa one-way couplet north of Shields Avenue. Due to capacity limitation, this corridor is not being used for long-distance travel.

Two major issues must be addressed prior to implementing the conversion to two-way operation. The first is to confirm that existing and projected traffic volumes can be accommodated by the two-way street system. Projected traffic volumes are a concern in the lower portion of the corridor, given the proposed interchange at State Route 180. The highest volumes will be found south of Belmont Avenue.

The second issue is design of the transition from a one-way system to a two-way system. The transition would be made at Shields Avenue to the north and near the future freeway interchange to the south. The existing one-way street system would remain in place south of State Route 180, given the downtown one-way street system. The concern at Shields Avenue is to provide an effective transition from Maroa Avenue north of Shields to Wishon Avenue. This transition would serve the predominant north-south traffic flow.

No changes to the existing curb-to-curb street width are anticipated as part of the conversion. Existing on-street parking would be maintained. The only exceptions will be to prohibit parking adjacent to the right curb at approaches to intersections and the possible need to eliminate parking near the future state Route 180 Freeway interchange. Conversion to two-way operation assumes that the number of existing lanes on each street will be maintained and that no changes in lane width will occur. It is anticipated that the three-lane section of Wishon Avenue/Fulton Street will also be maintained, with the center lane becoming a continuous left-turn lane. South of the future freeway, Van Ness Avenue and Fulton Street will serve as connectors between downtown and the interchange with State Route 180. Both streets now



KEY:

——— MAJOR STREETS

▪▪▪▪▪▪ POTENTIAL CONVERSION TO TWO-WAY OPERATIONS

TOWER DISTRICT SPECIFIC PLAN

STREET CONVERSIONS	JKM	FIGURE 6-2

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provide continuity to the one-way street system found in the downtownarea. Conversion of the section between the freeway and Divisadero to two-way operation could create a bottleneck at Divisadero, given the number of lanes in the northbound direction. It is understood that as part of the downtown circulation study currently underway, there will be a re-analysis of the one-way street operations. Should Van Ness Avenue and Fulton/Broadway become two-way in downtown, then it would be logical to consider two-way operations north of Divisadero.

Given the current street system which links downtown, the most logical location to make the transition from one-way to two-way operation to the south is at the State Route 180 interchange. However, the high volumes projected by the Council of Fresno County Governments and Caltrans on both Van Ness Avenue and Fulton Street between the freeway and Belmont Avenue would appear to preclude any change south of Belmont Avenue. To implement two-way operations south of Belmont Avenue with the interchange in place would require the elimination of on-street parking. Recommendations for retention of on-street parking south of Belmont Avenue is discussed in a following section of the Circulation Element (p. 6-19). Should a re-evaluation of the State Route 180 freeway corridor result in the elimination of the proposed freeway or modifications to the Van Ness/Fulton interchange, the future traffic volumes would likely be reduced on Van Ness Avenue and Fulton Street. Such a reduction of volumes possibly could allow for both conversion to two-way operations and retention of on-street parking between Belmont and Divisadero.

3. Street Closures

The Tower District Specific Plan recommends the installation of street closures through the use of a barrier or barricade for the residential neighborhoods immediately west of Blackstone Avenue. These closures would prevent the flow of traffic between the residences and Blackstone Avenue, would serve to minimize the intrusion of commercial traffic from Blackstone Avenue onto the residential streets, and would enhance the residential character. One form of street closure has already been installed on Hedges Avenue.

The Tower District Specific Plan recommends an expansion of portions of the commercial area west of Blackstone Avenue. This expansion would increase the viability of the strip commercial frontage now found along Blackstone Avenue. It also would allow for a more distinct separation between commercial and residential uses. By the time build-out of the Specific Plan occurs, conceptually within 20 years, it is

recommended that a cul-de-sac be installed on each local residential street that intersects with Blackstone Avenue. An example of the desired condition is found along Blackstone Avenue north of Shaw Avenue, where residential streets do not intersect with Blackstone Avenue.

The proposed barriers are recommended to be constructed to prevent the flow of through traffic on certain residential streets. Planters, or a short wall, could serve as barriers, the design of which needs detailed study. The physical barrier also is to provide a visual barrier which discourages traffic into the area. Since the primary purpose of the barrier street is to prevent through traffic from using the residential street, it does not necessarily need to restrict pedestrian and bicycle movements.

It is not anticipated that the public right-of-way be abandoned where these barriers will be installed. Design of the barriers will need to accommodate storm water run-off. Landscaping is not to interfere with underground utilities. The barriers are to be designed to incorporate landscaping which requires low maintenance. They are to be simple in terms of design, making greater use of trees and shrubs and minimizing extensive ground-covers that are difficult to maintain.

Between now and full implementation of the plan, each street needs to be examined on a case by case basis. Several streets are likely candidates for some type of temporary barrier today. These would include Vassar, Webster, Englewood, and Pine Avenues.

Temporary barriers are not immediately feasible on certain streets, as residential and commercial development currently overlap on some streets which intersect with Blackstone Avenue. These streets include Yale, Cambridge, Hammond, Floradora, and Home Avenues. Such a land use pattern makes it very hard to install a temporary barrier which will separate usages, as the barrier could result in either having commercial uses on the residential side or in having houses on the commercial side.

Both permanent and temporary barriers can be designed to allow emergency access, should the needs of the fire and police departments require through access on any of the streets. Such access requirements must be decided at the time that each barrier is being considered.

The traffic impacts of these barriers are probably insignificant as they are planned for very low-volume streets. Possible traffic diversion to Belmont, Olive, McKinley, Weldon and Clinton Avenues is also probably minimal. Future commercial growth as foreseen by the Specific Plan would be focused on Blackstone Avenue and would have little or no impact within the Tower District. Blackstone Avenue will

probably be able to readily absorb the traffic generated by future commercial growth, as existing volumes are low relative to the capacity of the street.

4. Olive Avenue Improvements

The City of Fresno currently plans to resurface Olive Avenue from Fruit Avenue to Van Ness Avenue. This project is currently proposed as a curb-to-curb replacement of what exists today. The City has decided not to undertake the project until the Tower District Specific Plan has been completed and approved.

Olive Avenue in the project area contains a large number of curb cuts that serve numerous driveways. These curb cuts take away potential on-street parking spaces beneficial to local businesses. They also represent potential conflict points between pedestrians using the sidewalks and vehicles using the driveways that the curb cuts serve. Both conditions are detrimental to the potential of the urban commercial environment of the Tower District. Curb cuts also reduce traffic flow on Olive Avenue and, consequently, its capacity.

It is recommended that, as part of the Olive Avenue improvements, efforts be made to minimize the number of curb cuts. Curb cuts can be eliminated by consolidating driveways and parking lots which lead to Olive Avenue and by reorienting vehicular access to the adjacent side streets which intersect with Olive Avenue. Each curb cut that can be removed would add one to two new on-street parking spaces. This recommendation is consistent with the policy for retaining and increasing on-street parking in commercial areas.

The intent of relocating vehicular access to adjacent side streets is to have the new driveway meet the side street just off Olive Avenue. The relocation will place commercial traffic on the side streets only between Olive Avenue and the new driveway. The intent is not to encourage a large increase in commercial traffic onto these side streets. Since most lots would only have a few parking spaces, the overall impact on the side streets is likely to be minimal.

Future improvements to Olive Avenue are not to require the widening of the curb-to-curb street width and are to maintain or increase on-street parking wherever feasible. However, existing bus stop areas, where parking is prohibited, also are to be maintained. Though the design of Olive Avenue is not consistent with current design standards for newer areas of Fresno, the existing and future traffic can be accommodated. Widening the street is inconsistent with goals, objectives and policies of the Specific Plan recommendations to enhance the Tower District commercial center. The future street improvement projects for Olive

Avenue are to be consistent with streetscape recommendations described in the Open Space Element, and with Guideline Recommendations for Public Area Improvements.

6.2 BICYCLE & PEDESTRIAN CIRCULATION

1. Introduction

This section of the Tower District Specific Plan relates to utility-oriented bicycling rather than sport or leisure bicycling. Leisure bicycling is not as dependent on planned bikeways and is considered at length in the Metropolitan Trails Plan, a separate city plan document.

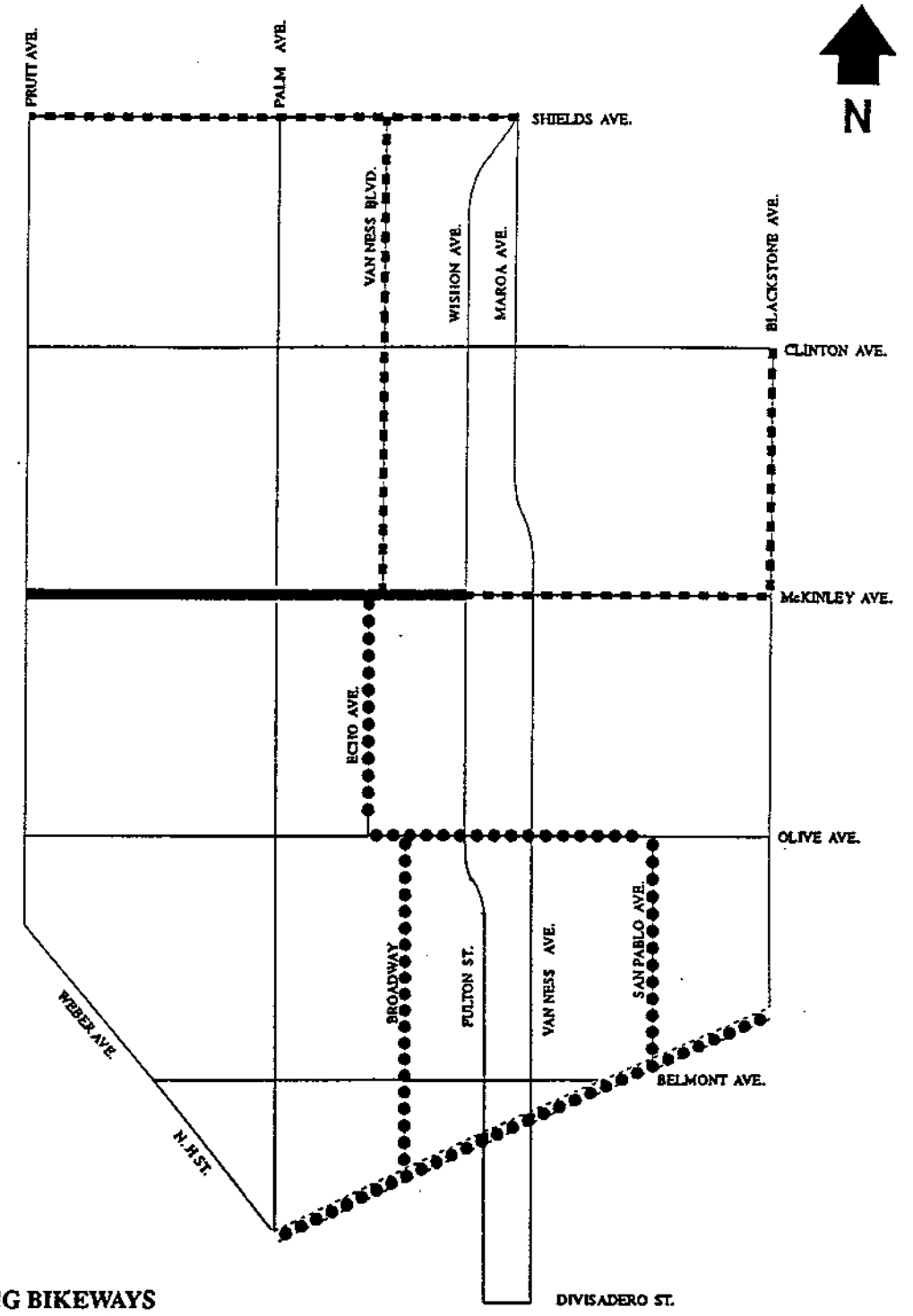
The Tower District possesses many characteristics which facilitate bicycling. Almost all of the local and major streets have been developed on a grid system. The grid reduces much of the circulation travel associated with more modern subdivision design by allowing a greater number of both direct and alternative connections between destinations. Also, mature trees shade many of the District's streets, making for pleasant bicycle travel. The compact, high amenity urban form found in much of the District may encourage bicycle trips as a viable alternative to exclusive use of the automobile. The policies of the Specific Plan encourage the conservation of this urban type development.

2. Background

Bicyclists share streets with motorists and are governed by the same privileges and responsibilities. Bicycles are not out of place on the road way. Indeed, many bicyclists currently use classified streets, and one can expect more bicyclists to appear on classified streets in the future as gasoline prices rise and air quality issues become more exigent.

Because bike riders move through their own exertions, they seek the shortest and straightest lines to their destinations. As mentioned in the introduction to this section, the Tower District contains mostly grid streets which offer quick and convenient access between points of travel. The different physical and operational characteristics of bicycles and automobiles make it important that some sort of considerations be made when the two modes operate in close proximity to each other. Bikeway is a general designation for several types of circulation infrastructure designed for bicycles. Types of bikeways are defined below:

- *Bike paths* have their own right-of-way developed exclusively for bicycle travel and are entirely separate from streets and highways.



KEY:

- EXISTING BIKEWAYS
- PROPOSED BIKEWAYS
- POTENTIAL BIKEWAYS PROPOSED BY SPECIFIC PLAN

Source: 1984 Fresno General Plan

TOWER DISTRICT SPECIFIC PLAN

EXISTING AND PROPOSED BIKEWAYS

JKM

FIGURE 6-3

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- *Bike lanes* are an on-street bikeway in which separate automobile and bicycle travel lanes are designated visually by signs and street markings.
- *Bike routes* are a system of streets with signs denoting them as a Bike Route, and with warnings that motorists should anticipate bicycle riders. The designation alerts bicyclists of desirable routing, often based on relatively low traffic volumes or continuity to activity centers.

The City designates certain streets as bikeways because they possess characteristics which facilitate bicycle travel. Concerns for safety, convenience, and proximity to activity centers control the designation of bikeways.

Because the Tower District is composed almost entirely of grid-system streets, a bicyclist can travel across or within the District in any direction along a local street as conveniently as when traveling on a classified street. The need for planned bikeways in the Tower District is, therefore, not as acute as in other, more contemporary areas of the City where modern planning and subdivision design has created circuitous, discontinuous local streets.

Recommendations for bikeways in the Tower District Specific Plan, therefore, are focused on the characteristics of destination points and on bicycle use in and around activity centers.

3. Bicycle Parking

Bicycle parking is to be provided in the Tower District commercial areas. This requirement is consistent with Tower District Specific Plan goals to reduce the dominant role of the automobile within the district. Bicycle racks are to be installed as part of the parking requirement for future commercial development. Installation is to meet the requirements of the City's ordinance for bike rack provision. Also, future streetscape improvements are to accommodate bicycle parking areas that are convenient to cyclists and that do not interfere with pedestrian movements. A consistent design for the bike racks is to be wed, whenever appropriate, for the various identified commercial areas.

4. Bicycle Circulation

The *1984 Fresno General Plan* includes a bikeway component within the Transportation Element. The General Plan recognized the dynamic

nature of bikeway planning and provided for interim updates of its bikeways plan via the Community Planning process. By extension of this logic, the Tower District Specific Plan amends the General Plan bikeway component. In accordance with these bicycle planning efforts, the Tower District Specific Plan supports the implementation of future bikeways within the Tower District. Past bikeway plans have identified the Van Ness and Fulton/Wishon one-way couplet between Divisadero and McKinley as proposed bikeway routes. These streets possess several factors which impede their use as bikeways. They both contain on-street parking and narrow right-of-way, which reduce the space in which a bicyclist may safely travel, and have considerable peak volumes which increase the risk of bicycle/automobile collision. Since inadequate parking is a major concern within the Tower District, the elimination of convenient on-street parking is not recommended. Bike lanes can not be implemented at this time on these street segments without widening the existing streets. Such widenings would be inconsistent with the Tower District Specific Plan's Conservation and Land Use Elements.

Additional consideration is to be given to implementing a bikeway on San Pablo Street and/or Broadway. These streets represent two of the limited through streets which will not be severed by the future State Route 180 freeway. They offer a direct connection between the downtown area and the Tower District, and other neighborhoods to the north.

The draft update of the Roosevelt Community Plan addresses regional east-west bikeways and promotes the use of the Freeway 180 corridor as a bikeway. A bikeway along the right-of-way would serve as as linkage between the urban area and suburban development east and west of Fresno, as well as linking other valley destinations with the urban area. The presence of a direct and safe bikeway encourages its use by cyclists.

Although a Freeway 180 bikeway is not directly referenced in the City's bikeway plans, it finds qualified support in the broad goals of these plans since it develops a continuous metropolitan bikeway system which facilitates the use of the bicycle as a viable transportation alternative, improves the safety of bicycle riders, and encourages the use of the bicycle within the total transportation network. Consistent with this policy, the feasibility of the development of a bikeway along the portion of the proposed 180 Freeway, which comprises the southern boundary of the Tower District, is appropriate and is to be examined in coordination with Caltrans.

It is consistent with the goals and policies of the Tower District Specific Plan to support the implementation of future bikeways within the Plan

Area. Recommended Tower District streetscape improvements are to accommodate bicycle parking areas. These areas shall be convenient to cyclists and shall not interfere with pedestrian movements.

5. Pedestrian Crossings of McKinley Avenue

The Tower District Citizens Committee has voiced a concern over the difficulty that pedestrians have in crossing McKinley Avenue, particularly in the vicinity of Fresno High School. This problem was identified as a concern for local residents as well as for Fresno High School students. The lack of a traffic signal between Wishon and Palm Avenues, and the relatively high speed of traffic on McKinley Avenue, are a detriment to crossing this arterial. A high number of accidents was perceived by the Committee along this segment of McKinley Avenue.

According to accident statistics furnished by the City of Fresno, a number of accidents have occurred on this segment of McKinley Avenue. Several accidents have involved pedestrians and bicyclists. The accidents tend to be concentrated at the intersection of McKinley and Echo Avenue. As a point of clarification, the two intersections of McKinley/Echo Avenue are caused by a 100-foot off-set between the north and south approaches of Echo Avenue.

In recognition of concerns raised by the Tower District Citizens Committee over pedestrian safety issues, the evidence of a number of accidents in this area, and the concentration of Fresno High students at this intersection, it is recommended that the City conduct a safety analysis on McKinley Avenue between Palm and Wishon Avenues to determine the extent of the existing safety problem and to develop and implement appropriate improvements to eliminate any safety deficiencies which may currently exist. This analysis should address ways to reduce the incidence of accidents and to facilitate safe pedestrian crossing of McKinley Avenue.

6. Access for the Mobility Impaired

The Tower District Specific Plan provides policy direction regarding access to public places for persons whose mobility is impaired. Future public works improvements and private developments should provide for full public access. Improvements that facilitate mobility impaired access are to be part of the design of future streetscape projects.

6.3 PARKING

1. Future Parking District

A parking district is to be established to serve the commercial activities located in the Olive Avenue central commercial district. The parking district would establish the need and identify locations for future parking lots and/or parking structures to accommodate commercial growth. The parking district would also provide additional parking to serve existing commercial and office needs. A parking district provides for future parking needs in a manner consistent with urban commercial development patterns. Traditional off-street parking requirements tend to reinforce a suburban flavor with parking lots clustered around each individual use. The district could develop a system of lots, or even build a structure, to serve a large number of retail and service oriented businesses. Any structure needs to be designed and constructed in a manner compatible with the existing townscape. An example would be a structure with ground floor retail along the street frontage and perhaps built around a mid-block inner courtyard.

It is recommended that a parking study be initiated by the City of Fresno to determine the parking needs of the Tower District commercial center. This study is to identify the number of spaces required to serve both existing needs, as well as anticipated growth, based on in-fill of vacant parcels and redevelopment. Identification of a benefit area, potential sites for off-street parking lots, costs, funding, and implementation strategies also are to be addressed. Any necessary modifications to the prevailing off-street parking requirements for the district also are to be considered. Such modifications could include the number of required spaces, distances between the parking areas and the uses requiring those parking spaces, and requirements for bicycle parking. Adequate public signage for directing patrons to parking areas also are to be provided.

The City would be able to use the existing Parking Authority to acquire land for parking lots, to construct improvements, and to lease these to an operator. A Parking Committee comprised of local individuals could be established to operate and/or oversee the operations of the parking district. These mechanisms are similar to those used in the downtown parking district.

As part of the City study, the function of the future parking district is to be clarified. A recommended parking district could take one of several possible forms. An all-inclusive district would own or lease and operate all the off-street parking lots within the benefit area. All the parking needs for local businesses would be provided within these parking areas. A second function would be to have the district lease and operate only new parking areas developed by the district. Existing parking lots

would continue to be operated by the current owners. This function would focus on serving only those businesses which are currently underparked or future businesses which will not be able to provide adequate on-site parking.

2. On-Street Parking on Van Ness Avenue and Fulton Street

Traffic volumes for Van Ness Avenue and Fulton Street, projected by the Council of Fresno County Governments, indicate that the existing one-way street system which provides two travel lanes in each direction is not adequate to accommodate future traffic demand south of Belmont Avenue. As addressed in the Street Conversion section above, future volume projections north of Belmont indicate that a conversion from a one-way to two-way operation is feasible. South of Belmont Avenue, the one-way couplet must be maintained as a consequence of both the freeway interchange and the downtown one-way street system. These volume forecasts include traffic from the proposed Route 180 freeway interchange. South of the Freeway, existing capacity would be slightly exceeded, while north of the freeway to Belmont Avenue existing capacity would be exceeded to a greater extent.

Without widening the streets in these areas, the only way to increase capacity south of Belmont Avenue would be to remove on-street parking which is currently allowed on both sides of each street. To add a third lane of traffic, the removal of parking on both sides of the streets would be required, since the parking lanes are narrower than travel lanes.

One solution that would preserve on-street parking, beneficial to the residential and office uses as well as to the pedestrian amenities of the street, is to restripe the one-way streets for three travel lanes, yet allow on-street parking in one lane, except during rush hour. This restriping south of Belmont would mean that the right lanes on southbound Fulton Street and northbound Van Ness Avenue would serve as travel lanes to accommodate rush hour traffic and would serve as parking lanes during the rest of the day. On Fulton Street, which serves inbound traffic to downtown, the parking prohibition would be in effect during the morning rush, perhaps from 7:00 to 9:00 a.m. Van Ness Avenue would require the parking prohibition to be in effect during the evening rush, since the street is outbound from downtown. The probable time for the parking prohibition on Van Ness would be from 4:00 to 6:00 p.m.

The use of alleys and rear yards for extensive parking areas is not being recommended, as it would be inconsistent with the policy to strengthen the residential character of the neighborhood. Residential parking, for a limited number of spaces per building, can be served via the rear alleys

or from adjacent side streets for those parcels that are on corner lots. Installation of new driveways from Van Ness and Fulton are not to be allowed. Each new curb cut would further reduce the limited amount of on-street parking and impact traffic flow.

6.4 GENERAL INFORMATION

1. Public Transit

Public transit plays an important role in the mobility of residents within and around the Tower District. Its benefits include the reduction of energy consumption, traffic congestion and air pollution to improve the quality of life in the Tower District.

Fresno Area Express, the regional public transportation provider in the City of Fresno, provides fixed-route service on all major cross-streets within the Tower District. Fixed-route bus service within the Tower District begins as early as 5:40 a.m. and terminates as late as 6:35 p.m., varying by line. Buses run every 30 minutes on each line, except for every twenty minutes on North Blackstone and every sixty minutes on North Fruit Avenue. All routes offer Saturday service. Sunday service is provided on all routes except North Fruit, Clinton and Shields Avenues.

Handy Ride, a dial-a-ride system, also provides curb-side service for elderly and disabled persons or those unable to use the fixed-route system. Handy Ride service is provided Monday through Sunday. The hours of operation are from 7:00 a.m. to 5:30 p.m.

The Tower District includes major transit generators such as Fresno City College, Fresno High School and Hamilton School. Improvements in the level of transit services to these sites is a desired objective in the Tower District. The availability of transit service in the evenings would further support the objective of enhancing cultural events and restaurant business within the Tower district. This can be achieved through a series of actions, including (1) increasing the frequency of transit service, (2) increasing hours of operation, (3) improving routing, and (4) adding new routes.

2. Clinton Avenue Volumes

Traffic volumes on Clinton Avenue are high for a typical collector street. Today, Clinton Avenue to the west provides the only full interchange with State Route 99 within the immediate area. McKinley Avenue does not have freeway on-and off-ramps that could serve traffic to and from

the north. North of Clinton Avenue, there are no overcrossings of the Southern Pacific Railroad or of State Route 99 until one reaches Ashlan Avenue. These factors contribute to the high volumes on Clinton Avenue.

As part of the planned road improvements to be financed by Measure C, Shields Avenue will be extended over State Route 99 and the railroad tracks. These improvements will divert traffic from Clinton Avenue to Shields Avenue, which is a designated arterial street. Also, as part of the Measure C improvements, the existing Clinton Avenue overcrossing of State Route 99 and the railroad tracks will be widened to four lanes. Though this street widening will attract additional traffic to Clinton Avenue near State Route 99, the Shields Avenue improvements will help to reduce future traffic volumes on Clinton Avenue through a portion of the Tower District.

3. Hamilton School

The Fresno Unified School District is looking at two options for the old Hamilton Junior High School facility, located at the southwest corner of the intersection of Clinton and Palm Avenues. Presently, the site is being used as an adult school that is to be relocated to Fresno's downtown. Numerous neighborhood complaints have been received due to a lack of adequate off-street parking and the long hours of operation, i.e. from 8:00 a.m. to 10:00 p.m. The School District plans to reuse the site for a middle school or a high school.

From a traffic impact perspective, the maintenance of the existing adult high school represents the worst-case scenario. Since it serves adults, most students are likely to drive to the site. The middle school or high school use option would be likely to generate fewer traffic impacts since fewer students would drive automobiles. However, parking still represents the greatest potential impact. It is recommended that any plan for the school site provide on-site parking that would meet current City standards. This provision would minimize the demand for on-street parking spaces.

4. Elementary School

A new elementary school is being planned by the School District. It would be located near the Ted C. Wills Community Center. From a transportation perspective, parking would need to be provided for staff, teachers and visitors. Students would walk, travel by bus, or be dropped off at the site by their parents. To accommodate these functions, it is

recommended that plans for the site provide adequate on-site parking, adequate loading zones for the school buses, and an area for passenger car drop-offs. Students living in the neighborhood immediately east of Blackstone Avenue will need to cross both Blackstone and Abby. Students from the Lowell Redevelopment Area will have to use the freeway undercrossings at San Pablo and Blackstone Avenues. The safety of children walking to and from the school needs to be considered as plans are developed for the school site and its location.

7.0 INFRASTRUCTURE

INFRASTRUCTURE

INTRODUCTION

The recommendations, programs, and actions of the Tower District Specific Plan promote goals, objectives and policies of neighborhood conservation and stabilization. In particular, Goal V and Objectives 1 through 3 are to be referenced. Overall infill development is within current zoned capacities. Land uses in some areas are changed from commercial to residential. Higher residential densities, as currently zoned, are replaced by isolated density increases within identified areas considered to be "Density Tolerant," as part of the overall conservation of the Tower District. The small areas recommended in the Land Use Element for high density residential use are currently zoned for that density level. The change from residential to commercial use along certain portions of the Blackstone edge involves a relatively small total area, with little or no anticipated infrastructure implications for the Tower District.

Descriptions of the existing condition of Tower District infrastructure are summarized in the Existing Conditions section of the accompanying Environmental Impact Report and were compiled from data provided by the City. The following descriptions of anticipated improvements to infrastructure in the Tower District are provided by individual City departments and agencies. These general recommendations are to guide infrastructure improvement decisions for the Tower District Specific Plan area as follows:

- using one city-wide standard for older districts is not always appropriate because it often results in replacement of historic, character defining elements that work; and
- bigger is not always necessary when replacing outworn infrastructure; often continuing use of the same dimension, or even smaller, pipe, for example, may be just fine; and replacement is not to be an excuse for large scale upgrading of a system to serve outlying areas.

7.1 WATER

Water Division
William E. Burmeister, Manager

The Tower District is an older part of the City with some old water mains. These mains need to be renewed or replaced. Residential water demand today is greater than it was fifty years ago and today's standards reflect that greater demand. The increase in residential water demand may be attributed to water consuming appliances such as garbage disposals, washing machines, spas, etc., which are more common in contemporary households. However, given the needs of the entire City,

no special priority for water main replacement has been established for the Tower District.

Many water mains are located in alleys and easements, an arrangement that restricts the locations of fire hydrants. Fire Department standards call for hydrant spacing in residential areas at 600 foot intervals and in commercial areas at 450 foot intervals. Reference is made to the Density Tolerant Areas described in the Land Use Element where water mains are located in alleys. The North Fulton Street and North Van Ness Avenue area south of the proposed Freeway 180 is an example. In order to comply with increased densities for certain sites, water mains may need to be constructed in the streets in order to accommodate the required hydrant spacing. This factor should be considered as a part of the project design review/entitlement process. Higher density concentrations may require larger water mains to accommodate the 2500 gallon flows for fire protection required by the Fire Department. However, for the most part, these planned concentrations have been zoned for R-3 use for many years and the need for changes may be minor.

The Water Division lists additional miscellaneous concerns as follows: parks may use more water than typical homes, and sufficient water may not be available in higher demand areas; existing water mains in the Tower District are small and cannot move water long distances; and, in terms of the Specific Plan recommendations, the water demand of the new park areas will need to be considered as part of their design.

A separate Water Division memorandum to the Specific Plan states that a review of the water distribution system within the boundary of the plan area has been completed. Division engineers estimate that the cost to bring the distribution system to present day standards is $7.7 million, an estimate based on the following criteria:

- replacement of 10" transmission grid mains (TGM) with 14" TGM;
- replacement of 4", 6", and 8" welded steel and screw casing mains with new 8" water mains;
- elimination of water mains in alleys and easements and construction of mains in the streets; and
- transfer of water services from the old mains to the new mains.

The estimate does not include trench resurfacing. It is assumed that the water mains will be installed prior to new street construction. Water

main replacement recommendations also are based upon an assumed 20 to 30 year life of new street construction.

The Specific Plan does not identify any projects that would initiate the above upgrade program and it assumes that it is part of an overall City wide program to upgrade water mains in older areas.

7.2 SEWER

Public Works Department
John V. Mitchell, Utility Design Engineer

The sewer and water facilities for the proposed Specific Plan area range in age from 30 to 80 years. A large percentage of the sewer and water facilities within the plan area are located in alleys or easements. Any development encroaching on the alley or easement may necessitate relocation of these facilities. The Public Works Department staff is currently working with Caltrans on relocation estimates and plans for the proposed 180 Freeway corridor. Other improvements are not being proposed at this time.

Increased densities generated by the new plan may have an adverse effect on capacities in localized areas or in areas in which facilities might be terminated. It is assumed that this comment by the Public Works Department does not apply to areas which are currently zoned to densities consistent with the land use plan or to uses which are less intense than those allowed under current zoning. The Plan does not recommend any modifications which would terminate or disrupt existing sewer or water service. Also there is no planned reduction in the turning space on streets for solid waste disposal trucks and emergency vehicles.

The City Public Works Department estimates that trunk sewers serving the plan area north of McKinley Avenue have capacity to serve an average density of eight units per acre. Trunk sewers serving the plan area south of McKinley Avenue are capable of serving an average density of twelve units per acre.

7.3 DRAINAGE/ FLOOD CONTROL

Fresno Metropolitan Flood Control District
Troy A. Arseneau, Engineer I

The increased area proposed for General Commercial land use west of Blackstone Avenue, between Clinton and Weldon Avenues, is of concern for potential impacts to the District's Storm Drainage Master Plan system in the area. The existing system was originally designed to accommodate less commercial runoff than is shown by the Specific Plan Land Use Element. To accommodate the additional runoff, on-site peak reducing facilities and/or additional storm drainage facilities would have

to be constructed by the developer of any commercial project within that area and at the developer's expense.

Permanent and temporary barriers placed in streets which surface drain easterly to Blackstone Avenue must either be designed to allow for the continuation of existing drainage patterns or be equipped with storm drain extensions to existing Fresno Metropolitan Flood Control District facilities. The District will review all plans for street barriers on a case by case basis.

7.4 STREETS & ALLEYS

Public Works Department
Gregory S. Armstrong, Assistant City Traffic Engineer

The City Traffic Engineer indicates that there are no new projects or programs identified at this time as they relate to Tower District streets or alleys. Olive Avenue is currently being resurfaced in phases.

7.5 ELECTRICITY & NATURAL GAS

Pacific Gas & Electric (PG&E)

There are no new projects or programs identified at this time by PG&E for the Tower District Specific Plan area.

7.6 STREET LIGHTING

Department of Public Works

There are no immediate projects or programs affecting street lighting programed at this time by the Public Works Department as they would relate to the Tower District Specific Plan area.

7.7 FIRE PROTECTION

City of Fresno Fire Department
Dennis Megrditchian

Since levels of service do not need changing, the Fire Department has no comments to be included in the Plan.

7.8 POLICE

Fresno Police Department
Glen Smith

Since services are essentially in place for the built out area, the department has no specific goals to be included in the Specific Plan.

INFRASTRUCTURE

7.9 SCHOOLS

Fresno Unified School District and Fresno City College

Facilities improvements and construction have been discussed in the Land Use and Open Space Elements of the Specific Plan. There are no additional comments on school services to be included in the Infrastructure Element.

7.10 PARKS & RECREATION

Parks, Recreation and Community Services
Joe Wingfield, Director

Goals related to Parks, Recreation and Community Services were prepared by the Department and incorporated into the Goals, Objectives and Policies Element (2.0) of the Specific Plan document (Goal VI, Objective 3, Policies 1-9).

8.0 IMPLEMENTATION

IMPLEMENTATION

Preparation and adoption of the Tower District Specific Plan are major steps, and represent major commitments to address an array of needs, issues and opportunities facing district residents and businesses in the years to come. With adoption of the plan's Goals, Objectives and Policies, as well as other elements of the plan which provide specific direction to interests in both the public and private sectors, a framework to guide decision-making in and for the community is clearly established. However, in order for the plan "to get off the ground," and not just "sit on the shelf," certain additional steps are necessary to move things forward. The items listed below constitute some of these required next steps.

8.1 HISTORIC RESOURCES SURVEY IMPLEMENTATION MEASURES

The windshield survey of historic resources, which was conducted as part of Specific Plan development, generated annotated field maps, descriptions of five Historic Districts and one Thematic Group, and other information essential to establishing a resource conservation and revitalization program for the Tower District. Further work needs to be done with these first survey materials, both to keep the survey alive and to begin making use of the survey findings and recommendations.

1. Files need to be set up, so that research and additional information pertaining to each resource can be organized and made publicly accessible in a central location. This becomes especially useful once the findings and recommendations of the survey are publicized, for people often come forward with old photographs, newspaper clippings and other primary source materials of considerable value. Ideally, a repository for files and other survey materials would exist somewhere within or very near the Tower District or at the Downtown Branch of the Fresno County Library. Much work remains to be done in gathering information for each resource, for example, name of the architect and/or contractor, date of construction, former occupants and uses, and a description of the architectural style and building materials.

2. The findings of the survey need to be made public. Publicity can take many forms, such as feature stories and special supplements in local newspapers; walking tour brochures; exhibitions at local schools and libraries; and eventual publication of a survey document. Many of the district's resources already are well known to area residents, and have been publicized over the years in numerous ways. Future publicity needs to emphasize the existence of the survey, the opportunity to contribute to it and make use of its findings, and needs to show appreciation of the survey in terms of

neighborhood conservation and the Tower District's extensive inventory of significant resources.

3. To date, only two properties in the Tower District are listed on the National Register of Historic Places. The windshield survey for this Specific Plan identified nearly sixty resources as being potentially eligible for listing on the National Register. In addition, collections of resources, such as the Courts Thematic Group, also are potentially eligible for listing on the National Register. Placing properties on the National Register of Historic Places achieves widespread public recognition of the district's distinctive, place-making resources; directly contributes to neighborhood stability; and is exceedingly effective in building community pride. In most cases, responsibility for initiating the process to prepare nomination forms and to pursue listing of an eligible property on the National Register rests with the individual property owner.

   At the same time, the Historic Preservation Commission of the City of Fresno clearly possesses a major opportunity to pursue an independent, but nonetheless supportive and related course of action, by designating historic structures and historic districts of the Tower District for listing on the City's Local Official Register. Historic structures and historic districts located within vulnerable or "soft" areas of the Tower District need to be addressed by the Historic Preservation Commission on a priority basis, so that some of the district's most significant resources are not destroyed or irreparably damaged due to oversight, error or neglect.

4. A history walk is recommended as a specific project of the City's Historic Preservation Commission and/or the Fresno City and County Historical Society. The general purpose of the walk, or series of walks, is to provide an introduction to the architectural styles, building types and development patterns of the Tower District. The five Historic Districts and one Thematic Group could serve as reference points for this history walk. By the very nature of its content, this project would complement the recently-completed walking tour map of the district as prepared by the Preservation Committee of the Fresno City and County Historical Society.

   A history walk first needs to establish a precise statement of purpose, or mission statement. In specific terms, this statement of purpose needs to identify those subjects and types of information which are to be addressed by the history walk, and, by contrast, those subjects and types of information which will not be covered by the history walk. The statement of purpose for the history walk

needs to be built around a unifying concept and a clear presentation of themes. A second consideration of the history walk involves selection of a suitable presentation format. Is the walking tour to be self-guided, or is it to be led by a trained docent? Will it use a map, or perhaps a brochure with text and a map? Will there be interpretative markers, or perhaps just small plaques? Will a regular schedule be established and adhered to if a docent program is set up, or will docents be made available, on a request basis, to assist with the history walk? A third key element in the design of a history walk is its "orchestration". Professional consultants and preservation staff from cities with established conservation programs can provide useful experience and perspective on matters such as the length of the history walk; attention span of those persons likely to participate; genuine content and, therefore, probable degree of interest in the historic resources to be included in the history walk; and development of a sequence and narrative flow to the history walk which are most likely to build, and not just sustain, interest and enjoyment of the entire experience.

8.2 PLAN CONFORMANCE, REZONING PROGRAM, AND CONSERVATION IMPLEMENTATION MEASURES

The following measures are required to implement the land use and conservation use recommendations of the Tower district Specific Plan, and therefore should be considered as further refinements of plan policies.

1. Within the Tower District Specific Plan Area, any application for a building permit, director's classification, site plan review, or development entitlement must be consistent with the goals, objectives, policies, planned land uses, planned land use definitions, and residential densities stated or depicted in the Tower District Specific Plan.

   This requirement shall not apply to building permit, conditional use permit, variance, and site plan review applications for properties zoned and developed inconsistent with the Tower District Specific Plan at the time the Tower District Specific Plan is adopted, provided the following conditions are met:

   A. The proposed development is only for remodeling, renovation or reconstruction of existing buildings and uses.

B. The proposed development will not increase the floor area of the existing buildings and uses on the property.

C. The proposed development shall not increase the amount or intensity of existing uses on the property.

2. Conformance of rezoning applications to the Tower District Specific Plan shall be determined by either of the following methods, A or B.

If necessary, rezoning applications shall be conditioned and a covenant recorded guaranteeing the land uses, residential types, and densities stated by the planned land use definitions contained in the Tower District Specific Plan.

A. Planned Land Use/Zoning Consistency Matrix (Figure 8-2)

Planned Land Use	Consistency Rezoning (Table)
General Office	RP-L, R-P, C-P
Professional Office	RP-L, R-P, C-P
Industrial/Light Manufacturing	C-M, M-1
General Commercial	C-5, C-6
Neighborhood Commercial	C-1, C-2, C-5
Neighborhood Commercial/Mixed-Use	C-1, C-2, C-5, R-P, C-P
Residential Mixed-Use	R-1, R-2-A, R-2, R-P, C-P, C-1, C-5 (1) (3)
Residential/Medium Density	R-1, R-1/PD, R-1-C/PD (2)
Residential/Medium High Density Tolerant	R-2-A, R-2, (3)
Residential/High Density	R-2-A, R-2, R-3-A, R-3 (4)
Public Facilities and Churches	As permitted by the Fresno Municipal Code
Open Space	0
Parking	P

(1) Residential density restricted to a maximum of 16.13 units per acre.

The area south of Freeway 180 and within the Central Area shall be the only Residential/Mixed Use Area permitted to contain limited neighborhood commercial uses as allowed by the C-1 and C-5 zone

districts, subject to the use limitations specified in the rest of the Plan. Any commercial use in this area shall only be permitted subject to a Conditional Use Permit.

(2) Residential density restricted to maximum of 10.37 units per acre.

(3) Residential density restricted to a maximum of 16.13 units per acre. The Medium High Density residential category is only applicable to properties within Specified Density Tolerant Areas. Medium high density development in the Density Tolerant Areas shall only be permitted subject to a Conditional Use Permit. No structure in a Density Tolerant Area shall contain more than six dwelling units.

(4) Residential density restricted to a maximum of 29.04 units per acre.

For the Residential High Density Area generally south of Olive Avenue and east of Broadway, the maximum building height shall be three stories (not to exceed 40 feet) except for those properties fronting on Broadway, which shall be limited to maximum height of two stories (not to exceed 20 feet).

B. Planned Land Use Consistency Criteria as permitted by Section 12-403-C-2 of the Fresno Municipal Code.

3. Second Story residential uses (both single and multiple family) are allowed above commercial uses in planned general, neighborhood, and neighborhood/mixed use commercial land use areas, and the residential mixed use area south of Freeway 180, subject to a Conditional Use Permit and density restriction of no more than 16.13 units per acre. Second story residential uses are not allowed above commercial uses along Belmont Avenue west of Palm Avenue.

4. The Guideline Recommendations contained in the Tower District Specific Plan shall be used to evaluate applications for building, sign, relocation, and demolition permits, site plan review, and development entitlements. The design review process specified later in this section shall determine whether or not individual applications must conform to any of the Guideline Recommendations.

5. Certain changes to the City's Zoning Ordinance will be required to implement the Tower District Specific Plan. Also, the City's official

Zoning Map will need to be amended to assure that land use and zoning are consistent with one another.

Figure 8-1 is a map entitled Potential Areas for Rezoning. On October 1, 1991, and provided that the City's Development Department obtains necessary funding, the City intends to implement a rezoning program for the Tower District. As part of this rezoning program, the City intends to initiate and process rezoning applications as follows:

A. All vacant properties which are zoned inconsistent with the Tower District Specific Plan shall be considered for rezoning in order to be consistent with the Tower District Specific Plan;

B. All properties zoned inconsistent with the Tower District Specific Plan, but developed consistent with the Tower District Specific Plan, shall be considered for rezoning in order to be consistent with the Tower District Specific Plan;

C. Properties zoned and developed inconsistent with the Tower district Specific Plan shall not be immediately rezoned consistent with the Tower district Specific Plan. After the Tower District Specific Plan is adopted, the City shall conduct a study of each parcel zoned and developed inconsistent with the Tower District Specific Plan to determine if the property is occupied by a stable use and development which recognize the unique mixed-use character of the Tower District. This unique mixture has, over time, given the Tower District much of its varied and distinct character. At the same time, some incompatible uses exist which present serious land use conflicts on a continuing basis and which should not be continued. Following the completion of the study, a recommendation shall be made to the City Council on which properties should be rezoned. The City Council shall make a final decision on rezoning of all properties in this category no later that January 1, 2000.

D. No property planned for open space shall be rezoned to the "O" classification until such property is acquired and dedicated to open space use.

6. The Conservation Element of the Specific Plan identifies significant historic resources of the district. It delineates boundaries for the creation of five Historic Districts and identifies the location of some twenty-seven court developments for the creation of one Thematic Group. Formal establishment of these Historic Districts and

Thematic Group will require official City action, most probably consisting of an amendment to the City's Zoning Ordinance as well as delineation of boundaries and location of properties, as necessary, on the City's official zoning map.

7. Considerable interest exists for adoption and use of a tailor-made urban conservation overlay district, to guide future development actions within the area encompassed by the Tower District Specific Plan.

   The overriding purpose to be served by creation of an overlay district is the implementation and administration of tailor-made assistance programs, including building and storefront rehabilitation loans; design review; and application of special provisions to address signs, setbacks, building alterations and other aspects of site development inherent to the historic building fabric and distinctive character of the Tower District. Creation of an urban conservation overlay district, as well as initiation of design review for the Tower District, will require preparation and adoption of an ordinance as an amendment of the City's Zoning Ordinance. Setting up and appointing persons to serve on a design review committee definitely will benefit from focussed discussion and preparation of an independent report, to address key items such as committee composition, purview, coordination among City departments, procedural matters and other considerations germane to establishing a well-managed, credible process.

8. At a minimum interval of every five years, the city shall survey all properties within the Tower District Specific Plan Area for violations of the Fresno Municipal Code. Code violations shall be investigated for enforcement action.

9. The C-5 and C-6 zone districts shall be amended to allow "performing arts theaters" only within General Commercial areas in the central part of the Tower District (not including Belmont and Blackstone Avenues).

10. For the Tower District Specific Plan/General Commercial Area along Olive Avenue, the Zoning Ordinance shall be amended such that the Development Director, subject to noticing adjacent and nearby property owners may or may not exempt change of occupancy

requests in buildings or structures constructed before February 13, 1954, from applicable underlying zone district parking requirements.

8.3 PUBLIC AREA IMPROVEMENTS

Several elements of this Specific Plan call for various kinds of public area improvements, such as the reversion of one-way streets to two-way streets and the public use and enjoyment of Dry Creek Canal. Such improvements not only require the cooperative action of several City departments and other public agencies and special districts, but also will require substantial capital expenditures. At this point, an appropriate action of the City Council is the appointment of a special citizens' task force, the purpose of which is to involve a representative group of Tower District residents and business interests in drawing up a detailed list of public area improvements, preparing preliminary cost figures, and identifying potential sources of funding. (In some communities, a task force of this nature consists only of City staff, and is referred to as a capital improvements advisory committee.) This task force, perhaps to be called the Tower District Plan Implementation Committee, is to meet regularly with City staff and other public agencies to share responsibility for arriving at time frames and priorities for specific projects, and then building support within the community to gain approval and obtain funding. The Tower District Plan Implementation Committee will need to prepare and deliver a progress report to the City Council on a regular basis.

8.4 CITIZEN PARTICIPATION & PLAN MANAGEMENT

Within 10 days of Tower District Specific Plan adoption, the City Council shall formally establish and appoint members to serve on the Tower District Plan Implementation Committee. The primary purpose of this committee is to advise and monitor the implementation of policies and recommendations of the Tower District Specific Plan. The committee will also prepare a comprehensive list of capital improvement projects for the Tower District, to include a brief statement on the potential benefits likely to accrue from each project; to establish priorities and time frames for construction; to develop preliminary cost figures; and to identify and recommend possible sources of funding. The committee will be assisted in this effort by appropriate City staff who shall prepare a separate listing of all implementation policies and measures contained in the Plan. The committee will need to meet frequently, particularly at the outset. In order to work efficiently, and to assure maximum participation of each member, the size of this committee is not to exceed eleven voting members. Within one year of its initial meeting, the committee shall prepare and submit to the City Council a detailed report, with findings and recommendations on implementation of the Plan. The report will also specify the capital improvement projects that should be undertaken within the Tower

District and specific funding sources to implement the Plan and construct capital improvement projects.

Within 180 days of adoption of the Tower District Specific Plan, City staff shall deliver to City Council a report with recommendations regarding the establishment of a Tower District Design Review Committee. The primary purpose of this committee is to administer the Guideline Recommendations and other design-related items contained within the Tower District Specific Plan. The report to the City Council shall address function and scope of the committee; size and composition of the committee's members; operating procedures, including coordination of permit processing with other City departments; and other matters necessary for achieving an efficient and equitable handling of design review applications. The City Staff's report shall be reviewed by the Tower District Specific Plan Implementation Committee, which shall also make a recommendation to the City Council. As an interim measure, and until such time as the City Council acts upon the referenced City staff report and recommendations regarding design review for the Tower District, City staff is to administer the Guideline Recommendations and other design-related items of the Tower District Specific Plan. The interim design review process will consist of the following procedures:

1. Assessor Parcel Books at the City's Development Department public counter shall be marked to depict the boundaries of the Tower District Specific Plan Area. Building, sign, relocation, and demolition permits, and site plan review and development entitlement applications filed for property within the Tower District Specific Plan Area shall be subject to the design review process.

2. The Development Department and subcommittees of the Tower District Specific Plan Implementation Committee and the City of Fresno Historic Preservation Commission shall utilize the Tower District Specific Plan Guideline Recommendations to evaluate building, sign, relocation, and demolition permits, and site plan review and development entitlement applications. The subcommittees shall make recommendations to the Development Department Director for application of the Guideline Recommendations. The final decision on application of the Guideline Recommendations shall be made by the Development Director, Planning Commission or City Council pursuant to Fresno Municipal Code procedures for the processing of building, sign, relocation, and demolition permits, and site plan review and

development entitlement applications. Whenever a site plan review application or development entitlement is considered for final action by the Planning Commission or City Council, the recommendation of subcommittees shall be forwarded to the Planning Commission or City Council.

8.5 FUNDING MECHANISMS

The following list of funding mechanisms is provided as a general guide to further opportunities for funding Tower District Specific Plan recommendations and should be further studied by the Implementation Committee. This list is not intended to be exhaustive and is not specific in its applicability to the City of Fresno. The recommended approach is to prepare a tailored program of funding mechanisms that is best suited to the city of Fresno and that leverages the funds available for the greatest effect.

AB 1693

Property and business owners of the greater Olive/Tower commercial district need to discuss and agree upon specific district boundaries, and then formally establish this district for purposes of promotion and protection of interests. The well-established instrument which allows property and business owners to set up this type of local benefit assessment district is AB 1693, also known as the Parking and Business Improvement Area Law of 1979. (See Sections 36500-36581 of the State's Streets and Highways Code.) Once such a district is established, funds become available to 1) acquire, construct or maintain parking facilities for benefit of the district; 2) undertake promotion of the district's business and commercial interests; and 3) fund minor improvements geared to beautification and enhancement of public areas. Most important, the Olive/Tower business community will be able to retain the services of a manager to handle promotion, advocate the interests of the district at City Hall and before the community at large, and assist with coordination of projects and programs affecting both public areas and private interests within the district.

There are several experts, who possess "hands on" experience setting up AB 1693 districts. Drawing upon the services of one of these experienced individuals will greatly facilitate any effort to establish this type of program within the Olive/Tower commercial district.

Special Assessments

Special assessment districts can be created for properties in an identifiable area which would benefit from certain types of capital improvements. Assessments have a long history in California and much

of the legislation used in Assessment District formation dates to the early 1900s. Assessments are paid with property taxes and are secured by a lien on real property. When property owners cannot pay assessments within a designated period of time, assessment bonds can be issued for unpaid assessments.

Assessment districts can be created for a variety of specific improvements, including landscaping, maintenance, street paving, sidewalks, collection sewers, storm drainage systems, local gas and electrical services, street lighting, curbs, gutters, and off-street parking. Property assessments are levied on the basis of benefit, as determined by a professional qualified to make such judgments, such as an engineer or economist. AB 1693, discussed above, is one of a number of California Assessment Acts applicable to the Tower District.

Capital Improvement Program

The City's Capital Improvement Program (CIP) is a known source for funding. While CIP funds probably are already committed for the immediate future, some of the Tower District Specific Plan programs could be included in longer term CIP budgeting. Using existing sources of funds, to the extent that they are available, is the simplest and most direct source of revenue. These funds may be supplemented, though not a popular option, by increased taxes, including special tax increases or new special taxes, and general tax increases or new general taxes (taxes not dedicated to specific use).

Public/Private Development Partnerships

A city can sell and/or lease public property to private development companies for a set formula; or it can become a joint-venture partner with a private developer. Either opportunity involves the city making publicly owned lands available for private development. This mechanism is most often used with downtown city properties for cooperative projects.

Exactions or Private Development Strategies

Cities may require developers to participate in benefit assessment districts or provide services, improvements and/or fees to the city as new projects are subdivided and/or constructed. Under State law, the charges and improvements required must be related to the project being constructed, and must be equitably levied against all similar projects. Typically, public facilities required include storm drains, water lines,

sewer laterals, street lights, collector streets, curbs, gutters and sidewalks.

Development Fees

Development fees share some similarities with exactions. Typically, development fees for public facilities are collected from developers at the time a building permit is issued and usually are for such improvements as water, sewer and storm drains, land acquisition, libraries, schools, parks, roads and street lighting.

For public infrastructure, there are two forms of development fees that are used with some degree of regularity, connection fees and impact fees. Connection fees pay for hook-ups to public infrastructure. Impact fees are paid into a fund to finance infrastructure throughout a district. Both are a form of mitigation for the impacts of development. Often, development fees fund transportation or transportation related improvements.

Tax Increment Financing

Capturing increases in property tax revenues from new construction, or reappraisal following sales on vacant or developed property is most commonly associated with Redevelopment Agency plans. Key to this revenue source is that the property tax rate is not increased, but rather the difference between the tax before new construction/sale and after reappraisal by the County Assessor (tax increment) is available in whole or in part to the City to fund capital projects and services needed by the community. Property owners pay no additional amounts other than their respective property taxes, and the portion of tax increment retained by the City comes from within the total taxes paid. Under Redevelopment law, new development can be facilitated by condemnation and land assembly, but this action is not a necessary part of Redevelopment Agency actions.

Grants and Gifts

A private non-profit foundation can be formed to receive gifts from donors to be used to fund community improvement programs. This possibility should be explored in concert with any existing non-profit foundations. Grant monies at the County, State and even Federal levels, such as Community Development Block Grant funds, provide another possible source of financing.

IMPLEMENTATION

Mello-Roos Community Facilities Act of 1982

The Mello-Roos Community Facilities legislation provides several opportunities for what are basically impact fees required for certain types of development. An excellent source is "The Public Official's Guide to the Mello-Roos Financing," Orrick, Herrington and Sutcliffe, San Francisco, CA (1988).

Additional Sources:

A Planner's Guide to Financing Public Improvements, Office of Planning Research/Office of Local Government Affairs, 1400 Tenth St., Rm. 250, Sacramento, California 95814, (916) 445-4831

California Debt Issuance Primer, California Debt Advisory Commission, Sacramento, California 1988, 300pp.

Development Exactions, edited by James E. Frank and Robert M. Rhodes, Planners Press, Chicago, Illinois, 1987, 198pp.

"Financing Capital Improvements for Redevelopment in California," Goldfarb and Lipman, December 1982.

Horler, Virginia, Guide to Public Debt Financing in California (new and revised edition), Packard Press Pacific, San Francisco, California, 1987, 279pp.

Paying the Piper, California Governor's Office of Planning and Research, Sacramento, California, 1982, 174pp.

Porter, Douglas R., et al., Special Districts: A Useful Technique for Financing Infrastructure, Urban Land Institute, Washington, D.C., 1987.

Raymond, Valerie, Surviving Proposition Thirteen, University of California, Berkeley, California, 1988, 84pp.

APPENDIX A :

GUIDELINES
RECOMMENDATIONS

PUBLIC AREA IMPROVEMENTS

PRINCIPAL OBJECTIVE:

To retain, conserve and repair, as necessary, existing materials, hardware, design elements and other features which contribute to the overall appearance, character and amenity of public area improvements within the Tower District.

Guideline Recommendations for Public Area Improvements of the Tower District address structures, roadways, alleyways and other built and landscaping features existing on or within public property or rights-of-way. Until such time as a Landscape Master Plan is prepared and approved for the Tower District, or streetscape plans are prepared and approved for use within individual commercial or residential areas of the district, the Guideline Recommendations for Public Area Improvements shall serve as policy.

Streets & Alleyways

In general terms, and certainly on a first encounter, the street layout of the Tower District reads and functions as a classic application of the grid system. And yet, it is the minor and subtle exceptions to the overall uniformity of this classic grid platting which greatly enrich the design character and dimension of the district—the curves and islands surviving from earlier days of the streetcar, the slight offsets in the alignment of streets and blocks resulting from subdivisions abutting one another but constructed separately and by different developers, and the presence of alleyways in many areas of the district and the lack of them in others.

The grid pattern, block size and dimensions of streets and alleyways of the Tower District probably are taken for granted by many of those who know and appreciate the district's overall character. Nonetheless, these elements are key contributors to the district's distinctiveness and special charm. Accordingly, any removal or modification of these elements, no matter how incremental or seemingly inconsequential in nature, will alter the district's quality of life.

Olive Avenue exists as a principal, east-west thoroughfare for the Tower District. Both east and west of its intersection with Wishon to the north and Fulton to the south—some would refer to this intersection as the heart of the Tower District—Olive functions decidedly as a pedestrian-oriented retail street. Most buildings and storefronts in the vicinity of this intersection front directly onto the sidewalk, with no front or side yard setbacks, as originally designed and constructed. However, incremental erosion of pedestrian-oriented street and sidewalk space has occurred over the years with piecemeal widening of Olive, demolition of structures for replacement as surface parking lots, and installation of curb cuts and driveways to provide vehicular access to

and from Olive to new parking lots located in the "front yards" of retail businesses.

Examples of comparatively-recent street widenings and installation of curb cuts exist on other streets within the district and, whether considered individually or collectively, have served to gradually erode and change the distinctive neighborhood character for which the Tower District is known.

In light of the above, any proposal to modify a street or alleyway within the Tower District needs to be reviewed as follows:

- where an alleyway exists, or where vehicular access exists or can be provided from a side street, no curb cuts are to be permitted on a property's primary frontage
- alleyways are not be be vacated or abandoned by the City of Fresno unless and until a showing can be made that the continuing existence of the subject alleyway clearly poses endangerment to the community's health, safety and basic welfare
- no street or intersection is to be widened, or existing curbline modified, absent community involvement in the preparation and adoption of a comprehensive plan for such improvement(s)
- consistent with the above, and to the extent possible, curb cuts are to be removed and curblines restored when appropriate opportunities arise, e.g., there is a change in use requiring permit approval, or there is preparation and adoption of a new plan for a street.

Street Lamps

During the 1920s, hundreds of municipalities in California and elsewhere across the United States installed freestanding cast iron and precast concrete street lamps. Those communities which committed themselves to this new type of illumination for street and sidewalk areas were seen as being mature and progressive; demonstrating pride in civic places such as town squares, streets and parks; and continuing to build upon the City Beautiful movement which originated with the Columbian Exposition (Chicago World's Fair) of 1893.

Fresno, and the Tower District in particular, still possesses a substantial inventory of these street lamps. Whereas many other communities have removed and disposed of these fixtures, the City of Fresno has adopted a policy calling for their retention and conservation. These fixtures will

only continue to grow in value, not just intrinsically but in adding to the appeal and value of the neighborhoods in which they are located.

Unfortunately, many of the historic street lamps within the Tower District currently are suffering from neglect and disrepair. A detailed survey of existing conditions needs to be conducted, to be followed by institution of an affirmative, on-going maintenance program to both make necessary repairs and build up an inventory of spare parts.

Tree Lawns & Landscaped Medians

Tree lawns most commonly are found in residential areas, and a tree lawn is that area, customarily landscaped with turf, which exists between the rear edge of the curb and the front edge of the sidewalk. The residential streets of the Tower District possess an abundance of tree lawns, thereby explaining in part why so many persons find grace, charm and refinement in these neighborhoods. To the extent that tree lawns are still constructed in new residential subdivisions today, they tend to be narrower than those found in the Tower District. Contemporary tree lawns almost always are bisected by the presence of driveways, whereas most of the tree lawns in older portions of the Tower District exist without curb cuts. In any event, the tree lawns of the Tower District exist as a distinctive public landscaping resource contributing to both the livability and the value of the district's residential neighborhoods.

Two major streets of the Tower District, East Weldon Avenue and North Van Ness Boulevard, also possess wide, handsome landscaped medians. For many persons, these medians are evocative of this country's earlier, and now justly celebrated, "streetcar suburbs". Although the Tower District's streetcar lines were removed just prior to World War II, the landscaped medians reminiscent of this earlier and very significant period of urban development in America remain basically intact. These two landscaped medians, as well as other minor ones within the district, unquestionably are worthy of preservation. Accordingly, there are to be no design or physical changes to street sections, curb lines, paving and landscaping materials, street lamps or any other physical feature belonging to existing landscaped medians in the district.

Street Trees

As one of Fresno's first suburbs, the Tower District possesses some of the city's most mature and memorable street trees. The deodars of North Fulton Street and North Van Ness Boulevard, and the date palms of East Belmont Avenue, are but two examples of street trees that make major

contributions to the built character of the district's commercial thoroughfares and residential neighborhoods.

The City recently completed a comprehensive inventory of its street trees, and is entering the findings into an information system. The windshield survey conducted for this Specific Plan includes recordation of significant stands of street trees and other major landscape features within the Tower District. Accordingly, any permit application or proposal to make public area improvements must specifically reference and address these two sources of information on existing street trees and other principal landscaping features.

Existing stands of mature street trees need to be maintained, just as with other elements of public infrastructure such as street lights, streets and sidewalks, landscaped medians and underground utilities. Where there is loss, there needs to be replacement; and where there is damage, there needs to be repair.

When off-site improvements are required of residential construction, the selection, sizing and spacing of street trees are to be reviewed on the basis of existing streetscape. Where the existing residential streetscape contains few trees, or where several species exist, then the City's adopted list of street trees becomes appropriate for making a selection.

When off-site improvements are required of non-residential construction, or in the case of a public works project, tree selection and/or any modification to existing landscaping is to be considered on the basis of a specific street tree and/or site development landscaping plan. A major purpose to be served by this requirement is the avoidance of compromise to historical landscape "placemakers", e.g., the deodars of North Fulton Street. As is the case with the architecture of new buildings in the Tower District, it is inappropriate to emulate or extend landscape designs and solutions of earlier periods in new landscape solutions.

In cases of new construction projects or rehab work covered by permit which are located within retail commercial areas and where no adopted plan exists for streetscape, the installation of street trees shall not be a condition of approval.

Street Furniture

Sidewalk areas of the Tower District contain an array of historic objects, e.g., hitching posts, railings, Craftsman-style gateways, and, as discussed above, street lamps. The locations of these significant objects are recorded on Assessor's block and lot maps, as identified during the March, 1990, windshield survey of the district. The retention, maintenance and repair of these historic objects will only further

enhance the value of Tower District residential and commercial properties in the years ahead.

Other street furniture exists within the Tower District of a more universal and utilitarian nature, e.g., trash containers, newspaper racks, planter tubs, traffic control hardware, and "cobra head" street lights. Some of this street furniture exists, in terms of design and placement, on the basis of City standards; other items exist in the public right-of-way for less formal or non-systematic reasons.

As a general practice, and definitely in the absence of a streetscape plan and program, the installation and continued presence of movable street furniture such as trash receptacles, newspaper racks and planter tubs must include a specific commitment to regular maintenance. If the applicant is unwilling or unable to extend this commitment, or if the applicant fails to honor this commitment, then the City's denial or revocation of the subject permit application may become necessary. Unattended trash receptacles most often are more offensive than no trash receptacle at all; planter tubs that are not maintained become unsightly trash collectors.

Replacement or "upgrading" of street furniture items such as street lights and traffic signals needs to be tied to the scale, function and character of the street environment to be served, rather than to impose a single City standard indiscriminately throughout the district. For example, Shields Avenue and Olive Avenue are very different kinds of streets, in terms of present and future land uses, site development characteristics of adjoining properties, functions within the city and the metropolitan area, and pedestrian use and enjoyment of sidewalk and public spaces. While it may be appropriate or even necessary to install mast arms on traffic signals at major intersections on Shields Avenue, such treatment would be excessive and inappropriate on Olive Avenue between Fruit and Blackstone.

Paving Materials

Unless and until there is adoption of a Landscape Master Plan for the Tower District, or a streetscape plan applicable to a specific development proposal, public sidewalks and other public places intended for pedestrians shall be paved to current City standards.

BUILDING ALTERATIONS

PRINCIPAL OBJECTIVE:

To respect and enhance historic building fabric and other significant design elements when undertaking projects intended to preserve, rehabilitate and/or revitalize the Tower District's substantial and diverse inventory of historic resources.

Guideline Recommendations for Building Alterations within the Tower District address alterations to building exteriors and modifications to site development characteristics of existing properties.

Historic Building Fabric

The March, 1990, windshield survey of historic resources of the Tower District serves as a cornerstone of this Specific Plan. Briefly summarized, the survey identified and recorded the locations of the wide array of built resources to be found in the Tower District, in terms of building types, architectural styles, periods of construction, and building materials. The survey also evaluated the district's historic resources in terms of their individual and collective significance; and such evaluation quite often was "predetermined" due to exterior alterations made to a structure subsequent to its original date of construction. Unfortunately, many exterior alterations have resulted in changes to historic building fabric which, in turn, have reduced the value and significance of a building or storefront. Such "improvements" commonly are referred to by various names, for example, restoration, rehabilitation or renovation, but in any case, constitute change to the historic building fabric of a structure (or collection of structures), and are the principal focus of this section.

Until such time as Design Guidelines are prepared in detail and adopted for specific application in the Tower District, and particularly when there are issues and questions regarding historic building fabric, it is advisable to consult the most recent edition of The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings which are included in Appendix B.

Building Materials

The Tower District is replete with examples of significant buildings and storefronts whose historic building fabric has experienced the addition and/or substitution of building materials. As common examples, many houses now have metal or vinyl siding applied over the original wood siding, and anodized aluminum frames have replaced the original wood frames and sashes on some or all windows and doors; storefronts have new doors to replace the original door frames and hardware; and, in the case of some of the district's otherwise finest Bungalows, the original wood piers used to support the front porch overhang have been replaced with decorative wrought iron. To some persons, such additions or substitutions are hardly discernible, and therefore, seemingly of little or

no consequence. In any event, many of these changes in building materials commonly introduce or impose new motifs and styles, thereby compromising the integrity of the structure's principal architectural style and historic building fabric—the Bungalow no longer manifests its classic, understated simplicity, the postwar Showcase storefront now has front doors just like those found at convenience stores and mini malls everywhere.

Building materials which contribute to the district's historic building fabric need to be retained and conserved through actions which are appropriate to each situation, whether it be stabilization, preservation, rehabilitation, repair and/or regular maintenance. Deciding which specific action to take, and when to take it, requires careful consideration of the subject building material and situation to be addressed, in terms of age, condition, historical significance of the building or storefront, and the economics involved. In the case of significant buildings and storefronts, the substitution or change of building materials in general needs to be viewed as an action of last resort, as a step to be taken only when all other means to retain the original building material have proven to be infeasible.

It definitely is in the property owner's best interest to become informed, by consulting appropriate specialists and/or relevant sources of information, prior to taking any action regarding the retention, maintenance, repair and/or replacement of historic building materials. Reputable persons or companies possessing specialized skills and services almost always will inspect a property and provide a detailed cost estimate at little or no cost.

Openings

Another common situation regarding historic building fabric in the Tower District is the enlargement of original openings and/or the installation of new openings for windows and doors. In some cases, the change to the original pattern or distribution of openings on the building facade is barely discernible; in other cases the new or enlarged opening(s) stands out in marked contrast to the original solution.

To the extent that a new opening or the enlargement of an existing opening becomes highly desirable or somehow necessary, then the size, placement, framing and glazing of the new or enlarged opening(s) are to cause as little disruption to the established pattern and finish of existing openings as is possible.

Still other situations exist where the historic building fabric is visually and functionally altered when an original opening is filled. This condition is readily observable in particular on many of the district's

storefronts. Some of the filled openings are permanent; others that were intended to be only temporary have become permanent. While filling an opening may serve a functional purpose, it almost always lowers the value of the property, and, in the case of a retail commercial blockface, imparts the message that retail trade in the area probably has seen much better days. Accordingly, filling an original opening within historic building fabric is to be avoided.

Building Additions

Another type of improvement which offers the potential for altering historic building fabric relates to building additions, such as adding or enlarging an existing room or porch, adding a new floor(s), or adding an exterior stairway. The cost of adding a room or a floor to an existing structure can be very expensive. Unfortunately, and in altogether too many cases, the resulting change to the historic building fabric is sufficiently insensitive to the point that resale value of the historic structure actually is lowered.

Building additions can minimize adverse change to historic building fabric if the following criteria are observed:

- the shape, openings, roofline, materials and finish of the addition indicate recognition of, and then provide an appropriate response to, corresponding elements of existing historic building fabric
- building additions that would protrude from or otherwise alter the existing configuration of the front facade of a historic structure are avoided
- exterior stairways are to be located on, or as near as possible to, the rear facade.

Security Measures

Throughout the Tower District, in residential neighborhoods as well as commercial and industrial areas, one can observe numerous kinds of security measures—gates, screens, bars, and grilles. Most of these measures are visible from the sidewalk and street, as indeed they are intended to be, and most of this security hardware is applied to the building's exterior.

Alarm systems are visually less obtrusive, and may consist of an exterior-mounted and purposely-visible alarm box, sensor tape applied to plate glass windows and display cases, interior motion detectors, or warning labels. Changing technology in this field has both improved the effectiveness of such systems and significantly lowered their cost.

Some persons arguably maintain that the presence of exterior-mounted screens and bars goes beyond deterrence, that is, a neighborhood which

contains houses and storefronts covered with "prison-like" bars and gates actually invites further crime. In any case, the presence of this type of exterior-mounted security hardware does alter the visual quality of historic building fabric, and, in some cases, the security hardware is so dominant that the value of the historic building fabric is all but lost.

To secure a building or storefront possessing historical significance, the use of an alarm system in almost all cases is a superior alternative to the use of exterior-mounted gates, grilles, screens or bars. If a business or building owner insists that a storefront area must be protected with some type of exterior gate or bars, then such gate or bars need to be removed each day during business hours.

Courts

Among the most architecturally-distinctive and significant resources of the Tower District is the extensive presence of court developments. The basic concept which underlies this building type, as well as the particular collection of courts which exists in the Tower District, are addressed in the Conservation section of this Specific Plan. Preservation, restoration and rehabilitation of the district's court developments are vital and necessary actions if the courts are to remain as major contributors to the district's special sense of place and overall character.

Fundamental to design of the court building type are symmetry and simplicity. To the extent that the symmetrical layout and shape of the court's individual units are altered, or the "equal treatment" accorded to the features of each unit compromised, the court loses the essential quality which distinguishes it from all other multi-family building types.

The following criteria apply to historic building fabric of the district's existing court developments:

- any change or modification to any exterior feature, for example, street address signs, shall consist of identical design and application for each unit
- no intrusions, screening or blockage of the central court space are permitted
- retention, maintenance and any necessary repair of original primary exterior building material, usually stucco, are critical actions
- addition or substitution of building materials is to be avoided
- signing programs for court developments with professional offices are to be low key, directory-type solutions, consisting of uniform

format, type style and size, colors and materials; individual solutions or deviations from a uniform format are inappropriate.

Air Conditioners

The use of air conditioners and air cooling systems has become a way of life in American cities, and especially in cities such as Fresno, where the summer climate often consists of very warm days and evenings. New construction today almost always includes interior installation of centrally-controlled and integrated heating and cooling equipment. However, the installation of air cooling systems in older buildings usually involves some kind of exterior-mounted equipment and hardware.

Appropriate locations for installation of individual, window-mounted air conditioner and air cooler units for storefronts and rooms which face the street include side and rear walls; installation on the front building facade is to be avoided. If installation is to be on a roof area, the equipment needs to be located so that it is not visible from a public right-of-way. On some roof areas, or where installation occurs in a side or rear yard area, it may be necessary to screen the equipment from public view by construction of some type of housing or enclosure. The design and materials of screens for this purpose, just as with screens for other utilities and service areas, are to interfere as little as possible with the historic building fabric of the primary structure.

Cleaning Exterior Brick Surfaces

Within the Tower District, there are both residential and commercial buildings with exterior brick walls. Many of these buildings possess considerable architectural and historical significance. Retention of these structures is important to maintaining the diversity and distinctiveness of the district's rich architectural heritage.

Unfortunately, many brick buildings all over the United States, and particularly in parts of the country with harsh winter climates, will now experience much shorter lives due to sandblasting of the brick surface. Never sandblast a brick surface for any reason! Metaphorically, it is the equivalent of removing the top, protective layer of skin from one's face. To clean or remove paint from brick surfaces, the rule of thumb is to start with soap and water, and then to work up progressively to stronger cleaning solutions as necessary. The next category of cleaning agents includes mild chemical agents or solvents. Prior to starting any work with any chemical agent or solvent on an exterior brick or masonry surface, a building owner is advised to contact a manufacturer's

representative or a reputable company which specializes in the cleaning of building exteriors.

Paint & Exterior Colors

As a general guideline, residential and commercial buildings whose primary exterior building material is stucco, glass or wood siding are painted or otherwise finished in a light body color. The use of dark and intense colors is reserved for trim and decorative elements, e.g., window and door frames, railings, parapets, architectural details. Today, one can observe this condition existing throughout most of the Tower District.

The use of dark paint or dark-value finishes as the primary building body color is to be avoided. Dark and/or intense colors suck light from street life and the surrounding environment; they also tend to absorb heat, and therefore become more expensive to keep cool in the summertime.

In the case of historic buildings, regular maintenance and repair of exterior building materials is critical to retention of original color values. The relationship which exists between the architecture and the color value of original building materials of a historic structure is significant, if not also subtle. Changes to original building materials, including paint schemes or use of any kind of coating, will affect color values; and, in some cases, will serve to diminish the structure's historical significance. Accordingly, any potential alteration to original building materials needs to be carefully considered prior to its execution.

NEW CONSTRUCTION

PRINCIPAL OBJECTIVE:

To welcome and encourage new buildings, signs and landscaping whose design, use of color and materials, and site development characteristics clearly demonstrate a recognition of the historic building fabric and other significant design elements of the Tower District's existing built environment.

Guideline Recommendations for New Construction within the Tower District address, for the most part, opportunities for development of new residential, commercial and office buildings which make use of vacant parcels or in-fill sites. However, it is to be noted that the spirit and intent of this set of Guideline Recommendations potentially would apply to all types of new construction within the Tower District, such as schools, industrial and manufacturing uses, and governmental and institutional construction.

Architectural Style

The design quality of new construction in the Tower District needs to read as an honest statement, that is, the new building needs to stand on its own terms and make its own contribution, without mimicking or borrowing from others. At the same time, the design of new construction needs to recognize the presence and respect the design qualities of existing significant buildings and other built resources. Compatibility and harmony are the guiding principles, rather than designing new construction to compete with or grab attention from others.

New construction to be avoided includes the following:

- "replica" buildings
- "theme" architecture
- "look at me" buildings or design solutions
- buildings which mix or combine different periods, styles or motifs

Building Materials

The predominant exterior building materials to be found in the Tower District are stucco and horizontal wood siding. Occasionally one encounters an older residential or commercial structure whose primary exterior material is red brick. Many postwar commercial structures also incorporate the exterior use of fieldstone as a decorative or trim material.

Exterior building materials to be avoided include the following:

- rough-hewn or rustic wood siding
- diagonal wood siding
- lava rock

- plywood
- used brick, small ceramic tile and other building materials and fixtures customarily used in residential interiors
- plaster or stucco finish work which uses rounded edges and/or swirls

The type of glazing selected for a building or storefront is critical to the general public's perception of what is going on "inside" the building. Buildings and storefronts that use mirror or dark-tinted glazing are saying to the passerby that what is going on inside is not to be part of the life of the community and, most importantly in the case of storefronts, the life of the street and sidewalk. With the possible exception of the southwest corner of the district, where industrial and manufacturing uses exist, the uses of the Tower District unquestionably possess an orientation to the community and individual neighborhoods in which they exist.

Glazing solutions to be avoided include the following:

- mirror, highly-reflective or dark-tinted glazing
- glazing in office buildings where transparency will be less than 50 percent
- storefront or residential glazing which is less than 90 percent transparent

In situations involving prolonged exposure, and therefore where heat build-up of building interiors can become an issue, the use of awnings, sunscreens, interior shades and exterior landscaping are proven and preferred alternatives to the use of tinted or reflective glazing.

Building Shape

The dominant configuration of virtually all residential and commercial buildings in the Tower District is rectangular. Accordingly, new buildings need to avoid the use of other types of configurations, such as circles, rounds, wedges, and other kinds of irregular shapes. A very few exceptions may be justified in special situations, such as those dictated by the historic street layout or at major intersections.

Rooflines & Openings

Rooflines of new buildings need to work in harmony with the established rooflines of their neighbors. In most cases, and regardless of the use of the new building, this is not likely to be an issue. However, in several notable instances within the Tower District, the rooflines of recently-completed commercial and office buildings utilize so-called mansard configurations and other decorative features. Such solutions

are inappropriate for the Tower District, and therefore are not to be considered in the design of rooflines of future new construction even if found on nearby properties.

In a similar vein, the pattern and rhythm of openings for doors and windows in new construction also need to achieve some degree of harmony with neighboring structures. Wherever possible, the aim is to reinforce and enrich, rather than to compete with or disrupt, the character of an established blockface. The ultimate measure of memorable townscape is the subtlety and interplay of slight variations in detail and trim, and not jarring contrasts in building shapes, rooflines and openings.

Building Setbacks

New construction within the Tower District needs to observe established building setbacks, or absence thereof, in residential as well as commercial construction. In the recent past, many new buildings have not observed the established setback pattern of neighboring structures and similar uses, with results that are destructive of the district's urban fabric. In particular, one observes that most new commercial buildings are set back from the street, with surface parking located along the street frontage. While admittedly this type of site design for retail commercial uses is permitted by City code, and while it may be appropriate if not actually desired in other parts of Fresno, it nevertheless is incompatible with well-established retail shopping streets of the Tower District, where buildings and storefronts are built to the front property line. The "shopping center" or "mini mall" site design is especially harmful to the Tower District at its major intersections, where the architecture and use of buildings rather than the presence of parking lots are needed to reinforce purpose and contribute to the urban character of the community.

Virtually all new buildings to be located within established shopping areas of the Tower District need to be constructed to the front and side property lines, so that the blockface of the entire street frontage will exist without gaps, "left over" spaces or curb cuts for driveways. The variance process should be used, if necessary and appropriate, to allow buildings to be constructed on the property lines. The clear intent is to maximize pedestrian use, enjoyment and amenity associated with the district's storefronts and retail commercial streets.

New residential and office construction located outside of established retail areas must respect established front, rear and side yard setbacks of nearby properties. Unfortunately, some of the Tower District's principal thoroughfares and "gateway" streets contain examples of office buildings either built on the front property line, or built far back on the

site with a surface parking lot and driveway dominating the front yard. While such solutions presumably satisfy the letter if not the intent of present City code provisions, they nevertheless are jarring in character and erosive of the historic patterns of development of most residential neighborhoods of the Tower District.

When new construction is to be located within the district's older, established neighborhoods, then the use of front, side and rear yard setbacks of the new construction are to achieve compatibility with corresponding site development characteristics of nearby properties.

Secondary Structures & Walls

The design, placement and use of materials of secondary structures, such as garages, carports and utility sheds, as well as walls and fences, are just as critical to the overall appearance and value of a property as the design and building materials of the primary structure. Indeed, all too often we see the design integrity and value of a historically-significant property seriously and unnecessarily diminished by construction of a secondary structure or wall—not in terms of its erection per se, but due to its placement and/or use of materials.

A common practice in residential areas of the Tower District is the later addition of a carport or lean-to, where the solution is to attach this type of secondary structure to the house. In virtually every case the design and/or use of materials of this later addition is incompatible with the building fabric of the original structure, thereby compromising the integrity of the property's primary structure.

The subsequent addition of garages or carports to residential properties of the Tower District will best serve individual and collective interests if they are built as freestanding structures, and placed, to the extent possible, to the rear of the house. The shape, materials and paint schemes of these parking structures need to be consistent with corresponding qualities of the residential structure.

Many significant properties of the Tower District also are compromised by the later addition of walls or fences due to choice of building material and/or placement. As a general rule, the installation of chain link fences or cinder block walls is inappropriate within front or side yards of residential or retail commercial properties. (This guideline does not apply to cinder block or precast concrete walls which are finished with stucco.)

Signs

The design, size, placement and use of materials of new signs in the Tower District are to be geared primarily to the pedestrian. This guiding principle is based on the predominant scale and character of the district,

as well as the principal focus of this Specific Plan, namely, the conservation and revitalization of the district's historic buildings and neighborhoods. The three major exceptions to this guiding principle regarding new signs in the district are the entire Blackstone corridor, which is definitively linked to use of the motor vehicle; the southwest corner of the district, where many land uses are geared to manufacturing and industrial activity; and Shields Avenue, where this Specific Plan calls for construction of office buildings.

Signing "puts the face" on a business; it reveals many things about a business that go far beyond the actual content of the sign's letters, symbols and message. Signs can inspire and excite the senses as well as inform and provide imagery; they have the potential to greatly enrich life on the street and the distinctive flavor of a commercial district. Signs in themselves also can generate additional business volume, just as poor signing can turn people off and therefore do great harm to an otherwise sound business. Beyond the signing and graphics program of an individual business, the collection of signs which appear on a building, a blockface and a district also tell us many things about the place we are visiting, in terms of style of management, overall quality of goods and services, concern for the general public, and the prevailing spirit of teamwork and cooperation.

The following types of new signs and graphics are appropriate for use on buildings and storefronts within commercial areas of the Tower District, where the orientation clearly is to pedestrian scale and activity:

- window signs with painted or applied vinyl letters
- projecting signs
- icon signs
- wall signs, especially those consisting of applied individual letters
- awnings with business name applied to valance

The following types of new signs are inappropriate for use in commercial areas of the Tower District, and therefore are to be avoided if not prohibited:

- rooftop signs
- projecting signs (except for "fin" signs) which extend above the roofline
- general purpose advertising signs, such as billboards
- freestanding signs, especially pole signs

NEW CONSTRUCTION

- internally-illuminated, metal frame "box" signs
- paper or fabric signs, including banner signs, unless for market uses where location, format, letter style and schedule for changing content of message are approved in advance and adhered to
- "temporary" signs that become permanent signs
- florescent or day-glow signs
- moving signs, or signs with moving or flashing letters or objects
- signs which cover or compete with architectural detail

Within the Tower District, there are several residential areas where professional offices are permitted as conditional uses. In such areas, signs are appropriate when observing the following criteria:

- the design and primary material of the sign are residential in character
- information on the sign is limited to business name and street address
- only one sign is permitted, even if more than one business exists
- preferred solutions are a small wall sign adjacent to the front entrance, or, if a glass door exists, a sign with painted or applied vinyl letters
- the use of a freestanding sign is restricted to a low, monument-type sign, which must be sited parallel to the primary street and set back at least half the distance from the rear edge of the sidewalk to the front of the primary residential unit

Site Development

With the exception of the many vacant parcels located within and adjacent to the proposed Highway 180 right-of-way, as well as the comparatively few vacant lots scattered throughout the Tower District's residential and commercial areas, the ultimate pattern for build-out of the district is well established. This Specific Plan serves to recognize and further reinforce this established character. Accordingly, specific elements and features of site development associated with the district's relatively few in-fill opportunities deserve attention.

Site development guideline recommendations developed elsewhere in this section, for example, regarding setbacks, building shapes and rooflines, as well as those contained in the companion section entitled, Public Area Improvements, were generated in large measure with the district's in-fill opportunities serving as the point of reference.

NEW CONSTRUCTION

Additional elements and features of site development which deserve special attention are covered below.

Off-street parking areas are to be screened and illuminated with adjoining uses in mind, so as to minimize visual and audible intrusions. This is especially important when commercial developments of any size extend into or abut a neighborhood of established residential character, or when new higher-density residential construction is built next to existing lower-density residential construction.

Rear and side yard areas are to be designed and treated as spaces for "outdoor living" and "people places", and not merely as left over or required space in which to accommodate only trash collection bins, outdoor storage and off-street parking. Rear and side walls of new buildings are to have doors, windows and entrances located with the needs of customers, clients and the general public in mind; while blank walls may be acceptable in other environments, such as shopping centers, they are inappropriate in a decidedly pedestrian-oriented and "neighborhood friendly" environment such as the Tower District.

Off-street parking areas in the Tower District most often are barren, with little on no screening along sidewalks. This situation is particularly harmful to the overall quality and character of the district when such parking areas are located on corners. Given Fresno's hot summers and the desire to increase pedestrian use and enjoyment of the Tower District, the landscaping and screening of off-street parking areas will require, at a minimum, improvements consistent with recently-revised City standards. These off-street parking areas also will require continuous maintenance at levels heretofore not achieved.

APPENDIX B:

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS

The Secretary of the Interior's
STANDARDS FOR HISTORIC PRESERVATION PROJECTS

with

Guidelines
for
Applying the Standards

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS

with
Guidelines for Applying the Standards

U.S. Department of the Interior
National Park Service
Preservation Assistance Division
Washington, D.C.

1985

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THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS

The Secretary of the Interior has the responsibility to develop standards for all programs under his authority that affect cultural resources listed or eligible for listing in the National Register of Historic Places. In fulfillment of this responsibility:

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS have been developed for use by the National Park Service and the State Historic Preservation Officers and their staffs in planning, undertaking, and supervising Historic Preservation Fund grant-assisted projects for properties listed in the National Register.

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS are also used by the National Park Service when advising other Federal agencies under Executive Order 11593, and reviewing rehabilitation proposals submitted with State and local government applications for the transfer of federally-owned surplus properties listed in the National Register.

The Standards for Rehabilitation, which comprise one section of THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS, are used by the National Park Service and the State Historic Preservation Officers and their staffs when determining if a rehabilitation for a "certified historic structure" qualifies as a certified rehabilitation pursuant to the Economic Recovery Tax Act of 1981, as amended. It should be noted that although the rehabilitation standards are included in this publication, the rehabilitation guidelines are not. This is because a separate, book-length, publication of the National Park Service entitled "The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings" (revised 1983) addresses the subject in full.

The Secretary of the Interior's
STANDARDS for HISTORIC PRESERVATION PROJECTS

DEFINITIONS

The following definitions are provided for treatments that may be undertaken on historic properties listed in the National Register of Historic Places:

Acquisition

Is defined as the act or process of acquiring fee title or interest other than fee title of real property (including the acquisition of development rights or remainder interest).

Protection

Is defined as the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archeological sites, the protective measure may be temporary or permanent.

Stabilization

Is defined as the act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

DEFINITIONS - Continued

Preservation

Is defined as the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Rehabilitation

Is defined as the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Restoration

Is defined as the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Reconstruction

Is defined as the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time.

GENERAL STANDARDS

The following general standards apply to all treatments undertaken on historic properties listed in the National Register:

1. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes, which may have taken place in the course of time, are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistic features or examples of skilled craftsmanship, which characterize a building, structure, or site, shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

GENERAL STANDARDS - continued

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

SPECIFIC STANDARDS

The following specific standards for each treatment are used in conjunction with the eight standards defined above and, in each case, begin with #9. For example, in evaluating acquisition projects, include the eight general standards plus the four specific standards listed under Standards for Acquisition.

Standards for Acquisition

9. Careful consideration shall be given to the type and extent of property rights which are required to assure the preservation of the historic resource. The preservation objectives shall determine the exact property rights to be acquired.

10. Properties shall be acquired in fee simple when absolute ownership is required to insure their preservation.

11. The purchase of less-than-fee-simple interests, such as open or facade easements, shall be undertaken when a limited interest achieves the preservation objective.

12. Every reasonable effort shall be made to acquire sufficient property with the historic resource to protect its historical, archeological, architectural, or cultural significance.

Standards for Protection

9. Before applying protective measures, which are generally of a temporary nature and imply future historic preservation work, an analysis of the actual or anticipated threats to the property shall be made.

10. Protection shall safeguard the physical condition or environment of a property or archeological site from further deterioration or damage caused by weather or other natural, animal, or human intrusions.

11. If any historic material or architectural features are removed, they shall be properly recorded, and, if possible, stored for future study or reuse.

SPECIFIC STANDARDS - continued

Standards for Stabilization

9. Stabilization shall reestablish the structural stability of a property through the reinforcement of loadbearing members or by arresting material deterioration leading to structural failure. Stabilization shall also reestablish weather resistant conditions for a property..

10. Stabilization shall be accomplished in such a manner that it detracts as little as possible from the property's appearance. When reinforcement is required to reestablish structural stability, such work shall be concealed wherever possible so as not to intrude upon or detract from the aesthetic and historical quality of the property, except where concealment would result in the alteration or destruction of historically significant material or spaces.

Standards for Preservation

9. Preservation shall maintain the existing form, integrity, and materials of a building, structure, or site. Substantial reconstruction or restoration of lost features generally are not included in a preservation undertaking.

10. Preservation shall include techniques of arresting or retarding the deterioration of a property through a program of ongoing maintenance.

Standards for Rehabilitation

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

SPECIFIC STANDARDS - continued

Standards for Restoration

9. Every reasonable effort shall be made to use a property for its originally intended purpose or to provide a compatible use that will require minimum alteration to the property and its environment.

10. Reinforcement required for structural stability or the installation of protective or code required mechanical systems shall be concealed whenever possible so as not to intrude or detract from the property's aesthetic and historical qualities, except where concealment would result in the alteration or destruction of historically significant materials or spaces.

11. When archeological resources must be disturbed by restoration work, recovery of archeological material shall be undertaken in conformance with current professional practices.

Standards for Reconstruction

9. Reconstruction of a part or all of a property shall be undertaken only when such work is essential to reproduce a significant missing feature in a historic district or scene, and when a contemporary design solution is not acceptable.

10. Reconstruction of all or a part of a historic property shall be appropriate when the reconstruction is essential for understanding and interpreting the value of a historic district, or when no other building, structure, object, or landscape feature with the same associative value has survived and sufficient historical documentation exists to insure an accurate reproduction of the original.

11. The reproduction of missing elements accomplished with new materials shall duplicate the composition, design, color, texture, and other visual qualities of the missing element. Reconstruction of missing architectural features shall be based upon accurate duplication of original features, substantiated by historical, physical, or pictorial evidence rather than upon conjectural designs or the availability of different architectural features from other buildings.

12. Reconstruction of a building or structure on an original site shall be preceded by a thorough archeological investigation to locate and identify all subsurface features and artifacts.

SPECIFIC STANDARDS - continued

13. Reconstruction shall include measures to preserve any remaining original fabric, including foundations, subsurface, and ancillary elements. The reconstruction of missing elements and features shall be done in such a manner that the essential form and integrity of the original surviving features are unimpaired.

GUIDELINES FOR APPLYING THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS

The following guidelines are designed to assist individual property owners formulate plans for the acquisition, development, and continued use of historic properties and buildings in a manner consistent with the intent of the SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS. The guidelines may be applied to buildings of all sizes, materials, occupancy, and construction types; and apply to both interior and exterior work.

Separate guidelines are given for each of six treatments. As noted on page 1, the revised and expanded rehabilitation guidelines (1983) are not included but, together with the Standards for Rehabilitation, constitute a separate National Park Service publication.

Preservation approaches, materials, and methods consistent with THE SECRETARY OF THE INTERIOR'S STANDARDS FOR HISTORIC PRESERVATION PROJECTS are listed in the Recommended column on the left. A parallel Not Recommended column on the right lists the types of actions that may adversely affect a property's architectural, historic, or archeological qualities.

Guidelines for Applying

The Secretary of the Interior's

Standards for ACQUISITION

THE ENVIRONMENT

Recommended	*Not Recommended*
Developing, whenever possible, plans for the preservation, maintenance, and compatible use of the property prior to purchase of the property.	
Acquiring sufficient property or easements to protect the historic resource and its environment.	Purchasing a structure with the intent of moving it from its original site should not be undertaken unless it has been clearly demonstrated that the only feasible way to save the structure is by moving it.

BUILDING SITE

Recommended	*Not Recommended*
Insuring that all the property to be purchased is included in the property's boundaries as defined in the National Register of Historic Places.	
Establishing the market value by having the property appraised by an independent appraiser, recognized by the American Institute of Appraisers. Properties over $100,000 should receive two appraisals.	
Insuring in the purchase of an archeological site that sufficient property is acquired to include all significant aspects of the archeological resource.	

Guidelines for Applying

The Secretary of the Interior's

Standards for PROTECTION

THE ENVIRONMENT

Recommended	*Not Recommended*
Protecting distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.	
Introducing security lighting, fencing, walkways, and street signs that are compatible with the character of the neighborhood or provide a minimum intrusion on its size, scale, material, and color.	Introducing security lighting, fencing, and paving materials that are out of scale or inappropriate to the neighborhood.

ARCHEOLOGICAL SITES AND FEATURES

Recommended	*Not Recommended*
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history or interpretation of the property.
Minimizing disturbance of terrain around the property, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.

ARCHEOLOGICAL SITES AND FEATURES -- continued

Recommended	*Not Recommended*
Undertaking archeological investigations in accordance with The Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CRF 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).	Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

BUILDING SITE

Recommended	*Not Recommended*
Protecting plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.	
Using nonhistoric protective features such as security chain link fencing, or other forms of cordoning that are of a temporary nature, and imply future, more compatible solutions to security problems.	Making changes to the appearance of the site such as removing trees, walls, fencing, and other elements unless these elements pose a threat to the physical condition or environment of a property which could cause further deterioration.
Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.	

BUILDING: STRUCTURAL SYSTEMS

Recommended	*Not Recommended*
Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.	Disturbing existing foundations with new excavations that undermine the structural stability of the building.

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BUILDING: EXTERIOR FEATURES

Roofs and Roofing

Recommended	*Not Recommended*
Retaining the original roofing material, whenever possible.	
Safeguarding by temporary protective measures all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, and weather vanes.	Removing, damaging, or altering architectural features that give the roof its essential character when applying temporary, protective measures.
Utilizing temporary roofing such as plastic, tar paper, nonappropriate shingles, etc., to temporarily protect the extant roof and the structure from damage by water, wind, or animal intrusion. This treatment implies a future more permanent, compatible treatment.	

Windows and Doors

Recommended	*Not Recommended*
Installing storm or insulating windows that protect important historic fabric such as carved or panelled doors, antique glass, or art glass in such a manner as to cause minimal intrusion on the windows or doors.	
	Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of original windows and doors.

NEW CONSTRUCTION

Recommended	*Not Recommended*
New Construction is not an appropriate undertaking in a protection project.	

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING, FIRE PROTECTION

Recommended	*Not Recommended*
	Causing unnecessary damage to the appearance of the building when correcting deficient electrical or mechanical systems or installing temporary protective systems.
Installing temporary security and fire protection systems in such a manner that no damage is caused to the historic fabric.	
Repairing or installing temporary electrical service to prevent damage from hazardous conditions such as faulty wires.	

Guidelines for Applying

The Secretary of the Interior's

Standards for STABILIZATION

THE ENVIRONMENT

Recommended	*Not Recommended*
Retaining distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.	Introducing new structural systems, buttresses, or steel frames that are incompatible with the character of the district because of size, scale, color, and materials.

ARCHEOLOGICAL SITES AND FEATURES

Recommended	*Not Recommended*
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.
Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.
Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with The Recovery of	Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

ARCHEOLOGICAL SITES AND FEATURES -- continued

Recommended	*Not Recommended*
Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).	

BUILDING SITE

Recommended	*Not Recommended*
Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.	Making changes to the appearance of the site by removing old trees, wall fencings, walkways, and other elements unless these elements endanger the building's structural stability.

BUILDING: STRUCTURAL SYSTEMS

Recommended	*Not Recommended*
Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.	Disturbing existing foundations with new excavations that undermine the structural stability of the building.
Undertaking stabilization and repair of weakened structural members and systems.	Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.
Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.	

BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

Recommended	*Not Recommended*
Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.	Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and do not stabilize masonry by preventing further deterioration.
Duplicating old mortar in composition, color, and texture.	Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.
Duplicating old mortar in joint size, method of application, and joint profile.	Repointing with mortar joints of a differing size or joint profile, texture, or color.
Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.	
Cleaning masonry only when necessary to stabilize the brickwork by halting deterioration. Always use the gentlest method possible, such as low pressure water and soft natural bristle brushes.*	Sandblasting brick or stone surfaces; this method of cleaning should never be considered when the objective is the stabilization of a masonry surface. Sandblasting erodes the surface of the material and accelerates deterioration.

*For more information consult Preservation Briefs: 1, "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2, "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, Washington, D.C. 20240

BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

Recommended	*Not Recommended*
	Using chemical products that could have an adverse chemical reaction with the masonry materials, i.e. acid on limestone or marble.
Repairing deteriorated material with new material that duplicates the old as closely as possible.	Using visible new material, which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone, or brick veneer.
Retaining the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.	Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its historical appearance.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Retaining original material, whenever possible.	
Repairing or replacing when necessary to reestablish structural stability of deteriorated material with new material that duplicates in size, shape, texture, and appearance of the old.	Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artifical stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration and eventual structural failure of building material resulting from moisture and insects.

BUILDING: EXTERIOR FEATURES -- continued

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Recommended	*Not Recommended*
Retaining original material, whenever possible.	Removing architectural features that are an essential part of a building's character and appearance that illustrates the continuity of growth and change.
Cleaning, when necessary, with the appropriate method to prevent deterioration leading to structural failure. Cast iron and steel are usually not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.	Exposing metals originally intended to be protected from the environment and thus encouraging structural failure. Do not use cleaning methods that alter the color or texture of the metal.

Roofs and Roofing

Recommended	*Not Recommended*
Preserving the original roof shape when introducing structural reinforcement.	Changing the original roof shape or adding features inappropriate to the essential character of the roof as a part of reestablishing structural stability.
Retaining the original roofing material, whenever possible, when reestablishing structural stability.	
Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture after reestablishing the structural stability of the roof.	Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered, after the roof has been stabilized.

BUILDING: EXTERIOR FEATURES -- continued

Windows and Doors

Recommended	*Not Recommended*
Retaining existing window and door openings including window sash, glass, lintels, sills, architraves, shutters, and doors, pediments, hoods, steps, and all hardware that may be affected in reestablishing structural stability.	
Duplicating the material, design, and the hardware of the older window sash and doors if new sash and doors are required after structural repairs are completed.	Using inappropriate new windows or doors such as aluminum storm and screen window combinations when the removal of original windows and doors is required as a part of reestablishing the structural stability of the wall.

Entrances, Porches, Porte-cocheres, and Steps

Recommended	*Not Recommended*
Retaining and reestablishing the structural stability of porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.	Removing or altering porches and steps when they become structurally unstable.
Repairing or replacing, where necessary, deteriorated wooden members and architectural features of wood, iron, cast iron, terra cotta, tile, and brick when they begin to fail structurally as a result of age or deterioration.	Stripping porches and steps of original material and architectural features, such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick, or replacing structurally deteriorated members such as porch columns with inappropriate new material such as aluminum or wrought iron.

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BUILDING: EXTERIOR FINISHES

Recommended	*Not Recommended*
Preserving existing paint color and finishes, or repainting to match existing conditions.	Removing existing paint color and finishes.

BUILDING: INTERIOR FEATURES

Recommended	*Not Recommended*
Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring that may be affected when reestablishing structural stability.	Removing original material, architectural features, and hardware, except where essential to reestablish structurally safe conditions.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	
Retaining original plaster, whenever possible.	Destroying original plaster except where necessary to reestablish structurally safe conditions.
Retaining the basic plan of a building and the relationship and size of rooms, corridors, and other spaces when adding structural reinforcement.	Altering the basic plan of a building by introducing new load bearing walls or partitions.

BUILDING: INTERIOR FINISHES

Recommended	*Not Recommended*
Retaining and protecting original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpaper, or decorative motifs based on the original.	

NEW CONSTRUCTION

Recommended	*Not Recommended*
Keeping required structural work to a minimum, making it compatible in scale, building materials, and texture.	
Designing required structural work to be compatible in materials, size, scale, color, and texture with the other buildings in the neighborhood.	Designing new work required for structural stability that is incompatible with the other buildings in the neighborhood in materials, size, scale, and texture.
Protecting architectural details and features that contribute to the building's character when undertaking required structural work.	

SAFETY AND CODE REQUIREMENTS

Recommended	*Not Recommended*
Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or structure of a property.	

Guidelines for Applying

The Secretary of the Interior's

Standards for PRESERVATION

THE ENVIRONMENT

Recommended	*Not Recommended*
Retaining distinctive features such as the size, scale, mass, color, and materials of buildings (including roofs, porches, and stairways) that give a neighborhood its distinguishing character.	
Retaining extant light fixtures and devices, signs, telephone poles, and other street furniture that may possess associative value with the historic scene.	Removing signs, wires, and street furniture that possess associative value with the historic scene.
Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set backs that have traditionally linked buildings to their environment.	

ARCHEOLOGICAL SITES AND FEATURES

Recommended	*Not Recommended*
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history or interpretation of the property.
Minimizing disturbance of terrain around the property, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Guidelines for Applying
STANDARDS FOR REHABILITATION

Recommended	*Not Recommended*
The Environment	
Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.	Introducing new construction into neighborhoods that is incompatible with the character of the district because of size, scale, color, and materials.
Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs that have traditionally linked buildings to their environment.	Destroying the relationship of buildings and their environment by widening existing streets, changing paving material, or by introducing inappropriately located new streets and parking lots that are incompatible with the character of the neighborhood.
Using new plant materials, fencings, walkways, street lights, signs, and benches that are compatible with the character of the neighborhood in size, scale, material, and color.	Introducing signs, street lighting, benches, new plant materials, fencings, walkways, and paving materials that are out of scale or inappropriate to the neighborhood.
Archeological Sites and Features	
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.
Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.
Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with the Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 1210, formerly 36 CFR 66 Proposed Guidelines published in the Federal Register Vol. 42, No. 19, Friday, January 28, 1977).	Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

Recommended	*Not Recommended*
Building Site	
Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.	
Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.	Making changes to the appearance of the site by removing old plants, trees, fencings, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.
Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made, they should be carefully evaluated in light of the past appearance of the site.	Leaving plant materials and trees in close proximity to the building that may be causing deterioration of the historic fabric.
Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.	
Building: Structural Systems	
Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.	Disturbing existing foundations with new excavations that undermine the structural stability of the building.
Undertaking stabilization and repair of weakened structural members and systems.	Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.
Supplementing existing structural systems when damaged or inadequate. Replace historically important structural members only when necessary.	

Recommended	*Not Recommended*
Building: Exterior Features	
Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar	
Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.	Applying waterproof or water repellent coatings or surface consolidation treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.
Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.	Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.
Duplicating old mortar in composition, color, and texture.	Repointing with mortar of high Portland cement content, thus creating a bond that can often be stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.
Duplicating old mortar in joint size, method of application, and joint profile.	Repointing with mortar joints of a differing size or joint profile, texture, or color.
Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.	
Cleaning masonry only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.*	Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

*For more information consult Preservation Briefs: 1, "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2, "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, Washington, D.C. 20243.

Recommended	*Not Recommended*

Building: Exterior Features

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar—continued

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	Applying new material, which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone, or brick veneer.
Replacing missing significant architectural features, such as cornices, brackets, railings, and shutters.	Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.
Retaining the original or early color and texture of masonry surfaces, including early signage, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.	Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its appearance.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Retaining and preserving significant architectural features, whenever possible.	Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.
Repairing or replacing, where necessary, deteriorated material that duplicates in size, shape, and texture the old as closely as possible.	Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Retaining original material, whenever possible	Removing architectural features that are an essential part of a building's character and appearance and thus illustrate the continuity of growth and change.
Cleaning, when necessary, with the appropriate method. Metals should be cleaned by methods that do not abrade the surface.	Exposing metals that were intended to be protected from the environment. Do not use cleaning methods which alter the color or texture of the metal.

Recommended	*Not Recommended*

Building: Exterior Features—continued

Roofs and Roofing

Preserving the original roof shape.	Changing the essential character of the roof by adding inappropriate features such as dormer windows, vents, or skylights.
Retaining the original roofing material, whenever possible	Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.
Providing adequate roof drainage and insuring that the roofing materials provide a weathertight covering for the structure.	
Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.	Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.
Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.	Stripping the roof of architectural features important to its character.

Windows and Doors

Retaining and repairing existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.	Introducing new window and door openings into the principal elevations, or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.
	Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.
Duplicating the material, design, and hardware of the older window sash and doors if new sash and doors are used.	Installing inappropriate new window or door features such as aluminum storm and screen window insulating glass combinations that require the removal of original windows and doors or the installation of plastic, canvas, or metal strip awnings or fake shutters that detract from the character and appearance of the building.

Recommended | *Not Recommended*

Building: Exterior Features

Windows and Doors—continued

Installing visually unobtrusive storm windows and doors that do not damage existing frames and that can be removed in the future.

Using original doors and door hardware when they can be repaired and reused in place.

Discarding original doors and door hardware when they can be repaired and reused in place.

Entrances, Porches, Porte-cocheres, and Steps

Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.

Removing or altering porches and steps that are inappropriate to the building's development and style.

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

Stripping porches and steps of original material and architectural features such as handrails, balusters, columns, brackets, and roof decorations of wood, iron, cast iron, terra cotta, tile, and brick.

Enclosing porches and steps in a manner that destroys their intended appearance.

Building: Exterior Finishes

Discovering the historic paint colors and finishes of the structure and repainting with those colors to illustrate the distinctive character of the property.

Removing paint and finishes down to the bare surface: strong paint strippers, whether chemical or mechanical, can permanently damage the surface. Also, stripping obliterates evidence of the historical paint finishes.

Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood.

Recommended	*Not Recommended*
Building: Interior Features	
Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, parquet, or mosaic flooring.	Removing original material, architectural features, and hardware, except where essential for safety or efficiency.
	Replacing interior doors and transoms without investigating alternative fire protection measures or possible code variances.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	Installing new decorative material and paneling, which destroys significant architectural features or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall and floor coverings, except in utility areas such as bathrooms and kitchens.
Retaining original plaster, whenever possible.	Removing plaster to expose brick to give the wall an appearance it never had.
Enclosing an important interior stairway, where required by code, in such a way as to retain its character. In many cases, glazed fire-rated walls may be used.	Enclosing important stairways with ordinary fire-rated construction which destroys the architectural character of the stair and the space.
Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.	Altering the basic plan of a building by demolishing principal walls, partitions, and stairways.
Building: Interior Finishes	
Discovering and retaining original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpapers, or decorative motifs based on the original.	Changing the texture and patina of exposed wooden architectural features (including structural members) and masonry surfaces through sandblasting or use of other abrasive techniques to remove paint, discoloration, and plaster, except in certain industrial and warehouse buildings where the interior masonry or plaster surfaces do not have significant design, detailing, tooling, or finish; and where wooden architectural features are not finished, molded, beaded, or worked by hand.*

*In cases where abrasive cleaning is contemplated, it is strongly recommended that prior approval be obtained from the U.S. Department of the Interior if the rehabilitation involves any Federal funds or where the owner intends to apply for the tax benefits for rehabilitation work under the Tax Reform Act of 1976.

Recommended	*Not Recommended*

Building: Interior Finishes—continued

	Removing paint from wooden architectural features that were never intended to be exposed.

New Construction

Keeping new additions and adjacent new construction to a minimum, making them compatible in scale, building materials, and texture.	
Designing new work to be compatible in materials, size, scale, color, and texture with the other buildings in the neighborhood.	Designing new work which is incompatible with the other buildings in the neighborhood in materials, size, scale, and texture.
Using contemporary designs compatible with the character and mood of the building or the neighborhood.	Imitating an earlier style or period of architecture in new additions, except in rare cases where a contemporary design would detract from the architectural unity of an ensemble or group. Especially avoid imitating an earlier style of architecture in new additions that have a completely contemporary function such as a drive-in bank or garage.
	Adding new height to the building that changes the scale and character of the building. Additions in height should not be visible when viewing the principal facades.
	Adding new floors or removing existing floors that destroy important architectural details, features, and spaces of the building.
Protecting architectural details and features that contribute to the character of the building.	
Placing television antennae and mechanical equipment, such as air conditioners, in an inconspicuous location.	Placing television antennae and mechanical equipment, such as air conditioners, where they can be seen from the street.

Recommended	*Not Recommended*
Mechanical Systems: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection	
Installing necessary mechanical systems in areas and spaces that will require the least possible alteration to the structural integrity and physical appearance of the building.	Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems.
Utilizing early mechanical systems, including plumbing and early lighting fixtures, where possible.	Attaching exterior electrical and telephone cables to the principal elevations of the building.
Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.	Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.
	Concealing or "making invisible" mechanical equipment in historic walls or ceilings. Frequently, this concealment requires the removal of historic fabric.
	Installing "dropped" acoustical ceilings to hide mechanical equipment. This destroys the proportions and character of the rooms.
Insuring adequate ventilation of attics, crawlspaces, and cellars to prevent moisture problems.	
Installing thermal insulation in attics and in unheated cellars and crawlspaces to conserve energy.	Installing foam, glass fiber, or cellulose insulation into wall cavities of either wooden or masonry construction. This has been found to cause moisture problems when there is no adequate moisture barrier.
Safety and Code Requirements	
Complying with code requirements in such a manner that the essential character of a building is preserved intact.	
Working with local code officials to investigate alternative life safety measures that preserve the architectural integrity of the building.	
Investigating variances for historic properties allowed under some local codes.	

Recommended	*Not Recommended*
Safety and Code Requirements—continued	
Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.	
Adding new stairways and elevators that do not alter existing exit facilities or other important architectural features and spaces of the building.	Adding new stairways and elevators that alter existing exit facilities or important architectural features and spaces of the building.

ARCHEOLOGICAL SITES AND FEATURES -- continued

Recommended	*Not Recommended*
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.
Undertaking archeological investigations in accordance with The Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CRF 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).	Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

BUILDING SITE

Recommended	*Not Recommended*
Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.	
Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.	Making changes to the appearance of the site by removing old plants, trees, fencings, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.
Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.	

BUILDING: STRUCTURAL SYSTEMS

Recommended	*Not Recommended*
Recognizing the special problems inherent in the structural systems of historic buildings, especially	Disturbing existing foundations with new excavations that undermine the structural stability of the building.

BUILDING: STRUCTURAL SYSTEMS -- continued

Recommended	*Not Recommended*
where there are visible signs of cracking, deflection, or failure.	
Undertaking stabilization and repair of weakened structural members and systems.	Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.
Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.	

BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

Recommended	*Not Recommended*
Retaining existing masonry and mortar, whenever possible, without the application of any surface treatment.	Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.
Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.	Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.
Duplicating old mortar in composition, color, and texture.	Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

Recommended	*Not Recommended*
Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.	
Cleaning masonry only when necessary to halt deterioration and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.	Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	Applying new material which is inappropriate or was available when the building was constructed, such as artificial brick siding, artificial cast stone or brick veneer.
Replacing missing architectural features, such as cornices, brackets, railings, and shutters.	Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.
Retaining the extant or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.	Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and may change its historical appearance.

BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Retaining existing material, whenever possible.	Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates in size, shape, and texture the old as closely as possible.	Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Recommended	*Not Recommended*
	Removing architectural features that are an essential part of a building's character and appearance that illustrate the continuity of growth and change.
Cleaning, when necessary, with the appropriate method. Cast iron and steel are usually not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.	Exposing metals that were intended to be protected from the environment. Do not use cleaning methods that alter the color or texture of the metal.

BUILDING: EXTERIOR FEATURES -- continued

Roofs and Roofing

Recommended	*Not Recommended*
Preserving the existing roof shape.	
Retaining the existing roofing material, whenever possible.	Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.
Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.	Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.
Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, and weather vanes.	Stripping the roof of architectural features important to its character.

Windows and Doors

Recommended	*Not Recommended*
Retaining existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.	
Installing storm or insulating windows when old glass, art glass, or fragile sash require protection from the weather. Protective windows should be as unobtrusive as possible and should be removable without damaging original fabric.	Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.

BUILDING: EXTERIOR FEATURES -- continued

Windows and Doors

Recommended	*Not Recommended*
	Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of or cause damage to original windows and doors.
Using existing doors and door hardware when they can be repaired and used in place.	Discarding original doors and door hardware when they can be repaired and reused in place.

Entrances, Porches, Porte-cocheres, and Steps

Recommended	*Not Recommended*
Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity, and, wherever possible, should be retained.	Removing or altering porches and steps that are appropriate to the building's development and style.
Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.	Stripping porches and steps of original material such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick.
	Enclosing porches and steps in a manner that destroys their intended appearance.

BUILDING: EXTERIOR FINISHES

Recommended	*Not Recommended*
Preserving existing paint color and finishes, or repainting to match existing conditions.	Removing existing paint color and finishes.

BUILDING: INTERIOR FEATURES

Recommended	*Not Recommended*
Retaining existing material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring.	Removing existing material, architectural features, and hardware, except where essential for safety or efficiency.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	
Retaining existing plaster, whenever possible.	Destroying original plaster except where necessary for safety and efficiency.

BUILDING: INTERIOR FINISHES

Recommended	*Not Recommended*
Preserving and retaining existing paint colors, finishes, wallpapers, and other decorative motifs, or, where necessary, replacing them with colors, wallpapers, or decorative motifs that duplicate the existing decorative scheme.	

NEW CONSTRUCTION

Recommended	*Not Recommended*
New Construction is not an appropriate undertaking in a preservation project.	

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING FIRE PROTECTION

Recommended	*Not Recommended*
Installing new mechanical systems or additional mechanical services in areas and spaces that will require the least possible alteration to the plan, materials, and appearance to the building.	Causing unnecessary damage to the plan, materials, and appearance of the building when installing new mechanical systems or additional mechanical services that are required to preserve important historic fabric.
Selecting suitable mechanical systems and the most sensitive method of installation in order to preserve important interior and exterior architectural features.	
Rewiring early electrical lighting fixtures.	
Installing exterior electrical and telephone cables underground, unless they are not a part of the historical scene and detract from the historical setting.	Attaching exterior electrical and telephone cables to the principal elevations of the building.

SAFETY AND CODE REQUIREMENTS

Recommended	*Not Recommended*
Complying with code requirements in such a manner that the essential character of a building is preserved intact.	
Investigating variances for historic properties afforded under some local codes.	
Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.	
Providing access for the handicapped without damaging the essential character of a property.	

Guidelines for Applying

The Secretary of the Interior's

Standards for RESTORATION

THE ENVIRONMENT

Recommended	*Not Recommended*
Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.	Removing lighting devices, telephone poles, painted signs, or other street furniture that may be important to the historic setting.
Retaining early lanterns, light standards, telephone poles, utility poles, painted signs, and other street furniture that may be important to the historic setting.	
Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs that have traditionally linked buildings to their environment.	

ARCHEOLOGICAL SITES AND FEATURES

Recommended	*Not Recommended*
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

ARCHEOLOGICAL SITES AND FEATURES -- continued

Recommended	*Not Recommended*
Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.
Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with the Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).	Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

BUILDING SITE

Recommended	*Not Recommended*
Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.	

BUILDING SITE -- continued

Recommended	*Not Recommended*
Retaining plants, trees, fencings, walkways, street lights, signs, and benches that reflect the property's history and development.	Making changes to the appearance of the site removing old plants, trees, fencings, walkways, out-buildings, and other elements before evaluating their importance in the property's history and development.
Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made, they should be carefully evaluated in light of the past appearance of the site.	Giving the site an appearance it never had.
Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.	

BUILDING: STRUCTURAL SYSTEMS

Recommended	*Not Recommended*
Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.	Disturbing existing foundations with new excavations that undermine the structural stability of the building.
Undertaking stabilization and repair of weakened structural members and systems.	Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.
Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.	

BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

Recommended	*Not Recommended*
Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.	Applying waterproof or water repellent coatings or other treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.
Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.	Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.
Duplicating old mortar in composition, color, and texture.	Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.
Duplicating old mortar in joint size, method of application, and joint profile.	Repointing with mortar joints of a differing size of joint profile, texture, or color.
Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance, color, and texture.	
Cleaning masonry only when necessary to halt deterioration and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.	Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and

BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

Recommended	*Not Recommended*
	accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible in bond, pattern, chape, and coursing.	Applying new material which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial stone, or brick veneer to simulate a historic appearance.
Replacing missing architectural features, such as cornices, brackets, and railings.	Removing architectural features such as cornices, brackets, railings, window architraves, and doorway pediments.
Retaining the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.	Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and may change its appearance.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Retaining original material, whenever possible.	Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.

BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Repairing or replacing, where necessary, deteriorated material with new material that duplicates in size, shape, and texture the old as closely as possible.	Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Recommended	*Not Recommended*
Retaining original material, when ever possible.	Removing architectural features that are an essential part of a building's character and appearance that illustrates the continuity of growth and change.
Cleaning, when necessary, with the appropriate method. Cast iron and steel are normally not affected by mechanical cleaning methods while pressed tin, zinc, and aluminum should be cleaned by the gentlest method possible.	Exposing metals which were intended to be protected from the environment. Do not use cleaning methods which alter the color or texture of the metal.

Roofs and Roofing

Recommended	*Not Recommended*
Preserving the original roof shape.	
Retaining the original roofing material, whenever possible.	
Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.	Replacing deteriorated roof coverings with new materials which differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

BUILDING: EXTERIOR FEATURES -- continued

Roofs and Roofing

Recommended	*Not Recommended*
Preserving or replacing, where necessary, all architectural features which give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.	Stripping the roof of architectural features important to its character.

Windows and Doors

Recommended	*Not Recommended*
Retaining existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.	
Installing storm or insulating windows when old glass, art glass, or fragile sash require protection from the weather. Protective windows should be removable without damaging original fabric.	
Duplicating the material, design, and the hardware of the older window sash and doors, if new sash and doors are used.	Installing inappropriate new window or door features such as aluminum storm and screen window combinations that require the removal of original windows and doors.
Using original doors and door hardware when they can be repaired and reused in place.	Discarding original doors and door hardware when they can be repaired and reused in place.

BUILDING: EXTERIOR FEATURES -- continued

Entrances, Porches, Porte-cocheres, and Steps

Recommended	*Not Recommended*
Retaining steps and porches that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity, and, wherever possible, should be retained.	Removing or altering porches and steps that are inappropriate to the building's development and style.
Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.	Stripping porches and steps of original material and architectural features such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick.

BUILDING: EXTERIOR FINISHES

Recommended	*Not Recommended*
Discovering original paint colors and finishes; repainting with colors based on the original, when appropriate, to illustrate the distinctive character of the property.	Stripping down to the bare surface without some evidence of original exterior surface.
	Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and the neighborhood.

BUILDING: INTERIOR FEATURES

Recommended	*Not Recommended*
Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns,	

BUILDING: INTERIOR FEATURES -- continued

Recommended	*Not Recommended*
cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, and parquet or mosaic flooring.	
Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.	Installing new decorative material that is inappropriate or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall and floor coverings.
Retaining original plaster, whenever possible.	Destroying original plaster except where necessary for safety.
Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.	

BUILDING: INTERIOR FINISHES

Recommended	*Not Recommended*
Discovering and retaining original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpapers or decorative motifs based on the original.	

NEW CONSTRUCTION

Recommended	*Not Recommended*
New Construction is not an appropriate undertaking in a restoration project.	

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MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING, FIRE PROTECTION

Recommended	*Not Recommended*
Installing necessary building services in areas and spaces that will require the least possible alteration to the plan, materials, and appearance of the building.	Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems that are required to preserve important historic fabric.
Selecting mechanical systems that best suit the restored building and are as inconspicuous as possible.	Installing heat pumps, compressors, etc., so that they intrude upon the historic appearance of the resource.
Rewiring early lighting fixtures to comply with safety codes.	
Installing exterior electrical and telephone cables underground to preserve the historic setting, unless they were part of the historic scene.	Attaching exterior electrical and telephone cables to the principal elevations of the building, unless they were part of the historic scene.

SAFETY AND CODE REQUIREMENTS

Recommended	*Not Recommended*
Complying with code requirements in such a manner that the essential character of a building is preserved intact.	
Investigating variances for historic properties allowed under some local codes.	
Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.	
Providing access for the handicapped without damaging the essential character of a property.	

Guidelines for Applying

The Secretary of the Interior's

Standards for RECONSTRUCTION

THE ENVIRONMENT

Recommended	*Not Recommended*
Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs which have traditionally linked buildings to their environment.	

ARCHEOLOGICAL SITES AND FEATURES

Recommended	*Not Recommended*
Retaining archeological resources intact, whenever possible.	Causing ground disturbances without evaluating the archeological potential of an area.
	Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.
Minimizing disturbance of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.	Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.
	Installing underground utilities, pavements, and other modern features that disturb archeological resources.
Undertaking archeological investigations in accordance with the Recovery of Scientific, Prehistoric,	Undertaking an archeological investigation without professional

ARCHEOLOGICAL SITES AND FEATURES -- continued

Recommended	*Not Recommended*
and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 66 Proposed Guidelines published in the Federal Register, Vol. 42, No. 19, Friday, January 28, 1977).	guidance, or without utilizing professional curatorial techniques.

BUILDING SITE

Recommended	*Not Recommended*
Identifying plants, trees, fencings, walkways, outbuildings, and other elements that might be an important part of the property's history and development.	
Retaining plants, trees, fencings, walkways, street lights, utility poles, signs, and benches that reflect the property's history and development.	Making changes to the appearance of the site by removing old plants, trees, fencings, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.
Basing decisions for reconstructing the site on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records.	Giving the site an appearance it never had.
Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.	

PLAN

Recommended	*Not Recommended*
Reproducing the basic plan of a a building, the relationship and size of rooms, corridors, and other spaces.	Altering the basic plan of a building by failing to reconstruct principal walls, partitions, and stairways.

BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

Recommended	*Not Recommended*
Duplicating the original mortar in composition, color, and texture.	Reconstructing with mortar of high Portland cement content can often create a bond that is stronger than the new building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.
Duplicating old mortar in joint size, method of application, and joint profile.	Repointing with mortar joints of a differing size of joint profile, texture or color.
Reconstructing stucco with a stucco mixture that duplicates the original as closely as possible in appearance, texture, and color.	
Replacing, where necessary, missing material with new material that duplicates the old as closely as possible in size, color, and texture.	Utilizing new materials for reconstruction, which are inappropriate or were unavailable when the building was constructed, such as artificial brick siding, artificial stone, or brick veneer.
Replacing missing architectural features, such as cornices, brackets, and railings.	Applying waterproofing or water repellent coatings. They are frequently unnecessary, expensive, and can accelerate deterioration of new masonry.
Duplicating the original or early color and texture of masonry surfaces, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.	

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Duplicating original material, whenever possible.	

BUILDING: EXTERIOR FEATURES -- continued

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Recommended	*Not Recommended*
Reconstructing missing material with new material that duplicates in size, pattern, shape, and texture tne old as closely as possible.	

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Recommended	*Not Recommended*
Reproducing the original form, design, and texture of the missing element wherever possible.	

Roofs and Roofing

Recommended	*Not Recommended*
Reconstructing the original roof shape.	Changing the original roof shape or adding features inappropriate to the essential character of the roof such as oversized dormer windows or picture windows.
	Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.
Replacing missing roof coverings with new material that matches the old in composition, size, pattern, shape, color, and texture.	Replacing missing roof coverings with new materials which differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.
Reproducing, where necessary, all architectural features that give the roof its essential character such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.	Omitting architectural features important to the character of a reconstructed building.

BUILDING: EXTERIOR FEATURES -- continued

Windows and Doors

Recommended	*Not Recommended*
Reproducing original window and door openings, including window sash, glass, lintels, sills, architraves, shutters, and doors, pediments, hoods, steps, and all hardware.	Reproducing new window and door openings in the principal elevations which are inaccurate in size or shape or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.
	Altering the size of the original window panes or sash. Such changes destroy the scale and proportion of the building.
Duplicating the material, design, and the hardware of the older window sash and doors in the new sash and doors.	Using inappropriate designs for new window or door features such as aluminum storm and screen window combinations.

Entrances, Porches, Porte-Cocheres, and Steps

Recommended	*Not Recommended*
Reproducing porches and steps that are appropriate to the building and its development.	Omitting or altering the design of porches and steps that are appropriate to the building's style.
Replacing, missing architectural features of wood, iron, cast iron, terra cotta, tile, and brick.	Omitting porches and steps and other architectural features such as handrails, balusters, columns, brackets, and roof decoration of wood, iron, cast iron, terra cotta, tile, and brick from the reconstruction.

BUILDING: EXTERIOR FINISHES

Recommended	*Not Recommended*
Discovering original paint colors and finishes. Reproducing the colors based on the original evidence, when appropriate, to illustrate the distinctive character of the property.	
	Painting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood or using nondocumented finishes other than paint.

BUILDING: INTERIOR FEATURES

Recommended	*Not Recommended*
Reproducing original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, panelings, lighting fixtures, and parquet or mosaic flooring.	
Replacing missing material with new material that duplicates the old as closely as possible.	Installing new decorative material that is inappropriate or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall floor coverings.
Duplicate original plaster, whenever possible.	

BUILDING: INTERIOR FINISHES

Recommended	*Not Recommended*
Discovering and reproducing original paint colors, finishes, graining, wallpapers, and other decorative motifs where necessary.	

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING, FIRE PROTECTION

Recommended	*Not Recommended*
Installing necessary building systems in areas and spaces that will require the least possible alteration to the plan, materials, and appearance of the building.	Causing unnecessary damage to the plan and appearance of the building when installing mechanical services.
Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.	Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.
Selecting mechanical systems that best suit the building and are as inconspicuous as possible.	
Installing exterior electrical and telephone cables underground, unless they were part of the historic scene.	Attaching exterior electrical and telephone cables to the principal elevations of the building.

SAFETY AND CODE REQUIREMENTS

Recommended	*Not Recommended*
Complying with code requirements in such a manner that the essential character of a building is preserved intact.	
Investigating variances for historic properties allowed under some local codes.	

SAFETY AND CODE REQUIREMENTS -- continued

Recommended	*Not Recommended*
Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.	
Providing access for the handicapped without damaging the essential character of a property.	

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APPENDIX C:

ANNUAL REPORT OF THE TOWER DISTRICT PLAN IMPLEMENTATION COMMITTEE MAY 19, 1992

CITY OF FRESNO
CITY COUNCIL AGENDA ITEM TRANSMITTAL

DATE: May 13, 1992

TO: MICHAEL A. BIERMAN
City Manager

FROM: ALVIN P. SOLIS, Director
Development Department

SUBJECT: COUNCIL AGENDA ITEM FOR MEETING
TO BE HELD ON TUESDAY, MAY 19, 1992

1. Title of Item: ANNUAL REPORT OF THE TOWER DISTRICT SPECIFIC PLAN IMPLEMENTATION COMMITTEE

2. Agenda Placement:

[ ] Consent 1.A.

[ ] Ordinances for Introduction 1.B.

[ ] Ordinances for Adopt I.C.

[ ] Planning and Zoning II

[ ] General Admin. III

[ ] City Attorney IV

[ ] City Council V

[ ] Intergovernmental VI

[ ] Scheduled Time Per Notice:

[X] Scheduled Time for Citizen Convenience: 4:00 P.M.

[ ] Scheduled Oral

3. Contact Person for Questions: Nick Yovino or Ann Vomastic
Planning Division - 498-1361

4. Special Conditions:

[ ] Critical that item be placed on agenda for this date.

[ ] Controversial item - may have persons appearing to discuss with Council.

[ ] Item requires special interdepartmental coordination.

[ ] Requires more than quorum majority for passage.

5. Remarks:

City of
FRESNO REPORT TO THE CITY COUNCIL

AGENDA ITEM NO.
COUNCIL MEETING
APPROVED BY
DEPARTMENT DIRECTOR
CITY MANAGER

May 12, 1992

FROM: ALVIN P. SOLIS, Director
Development Department

BY: NICK YOVINO, Development Manager
Planning Division

SUBJECT: ANNUAL REPORT OF THE TOWER DISTRICT SPECIFIC PLAN IMPLEMENTATION COMMITTEE

BACKGROUND

The Tower District Specific Plan was adopted by the Council on March 26, 1991. The purpose of the Plan is to provide the City and the residents of the Tower District with a comprehensive planning tool for managing historic resources and conserving neighborhoods in the face of future change and development. To accomplish this, the Plan addresses urban conservation and new development, including public area improvements, and provides goals and policies for neighborhood quality and stability and for economic development and reinvestment.

Adoption of the Plan formally established the Tower District Specific Plan Implementation Committee. The Plan further requires the Committee to present an annual progress report to the Council. The Committee has addressed several components of the Plan during the past year. These components have included design review, pro-active code enforcement, public area improvements and land use as presented in the attached year-end report. Items not yet addressed are a historic resources survey, review of the Zoning Ordinance related to the urban conservation district, and the development of a comprehensive list of capital improvement projects for the Tower District.

The attached Committee report is in outline form and summarizes the current status of the Committee's efforts related to design review, code enforcement, public area improvements, and land use. The outline also contains a list of needs, as perceived by the Committee, for these areas of concern. The report will be supplemented with a more detailed Committee presentation at the May 19, 1992, Council meeting.

One issue addressed in the report relates to community care facilities (i.e., large day care centers or special rehabilitation facilities) and boarding homes. The Tower District Specific Plan concluded that there is an over concentration of community care facilities and boarding homes in the plan area. The Plan was adopted with a policy which stated that locational and spacing criteria should be developed for new community care facilities and boarding homes, and that the criteria should be presented to the Council with the first annual Implementation Committee report. Due to budget and staffing constraints for this fiscal year, the locational criteria have not been completed. Given current staff resources, it is estimated that an additional six months to one year is needed to develop the criteria.

Also, the Tower District Specific Plan was approved with language for a moratorium prohibiting both the licensing of new community care and boarding home facilities, and the enforcement of Zoning Ordinance violations committed by existing facilities in the plan area. The moratorium would be in effect until the locational criteria are developed. Therefore, if additional time is provided to complete the development of the locational criteria, extended application of the moratorium should also be considered. The City Attorney's Office has advised that more formal action by the Council is necessary to implement the moratorium. Specifically, Council adoption of a resolution determining findings for the moratorium and an Environmental Assessment of the moratorium need to be completed. If the Council provides additional time to complete the locational criteria, staff should be directed to return to the Council with the necessary moratorium resolution and environmental work.

Another recommendation made by the Committee relates to pro-active code enforcement. The Committee believes that the City should pursue a more proactive code enforcement program. Related to this issue, the Council recently (April 28, 1992) approved an updated General Plan Housing Element. Included in the Housing Element is a policy which directs staff to return with operational, cost, and financing alternatives that can be considered by the Council to establish a pro-active code enforcement program for City-wide application.

It should be noted that because of budget constraints, during the past year, staff time to assist the Committee has been limited. However, several City departments have made efforts to work with the Committee to provide information and pursue some public improvement projects, such as the re-construction of Olive Avenue. The Development Department has provided adequate staffing to implement the Design Review Process stipulated by the Plan. Without any additional staff resources devoted to the Committee, staff involvement will continue at the same level provided during this past year. This means that a number of needs listed in the Committee's report, particularly those listed as "elements of the Plan not yet implemented," will not be addressed during the next year.

RECOMMENDATION

It is recommended that the Council consider the attached report and presentation made by the Tower District Specific Plan Implementation Committee. After consideration of the report and presentation, the Council may wish to direct the Committee or staff as deemed appropriate.

Concerning the community care and boarding home issue, staff does recommend that more time (up to one year) be granted to develop the locational criteria. It is also recommended that the Council direct staff to prepare the necessary resolution and environmental work for application of the moratorium related to new facilities and enforcement of code violations for existing facilities.

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Attachment: Report to the City Council from the Tower District Implementation Committee

REPORT TO CITY COUNCIL

May 5, 1992

FROM: Robert Boro, Chair
Tower District Specific Plan Implementation Committee

SUBJECT: Report of activities during first year of Plan implementation

Background

On March 26, 1991, the Fresno City Council unanimously adopted the Tower District Specific Plan (hereafter TDSP). It was effective April 27, 1991. The Plan provided that the Implementation Committee "shall prepare and submit to the City Council a detailed report, with findings and recommendations on implementation of the plan. The report will also specify the capital improvement projects that should be undertaken within the Tower District and specific funding sources to implement the plan and construct the capital improvement projects."

Conclusions and recommendations

Design Review

Current Status:

Process formalized and made part of City municipal code
$7750 raised toward publication of complete Design Guidelines (of an estimated $10,000 total)
Guidelines outlined and partially drafted

Needs:

- means of seeing that approved projects actually follow design guidelines
- formal process for meetings with Planning Director when he disagrees with our recommendations
- one reference work for all procedures

Pro-active Code Enforcement

Current Status:

Neighborhood Preservation Division understaffed
Complaint-driven process—no proactive enforcement, no annual inspections
Bottleneck in City Attorney's office

Needs:

- Larger Neighborhood Preservation Staff
- Support for community efforts
  Code enforcement volunteers
- Redrafted ordinances:
  Impose measurable sanctions for violations; these should be self-executing—cut City Attorney's office, and courts, out of the loop

Public Area Improvements

Current Status:

Fruit to Palm segment of Olive Avenue will have approximately 20 landscaped "bubbles" along the curb lines, including canopy shade trees, irrigation, and low maintenance ground cover. The request for bids will be issued shortly.

The initial design process for Palm to Van Ness segment is in progress. Median islands landscaped with canopy shade trees will be considered for the dominant landscape treatment.
Conversion of Wishon/Fulton and Van Ness/Maroa Avenues to two-way traffic, restoring traditional residential traffic patterns through the plan area after completion of Freeway 41, is under consideration.
City staff and the subcommittee are awaiting progress on the traffic study of the Central Area Plan.
A study of the McKinley and Echo Avenue intersection, traffic speeds, and pedestrian safety is underway.

Needs:

- Mechanical traffic controls at the intersection of McKinley and Echo or undulations at Echo Avenue
- Support for community efforts with graffiti eradication
- Assistance with plans for improving and completing other streetscape treatments in plan areas neglected in the past.

Land Use

Current Status

The issue of boarding house and community care facility overconcentration has not been resolved, despite efforts by a group of interested citizens consisting of facility operators, tenants, neighbors, and representatives of agencies licensing or referring clients to such residences or facilities.
Rezoning nonconforming uses has taken place only on an as-needed basis

Needs:

- modified language for City ordinances and Specific Plan regarding boarding house and health-care facilities
- changes in Municipal code to facilitate rezoning for nonconforming uses within Specific Plan area
- study of Roeding Business Park Redevelopment Study Area's impact on setting up a redevelopment district within the TDSP area

Elements called for in the Plan but not yet implemented:

—Historic Resources Survey
—City of Fresno General Plan and Zoning Ordinance
·Urban conservation district
building and storefront rehab
affirmative maintenance and enforcement

- design review guidelines
- discrete code provisions uniquely applicable to Tower Dist.

Comprehensive list of capital improvement projects for the Tower District
- brief statement of potential benefits of each project
- priorities and time frames for construction
- preliminary cost figures
- identify and recommend possible sources of funding

Detailed report at one-year point
- specifying capital improvement projects to be undertaken
- identifying specific funding source for each project

--AB 1963 (parking and business area improvement)
- Agree upon specific boundaries
- formally establish district for promotion & protection of interests
- AB 1693 monies for:
  - parking facilities (acquire, construct, maintain)
  - promoting district's commercial and business interests
  - minor beautification/enhancement improvements for public areas

--Funding Mechanisms

City of
FRESNO

Development Department

City Hall • 209-498-1591 • FAX 488-1020
2600 Fresno Street
Fresno, California 93721-3604

Alvin P. Solis, AICP
Director

May 14, 1992

Please reply to:
Ann Vomastic
209 498-1361

Dear :

SUBJECT: UPCOMING CITY COUNCIL ACTION RELATED TO COMMUNITY CARE FACILITIES AND BOARDING HOMES

On May 19, 1992, (4 p.m.) the Fresno City Council will consider a one year progress report for the Tower District Specific Plan Implementation Committee. The Council will meet in the City Hall Council Chamber. The annual report is a requirement of the Tower District Specific Plan.

As part of the Council discussion, City staff will address the issue of Community Care Facilities and Boarding Homes. As you are aware, the Tower District Specific Plan requires the development of locational criteria for these uses. The Plan had anticipated the locational criteria to be completed and presented to the Council as part of the annual progress report. However, formulation of the criteria is still pending because staff resources have not been sufficient to complete the project within one year.

Because of this situation, the Council will consider allowing for more time to develop the criteria. If more time is granted, the staff will also recommend that; 1) the moratorium prohibiting new Community Care Facilities and Boarding Homes in the Tower District be extended until the criteria are developed; and 2) that the City continue to not enforce Zoning Ordinance violations (excluding health and safety violations) against existing facilities until the criteria are developed. It is estimated that an additional six months to one year will be needed to develop the criteria.

Due to your interest in this matter, you may wish to attend the City Council meeting. If you have any questions, please call Ann Vomastic, Deputy City Manager, at 498-1361.

Sincerely,

Alvin P. Solis
Director

vs:1240/PLN

APPENDIX D:

RESOLUTIONS AND ORDINANCE OF RECOMMENDATION, CERTIFICATION AND ADOPTION

Central Area Development Commission Resolution
Planning Commission Resolutions (2)
City Council Resolutions (2)
City Council Ordinance (1)

CENTRAL AREA DEVELOPMENT COMMISSION
MINUTES

FEBRUARY 27, 1991

The Central Area Development Commission (CADC) met in regular session at the hour of 5:30 p.m., in the City Council Chambers on the above date.

Present:	Absent:
Linda M. Calandra	Gary Lanfranco
Ronnie McNair	Bud Long (Resigned 2/14/91)
Blanche V. Milhahn	
Robert D. Ward	

Staff Present:

George Aguilar, Acting Secretary
Jo Ann Brindeiro, Recording Secretary

II. A. APPROVE MINUTES OF JANUARY 30, 1990 MEETING
(Carryover from February 13, 1991 Meeting)

Chairman Ronnie McNair asked for a motion to approve the minutes of the January 30, 1990, meeting. Commissioner Milhahn moved the minutes be approved, seconded by Commissioner Calandra and unanimously carried.

Ayes: Calandra, McNair, Milhahn, Ward
Noes: None
Absent: Lanfranco

B. REVIEW UNOFFICIAL NOTES OF FEBRUARY 13, 1990 MEETING

Chairman Ronnie McNair asked for a motion to accept the unofficial notes of the February 13, 1990, meeting as presented. Commissioner Milhahn moved they be accepted as presented, seconded by Commissioner Ward and unanimously carried.

Ayes: Calandra, McNair, Milhahn, Ward
Noes: None
Absent: Lanfranco

III. PRESENTATION OF DRAFT TOWER SPECIFIC PLAN AND RECOMMENDATION TO CITY COUNCIL

Nick Yovino, Development Manager of the Development Department, briefly reviewed and elaborated on the proposed Draft Tower Specific Plan. Mr. Yovino discussed the resolution of concerns of the difference between the draft Plan and the Central Area Community Plan about the land use designations for the portion of the Van Ness-Fulton Couplet--it is now proposed that that

area be called Residential/Mixed Use and would also allow office uses and a range of commercial uses. Mr. Yovino briefly described Modification Reports A and B and elaborated on the different zonings described in the reports.

Mr. Yovino briefly discussed the design review process in the draft Tower Specific plan--guidelines for the whole Tower District; building permits reviewed by a designer review committee; design review committee will advise the Development Director; citizens will sit on committee; every permit will be reviewed.

On motion of Commissioner Milhahn, seconded by Commissioner Ward, duly carried, RESOLVED that the Commission support and recommend that the City Council approve the Draft Tower District Specific Plan with Plan Modifications Reports A and B as recommended by the Tower District Citizens Committee and the Development Department staff.

Ayes: Calandra, McNair, Milhahn, Ward
Noes: None
Absent: Lanfranco

IV. UNSCHEDULED ORAL COMMUNICATIONS

Commissioner Linda Calandra announced a workshop that will be presented by the Fresno County and City Chamber of Commerce--"Central Area Revitalization" at the Chamber of Commerce offices on March 16, 1991. It is requested that a list of the Commissioners be submitted so that an invitation be issued to all Commissioners.

Chairman McNair briefly discussed impacts of water use reduction in the Central Area and requested information on the present water situation and implications to the Central Area.

Commissioner Calandra requested a status report on the new City and County Tax Sharing Agreement.

V. ADJOURNMENT

On motion of Commissioner Ward, seconded by Commissioner Calandra, and unanimously carried that the meeting be adjourned. There being no further business, the meeting was adjourned at 6:00 p.m.

Dated this 27TH day of FEBRUARY, 1991.

Stafford W. Parker, Secretary

Ronnie McNair, Chairman

jb
362+/CADC4

RESOLUTION NO. _____

A RESOLUTION OF THE CENTRAL AREA DEVELOPMENT COMMISSION OF THE CITY OF FRESNO RECOMMENDING THAT THE COUNCIL OF THE CITY OF FRESNO APPROVE THE PROPOSED TOWER DISTRICT SPECIFIC PLAN

The Fresno City Central Area Development Commission at its meeting of February 27, 1991, adopted the following resolution relative to the draft Tower District Specific Plan.

WHEREAS, The Fresno City Council on November 20, 1984, adopted the Fresno General Plan; and

WHEREAS, the Council on December 1, 1977, and July 18, 1989 adopted the Fresno Highway Plan, and the Central Area Community Plan, respectively, as refinements of the General Plan; and

WHEREAS, Specific Plans may be developed to further refine Community Plans in a parcel-specific manner; and

WHEREAS, the Council directed that a new Specific Plan for the Tower District be prepared; and

WHEREAS, a draft Tower District Specific Plan has been completed for the designated area which is bounded by Shields and Clinton Avenues on the north, Fruit Avenue on the west, the Southern Pacific Railroad and proposed Freeway 180 on the south, and Blackstone Avenue on the east, and also included are Van Ness and Fulton streets south to Voorman Avenue including the area between those streets and the full alleys west of College Avenue and east of Yosemite Avenue; and

WHEREAS, the draft Specific Plan was prepared pursuant to the City of Fresno Local Planning and Procedures Ordinance (LPPO) and guidelines promulgated under it and was formulated by the consultant firm of Wallace, Roberts and Todd, Development Department staff, the Citizens' Advisory Committee, and with substantial public input; and

WHEREAS, the draft Specific Plan was initiated for public review by the City Council on November 13, 1990, pursuant to the LPPO and guidelines promulgated under it; and

WHEREAS, Final Environmental Impact Report No. 10108, which has been prepared as an integral part of the draft Specific Plan, identifies no significant effects resulting from the implementation of the draft Specific Plan.

NOW, THEREFORE BE IT RESOLVED, that the Central Area Development Commission of the City of Fresno has reviewed and considered the draft Tower District Specific Plan and recommends that the Council of the City of Fresno adopt the Specific Plan subject to:

DRAFT

1. Certification of Final Environmental Impact Report No. 10108 as required by the California Environmental Quality Act, and concurrent findings that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and
2. Approval of the amendment of the portions of the General Plan, the Fresno High/Roeding, and Central Area Community Plans within the Tower District;
3. Approval of the Tower District Specific Plan with Plan modifications as recommended by the Tower District Citizens' Committee and the Development Department Staff.

The foregoing Resolution was adopted by the Central Area Development Commission upon a motion by Commissioner Milhahn, seconded by Commissioner Ward.

VOTING: Ayes - Calandra, McNair, Milhahn, Ward

Noes - None

Absent - Lanfranco

Ronnie McNair, Chair
Central Area Development Commission

Dated February 27, 1981

DF:flh
PLN379/388

DRAFT

FRESNO CITY PLANNING COMMISSION
RESOLUTION NO. 10103

The Fresno City Planning Commission at its special meeting of March 13, 1991, adopted the following resolution relative to the certification of Final Environmental Impact Report (EIR) No. 10108 and adoption of findings regarding the environmental effects related to the proposed Specific Plan.

WHEREAS, EIR No. 10108 relating to the draft Tower District Specific Plan has been prepared in compliance with the California Environmental Quality Act; and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered EIR No. 10108 and the Planning staff and Citizen Committee recommendations, written comments, and testimony received regarding EIR No. 10108.

NOW, THEREFORE BE IT RESOLVED that the Planning Commission has reviewed and considered the information contained in the draft Tower Specific Plan and EIR No. 10108 and does hereby approve and recommend that the Council take the following action to approve EIR No. 10108:

1. Certify EIR No. 10108 as being completed in compliance with the California Environmental Quality Act, the State CEQA Guidelines, and the City of Fresno's Environmental Quality Ordinance; and

2. Find that there is no substantial evidence in the record, that the Tower may have a significant Plan on the environment.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING: Ayes - Smith, Klein, Mendoza, Petty, Sterling
Noes - None
Not Voting - None
Absent - Moore, Quintero

ALVIN P. SOLIS, Secretary
Fresno City Planning Commission

Dated March 13, 1991

DEF:flh
PLN379/+483

FRESNO CITY PLANNING COMMISSION
RESOLUTION NO. 10104

The Fresno City Planning Commission at its special meeting of March 13, 1991, adopted the following resolution recommending approval of the draft Tower District Specific Plan with modifications.

WHEREAS, the Specific Plans are essential to the refinement of Community Plans; and

WHEREAS, the Council directed that the Tower District Specific Plan be prepared; and

WHEREAS, the Tower District Specific Plan has been prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was jointly prepared by staff, the consultant firm of Wallace, Roberts and Todd, a 21-member Citizens Advisory Committee, and with substantial public input, and was initiated by the Fresno City Council on November 13, 1990, all in conformance with the state Government Code, the LPPO and guidelines promulgated under it; and

WHEREAS, the Planning Commission considered Final Environmental Impact Report (EIR) No. 10108 relating to the draft Tower District Specific Plan and has determined that the EIR is adequate and has been prepared in compliance with the California Environmental Quality Act; and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered the Planning staff and Citizen Committee recommendation, written comments, and testimony given in favor of and in opposition to the draft Tower District Specific Plan, modifications thereto, and EIR No. 10108.

NOW, THEREFORE BE IT RESOLVED that the Planning Commission has reviewed and considered the information contained in the draft Tower Specific Plan and EIR No. 10108 and does hereby approve and recommend that the Council approve amendments to the Fresno High-Roeding Community Plan, the Central Area Community Plan, and the Fresno General Plan as depicted in Attachment D of the bound staff report, incorporated herein by reference, in order to maintain consistency between these plans and the Specific Plan.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING: Ayes - Smith, Klein, Mendoza, Petty, Sterling
Noes - None
Not Voting - None
Absent - Moore, Quintero

BE IT FURTHER RESOLVED that the Fresno City Planning Commission hereby recommends that the City Council approve the Tower District Specific Plan, including Attachment A, Attachment B, and all modifications as initiated on November 13, 1990 and explained and conditioned in Attachment C and the EIR, as depicted in the bound staff report, and as further explained by staff verbally at the March 13, 1991, hearing and incorporated by reference into this resolution.

The foregoing resolution was adopted by the Planning Commission upon a motion by Commissioner Smith, seconded by Chair Klein.

VOTING: Ayes - Smith, Klein, Mendoza, Petty, Sterling
Noes - None
Not Voting - None
Absent - Moore, Quintero

ALVIN P. SOLIS, Secretary
Fresno City Planning Commission

Dated March 13, 1991

DF:mv
PLN379/485

FURTHER RECOMMENDATIONS MADE BY
PLANNING COMMISSION CHAIRPERSON KLEIN

1. As a recommendation to remedy current parking problems and fulfill educational needs, Hamilton should be reverted back to Middle School status. (Plan pg. 6-12).

2. As a recommendation consistent with the purpose of the Tower District Specific Plan, the preferred Central Olive Avenue Plaza alternative should be "A." (Plan pg. 5-5).

3. By viewing the remaining fragments of the streetscape of Van Ness Boulevard south to Weldon and Fulton Avenue from Belmont south to Divisadero, one can infer an overall pattern. This pattern, characterized by median islands planted with lawn and Deodar Cedars, is established on Van Ness Boulevard south to Weldon. Weldon retains the median islands with lawn, as well as the remnant of sweeping two-way curve at its intersection with Van Ness. One last fragment of this motif remains on Peralta and Maroa, where there is a median island on block in length with two mature Deodar Cedars. The logical recommendation would be to reestablish this pattern along the throughfares identified in the 1984 General Plan as "Scenic Drives." (EIR figure 4.2-1). This can be accomplished by the planting of Deodar Cedars on Weldon in place of the immature existing trees. Furthermore, this median island treatment, complete with lawn and Deodar Cedars, should be installed in place of the center lane of Wishon Avenue from Princeton Avenue south to the northern edge of the Central District Commercial Streetscape at Hedges Avenue. Deodars should be planted as street trees from Olive south to Belmont, thereby extending a pattern that is identified in the EIR as, "a unique and highly valuable landscape character." (EIR pg. 4.1-6).

4. In concert with the previous item, the use of stone gateway elements or similar district-specific street markers should be recommended to further identify the Tower District as unique. (EIR pg. 4.1-6).

RESOLUTION NO. 91-138

A RESOLUTION OF THE COUNCIL OF THE CITY OF FRESNO, CALIFORNIA, CERTIFYING FINAL ENVIRONMENTAL IMPACT REPORT NO. 10108 FOR THE TOWER DISTRICT SPECIFIC PLAN AND FINDING NO SIGNIFICANT ENVIRONMENTAL IMPACT

WHEREAS, the Final Environmental Impact Report (EIR) No. 10108 relating to the draft Tower District Specific Plan has been prepared in compliance with the California Environmental Quality Act (CEQA); and

WHEREAS, the Planning Commission held a duly noticed special public hearing on March 13, 1991, and considered EIR No. 10108 and the City of Fresno staff and Citizen Committee recommendations, written comments, and testimony received regarding EIR No. 10108; and

WHEREAS, the Fresno City Planning Commission at its special meeting of March 13, 1991, adopted Resolution No. 10103, recommending certification of EIR No. 10108; and

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto.

NOW THEREFORE BE IT RESOLVED, the Council of the City of Fresno certifies that EIR No. 10108 has been completed in compliance with CEQA and the City of Fresno's Environmental Quality Ordinance, and that the Council has reviewed and considered the information contained in EIR No. 10108 prior to approving the Tower District Specific Plan.

PASSED 3/28/91

BE IT FURTHER RESOLVED, that the Council finds that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO)
CITY OF FRESNO)

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

JACQUELINE L. RYLE
City Clerk

APPROVED AS TO FORM
CITY ATTORNEY'S OFFICE

BY: _____ DEPUTY

By _____ ~~Deputy~~

DF:flh
PLN379/+463

RESOLUTION NO. 91-139

A RESOLUTION OF THE COUNCIL OF THE CITY OF FRESNO AMENDING THE 1984 FRESNO GENERAL PLAN, THE FRESNO HIGH-ROEDING COMMUNITY PLAN, AND THE CENTRAL AREA COMMUNITY PLAN

WHEREAS, the Fresno City Council on December 1, 1977, November 20, 1984, and on July 13, 1989, adopted the Fresno High-Roeding Community Plan and the General Plan, and the Central Area Community Plan, respectively; and

WHEREAS, specific plans are essential to the refinement of the Community Plan; and

WHEREAS, the Council directed that the Tower District Specific Plan be prepared; and

WHEREAS, the Tower District Specific Plan has been prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was formulated by staff with the help of a 21-member Citizens Advisory Committee and with substantial public input and was initiated by the Fresno City Council on November 13, 1990, all in conformance with applicable provisions of State Planning Law, the LPPO and guidelines promulgated under it; and

WHEREAS, the Fresno City Planning Commission, at its special meeting of March 13, 1991, adopted Resolution No. 10104 recommending adoption of the Tower District Specific Plan as recommended by the Citizens Advisory Committee and including several modifications; and

PASSED 3/21/91

EFFECTIVE 3/21/91

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and Final Environmental Impact Report (EIR) No. 10108 and at the public hearings considered all information contained in the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto; and

WHEREAS, prior to taking action on this project, Council adopted a resolution certifying EIR No. 10108 as required by the California Environmental Quality Act, and finding that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and

WHEREAS, the LPPO requires that specific plans must be adopted by ordinance, and community plans and the General Plan must be amended by resolution; and

WHEREAS, the Charter of the City of Fresno permits an ordinance adopting a specific plan to be adopted by Council on the day it is introduced; and

WHEREAS, the Council has adopted an ordinance adopting the Tower District Specific Plan.

NOW, THEREFORE BE IT RESOLVED that the Council of the City of Fresno, having adopted the Tower District Specific Plan, approves amendments to the Fresno High-Roeding Community Plan, the Central Area Community Plan, and 1984 Fresno General Plan as depicted on Attachment D, respectively, incorporated herein by reference, in order to maintain consistency between the Tower District Specific Plan, the said Community Plans and General Plan.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO)
CITY OF FRESNO)

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

APPROVED AS TO FORM
CITY ATTORNEY'S OFFICE
BY: _____ DEPUTY

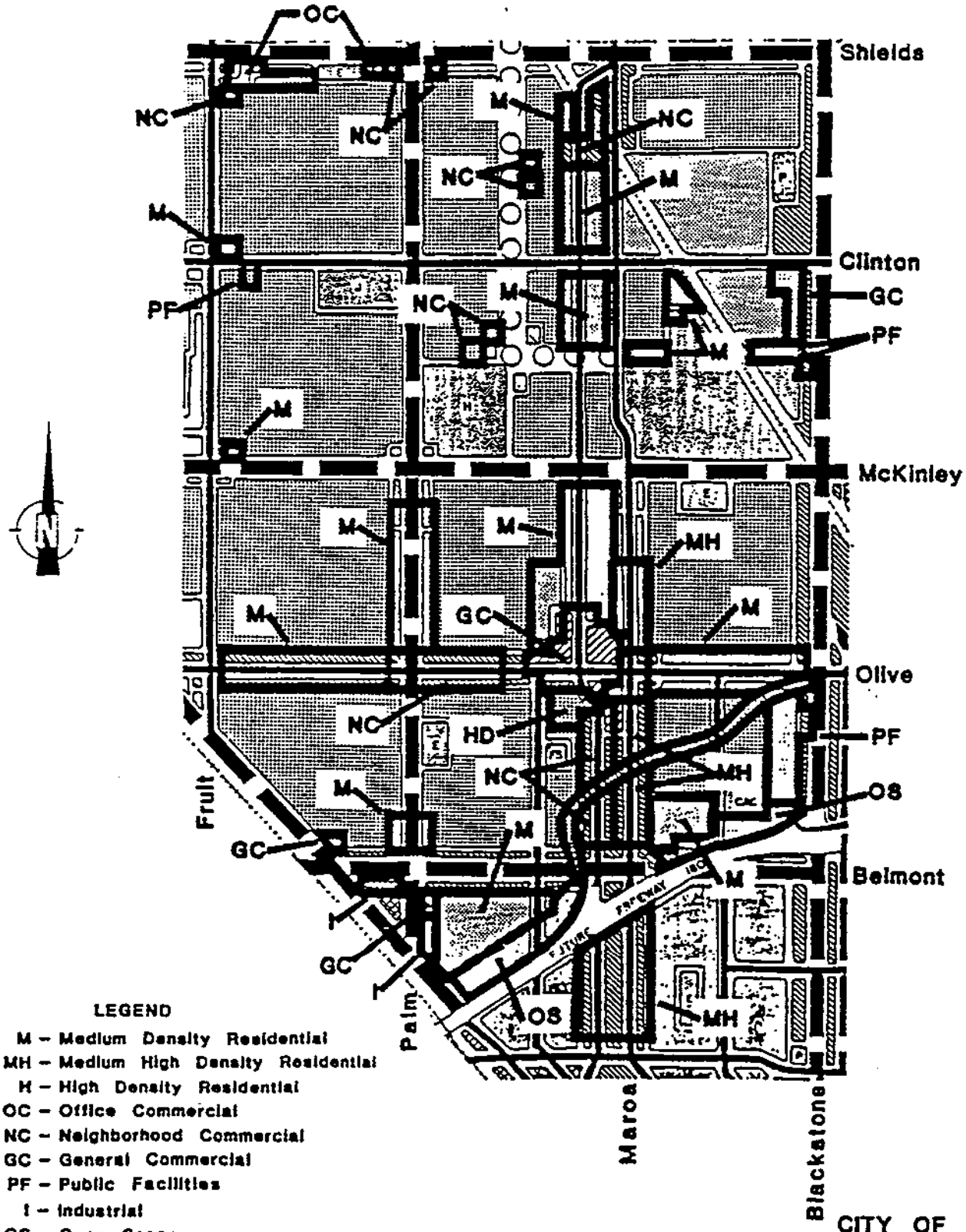
JACQUELINE L. RYLE
City Clerk
By Jacqueline L. Ryle
Deputy

DF:flh
PLN379/475

Attachment "D" - Maps of plan amendments

ATTACHMENT D One of Three

PROPOSED AMENDMENTS TO FRESNO HIGH-ROEDING COMMUNITY PLAN BY THE TOWER DISTRICT SPECIFIC PLAN



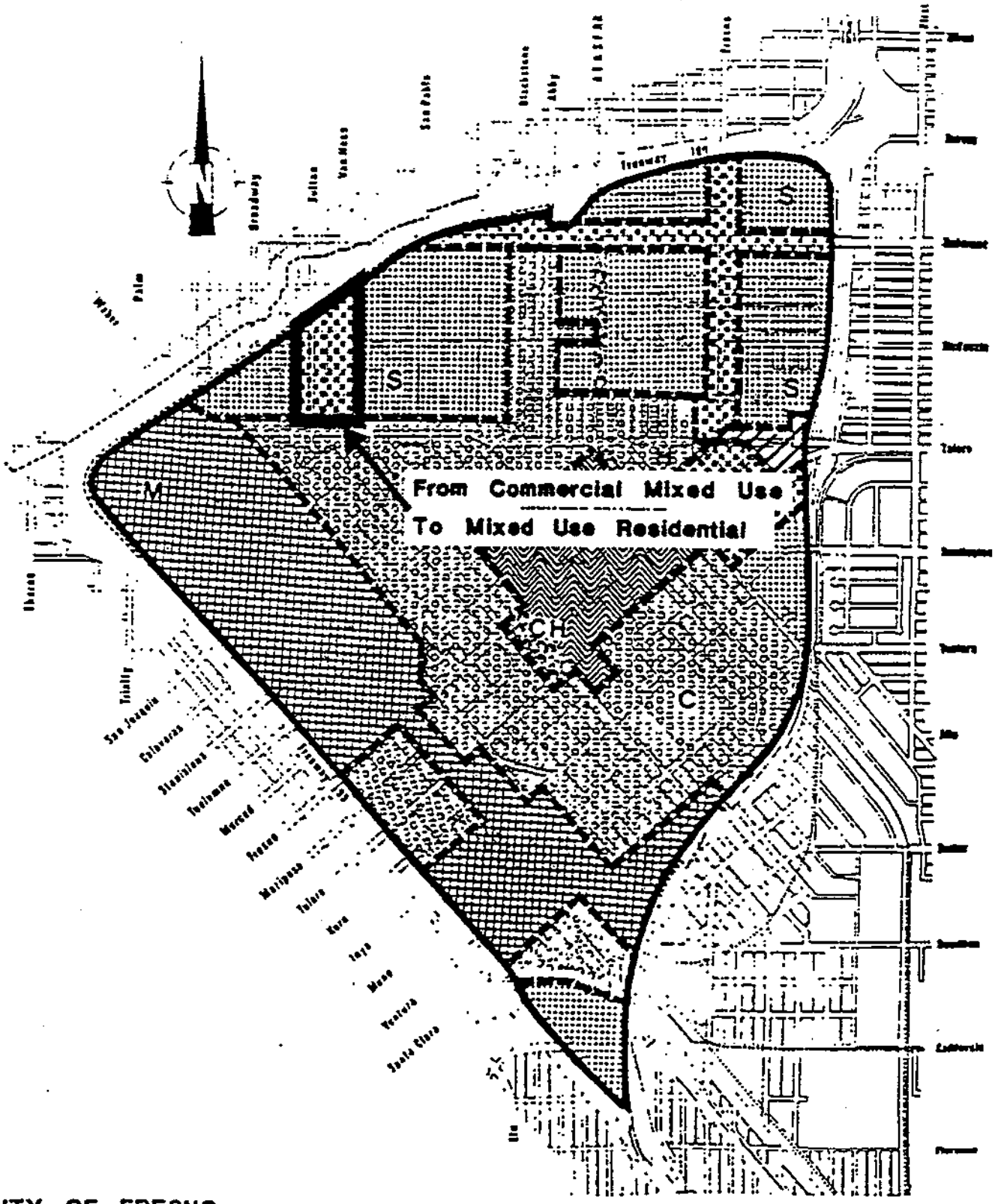
LEGEND

M – Medium Density Residential
MH – Medium High Density Residential
H – High Density Residential
OC – Office Commercial
NC – Neighborhood Commercial
GC – General Commercial
PF – Public Facilities
I – Industrial
OS – Open Space

CITY OF FRESNO
DEVELOPMENT DEPARTMENT

ATTACHMENT D Two of Three

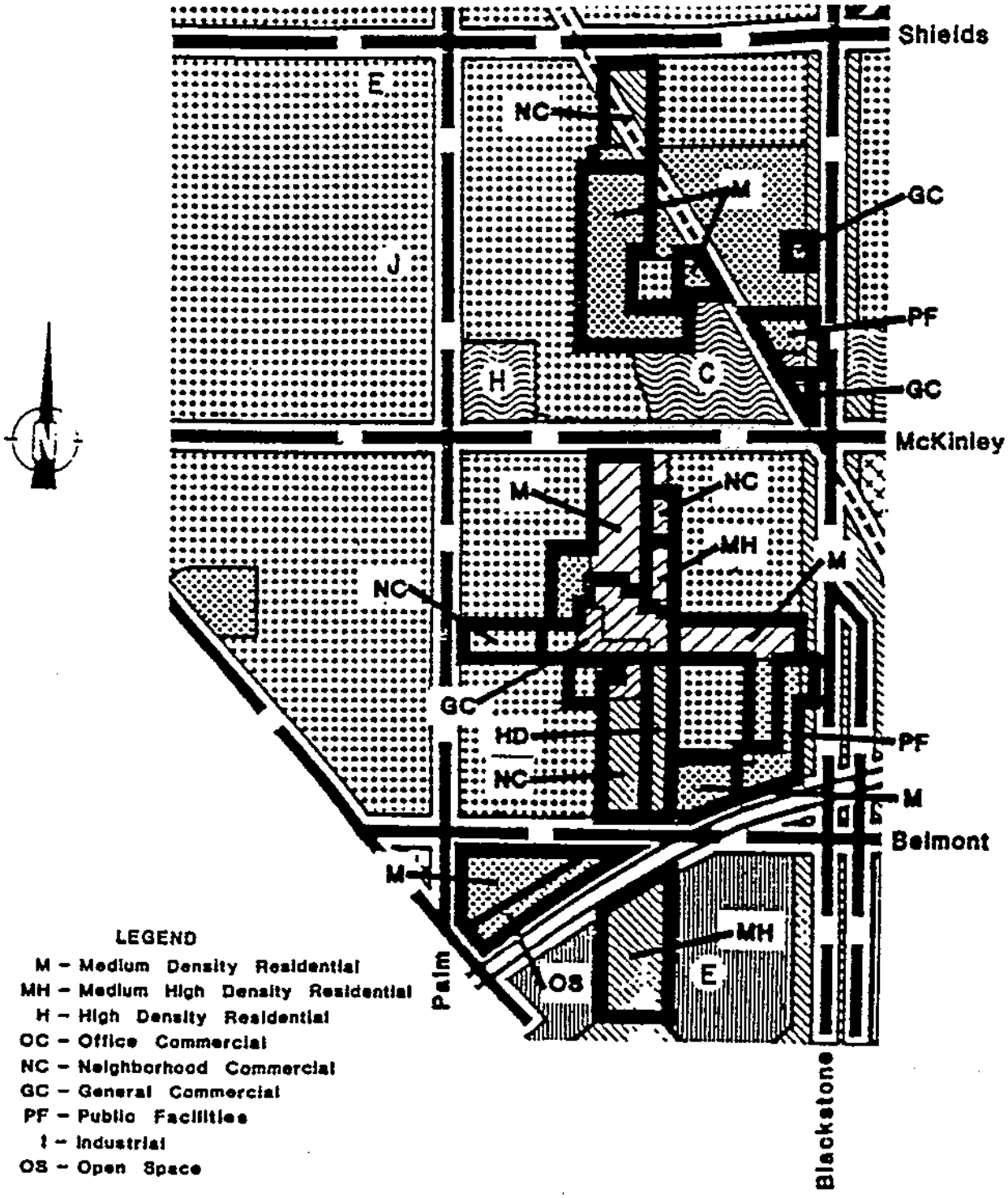
PROPOSED AMENDMENT TO CENTRAL AREA PLAN BY THE TOWER DISTRICT SPECIFIC PLAN



CITY OF FRESNO
DEVELOPMENT DEPARTMENT

ATTACHMENT D Three of Three

PROPOSED AMENDMENTS TO 1984 FRESNO GENERAL PLAN BY THE TOWER DISTRICT SPECIFIC PLAN



CITY OF FRESNO
DEVELOPMENT DEPARTMENT

BILL NO. B-26

INTRODUCED BY COUNCILMEMBER Scharton

ORDINANCE NO. 91-26

AN ORDINANCE OF THE CITY OF FRESNO, CALIFORNIA, ADOPTING THE TOWER DISTRICT SPECIFIC PLAN

WHEREAS, the Tower District Specific Plan was prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was formulated by staff with the help of a 21-member Citizens Advisory Committee and with substantial public input and was initiated by the Fresno City Council on November 13, 1990, all in conformance with applicable provisions of State Planning Law, the LPPO and guidelines promulgated under it; and

WHEREAS, the LPPO requires that specific plans must be adopted by ordinance; and

WHEREAS, the Charter of the City of Fresno permits the ordinance adopting the Tower District Specific Plan to be adopted by the Council on the day of its introduction; and

WHEREAS, the Fresno City Planning Commission, at its special meeting of March 13, 1991, adopted Resolution No. 10103 recommending certification of Final Environmental Impact Report (EIR) No. 10108 and adopted Resolution No. 10104 recommending adoption of the Tower District Specific Plan update as recommended by the Citizens Advisory Committee and including several modifications; and

PASSED 3/26/91

EFFECTIVE 4/26/91

MICROFILMED
Reel 332 Date 6/12/91

WHEREAS, the Council of the City of Fresno, on March 26, 1991, held a duly noticed public hearing to consider the draft Tower District Specific Plan and EIR No. 10108 and at the public hearings considered all information contained in the draft Tower District Specific Plan and EIR No. 10108, and all written and oral evidence and testimony related thereto; and

WHEREAS, prior to taking action on this project, Council adopted a resolution which certified that EIR No. 10108 was prepared in compliance with the California Environmental Quality Act, and found that there is no substantial evidence in the record that the Tower District Specific Plan may have a significant effect on the environment; and

NOW, THEREFORE THE COUNCIL OF THE CITY OF FRESNO DOES ORDAIN AS FOLLOWS:

SECTION 1. The Tower District Specific Plan, consisting of maps and written statements of goals, policies and implementation measures, including Attachments A, B, and C, all as contained in Exhibit 1, and including all mitigation measures as set forth in the EIR incorporated herein by reference is hereby adopted.

SECTION 2. Any provision in Chapter 12 of the Fresno Municipal code which would render implementation of this ordinance infeasible shall yield to the provisions of this ordinance.

SECTION 3. This ordinance shall become effective and in full force and effect at 12:01 a.m. on the thirty-first day after its passage.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO)
CITY OF FRESNO)

I, Jacqueline L. Ryle, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 26th day of March 1991.

APPROVED AS TO FORM
CITY ATTORNEY'S OFFICE

BY: _____
DEPUTY

JACQUELINE L. RYLE
City Clerk

By _____
Deputy

DF:flh
PLN379/+464

FINAL ENVIRONMENTAL IMPACT REPORT NO. 10108
CITY OF FRESNO
TOWER DISTRICT SPECIFIC PLAN

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1.0 SUMMARY

This document constitutes the Final Environmental Impact Report (EIR) for the Tower District Specific Plan and the Director's summary, conclusions and recommendations. The Final EIR includes a summary of the project and notes that no evidence of significant unavoidable adverse impacts associated with the project were identified in the EIR. It also includes a list of persons, organizations and public agencies commenting on the draft EIR, the actual comments received on the draft EIR, and the City's responses to the environmental comments received. Finally, the Final EIR proposes a mitigation measure monitoring program.

2.0 PROJECT DESCRIPTION

The Tower District Specific Plan for the City of Fresno expands upon and refines the policies of the Fresno General Plan, the Fresno High-Roeding Community Plan, and the Central Area Community Plan. The Tower District Specific Plan constitutes amendments to those plans.

The Tower District Specific Plan comprises approximately three square miles and is defined by Shields Avenue on the north; by Maroa Avenue between Shields and Clinton Avenues and Blackstone Avenue between Clinton and the Future Route 180 corridor on the east; by the future Route 180 on the south, including the Fulton, Van Ness corridor to Voorman Avenue between the full alleys west of College and east of Yosemite Streets.

The purpose of the Tower District Plan is to provide the City and the residents of the District with a comprehensive structure for managing historic resources and conserving neighborhoods in face of future change and development. The Plan addresses urban conservation and new development, including public area improvements. The Plan and EIR provide goals and policies for neighborhood quality and stability, for economic development and reinvestment and for fiscal responsibility. Major components of the Plan include parcel specific land use designations, a conservation analysis and program that includes recommendations for the designation of six historic districts, provisions for mixed uses and density tolerant areas, two conceptual proposals for a Tower Commercial Area Plaza, a proposal for the establishment of a Dry Creek Linear Park, recommendations for bridge treatments as it relates to the proposed Freeway 180 undercrossing, a City sponsored rezoning program, a recommendation for pro-active code enforcement and architectural guidelines for building alterations and new construction, guidelines for public area improvements, a recommendation for the preservation of alleys and for study of the potential for a return to two-way streets on Van Ness and Fulton Street north of Belmont Avenue, a proposal that several east-west local streets be blocked at their interface with commercial uses along Blackstone Avenue, and a policy to limit overconcentration of community care facilities. The Plan also includes a specific implementation program (including a citizens implementation committee) and a design review process.

Implementation of the policies of the Specific Plan will require amendments to the zoning ordinance, specifically as it relates to the consistency of development activity to the Specific Plan and to allowable land uses in the Van Ness/Fulton couplet.

The Tower District Specific Plan has been prepared pursuant to the provisions of Section 65450 through 65457 of the California Government Code. Adoption of the Specific Plan provides for the requirements and character of future growth and change within the Tower District Plan area, including changes to existing regulations and requirements affecting the development and use of land.

3.0 SUMMARY OF ENVIRONMENTAL IMPACTS

The Tower District Specific Plan is a plan for conservation of urban resources, and not a plan for the development of previously unurbanized land. As a result of this, the EIR revealed no significant adverse environmental impacts as defined by CEQA. The impacts associated with the plan are not significant and are summarized as follows.

- changes to land use designations now specified in the Fresno High/Roeding Community Plan which will result in greater consistency between plans;
- changes in zoning districts which will be mitigated by a multi-tiered rezoning process;
- increases in traffic in the Tower District which would be less than that if development occurred under the existing General Plan;
- short-term air quality impacts relative to construction activity, but an overall decrease in emissions as opposed to that produced by the existing General Plan;
- new policies and guidelines that recognize historic and architectural features, establishment of five historic districts and one thematic group and allowance of historic precedents to be considered to provide flexibility in new development and building alterations which will protect and recognize the significant historic resources in the Tower District;
- new policies and development standards which enhance many of the visual elements of the Tower District;
- certain localized impacts are associated with urban service delivery but are either not significant or are relative to the intensity of future development

Environmental Impact Report Number 10108 analyzes all related environmental impacts and presents measures to mitigate impacts. The Specific Plan and EIR have been developed to complement each other. Certain mitigation measures identified in the EIR have been incorporated as policies in the Specific Plan.

4.0 CONCLUSION AND RECOMMENDATION

There is no evidence in the record which indicates that the Tower District Specific Plan will have a significant adverse environmental effect. Environmental and urban service related impacts are mitigated to the fullest extent feasible as described in the EIR. Implementation of the Specific Plan will have a positive effect on the urban resources, residents, and businesses in the Tower District and the City at large.

It is recommended that the Council of the City of Fresno adopt the Tower District Specific Plan and its implementation ordinance.

5.0 PUBLIC INFORMATION MEETING SUMMARY

The meeting was held on January 24, 1991, in the Sarah McCardle Room of the Downtown Branch of the Fresno County Library. The meeting was noticed in an advertisement in the Fresno Bee and a notice was mailed to approximately 1,570 property owners in the Tower District Specific Plan area.

The meeting began at 6:00 p.m. In attendance representing the City were Nick Yovino, Lois Johnson, and David Fey. There were approximately 30 persons in attendance.

Lois Johnson opened the meeting with staff introductions and a description of the purpose of the meeting. She stated that persons who are interested in having an official response to their comments must provide their comments in writing and deliver them to the Development Department by 5:00 p.m. on February 4, 1991, the expiration date of the comment period.

Ms. Johnson announced the hearing dates for the Tower District Specific Plan for Planning Commission (March 13, 1991, at 5:30 p.m., in the Wine Room of the Convention Center) and City Council (March 26, 1991, at a place and time to be announced).

Ms. Johnson described the Specific Plan boundaries, and, among other things, its relationship with the general plan and community plans, the purpose of the Specific Plan, historic districts, the Olive/Fulton plaza concept, pro-active code enforcement, and the architectural review process. Ms. Johnson detailed the relationship of the Citizen's Advisory Committee to the Specific Plan, the work of the consultant, (WRT), and the relationship between the consultant's version of the plan and the staff plan.

Mr. Fey briefly described the California Environmental Quality Act and its relationship with the Specific Plan, the public review period, the elements of the EIR, their impacts and mitigation. Mr. Fey noted that the EIR found that there were no significant adverse environmental effects associated with the Specific Plan.

Questions from the audience began. Ala Smith questioned Mr. Yovino about the effects of the Specific Plan on her property. He responded to her question regarding multiple dwellings constructed within areas zoned R-1. Councilmember Scharton raised concerns about this class of land use conflict and expressed a desire to have these kinds of properties evaluated through the first phases of the rezone program.

A property owner voiced concerns about the linear park and noted the potential for loitering by undesirable persons, increased crime and the hazards of a creek setting. Staff replied that as the design is formalized, staff would work to address these kinds of issues via measures like appropriate lighting, alarm boxes, slope, grading, etc.

A citizen with a C-5 business in an historic structure wanted to know how the Specific Plan would affect him. Mr. Yovino replied that the area would continue to have provisions for C-5 uses but that new plan criteria like architectural review and setback overlays might apply to expansions. Ms. Johnson asked that the property owner call City Hall to get more specific answers about the historic status of the property, etc.

A representative of McMahan's Furniture store asked how the Specific Plan would effect his company's development of parcels on Olive Avenue. Staff discussed the situation with him and, with his approval, researched the question and answered it after the meeting.

Jill Witter and Samuel Palmer, representing Angelica Healthcare Services, Incorporated, presented an analysis of the impact of the Specific Plan on the laundry located at 330 North Broadway. Ms. Witter described the employee demographics and revenue situation related to the laundry. After the presentation, there were questions and answers between members of the audience, City staff, and Angelica staff. A citizen indicated that Angelica had not been a good neighbor and that at least two households had sold their property because of problems created by the laundry, i.e. uncontrolled lint, truck noise, parking which spilled over into residential areas and litter. City staff noted that Angelica was in the process of meeting with staff and the citizen's committee to see if issues might be resolved.

The meeting was adjourned at 8:00 p.m.

Submitted by David E. Fey
January 28, 1991

TOWER DISTRICT SPECIFIC PLAN
PUBLIC INFORMATION MEETING ATTENDANCE
January 24, 1991

NAME	ADDRESS	PHONE
Dennis Tyler, NFMA	6665 N. Fresno #263, Fresno, CA 93710	432-7811
Justin Navarro	940 N. Fulton, Fresno, CA	485-7572
Ruth Ratzlaff	P.O. Box 411, Fresno, CA 93708	442-8018
Mike Clifton	921 N. San Pablo, Fresno, CA 93728	485-7411
Blanche Milhahn	421 N. Diana, Fresno, CA 93701	237-8796
Wilma Maldonado	479 E. Alluvial #106, Fresno, CA 93720	
Dina Greco	187 W. Quincy, Fresno, CA 93711	
Larry Wiggins	P.O. Box 281, Coarsegold, CA 93614	
Ala Smith	855 E. Peralta, Fresno, CA 93704	442-3652
Keith Avera	855 E. Peralta Way, Fresno, CA 93704	227-2700
Frank Beurskern	Angelica Corporation, Inc., Fresno, CA	
Howard Dickson	330 N. Broadway, Fresno, CA	
Phil Vecchiarelli	Fresno, CA	
Sam Palmer	2445 Capital Street, Fresno, CA	
Benita Golden	636 N. Broadway, Fresno, CA 93728	
Karol Quintana	604 N. Broadway, Fresno, CA 93728	
Nick Fierro	703 N. San Pablo, Fresno, CA 93728	
Chris T. Mendes	1264 N. Van Ness, Fresno, CA 93728	
Laura Horsford	933 E. Weldon, Fresno, CA 93704	
Jue Beard	933 E. Weldon, Fresno, CA 93704	
Annie Lokrantz	927 E. Weldon, Fresno, CA 93704	
Kent Monson	353 E. Olive Ave., Fresno, CA 93728	233-7113

6.0 LIST OF AGENCIES AND PERSONS CONSULTED DURING EIR PROCESS

City of Fresno

Police Department	Fire Department	General Services
Development Department	Parks, Recreation & Community Services	Public Works
Housing & Community Development Department		

County of Fresno

Chief Administrative Officer	Health Department	County Library
Public Works & Development Services Department	Local Agency Formation Commission	Airport Land Use Commission
Environmental Health	Air Pollution Control District	

State of California

California Highway Patrol	Caltrans	Fish and Game
California State University, Fresno	Department of Health Services, Public Water Supply Branch	California Department Housing & Community Development, Division of Research & Policy
Regional Water Quality	Department of Water Resources	Office of Planning & Research, State Clearinghouse

United States Government

Social Security Administration

Bureau of Reclamation
US Fish and Wildlife Service, Ecological Service

Housing and Urban Development

Soil Conservation Service

US Postal Service

Army Corps of Engineers

Environmental Protection Agency

Miscellaneous

City of Clovis

Continental Cablevision

Council of Fresno County Governments

County of Madera Planning Department

Fresno Board of Realtors

Fresno Building Industry Association

Fresno Chamber of Commerce

Fresno Irrigation District

Fresno Metropolitan Flood District

Fresno Unified School District

Housing Authority of the City and County of Fresno

North Fresno Merchants Association

Jay Claiborne/Wallace Roberts & Todd

League of Women Voters

Pacific Gas and Electric

Pacific Bell

7.0 LIST OF AGENCIES AND PERSONS COMMENTING ON THE DRAFT EIR

Jerry Boren
Fresno County Public Works and
Development Services Department

David Nunenkamp
Office of Planning and Research

Bryan Apper
Caltrans

Blair Carlson
Solid Waste Division
Public Works Department

E. Robert Wright
Representing Angelica Healthcare Services Group

Ken Katen
Fresno Irrigation District

Chuck McAlexander
Fresno Unified School District

Troy Arseneau
Fresno Metropolitan Flood Control District

8.0 COMMENTS ON THE DRAFT EIR

Numbers in the left margin are coded to corresponding numbers added to the left hand margins of Responses to Comments, as incorporated into the Final EIR.

County of FRESNO

Public Works & Development Services Department

Richard D. Welton
Director

February 1, 1991

Ms. Lois Johnson
Supervising Planner
Development Department
City of Fresno
2326 Fresno St.
Fresno, CA 93721

Dear Ms. Johnson:

Subject: Tower District Specific Plan and Related Draft Environmental Impact Report (DEIR)

1 The above-referenced DEIR and Specific Plan were circulated for review and comment within the Fresno County Public Works & Development Services Department. No comments were received.

Thank you for the opportunity to review this project. If you have any questions, please contact me at (209) 453-5055.

Very truly yours,

Jerry K. Boren
Development Services Manager

Leslie Kline

Leslie Kline
Staff Analyst II

LK:mar
4723K

cc: Jeff Tweedie, Planning Division
Casey Cheng, Development Engineering

2220 Tulare Street, Sixth Floor/Fresno, California 93721/Phone (209) 453-5055
Equal Employment Opportunity — Affirmative Action — Handicap Employer

STATE OF CALIFORNIA – BUSINESS, TRANSPORTATION AND HOUSING AGENCY PETE WILSON, Governo

DEPARTMENT OF TRANSPORTATION
P.O. BOX 12616
1352 W. OLIVE AVENUE
FRESNO, CA 93778
TDD (209) 488-4066

(209) 488-4347

February 4, 1991

06250-025721
Fre-180 GAP Project

Mr. Nick Yovino
City of Fresno
Development Department
2326 Fresno Street
Fresno, CA 93721

Dear Mr. Yovino:

The following are Caltrans' comments on the Tower District Specific Plan draft EIR:

2 Land Use--Open Space
Page 4.1-18 of the draft EIR states that six acres of open space would exist on Caltrans right-of-way near Poplar and Park Avenues. The correct amount is 1.6 acres.

3 The proposed Dry Creek Park appears to call for the eventual removal of the circa 1885 Italianate dwelling at 254 N. Roosevelt. A recent Caltrans study indicates that this building is potentially eligible for the National Register of Historic Places. Caltrans is seeking a formal eligibility determination from the State Historic Preservation Officer, it would seem appropriate to incorporate the building into the park design (e.g., as an arts center).

4 Land Use--Development Activity (p. 4.1-9)
No interchange is planned for Belmont Avenue. The need for interchanges to be spaced closer than one mile apart was documented in traffic volume studies. These studies were reviewed and approved by the Federal Highway Administration. The Route 180 project is currently listed in the State Transportation Improvement Program (STIP), and is programmed at $58,599,000 for the 1992-93 fiscal year. Construction is scheduled to begin in 1992.

5 Alternatives
Page 4.2-4 of the draft EIR states that, *"The 1984 Fresno General Plan has placed a very high emphasis on the completion of the proposed freeway system in order to alleviate existing and projected traffic deficiencies. This includes the State Route 180 Freeway between State Routes 41 and 99 which now has the highest priority of all freeway related projects."*

Given the city of Fresno's continued support for the Route 180 freeway project between Routes 41 and 99, it is unfortunate that Alternative B (the original alternative that included the freeway) calls for land uses such as gas stations, fast food outlets, motels, budget hotels and discount retail facilities in the historic Fulton-Van Ness area. Caltrans is pleased to note that these land uses were rejected by the City of Fresno Citizen Advisory Committee. Instead, land uses in keeping with the historic character of the neighborhood were recommended.

Traffic Circulation

6 The specific plan recommends redesignation of the existing one-way streets to two-way traffic north of Belmont (p. 3-4 draft EIR). A detailed study of the street widths and the need for channelization where none now exists should be undertaken.

7 Fulton and Van Ness presently are important streets for bicycle circulation in the Tower District. Adequate space for bicyclists on these streets should be maintained.

8 The economic and social costs of any widening that may be required and the cost of extensive signal modification should be documented.

9 It is noted that no changes to the one-way couplet are recommended south of Belmont. Any such changes would conflict with the operation of the proposed Route 180 freeway.

Thank you for the opportunity to comment on the draft EIR. It has been a pleasure to work with City of Fresno staff and the Citizen Advisory Committee.

If you have any questions regarding these comments, please call me at 488-4347 or Jose Ruano at 488-4023.

Sincerely,

Jose A. Ruano for

BRYAN J. APPER, Chief
Environmental Oversight Branch
Special Funded Projects

BJA:kc

cc: MBirnbaum
MRastegar
JWalter
BJA/JAR
File

STATE OF CALIFORNIA—OFFICE OF THE GOVERNOR

GEORGE DEUKMEJIAN, Gove

OFFICE OF PLANNING AND RESEARCH
1400 TENTH STREET
SACRAMENTO, CA 95814

Feb 04, 1991

LOIS JOHNSON
CITY OF FRESNO
2326 FRESNO ST.
FRESNO, CA 93721

Subject: TOWER DISTRICT SPECIFIC PLAN
SCH # 90020248

Dear LOIS JOHNSON:

10 The State Clearinghouse submitted the above named environmental document to selected state agencies for review. The review period is closed and none of the state agencies have comments. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act.

Please call John Vanderbilt at (916) 445-0613 if you have any questions regarding the environmental review process. When contacting the Clearinghouse in this matter, please use the eight-digit State Clearinghouse number so that we may respond promptly.

Sincerely,

David C. Nunenkamp
Deputy Director, Permit Assistance

Notice of Completion — Appendix F

Mail to: State Clearinghouse, 1400 Tenth Street, Sacramento, CA 95814 916/445-0613

SCH # 90020248

Project Title: Tower District Specific Plan

Lead Agency: City of Fresno, Development Department — Contact Person: Lois Johnson

Street Address: 2326 Fresno Street — Phone: (209) 498-1361

City: Fresno — Zip: 93721 — County: Fresno

Project Location

County: Fresno — City/Nearest Community: Fresno

Cross Street: Please refer to attached map for location information — Total Acres: 5882

Assessor's Parcel No. — Section: — Twp. — Range — Base

Within 2 Miles: State Hwy #: 41, 99, 180 — Waterways: None

Airports: Chandler Field — Railways: SPRR, Santa Fe RR — Schools: Coalem, Condult, 1 Jr. College

RECEIVED DEC 20 1990 STATE CLEARINGHOUSE

Document Type

CEQA: ☐ NOP ☐ Early Cons ☐ Neg Dec ☒ Draft EIR ☐ Supplement/Subsequent ☒ EIR (Prior SCH No.) 90020248 ☐ Other

NEPA: ☐ NOI ☐ EA ☐ Draft EIS ☐ FONSI

Other: ☐ Joint Document ☐ Final Document ☐ Other

Local Action Type

☐ General Plan Update ☐ General Plan Amendment ☐ General Plan Element ☐ Community Plan ☒ Specific Plan ☐ Master Plan ☐ Planned Unit Development ☐ Site Plan ☐ Rezone ☐ Prezone ☐ Use Permit ☐ Land Division (Subdivision, Parcel Map, Tract Map, etc.) ☐ Annexation ☐ Redevelopment ☐ Coastal Permit ☐ Other

Development Type

☐ Residential: Units ___ Acres ___
☐ Office: Sq.ft. ___ Acres ___ Employees ___
☐ Commercial: Sq.ft. ___ Acres ___ Employees ___
☐ Industrial: Sq.ft. ___ Acres ___ Employees ___
☐ Educational
☐ Recreational

☐ Water Facilities: Type ___ MGD ___
☐ Transportation: Type
☐ Mining: Mineral
☐ Power: Type ___ Watts ___
☐ Waste Treatment: Type
☐ Hazardous Waste: Type
☒ Other: Specific Plan for developed por. of City of Fresno

Project Issues Discussed in Document

☒ Aesthetic/Visual ☐ Agricultural Land ☒ Air Quality ☐ Archeological/Historical ☐ Coastal Zone ☐ Drainage/Absorption ☒ Economic/Jobs ☐ Fiscal ☐ Flood Plain/Flooding ☐ Forest Land/Fire Hazard ☐ Geologic/Seismic ☐ Minerals ☒ Noise ☒ Population/Housing Balance ☐ Public Services/Facilities ☒ Recreation/Parks ☒ Schools/Universities ☐ Septic Systems ☒ Sewer Capacity ☐ Soil Erosion/Compaction/Grading ☐ Solid Waste ☒ Toxic/Hazardous ☒ Traffic/Circulation ☐ Vegetation ☐ Water Quality ☒ Water Supply/Groundwater ☐ Wetland/Riparian ☐ Wildlife ☒ Growth Inducing ☒ Landuse ☐ Cumulative Effects ☐ Other

Present Land Use/Zoning/General Plan Use Present land uses include predominant single family residential and multifamily residential, commercial, industrial, and public facility.

Project Description The Tower District Specific Plan refines the broad policies of the Fresno General Plan and the Fresno High-Roeding Community Plan. Purpose of the Plan is to provide a comprehensive policy structure for managing historic resources and neighborhoods in the face of future change and development. Plan will address urban conservation and new development, including public improvements, and will respond to a framework of goals and policies for neighborhood quality and stability, for economic development and reinvestment, and for fiscal responsibility.

CLEARINGHOUSE CONTACT: 916/445-0613
JOHN J. VANDERBILT, JR.

STATE REVIEW BEGAN: 12-21-90

DEPT REV TO AGENCY: 1-28

AGENCY REV TO SCH: 2-1

SCH COMPLIANCE: 2-4-91

PLEASE RETURN NOC WITH ALL COMMENTS

AQMD/APCD: 7 (Resources: 12/22)

Steven G. Curti
for MARC S. BIRNBAUM, Chief
Intergovernmental Affairs
District 6
FEB 0[illegible] 1991

CMT	SNT		CMT	SNT	
		Resources Agency			[redacted] Svcs
		[redacted]			[redacted]
		[redacted]			[redacted]
		[redacted]			ARB
		Fish & Game			[redacted]
		[redacted]			[redacted]
		Parks & Rec/OHP			[redacted]
		[redacted]			Reg. WQCB #6 Fresno
		DWR			[redacted]
		[redacted]			[redacted]
		CHP			[redacted]
C		Caltrans #6			[redacted]
		[redacted]			[redacted]
		[redacted]			State Lands Comm
		[redacted]			[redacted]

THOMAS, SNELL, JAMISON, RUSSELL AND ASPERGER
A PROFESSIONAL CORPORATION
ATTORNEYS AT LAW

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FENTON WILLIAMSON,
PHILIP H. WILE
JAMES E. LAFOLLETTE

CONFERENCE OFFICES:
DELANO
MERCED
MODESTO
VISALIA

February 4, 1991

HAND DELIVERED

Mr. Nick Yovino
Development Manager
City of Fresno
2326 Fresno Street
Fresno, CA 93721

Re: Comments On Draft Environmental Impact Report For City Of Fresno Tower District's Specific Plan (December 17, 1990)

Dear Mr. Yovino:

These comments on the above-referenced Draft Environmental Impact Report (hereinafter "DEIR") are submitted on behalf of Angelica Healthcare Services Group, a subsidiary of Angelica Corporation, and employees of the Company, who are located in, or work in, the location of the proposed project. These comments are in addition to those submitted separately or made orally at various hearings by the above Company and employees. The Company and employees object to the approval of this project as proposed, both on the grounds set forth separately by them, and set forth in this comment letter. To summarize, revision and recirculation of the DEIR are necessary, unless the Plan is modified to avoid taking the Angelica facility and parking, for "Open Space."

1.

11 PHYSICAL CHANGES MADE BY THE PROJECT WOULD CAUSE SIGNIFICANT ADVERSE ECONOMIC AND SOCIAL EFFECTS

The California Environmental Quality Act ("CEQA"), Public Resources Code §21000 et seq., requires good faith, candid assessment of adverse environmental impacts of proposed projects. The CEQA Guidelines, 14 Cal.Code Regs. 15000 et seq. are state regulations having the force of law, which provide details further implementing CEQA.

CEQA Guidelines §15131 provides that,

> Economic or social effects of a project may be used to determine the significance of physical changes caused by the project. For example, if the construction of a new freeway or rail-line divides an existing community, the construction would be the physical change, but the social effect on community would be the basis for determining that the effect would be significant. As an additional example, if the construction of a road and the resulting increase in noise in an area disturbed religious practices in the area, the disturbance of the religious practices could be used to determine that the construction and use of the road and the resulting noise would be significant effects on the environment. §15132(b).

Section 15132(c), mandates that,

> Economic, social, and particularly housing factors shall be considered by public agencies together with technological and environmental factors in deciding whether changes in a project are feasible to reduce or avoid the significant effects on the environment identified in the EIR.

The DEIR is deficient, because it fails to assess the loss of the healthcare laundry facility currently operated within the plan area, by Angelica Healthcare Services Group (hereinafter "Angelica"), at Broadway and Franklin. The Tower District's Specific Plan designates the laundry facility site and surrounding area as Open Space.

On November 13, 1990, the Fresno City Council initiated a request submitted by Angelica to modify the Specific Plan to designate the Angelica site and an additional .67 acres of vacant land currently leased by Angelica, and used for employee and business parking, from CalTrans as light industrial. However, the Staff in the DEIR did not support the modification.

The DEIR fails totally to assess the adverse economic and social effects of the project to determine the significance

of physical changes caused by the project--destruction of the currently operating laundry facility and/or loss of parking essential to operation of the facility.

Angelica currently provides 114 full-time jobs. This year-round employment provides a payroll in excess of $2.5 million a year and supports families with over 400 people. Angelica pays union wages, the employees are in some cases members of the Laundry Workers Union, and in other cases members of the Teamsters Union. The Company also provides health and welfare benefits. Wages are considerably in excess of "minimum wage."

Approximately 80% of Angelica's employees live in Fresno. Approximately 88% of the employees are minorities. These hardworking people in many cases speak limited English, and lack any formal education or specialized training. The majority will likely be unemployable, if Angelica is forced to cease operating its facility. To put a face on this tragic and unnecessary human loss, pictures of two shifts (crews) of Angelica employees are attached to the end of these comments.

The regional healthcare laundry facility is in census tract 6 (located south of Belmont Avenue) where the 1980 unemployment rate was 16%. (DEIR, p.4.11.)

This area also has a high proportion of racial minorities (DEIR, p.4.1-11)--the very people that Angelica hires. It should be noted that 30 Angelica employees live close enough to walk to work.

The DEIR must be revised, and recirculated, if the proposal is not modified to avoid destruction of the Angelica facility or its necessary parking. The loss of the jobs, the devastating impact of this loss upon the employees, and the resulting disruption and unemployment would be significant adverse economic and social effects caused directly by physical change--loss of the Angelica facility--and therefore would be a significant adverse effect on the environment.

Further, the DEIR notes that economic growth during the next 20 years is expected to come primarily from the business and consumer goods sector (DEIR, p.4.1-10), a sector the typical Angelica employee has not the language skills, education or training in which to compete. Neither the dismal prospects of future job opportunities for these employees nor the adverse economic consequences to the City of Fresno were addressed.

The DEIR also fails to assess the impact of loss of revenues in the City of Fresno. Most of Angelica's customers are from communities outside Fresno, such as San Jose, San Luis Obispo, and Bakersfield. Angelica presently serves hospitals in performing essential laundry services, for this entire regional area. However, as much as two-thirds of these revenues from outlying areas stay in Fresno in the form of payroll, expenditures by employees on goods and services, taxes, utility payments, and other items.

Also, the cost of the Specific Plan in terms of loss of the Angelica facility is not addressed. For example, the cost of acquiring the Angelica facility is estimated at approximately $7,000,000 in 1991 dollars. No intelligent, reputable city official or business person would ever consider the approval of a plan requiring an expenditure of this magnitude, without a clear idea of the costs involved and how they were going to be paid. Without such consideration, it is impossible to determine the length of time for implementation, the feasibility of the Plan, the ability of the City to withstand economic impact of the lost jobs, and the period of time--if ever--it would take for new and different businesses contemplated for the area to move in, establish a presence, and begin to operate profitably.

Furthermore, there is no assessment of other alternatives and opportunities foregone, if $7,000,000 is expended to acquire a currently operated business of the magnitude of Angelica.

Specifically, for $7,000,000, all that the City of Fresno, its taxpayers, and environment would obtain, would be Angelica's building--which would then be demolished, and approximately an acre of property. An immeasurably more desirable use of $7,000,000 for Open Space/Park purposes would be to acquire and preserve hundreds, perhaps even thousands of acres of presently open land. The San Joaquin River Parkway is generally recognized as a proposal of immeasurable long-range benefit to the livability and desirability of Fresno. Seven million dollars would go a long way toward buying and preserving large areas in implementation of that eminently sound and desirable proposal. Or, $7,000,000.00 could go a long way in terms of bike trails, jogging paths, or walkways, in <u>appropriate</u> parts of the City area. (See below, air quality discussion.)

The City of Fresno in addition to its environmental responsibilities has a fiduciary responsibility to its

taxpayers, residents and employees, to give this Specific Plan the same type of intelligent review and modification, that reputable private businesses owe to their shareholders. It would not be prudent or responsible to take $7,000,000 to acquire one building and a one-acre site, as opposed to doing much more worthwhile things with that amount of money.

2.

12 THE DEIR FAILS TO CONSIDER
TRUE ALTERNATIVES OR ALTERNATIVE SITES

CEQA, Public Resources Code §21100(d), requires that an EIR include a detailed statement on alternatives. Guideline §15126(d) requires that assessment of alternatives to the project "or the location of the project" be included in the EIR. In Laurel Heights Improvement Association v. Regents Of University Of California, 47 Cal.3d 376 (1988), a unanimous decision of the California Supreme Court recently held an EIR deficient because its discussion of project alternatives was inadequate. The court held,

> Without meaningful analysis of alternatives in the EIR, neither the courts nor the public can fulfil their proper roles in the CEQA process. We do not impugn the integrity of the Regents, but neither can we countenance a result that would require blind trust by the public, especially in light of CEQA's fundamental goal that the public be fully informed as to the environmental consequences of action by their public officials. 47 Cal.3d at 404.

Further,

> If the Regents considered various alternatives and found them to be infeasible, we assume, absent evidence to the contrary, that they had good reasons for doing so. Those alternatives and the reasons they were rejected, however, must be discussed in the EIR in sufficient detail to enable meaningful participation and criticism by the public. 47 Cal.3d At 405.

Here, alternative sites or modification of the proposal would avoid the adverse impacts of destruction of the Angelica facility. Nowhere does the DEIR assess alternatives in either the large picture of whether, and if so, where, Open Space should be included within the Tower District, or whether a small change in location or amount of Open Space area should be made, to avoid the adverse consequences of destruction of the Angelica facility and/or its parking.

A number of factors readily demonstrate that the chosen location is extremely undesirable. First, creating an Open Space corridor along the north edge of the proposed freeway creates adverse public health, air quality, aesthetic, and noise impacts discussed below.

Secondly, the need for Open Space within the Tower District is lacking, because Roeding Park located at the western boundary of the District, contains 157 acres of beautiful parkland and zoo. This beautiful park is, in addition to bordering the Tower District on the west, within one mile of the Angelica facility. That amounts to not more than an 8 minute jog--a 12 minute walk. Further, the City of Fresno "Parks, Recreation and Community Services Activities Guide" (Summer 1990) shows that city bus route 33 serves the area along Belmont Avenue through all of the Tower District to Roeding Park. Also, city bus route 28 traverses the Tower District north/south, along Fulton and Van Ness Avenues, allowing for transfers from throughout the District. Spending $7,000,000 of taxpayer dollars to acquire an operating business, for Open Space/Park purposes, when a beautiful, established, large park is located within a mile of the facility, reachable by sidewalks and city bus lines, would be ridiculous.

Finally, identification and discussion of alternatives avoiding the loss of the Angelica facility are necessary, in order to avoid the adverse social and economic consequences including loss of 114 jobs, discussed above. The alternative section of the DEIR (p.5-1 to 5-6) fails to identify and discuss alternatives to the location of the Open Space corridor, and loss of the Angelica facility.

3.

13 THE REVISIONS REQUIRED TO THE DRAFT EIR ARE SO FUNDAMENTAL THAT FURTHER PUBLIC REVIEW IS REQUIRED AS A MATTER OF LAW

Angelica and its employees presume the Plan will be sensibly modified to avoid taking the Angelica facility and its parking. If not, the City must drastically revise the DEIR in order to remedy the defects permeating it, stemming from failure to consider the adverse economic and social consequences of the loss of the Angelica facility, and the failure to identify, develop and assess alternatives avoiding that loss.

Where substantial changes in an EIR are made, recirculation and a new period for public comment are required as a matter of law. Sutter Sensible Planning, Inc. v. Board of Supervisors, 122 Cal.App.3d 813, 818-823 (1981). See also, Miramonte Home Association v. County Of Ventura, 165 Cal.App.3d 357 (1985); 60 Ops.Cal.Atty.Gen.335, 336 (1977).

Likewise, a new or supplemental EIR is required when either substantial changes are proposed in a project which will require major revisions of the EIR, substantial changes have occurred with respect to the circumstances under which the project is being undertaken, or new information not known when the EIR was certified as complete, has become available. Public Resources Code §21166; Guideline §15162, 15163; Twainharte Homeowners Association v. County Of Tuolumne, 138 Cal.App.3d 664, 696 (5th Dist.1982).

Here, by failing to assess the adverse social and economic consequences of loss of the Angelica facility and loss of the employees' jobs, by omitting any identification or discussion of alternatives avoiding that loss, and by other deficiencies discussed below, the DEIR fails to serve as a sufficient basis for informed public review or scrutiny of this project. Accordingly, further public review and opportunity to comment will be required when a new DEIR is prepared and released for this project.

4.

14 REQUIRED FINDINGS CANNOT BE MADE

CEQA requires that significant effects on the environment be avoided or mitigated unless specific conditions

make it infeasible to do so (§§21002, 21002.1). CEQA requires specific findings either adopting alternatives or mitigation measures avoiding the significant effects on the environment, or specifying the "specific economic, social, or other considerations" making alternatives or mitigation measures infeasible. (§21081, Guideline §§15091, 15092.) Failure to adopt alternatives or mitigation measures avoiding the adverse consequences of the project, or making the specific findings but inadequately supporting them, violates CEQA, resulting in either injunctions or writs of mandate, striking down the violations. See, Cleary v. County Of Stanislaus, 118 Cal.App.3d 348, 360-65 (5th Dist. 1981).

Here, the project cannot be approved as proposed, resulting in the loss of the Angelica facility and/or its parking, because that would have the adverse effects on the environment identified in other portions of these comments. Further, Guideline §15092 requires that a public agency not approve or carry out a project having significant effects on the environment unless the agency eliminates or substantially lessens all significant effects on the environment where feasible or determines that they are unavoidable but acceptable due to identified overriding concerns.

Here, where all that is necessary is to change the location of the Open Space, or have less Open Space, or route a narrower corridor around the north end of the existing facility, it is plainly feasible to avoid adverse consequences --the destruction of the facility, and the improvident expenditure of $7,000,000 to "take" one building/one acre.

5.

15 THE LOCATION OF THE
PROPOSED OPEN SPACE MAKES NO SENSE

The linear Open Space corridor could be routed around the north end of the Angelica facility and parking area, to avoid the massive expenditure, and loss of jobs, caused by destruction of the facility. Beyond that, the facility is at the southeast corner of Broadway and Franklin. The map of the proposed Open Space "Dry Creek Park," shows that the "Park" would be broken by Broadway, which runs north/south. Thus, retaining the facility and its parking would not interfere with the integrity of the park since the facility is situated on a street that is going to remain a through street anyway.

It would therefore be absurd to spend millions of dollars to remove one building, and destroy 114 jobs, when the building is located between a proposed freeway and Franklin, next to a street. This proposal does not involve restoring Yosemite Valley, or Giant Forest, to a "natural state." To be blunt, this proposal appears designed to make sure that Johnny Carson does not run out of Fresno jokes.

On a different scale, a far more useful concept would be to change the location of the corridor between north H Street, and Yosemite Avenue, so that it would follow Belmont Avenue, perhaps by way of a marked bike path, walking path, or jogging path, along Belmont Avenue. That would allow residents and users of the Tower District to pickup the pathway at any location throughout the Tower District, and actually go somewhere consistent with Open Space--park uses--Roeding Park. Instead, the proposed corridor simply takes people nowhere.

6.

16 THE PROJECT WOULD HAVE ADVERSE IMPACTS ON AIR QUALITY, PUBLIC HEALTH AND PEOPLE

The DEIR recognizes that the San Joaquin Valley and Fresno have excessive levels of air pollution. Presently, the air quality standards for ozone, carbon monoxide, and PM-10 (particulates) are violated. (DEIR at p.4.3-3.) The seriousness of this situation is evidenced by the fact that at the Olive Avenue test site, the closest to the project area, during 1989, the state one-hour ozone standard was violated on 52 days, the state/federal eight-hour carbon monoxide standard was violated on 17 days, and the state 24-hour PM-10 standard was violated on 28 days.

The DEIR (at p.4.3-2) misleads when it describes "the health effects of ozone on eye irritation and damage to lung tissues." In fact, the Air Resources Board has established that adverse health effects of ozone pollution include causation of mutations, tumors, increased morbidity, increased hospital respiratory admissions (particularly for asthma), increase in probability of asthma attacks, decreased athletic performance, development of chronic lung disease, development of emphysema, cellular damage, impairment of the immune system, and aggravation of allergies. "Ambient Air Quality Standard For Ozone: Health And Welfare Effects," Air Resources Board Report (September 1987) (pp.29/18-30/2; p.30/18-31/16; pp.14-16, 39-48, 52-53, 71, 77).

Carbon monoxide is likewise a deadly poison going beyond the "heart difficulties in people with chronic diseases, reduced lung capacity and impaired mental abilities" recited in the DEIR (p.4.3-2).

Guideline §15065(b) creates a mandatory finding of significant impact where the effects of a project will directly or indirectly cause substantial adverse effects on human beings. See also, Public Resources Code §21083(c).

Guideline Appendix G(v) declares that a project will normally have a significant effect on the environment if it will "create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected."

Guideline Appendix G(x) states that a project will normally have a significant effect on the environment if it will "violate any ambient air quality standard, contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations."

Creation of an Open Space/Park corridor alongside future Freeway 180, would expose bikers, joggers, picnickers and other recreational users of the area to an overlay of local, aggravated air pollution levels (a micro-air basin), in addition to the already existing air pollution violations of the general area.

For example, "Numerous studies have shown that ambient lead levels near mobile source are a function of the traffic volume and are most pronounced at ADT>30,000 within the first 15 meters, on the downwind side of the roadways." 40 CFR Pt 58, App.E, 7.3.

There has been no consideration or even mention of this issue whatsoever in the DEIR, rendering it deficient on this ground. The DEIR must be totally revised to consider these public health and air pollution impacts, including such matters as research that has shown very high microscale concentrations of air pollutants along side highways. Also, medical studies and research must be assessed which show that exercise results in greater inhalation of air pollutants than would be the case in resting humans must be assessed

It is generally recommended that persons not jog or bicycle along side busy highways, because of the exposure to

excessive quantities of air pollutants. In this regard, the DEIR estimates (p.4.4-5) that the proposed Highway will carry between 28,000 and 39,000 vehicles per day.

In short, public health and air pollution concerns dictate that the proposed "Park" alongside Freeway 180 would be the most undesirable location imaginable for an Open Space/Park corridor. If this proposal is not going to be modified or dropped, it will be necessary to include assessment of these impacts on likely users of the Open Space corridor, revision, and recirculation, since this issue has not even been mentioned, let alone assessed, in the DEIR.

17

7.

NOISE, SECURITY, AND CONFLICT WITH PLANNING GOALS

The project would have other adverse impacts on public health and safety, including security. The DEIR itself refers to, "The only potential significant effect [of the Open Space corridor] would be that relative to security in new public areas partially screened, relatively isolated or with limited lighting." (DEIR at p.4.1-18.) Presently, the Angelica facility, with its employees and operations, results in a presence in the area between Dry Creek and proposed Freeway 180. Elimination of that, plus creation of the Open Space corridor, would result in a "park" dangerous by reason of the air pollution from the Highway, and serving no other purpose, than as a collection point for crime and drugs. The DEIR has failed totally, to deal with studies and reports of how generally corridor type parkways frequently become or exacerbate high crime areas.

There is no explanation of how or why "Open Space" at the edge of the Tower District, between concrete lined "Dry Creek," and the proposed Highway embankment will be adding "Open Space" beneficial to either the Tower District or the City. Seriously, why would people want to go "picnic" in an area almost made for high crime next to the Highway, instead of in beautiful, nearby Roeding Park? In this regard, Angelica has already had to hire a security guard to prevent continued vandalism of employee cars, which until several weeks ago, were averaging about two incidences of vandalism per week.

The DEIR (at p.4.4-5) recognizes that "the proposed Route 180 freeway link between Highway 99 and Highway 41 will also affect sensitive receptors in the southern portion of the project area." Again, in addition to the air pollution and

crime, noise from the proposed freeway plainly makes the proposed area unsuitable for a "park."

The proposal is also inconsistent with the intent of the Specific Plan. The DEIR states that, "The intent of the Specific Plan is to provide long-term benefits for the economic productivity of the area and the City." (DEIR at p.6-1.) The CEQA Guidelines provide that a project normally has a significant adverse effect on the environment if it will "conflict with adopted environmental plans and goals of the community where it is located." (Appendix G(a).) Eliminating a currently operating business that employs 114 persons would conflict with the stated goals of the Plan. It simply makes no sense.

18

8.

ADOPTION BY REFERENCE OF OTHER COMMENTS

In order to avoid unnecessary duplication, all comments by other organizations and individuals, are hereby expressly adopted by reference as though fully set forth herein, except to the extent that any such comments are in conflict with these comments.

19

9.

THE DEIR FAILS TO INCLUDE
ADEQUATE MITIGATION MEASURES

The CEQA Guidelines in addition to requiring consideration and adoption of alternatives avoiding adverse environmental impacts, also require adoption of mitigation measures to lessen adverse environmental impacts. Be it considered an alternative or a mitigation measure, it is specifically requested, that whatever Open Space provisions are made in the Tower District Specific Plan, Angelica be allowed to continue to operate at its existing building, and also that adequate parking be retained. A November 19, 1990 memorandum by Leroy Milavich to Joe Wingfield, Director, Parks, Recreation & Community Services Department states at page 3,

> It should be noted that Remnant Parcel E is presently leased by Angelica Healthcare Services Group from CalTrans for temporary parking. The lease expires on December 31, 1990, after which CalTrans will extend the lease on a month-to-month basis with a

30 day cancellation. Should CalTrans decide to allow Angelica to continue to operate at their present location, the proposed acquisition of Remnant Parcels D and E could be omitted from the application.

For all of the reasons set forth herein, it is requested that the Angelica facility not be "taken", and that acquisition of the Remnant Parcels referred to be omitted from the project to provide adequate parking for the facility. Project alternatives include dropping the Open Space corridor; moving the Open Space corridor; and routing the Open Space corridor to the north of the existing building. A mitigation measure would likewise include routing and narrowing the Open Space corridor, north of the Angelica facility.

These alternatives/mitigation measures should be made a part of the EIR and Plan so that this issue is removed from further contention.

20

10.

THE EIR PHYSICAL DESCRIPTION IS DEFICIENT

CEQA Guideline §15126(A) requires an EIR to include "relevant specifics of an area," including "changes induced in" "human use of the land, including commercial and residential development." Since the Angelica facility is currently operating, and includes a building, the DEIR environmental impact analysis is deficient because the Angelica facility and its loss are not discussed.

21

11.

TAKING THE ANGELICA FACILITY WOULD DISRUPT A PROPERTY OF HISTORIC AND CULTURAL SIGNIFICANCE TO THE COMMUNITY

CEQA Guideline Appendix G(j), includes as a significant effect disruption of "a property of historic or cultural significance to a community."

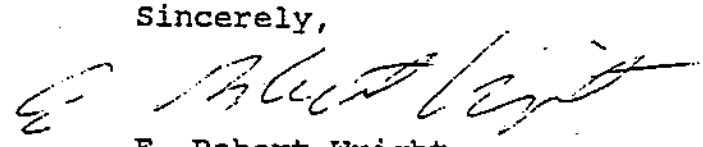
The Angelica building goes back to the 1920's. It has historic and cultural significance to Fresno and the Tower District. The DEIR must be revised to assess the loss of this historic and cultural resource.

CONCLUSION

Angelica and its employees hereby request preparation and release by the City, of a revised Plan, not resulting in loss of either the Angelica facility or its parking. If the project is not modified, it is requested that a revised EIR be issued, fully addressing the relevant environmental setting, issues, and impacts of the project, in light of these comments. Also, an additional period for public review and comment on such revised document is requested, so that the public and concerned employees may have the opportunity to comment on specific impacts of this project, as opposed to the generalities making up the DEIR.

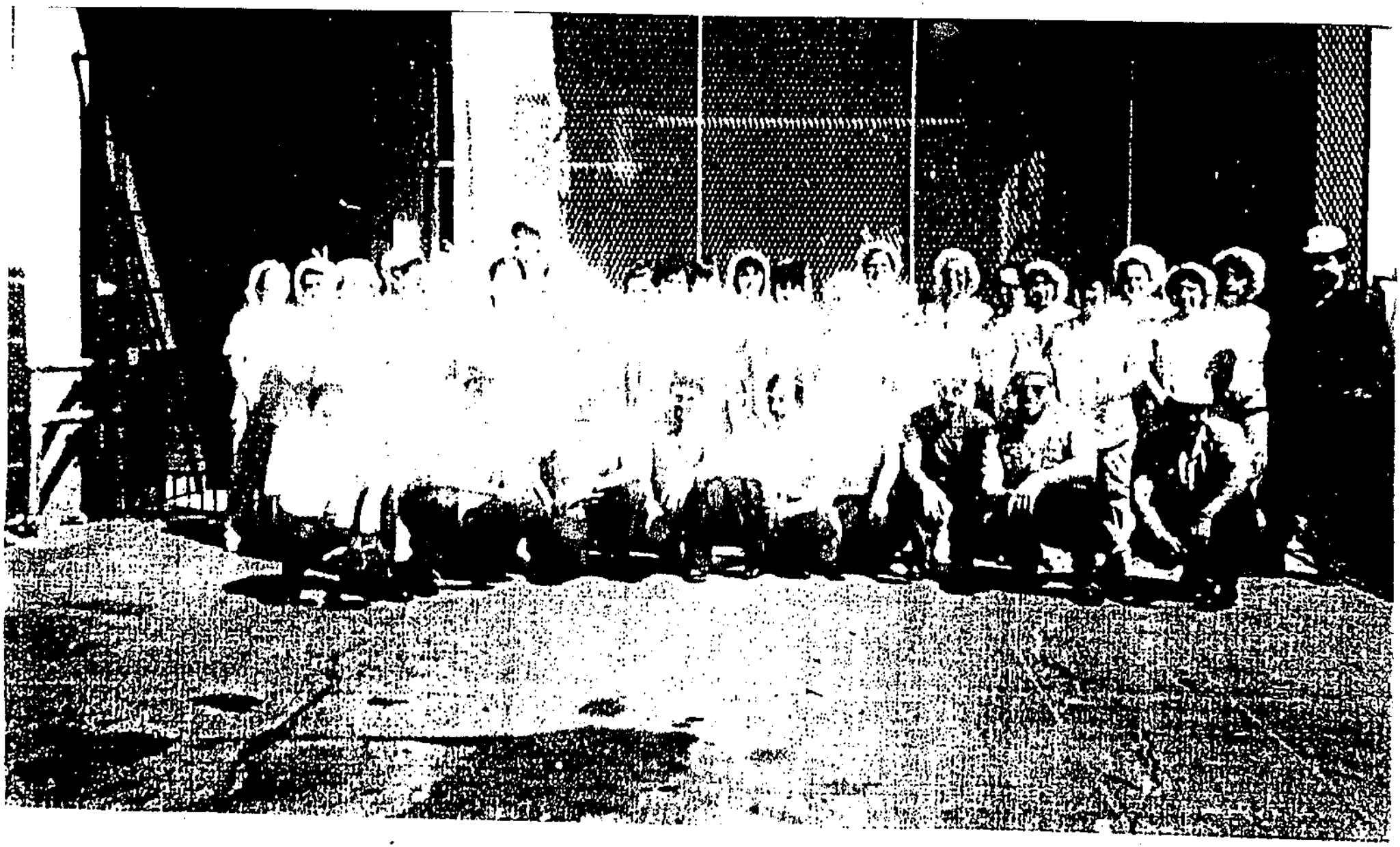
Finally, Angelica objects to the approval of this project, because it is not necessary, and will have numerous significant adverse environmental impacts. Angelica requests that these comments be responded to in detail in any revised or final EIR issued for this project.

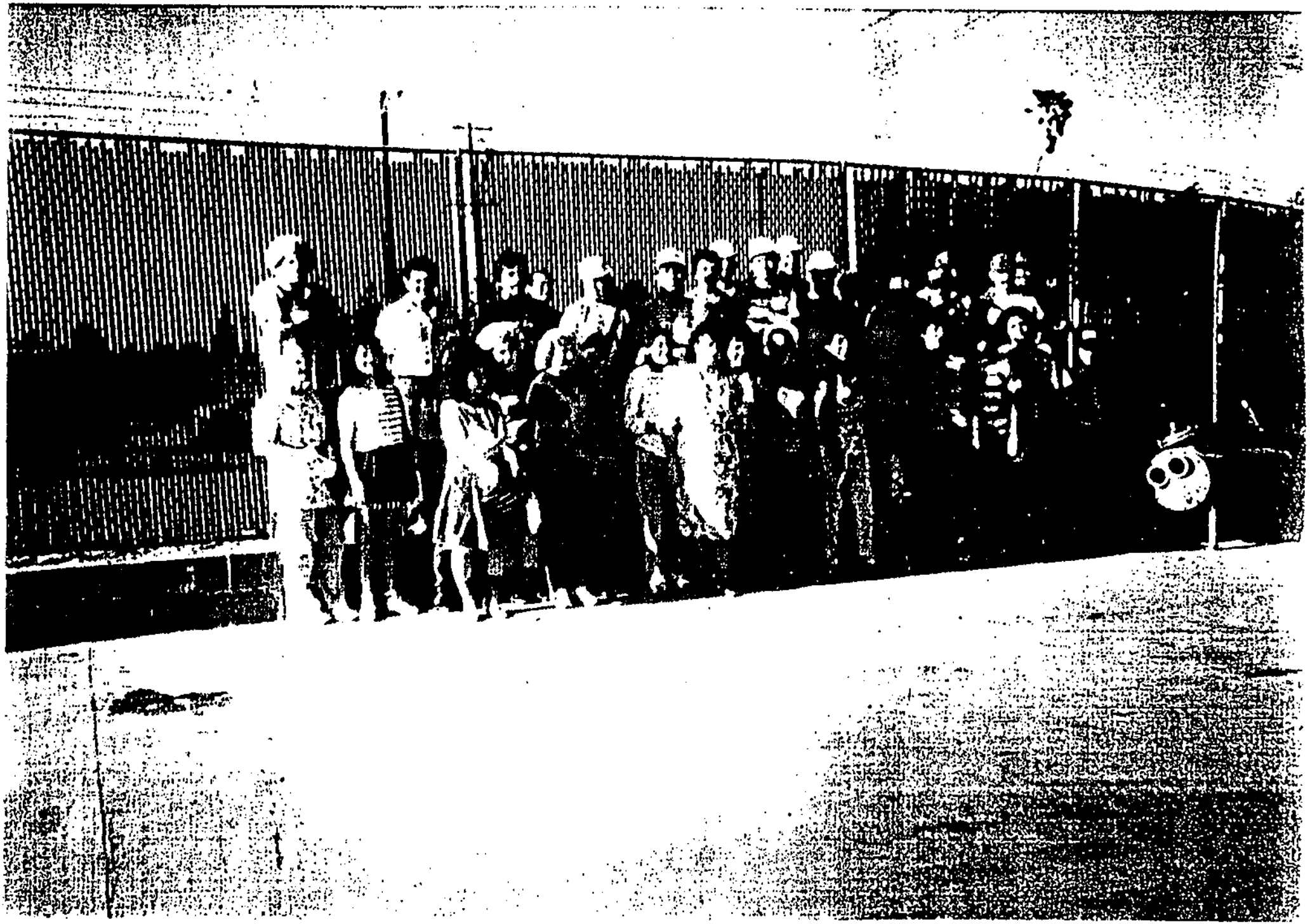
Sincerely,



E. Robert Wright

cc: Angelica Healthcare
Services Group





City of
FRESNO
PUBLIC WORKS DEPARTMENT

DATE: Feburary 6, 1991

TO: LOIS JOHNSON, Supervising Planner
Development Department/Planning and Development

THROUGH: JOE D. SALLEE, Manager
Public Works Department/Solid Waste Division

FROM: BLAIR A. CARLSON, Supervisor II
Public Works Department/Solid Waste Division

SUBJECT: EIR - TOWER DISTRICT SPECIFIC PLAN

There are a number of items in the "Tower District Specific Plan" and the "Draft Environmental Impact Report" that could have an effect on solid waste service.

22 The first concern would be the street closures using barricades or barriers for the residential streets immediately west on Blackstone Avenue. Currently we are experiencing problems with E. Hedges at Blackstone that was previously fenced to prevent vehicular traffic. This has caused a illegal parking problem that prevents our trucks from servicing the customers. It would seem that the problem would only multiply as other streets are closed.

23 In the EIR on page 4.2-8 it sites the issue of a provision of parking in alleys to accommodate off-street parking. Any additional parking in the alleys would be a great concern that it would greatly hinder our ability to service our customers or cause an unsafe condition in that our trucks would have to back out of an alley into the street.

There are currently eight (8) alleys that are extremely difficult for our trucks to safely service the customers in these areas. In addition, the direction the Division has previously received from Council was to eliminate refuse service in city alleys. This seems to be in direct conflict with the Tower Plan that was presented.

24 The proposed commercial projects noted in the plan can only be evaluated when the detailed site plan can be reviewed by the Division.

If further information is required, please call me at 498-1454.

BAC/ta
2639Q

FRESNO IRRIGATION DISTRICT

PHONE 233-7161 AREA CODE 209
FAX (209) 233-8227
1568 NORTH MILLBROOK AVE.
FRESNO, CALIFORNIA 93703

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PAT J. McDOUGALL
Assessor-Collector

February 15, 1991

Ms. Lois Johnson
Supervising Planner
City of Fresno
Development Department
Planning Section
2326 Fresno Street,
Fresno, CA 93721

RE: Tower District Specific Plan and Draft EIR No. 10108

Dear Ms. Johnson:

We have received the above referenced Specific Plan and Draft EIR, and make the following comments:

Dry Creek Canal is one of the major conduits for conveying irrigation water and diverting stormwater across the City of Fresno. It has been continuously owned and operated for these purposes for more than a hundred years, first by the Fresno Canal and Land Corporation, and then by its successor, Fresno Irrigation District (FID). Its intended use and present condition do not necessarily preclude its incorporation into public open space.

FID owns the canal and right-of-way, but not the underlying fee to the property. Thus, it is not possible for FID to grant an easement over same for recreation or other uses. However, permission for such uses must be obtained from FID as well as the owner of the underlying fee.

FID has the following specific concerns at this time regarding the proposal:

25 1. Public Safety Between six and eight months of the year the canal runs full (450-480 cubic feet per second); the rest of the time it is usually dry and empty. It is always hazardous to enter: the sides are steep with very few handholds, the bottom is rocky and uneven, and, when running, it carries a deep, swift current of very cold water. The potential safety hazards are great enough that the City of Fresno has recently completely fenced the canal from Belmont Avenue south to "H" Street.

25 Potential Impacts Adequate provision for public safety (i.e., fencing and signing) would not impact the canal, but might impact the visual and aesthetic values of adjoining open space. Fencing the canal could negatively impact FID's ability to access the canal for operation and maintenance needs, though the result might be no worse than present conditions. Trail and park design should consider accessibility for emergency vehicles to all areas where the public is permitted. Such access should not increase the availability of vehicular access for unauthorized and/or illegal purposes (see #2 below).

2. Canal Security As pointed out in the Specific Plan, parts of the Dry Creek Canal are already littered with debris and trash. Any increase in public access will increase the opportunities for illegal dumping, vandalism, and other illegal activities within and adjacent to the canal. Vandalism or other damage could cause impairment of the canal's carrying capacity.

26 Possible Impacts Possible increase in demand for police patrol presence in areas to prevent illegal activity. Access for police/emergency vehicles as in #1, above. Possible increase in maintenance costs due to trash removal and vandalism repair, requiring diversion of FID resources from other tasks.

3. Operational Requirements Canal access is difficult now except at a few select locations and at bridges. Where the right-of-way has been encroached upon, FID typically reserves the right to gain access to the canal without prior notice. This can include removal of encroaching vegetation or structures without obligation for repair or replacement.

27 Possible Impacts No impact on the canal. Right-of-way requirements could impact open space proposals. Certain types of structures or facilities might not be permissible within the canal right-of-way. Any permitted would be subject to removal by FID without prior notice or obligation for replacement.

4. Channel Modification The Specific Plan presents conceptual proposals for "naturalizing" portions of the canal bank to impose a more gradual slope suitable for recreational use.

28

28 Possible Impacts While such modification would not necessarily compromise the canal's carrying capacity, certain auxiliary modification might be necessary. These modifications could have operation impacts in addition to the fiscal impacts of their construction/ maintenance. Since the canal is a major conduit for carrying floodwaters away from lands upstream from the study area, and for carrying irrigation water to lands downstream from it, these lands could also experience impacts due to the proposal. Proposal might increase the public's exposure to water hazards (see above). As an alternative, the use of secondary channels or basins fed from the canal could provide the aesthetic benefits of water features without compromising public safety.

5. Liability With regard to previous, similar proposals, FID's legal counsel has rendered the opinion that it would not be possible for FID to avoid an increased level of exposure to liability resulting from recreational use of canal banks. Regarding the same previous proposals, FID's insurance carrier has indicated that it is unlikely that
29 coverage for the additional liability could be provided. Insurance coverage notwithstanding, FID could not avoid the risk of being named as a defendant in any lawsuits arising from recreational use of its facilities.

Possible Impacts This could require FID to divert operating funds to acquire additional liability coverage and to defend itself against lawsuits arising from same.

I hope the above comments are useful to you. If you would like to arrange a meeting in order to discuss the above listed concerns and possible mitigation measures, or if you have any questions about FID operation requirements, please do not hesitate to contact me at the above address or at 233-7161.

Sincerely,

FRESNO IRRIGATION DISTRICT

Ken Katen

Ken Katen,
Sr. Assistant Engineer

KK/ts

cc: Zack Gonzales, City of Fresno

FRESNO
SCHOOL DISTRICT

Education Center ▼ Tulare & M Streets ▼ Fresno CA 93721 ▼ (209) 441-3000

February 19, 1991

BOARD OF EDUCATION
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Gerald R. McMenamin, Clerk
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Michael E. O'Hare
Nancy M. Richardson
Chuck Wilson

SUPERINTENDENT
Frank J. Abbott

City of Fresno
Development Department
Planning Section
2326 Fresno Street
Fresno, CA 93721

Reference: EIR 10108

30 Staff of the Fresno Unified School District have reviewed the Draft Environmental Impact Report Number 10/08 for the Tower District Specific Plan. The School District has worked closely with City Staff and the Citizen's Advisory Committee to insure compatibility of plan objectives and community school needs. We look forward to this continuing relationship to address the mutual needs of our organizations and those of the public we serve.

Sincerely,

Chuck McAlexander
Assistant Superintendent
Office of Priority Housing

CMA/slk

cc: Frank J. Abbott, Superintendent
Howard Erickson, Interim Business Manager
Cathi Vogel, Chief Financial Officer
Olivia Palacio, Area Superintendent

FRESNO METROPOLITAN FLOOD CONTROL DISTRICT

February 22, 1991

File No. 420.29
550.21
"RR"
"UU_1"
"UU_2"

Mr. Dave Fey
Planner III
City of Fresno
Development Department
2326 Fresno Street
Fresno, CA 93721

Dear Mr. Fey,

DRAINAGE AREAS "RR", "UU_1", "UU_2"
TOWER DISTRICT REPORT, EIR COMMENTS

Below are the District's comments regarding the Environmental Impact Report for the Tower District Specific Plan including the attachments presenting modifications to the plan:

The District generally supports the rehabilitation of urban stream systems to provide community space amenities as is proposed along Dry Creek within the plan area. The District will continue to work with the City to assist in the development of this aspect of the plan.

The proposed land use modifications as presented in the attachments to the EIR present no hydraulic nor hydrologic problems to the District's master planned stormwater system.

Regarding EIR
Storm Drainage System p 4.7-2

The District has recently completed re-master planning of the "RR" and "YY" systems. The Drainage area "YY" designation has been eliminated and the former "YY" area has been incorporated into the new "RR" system.

31 With respect to the formation of assessment districts discussed in the last paragraph of the section of "Storm Drainage System" on page 4.7-3, the formation of assessment districts for installation of the permanent facilities for Drainage Areas "RR" and "YY" (now all in "RR") have not been set in priority at this time. The establishment of the priority level for this area and others in the community is dependent on many factors and a formal adoption of priorities by the District has not been made at this time.

5469 E. OLIVE • FRESNO, CA 93727 • (209) 456-3292 • FAX (209) 456-3194

Thank you for the opportunity to comment at this late date.

Sincerely yours,

Troy A. Arseneau
Engineer I

TAA/pp

DEPARTMENT OF THE ARMY

OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, $300

San Joaquin Basin Branch

SACRAMENTO CALIF. FEB 20 '91 6818277

U.S. POSTAGE 019

Ms. Lois Johnson
City of Fresno Development Department
Planning Section
2326 Fresno Street
Fresno, California 93721

FROM: See return address on reverse. DATE Feb 19. 1991

WRITER'S NAME/TELEPHONE NO.
Roger G. Janssen (916) 551-1878

☒ YOUR ☐ OUR COMMUNICATION (Kind, reference symbol, date, subject, or other identification)
Notice of Completion concerning the Draft Environmental Impact Report for the Tower District Specific Plan a land use proposal in Fresno, California

ACTION TAKEN OR REQUESTED

☐ REPLY WILL BE FURNISHED ON OR ABOUT _____ ☒ RECEIPT ACKNOWLEDGED
☐ REQUEST DATE WHEN REPLY MAY BE EXPECTED ☐ FOR DIRECT REPLY
☐ WE HAVE SENT YOUR COMMUNICATION TO (See below) ☐ TO OBTAIN INFORMATION

32 We have reviewed the environmenta. document and the proposed plan will not conflict with any project or other programs within our jurisdiction.

☒ OTHER INFORMATION ☐ SUPPLIED OR ☐ REQUESTED

Thank You for coordinating with us.

TYPED NAME, GRADE AND TITLE
WALTER YEP
Chief, Planning Division

SIGNATURE

DA FORM 209, 1 Jan 70 REPLACES EDITION OF 1 NOV 66, WHICH WILL BE USED.
U.S. GPO 1988-201-424/80327

DELAY, REFERRAL, OR FOLLOW-UP NOTICE (AR 340-15)

9.0 RESPONSES TO COMMENTS ON THE DRAFT EIR

Numbers in the left margin are coded to corresponding numbers added to the left hand margin of Public Comments.

Response to Jerry Boren, Fresno County Public Works and Development Services, Dated February 1, 1991.

1. Comment noted.

Responses to Bryan Apper, Caltrans
Dated February 4, 1991

2. Comment noted. The calculation incorporated the pick-up parcels associated with the Dry Creek Park Development.

3. Comment noted. Both the Parks, Recreation, and Community Services Department and the Development Department are aware of the historic resources in the proposed park. The disposition of these resources, and others, will be considered during the park design phase. Other agencies, such as the City and County Historical Society, will be solicited for comments during this time. Retention of structures with historic significance, or their incorporation into the park, is possible.

4. The discussion of Belmont Avenue will be corrected as indicated.

5. Comment noted.

6. The Specific Plan recommends that the City "initiate an operational study" to implement the conversion of the one way streets north of Belmont Avenue. These streets were originally converted from two-way traffic to one-way traffic in the early 1960s, in order to increase their capacity and safety.

   The environmental assessment of a conversion was not performed in the DEIR because the Specific plan did not directly recommend a conversion. In other words, the adoption of the Specific Plan will not result in the street conversion, but would endorse an operational study of conversion instead. Recognizing the need for

substantial analysis of a conversion, and the current constraints on staff time, the specific Plan stops short of recommending a conversion. All factors relative to a street conversion, capacity, safety, regional impact, and street widths, will be analyzed when the study is performed.

7. All public streets in the city, with the exception of Freeway 41, are available for bicycle use as a matter of law. The criteria for inclusion of a street in a bikeways plan is much more selective. Van Ness and Fulton streets were reviewed and found to be less desirable as bikeways for several reasons including the large volume of traffic that they carry, on-street parking needs which reduce the space available to bicyclists, and the fact that these streets are narrower than other arterial streets. Combined, these factors make bicycle riding on these streets more hazardous, therefore they are not shown as recommended bikeways. However, their exclusion from the bikeways plan does not affect the legal right to use by bicyclists.

8. Street widening projects in the city cannot proceed without an environmental impact analysis. Thus issues will be appropriately addressed when design has been more clearly addressed at some future time.

9. Comment noted. Please refer to response item #6 above.

Responses to David Nunenkamp, Office of Planning and Research
Dated February 4, 1991

10. Comment noted.

Response to E. Robert Wright, for Angelica Healthcare Services Group
Dated February 4, 1991

Preface to the response:

Comments are normally responded to specifically, as has been the format for this and other plans. However, Mr. Wright's comments on one matter are frequently interspersed with comments on additional matters, making a clear correlation and response difficult or duplicative. Therefore, staff does not follow the regular format for responses, but has made a good faith effort to respond to each of Mr. Wright's comments in a manner which is both effective and efficient. The responses will be organized under headings taken from Mr. Wright's letter.

With regards to the numerous references in Mr. Wright's letter to "taking" the Angelica property (alluding to inverse condemnation), the Open Space designation in-and-of itself does not constitute a taking for inverse condemnation purposes. The Courts have held that the enactment of a general plan for the future development of an area, indicating potential public uses of privately owned land, does not amount to inverse condemnation of that land.

The Angelica operation is a nonconforming use. This means that the operation does not conform to the established zone district. The laundry, under a variety of owners, has been nonconforming since 1939. The existing planned land use for the site is medium-high density residential.

The designation of Open Space does not constitute a change for Angelica. The laundry is not only non-conforming but is inconsistent with its existing designation of Medium High Density Residential. The Specific Plan designation puts the laundry in no greater jeopardy than that in which it operates today.

11. "Physical changes made by the project would cause significant adverse economic and social effects."

According to Section 21002.1(a) of CEQA, "the purpose of an environmental impact report is to identify the significant effects of a project on the environment...." The City is charged with mitigating "significant effects on the environment" (Section 21002.1(b), emphasis added). Section 15131(a) of the CEQA guidelines states that, "economic or social effects of a project shall not be treated as significant effects on the environment." The social and economic effects in question are limited to Angelica. In this respect, despite the Specific Plan, the laundry operation remains a nonconforming use, subject to the police powers of the City in order to serve the public health, safety and general welfare of the City.

The DEIR and the related Specific Plan modification analysis examined long-term consequences of the land use arrangement set forth in the Specific Plan.

The Specific Plan is required by state law to take a long-term perspective in order to establish "goals and project conditions and needs into the future, as a basis for determining objectives" and to establish "long-term policy for day-to-day decision making, based upon those objectives."

To satisfy state law, the goals and objectives in the Specific Plan are designed to:

- Stabilize neighborhoods to prevent any further loss or erosion of character-defining elements;
- utilize urban conservation as the principal basis of land use, zoning and design review for the Tower District; and
- recognize natural and man-made opportunities for creating new public open spaces.

One of the purposes of the Specific Plan is to advance the goals established in the Fresno General Plan and its elements; goals such as assisting in the provision of affordable housing, viable commercial areas, pleasant neighborhoods and adequate open space.

Angelica officials have stated in the past that lost business would either be absorbed by competitors or Angelica would relocate the business to other company plants out of town.

CEQA provides the City with some discretion in the breadth of analysis. The economic and social effects of the Tower District Specific Plan were considered to be positive inasmuch as its goals and policies were written to protect valuable urban

resources. Angelica's operation and suitability in its present location were considered in relation to the Open Space designation.

Mr. Wright's comments assert that "The cost of acquiring (Angelica) is estimated at approximately $7 million in 1991 dollars." There is no explanation of how this figure was developed. Also, it may be that seven million dollars is higher than its true market value. It is not the purpose of this response to establish a value for the facility.

However, it is noted that there is a further condition which effects the value of the site. The Angelica operation is a nonconforming use. If the nonconforming status were to continue, and for some reason the building were to be destroyed by accident or fire, it could not be rebuilt to hold the same operation.

12. "The DEIR fails to consider true alternatives or alternative sites."

It should be noted that the Specific Plan need not show an alternative for a nonconforming use.

There were three alternatives discussed in the Specific Plan, including the modifications to the Specific Plan which were proposed by Angelica and initiated by the City Council for consideration during the public hearings. The Draft EIR dealt with alternative land use designations for the Angelica property including Open Space and Light Industrial use. The modification initiated by the Council for Angelica is an alternative which was addressed in the DEIR. The draft EIR also evaluates the No Project alternative based on the existing Fresno High/Roeding Community Plan and its residential land use designation.

The Angelica site and eleven additional acres are strategically located between the elevated Freeway 180 and Dry Creek Canal. The Angelica site is shown for open space because of this unique location.

Consideration of alternative locations for the parkway are not realistic because the factors which make it desirable for a creek side park and freeway buffer are not present elsewhere in the Plan area.

In regard to Angelica's site, it has been planned for medium high density residential use by the Fresno High/Roeding Community Plan and the Fresno General Plan for many years. It has a long-existing and nonconforming commercial zoning designation, but the draft Tower Specific Plan has re-evaluated the appropriateness of the current residential land use designation and substituted an open space recommendation which would enhance the overall liveability of the entire Tower Plan Area.

An alternative land use such as light industrial could constitute an island of incompatibility surrounded by residential land uses.

Light industrial use, such as the Angelica laundry, was considered and planned for in the southeast portion of the Specific Plan area. This is an appropriate location

inasmuch as it has the necessary circulation elements, urban services, land use buffers, and desirable orientation to other land uses.

The Tower District Specific Plan area is deficient in the amount of Open Space. The area needs more Open Space.

The need for open space in Fresno was demonstrated by the Parks Master Plan. As noted in Section 3.2, Recommended Locational Standards, "the City of Fresno lags behind many comparable sized California communities in terms of park space per 1,000 residents." It is a policy of the City "to provide an appropriate mix of park types and an adequate supply and equitable distribution of park and recreation facilities to meet current and projected needs of the community."

The designation of Open Space for the Dry Creek Park is not inconsistent with the regional facilities at Roeding Park, but compliments its companion Open Space element. Roeding Park came into being as a vision of urban planners almost 90 years ago. The Dry Creek Park exists on the drawing board today for the same reasons.

With or without the open space designation, Angelica's laundry operations would remain a nonconforming use which currently operates beyond the time described in the Municipal Code for its discontinuation.

13. "The revisions required to the DEIR are so fundamental that further public review is required as a matter of law."

For the reasons already stated in this response, staff has found that there has been no credible evidence presented which would require a revision of the EIR.

14. "Required findings cannot be made."

There is no significant adverse environmental effect identified in the EIR. Therefore, the findings pursuant to CEQA Section 21081 and 15091 are not required.

15. "The location of the proposed open space makes no sense."

The Dry Creek Park concept was developed as a result of the interaction of several elements. The elevated Freeway 180 becomes a wall and clearly defines an edge or a boundary. This function as an edge has been previously recognized by the City, as the freeway constitutes the boundary of not only the Specific Plan but the Central Area Community Plan Area.

The Dry Creek Canal approximates the natural location of old Dry Creek. Once a natural seasonal stream, Dry Creek Canal affords an urban area a seasonal water feature. The desirability of water feature-oriented development is demonstrated by their popularity in other residential areas in Fresno and the western United States. The City of Visalia, for example, has successfully integrated canals and waterways used for

irrigation and flood control into its urban greenway matrix. This is now an asset to that community.

The physical boundaries of the canal and the freeway define the park. The purchase of the properties in between will be the first step in developing a unique natural resource for the enjoyment and use of Fresnans.

The interruption of the linear nature of the park by Broadway is considered minor and does nothing to mitigate the more substantial interruption that the presence of over two acres of a light industrial use would constitute.

Further, it is not prudent or far-sighted to write off urban greenspace simply because it isn't located in a national park. The examples cited by Mr. Wright however, are inadvertently insightful since both represent opportunities to correct past inappropriate land use decisions in areas of unmistakable natural value.

To develop a portion of Belmont Avenue as a path of sorts, as recommended in Mr. Wright's letter, is not a realistic alternative. It possesses no intrinsic recreation value, being at grade with an arterial street, encroached upon by existing structures without room for adequate landscape buffer. Also, the inference that the park goes no where is specious. The Master Trails Plan designates the Dry Creek Canal as a multi-purpose trail along its distance through the Fresno-Clovis Metropolitan Area. On the whole, parks are not primarily intended to be routes of travel but places for recreation and relaxation.

16. "The project would have adverse impacts on air quality, public health and people."

Mr. Wright makes an interesting observation which highlights several points in favor of the park. Obviously the closer one is to a pollution source such as Freeway 180, the more increased exposure becomes. Open Space use would decrease the number of people that would be exposed over long periods of time. Both the Fresno High/Roeding Community Plan and the Fresno General Plan designate the area in question for Medium High Density Residential use, which allows up to 18.15 units per acre. Therefore, under the existing Community Plan land use designation, 217 homes could be located in the area which the Specific Plan proposed for Open Space. Several hundred occupants would have long-term exposure to air pollutants concentrated near the freeway. On the other hand, park users are likely to spend only a few hours at a time at the park, resulting in less exposure.

The description of ozone health effects are correct, but the context of ozone is flawed. Ozone is a secondary pollutant. Its precursor, Reactive Organic Gasses (ROG) are emitted in vehicle exhaust. ROG rises in the atmosphere, reacts with sunlight and heat and is changed to ozone. Ozone then sinks back to earth as a dispersed pollutant. Ozone affects the entire FCMA, including the proposed park, Roeding Park, and Woodward Park. A person anywhere outside in the city during and elevated ambient ozone concentration has just as much chance of health risk as does someone in the Dry Creek Park.

The concentration of ozone near the freeway was overstated by Mr. Wright. As a consequence, his claim of the health risk associated with ozone near the freeway is diminished. In the May, 1989 Journal of Air Pollution Control Association, Morton Lippman writes, "for the time we spend outdoors, we must recognize that local concentrations are reduced in the vicinity of heavy vehicular traffic due to scavenging by NO (nitrogen oxides). On the other hand, less trafficked areas downwind of the ozone monitor may have a higher (ozone) concentration due to the enrichment of the air mass with motor vehicle exhaust precursor chemicals and active photochemistry."

If ozone is used out of context, likewise, the use of CO in Mr. Wright's analysis has an equally tepid impact. Carbon monoxide exceeds its attainment level in winter, when the likelihood of outdoor activity is much less, while residences and industry are not expected to reduce wintertime occupancy exposure.

The amount of lead in vehicle emissions is decreasing as the number of automobiles using leaded gasoline are taken out of production.

There are several factors which mitigate Mr. Wright's assessment of the health risk posed while exercising in the park. The first is the amount of time an athlete must exercise in an area with a persistently elevated ambient ozone concentration. Studies conducted by Mr. Lippman have shown that "respiratory effects can accumulate over many hours, and that an appropriate averaging time for transient functional decrements caused by ozone is equal or greater than six hours." Even if an athlete trains at the park, it is unlikely that the training will last a continuous six hours or more.

Secondly, the consequences of ozone on athletic performance may be due less to the physiological effects and related more to psychological effects. Mr. Lippmann writes that "the effects may (be) related to increased airway resistance or to associated discomfort which may have limited (an athlete's) motivation to run at maximal levels." So the athlete may sense the effects of an ozone concentration and decrease his performance voluntarily. This, in turn, limits the intake and effects of ozone on the body.

Notwithstanding the lack of linkage between proximity to a freeway and significant health risk, Open Space land use designation would reduce average hours of exposure when compared to exposure under alternative land use scenarios. There is no "potential public health hazard," and there has been no credible direct or indirect "substantial adverse effect on human beings" demonstrated by Mr. Wright. Therefore, there is no requirement for a mandatory finding of significant impact.

The Open Space use actually decreases vehicle trips when contrasted to Medium and Medium-High Density Residential use, and removes a concentration of sensitive receptors from the area most impacted by air pollution. The multi-purpose trail designated in the Trails Master Plan along the Dry Creek Canal will encourage non-polluting forms of recreation, further reducing vehicle emissions.

17. "Noise, security, and conflict with planning goals."

Before a freeway can be built, it must mitigate its own noise. The effects of noise are mitigated by blocking the line of sight from the noise source. In the case of Freeway 180, it is elevated to a point where the noise sources are partially or completely blocked and removed to a higher level, thus reducing the amount of noise reaching the park. Further, the freeway is in conformance with the City's General Plan Noise Element.

One of the reasons for more parks is to provide alternatives to criminal activity for youth. Parks build a better neighborhood by affording a place for sports and relaxation and provide a positive release for youthful energy, which reduces crime.

The security of the proposed park is an important consideration. It is a routine matter in all City developments to garner the professional opinion of the Fresno Police Department. The development of the Dry Creek Park is no different. The Parks and Recreation Department as well is cognizant of the state of the art in parks and recreation security matters. Their expertise will be used and all security-oriented recommendations will be considered in the development of the final park design.

A primary goal of the Specific Plan is to foster new economic development in a manner consistent with City plans and policies. The Dry Creek park is an urban amenity which will enhance the Tower District and the Downtown area. This will have beneficial impacts not only related to the provision of recreation and improved aesthetics, but for fostering a climate which is attractive for both business and residential investors.

18. "Adoption by reference of other comments."

Comment noted.

19. "The DEIR fails to include adequate mitigation measures ."

Particular to Angelica, mitigation measures were described in detail in the section of the EIR which analyzed the modifications to the Specific Plan initiated by the Council. Further, these measures were designed to mitigate the impact of a light industrial land use on an open space feature.

As written previously, the buffer character of the open space mitigates noise and air quality impacts. Security measures will be taken into consideration when designing the park. No further measures are necessary.

20. "The EIR physical description is deficient."

The Angelica facility was described in the Attachment to the DEIR and included characteristics such as:

- existing and proposed plan designation;
- site acreage;
- land use;
- nonconforming status;
- surrounding land uses;
- urban service delivery analysis;
- relation with other land uses in the area.

Staff felt that further description would have been redundant.

21. "Taking the Angelica facility would disrupt a property of historic and cultural significance to the community."

    This property is not listed on the Local Register of Historic Places in the City of Fresno. The building itself is a conglomeration of modifications without a central theme or design. It represents the utilitarian, unadorned commercial structure of its day with no special cultural, architectural, or historic significance. Granted, the building appears to have been in use for over 60 years, but age itself is not a criteria for historic or cultural significance. Further, no historic person or event is associated with the building or site.

Response to Blair Carlson, Solid Waste Division
Dated February 6, 1991

22. The Specific Plan advises that street closure be examined on a case-by-case basis which would take into consideration the experiences of urban service providers before final action is taken. Further, "No Parking--Tow Away Zone" signs and their enforcement, or a similar strategy could be employed to discourage illegal parking.

23. Alley parking was listed in the EIR as an alternative which may assist to reduce parking problems in the Tower District. it is not now a policy but was presented as one of several alternatives. Before any such option is adopted, the comment of various urban service deliverers would be requested and taken into consideration.

    The policy in question--Goal V, Objective 2, Policy 2--simply requires the City to maintain and improve alleys... in order to provide access... to collection containers." The policy does not mandate that collection services must continue in alleys. As a matter of fact, the abandonment of the alleys is not prohibited in the Specific Plan, it is merely discouraged, given other needs identified in the Specific Plan.

24. Comment noted.

Response to Ken Katen, Fresno Irrigation District
Dated February 13, 1991

25-29. Comments noted. The park will not be developed at the expense of the canal's function related to irrigation and flood control. Each of the items noted in the comment will be considered during the development of the park.

The canal's functional contribution to the development of the Fresno area can be harmonious with and enhance the park function. The development of irrigation and flood control technologies supported Fresno's growth over time. The worth of this contribution can be celebrated in the public open space, which is envisioned as Dry Creek Park.

Where appropriate, fencing and other devices necessary for public safety can be provided along the parkway and trail.

Response to Chuck McAlexander, Fresno Unified School District
Dated February 19, 1991

30. Comment noted.

Response to Troy Arseneau, Fresno Metropolitan Flood Control District, Dated February 22, 1991

31. Comment noted.

Response to Roger G. Janssen, Department of the Army
Dated February 20, 1991 (received March 1, 1991)

32. Comment noted.

10.0 MITIGATION MEASURE MONITORING PROGRAM

10.0 Mitigation Measure Monitoring Program

The impacts and their mitigations are related to either construction, development, or urban service delivery. The environmental impact mitigation measure monitoring program is based on three procedures which are described as follows.

Upon adoption of the Specific Plan, Assessor's Parcel maps at the Development Department's Permit Counter will be amended to indicate the boundaries of the Specific Plan. These maps are reviewed before any special permit, building permit, or environmental assessment of a project, public or private is issued. The map-related procedure will ensure that projects which occur in the Specific Plan area will be processed in accordance with Specific Plan policies.

Copies of the Specific Plan and its EIR will be distributed to all City departments and sections with responsibility for the development of, or delivery of, urban services to the Specific Plan area.

Mitigation measures, as described in the EIR, shall be compiled in a summary list and attached to the Specific Plan/EIR document which will be given to all city departments and sections for inspection when reviewing future entitlements in the Specific Plan area.

10.1 Summary of Mitigation Measures

The following pages represent a summary of mitigation measures as described in the Draft EIR.

10.1 Mitigation Summary

Impact Category/Mitigation	Status	Responsible* Department
LAND USE PLANNING		
1. Rezoning program	Plan Policy	Development
2. Interim Special Permit/Building Permit Review	Plan Policy	Development
3. Deferred "O" zoning until City acquisition	Plan Policy	Development
4. Rezoning Conformance Review	Plan Policy	Development
TRAFFIC AND CIRCULATION		
1. Traffic impact study required for "sizeable development"	Initiated by Individual Development Process	Public Works
2. Public works to monitor traffic increases	Ongoing	Development
3. Major new commercial users to provide Transportation Management System plan	Initiated by Individual Development Process	Development
4. City to continue to develop bikeways	Ongoing	Development
5. Bike storage lockers should be provided for new large multi-family developments, new commercial and office developments and new open space areas and parks	Initiated by Individual Development Process	Development
6. New development shall be consistent with City bike parking requirements	Initiated by Individual Development Process	Development

7.	New public and private transportation improvements shall incorporate barrier-free design	Initiated by Individual Development Process	Development
8.	FAX shall explore implementing northbound bus service on Fulton and Wishon Streets if and when these streets are studied for conversion to two-way traffic	Initiated by Conversion Process Feasibility Study	Fresno Area Express
AIR QUALITY			
1.	Future construction or demolition projects shall incorporate dust control techniques as described in the EIR	Plan Policy/ Existing City Development Standard	Development/ Public Works
NOISE			
1.	Noise mitigation techniques as described in the EIR shall be enforced	Existing City Policy (Noise Element)	Development
OPEN SPACE			
1.	The City shall actively pursue acquisition of land for public open space and parks	Plan Policy	Parks
HAZARDOUS MATERIALS			
1.	Analysis of possible hazardous materials shall be pursued on a project-by-project basis.	Ongoing	Development/ California Department of Health Services

* Department with the primary responsibility for carrying out mitigation measures. Any additional department or agency that is listed possesses either parallel responsibility or are consulted directly during the project's development.

11.0 Plan Modifications and Mitigation Requirements

I. INTRODUCTION

On March 26, 1991, the Fresno City Council adopted the Tower District Specific Plan including seven modifications to the land use map.

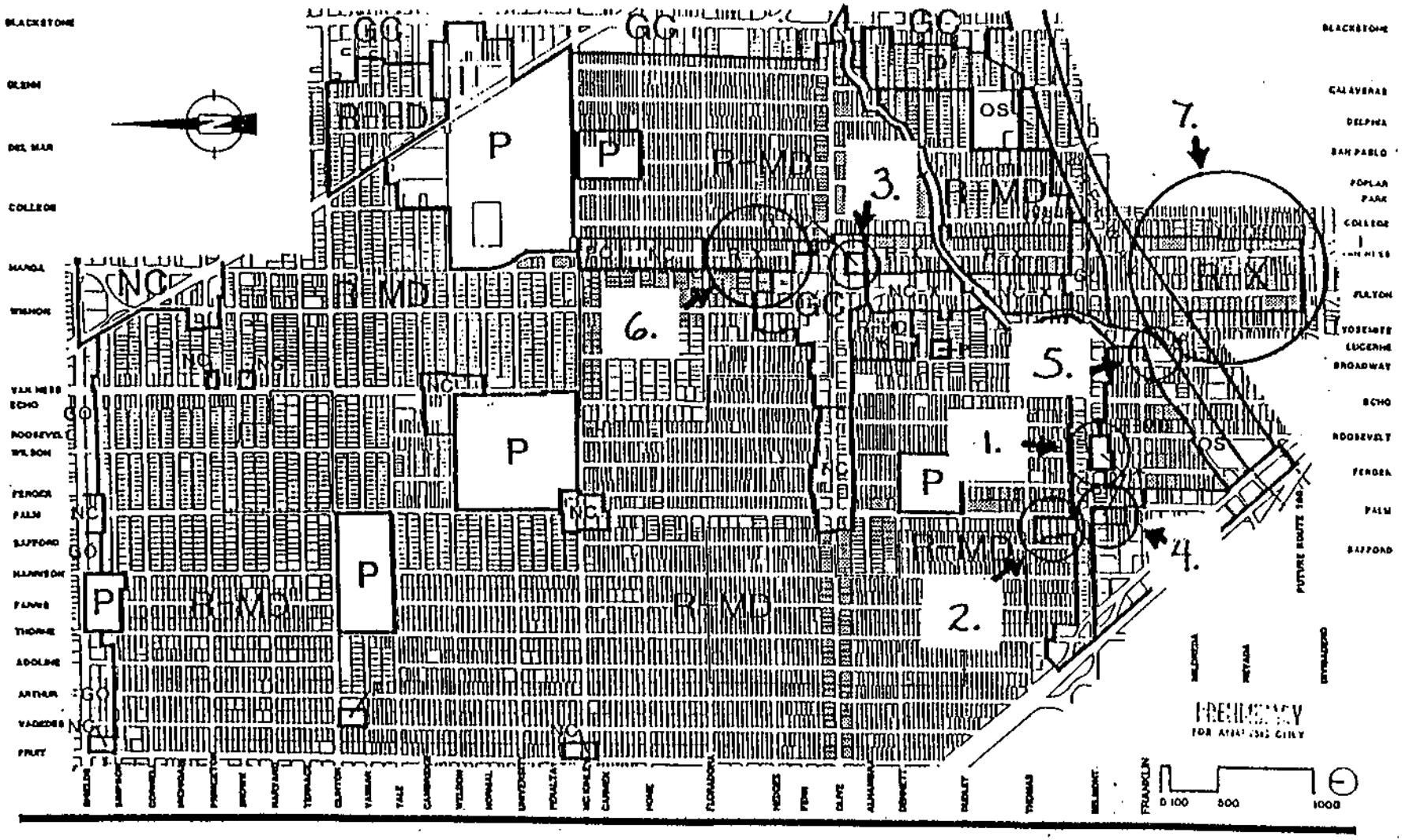
The purpose of the section is to summarize special conditions that will govern development of the modified land uses. For additional information, refer to the March 26, 1991 Report to the Council and to the Specific Plan Environmental Impact Report.

A summary of all the seven modifications is presented in Table A and the following narrative describes conditions applicable to each.

Table A: Summary of Modifications/Mitigation Requirements

	LOCATION	ACREAGE	SPECIFIC PLAN LAND USE DESIGNATION AS MODIFIED
1.	144 E. Belmont	1.83	Conditioned Light Industrial
2.	Northwest Corner of Belmont and Palm	4.39	Conditioned General Commercial
3.	Alhambra	0.74	Conditioned Residential High Density (Maximum 29 units per acre)
4.	Southwest Corner of Belmont and Palm	1.03	Conditioned Light Industrial
5.	330 N. Broadway	1.60	Conditioned Light Industrial
6.	Van Ness between Olive and Floradora	5.68	Conditioned Residential-Mixed Use
7.	Van Ness/Fulton Couplet	18.44	Conditioned Residential-Mixed Use

Please refer to the attached location map



LEGEND

OO	General Office	GC	General Commercial	R-X	Residential, Mixed Use	R-HD	Resid., High Density		Historic District
PO	Professional Office (see text)	NC	Neighborhood Comm	R-MD	Resid., Med. Density	P	Public Facilities	*	Subject to special conditions / see Plan Text and Conformance Table
I	Industrial Light Manufacturing	NC-X	Neighborhood Comm Mixed Use		Medium High Density Tolerant Area	OS	Open Space		

TOWER DISTRICT SPECIFIC PLAN / LAND USE

MODIFICATIONS

II. LAND USE MODIFICATIONS/CONDITIONS

144 East Belmont

The first modification consists of 1.83 acres located at the south side of E. Belmont Avenue between N. Ferger and N. Roosevelt Avenues. The Specific Plan designation has been amended from General Commercial to Light Industrial.

Height and setback requirements are imposed as conditions of rezoning, which are also mitigation measures required by this EIR. (Refer to Plan Amendment 90-24 and Rezoning Application 90-49.) Mitigation measures shall preserve the unique appearance and masonry craftsmanship of the building and insure the greatest degree of architectural compatibility of new construction with the existing structure and with surrounding properties. Further, noise-control measures shall be placed on the operation of the proposed development and the operation of truck activities. These measures are set forth on Table B.

Table B: Mitigation Measures for 144 E. Belmont

1. The project shall retain the existing building at the southwest corner of East Belmont and North Roosevelt Avenues as depicted on attached Exhibit "L-1".

2. Retention and renovation of the facade of the existing building immediately south of the building at the southwest corner, as shown on Exhibit "L-1", as is physically possible and economically practical. If the facade fails due to structural distress it should be rebuilt to resemble the existing historical structure as closely as possible, using the remnant bricks from the fallen facade. All precautions in concert with common practices standard to the industry shall be taken to save the facade intact. However, no implicit guarantee can be given that the facade will not fail during the demolition and renovation process.

3. The new construction in the infill areas on the east side of the property shall be compatible with the existing structure as shown on Exhibit "L-2".

4. The new construction contemplated immediately west of the facade described above shall be no higher than the height of the facade for a minimum of twenty feet west of the facade.

5. The new building to be constructed immediately west of the 30 foot existing building at the northwest corner of the sight as shown on Exhibit "L-1" shall be of a height equal to or slightly greater than the westerly portion of said building, but in no case higher than forty feet and shall be compatible with the existing structure to the east as shown on Exhibit "L-2".

6. The owner shall provide and maintain street trees in tree wells in the sidewalk on the west side of the property south to the entry driveway. These trees and major trees planted along the remainder of the west and south sides of the property shall be a species that attain a minimum height of thirty feet (30'-0") at maturity.

7. The future high density frozen storage building proposed for phase three shall be set back a minimum of fifty feet (50'-0") east of Ferger Avenue to the height of sixty feet (60'-0"), or sixty-six feet with a minor deviation as provided by the Fresno Municipal Code.

8. All noise producing equipment on the building shall meet the standards of the City of Fresno. Truck noise shall not exceed the level of forty-five decibels (45db) inside adjacent residences between the hours of 10:00 p.m. and 6:00 a.m. If noise levels exceed that criteria, mediation measures shall be imposed by the City of Fresno which could include restrictions on hours of operation.

9. All truck maneuvering and parking shall take place on site and shall be subject to the requirements of the City of Fresno.

Producers Dairy Expansion
Proposed Building Layout

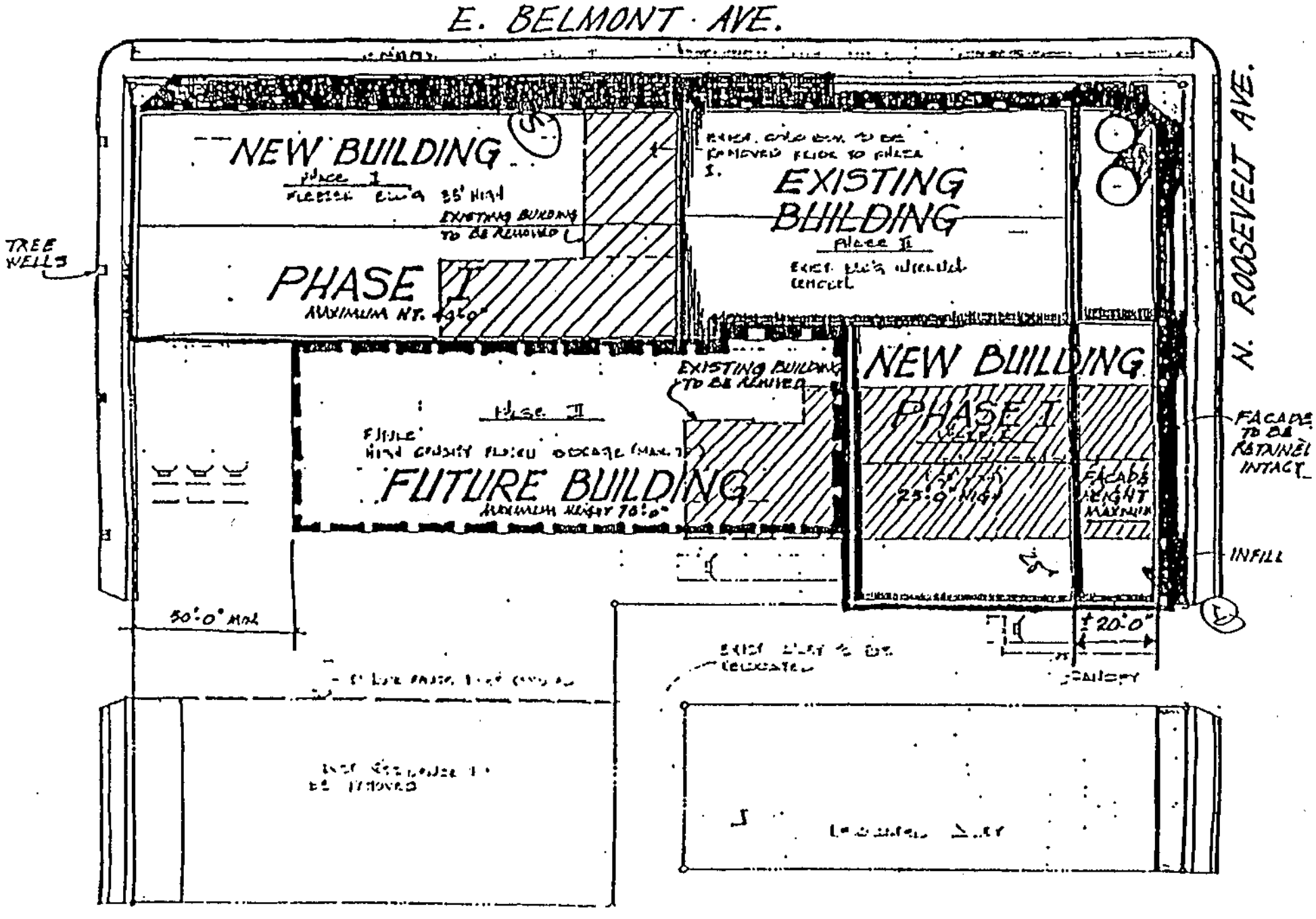
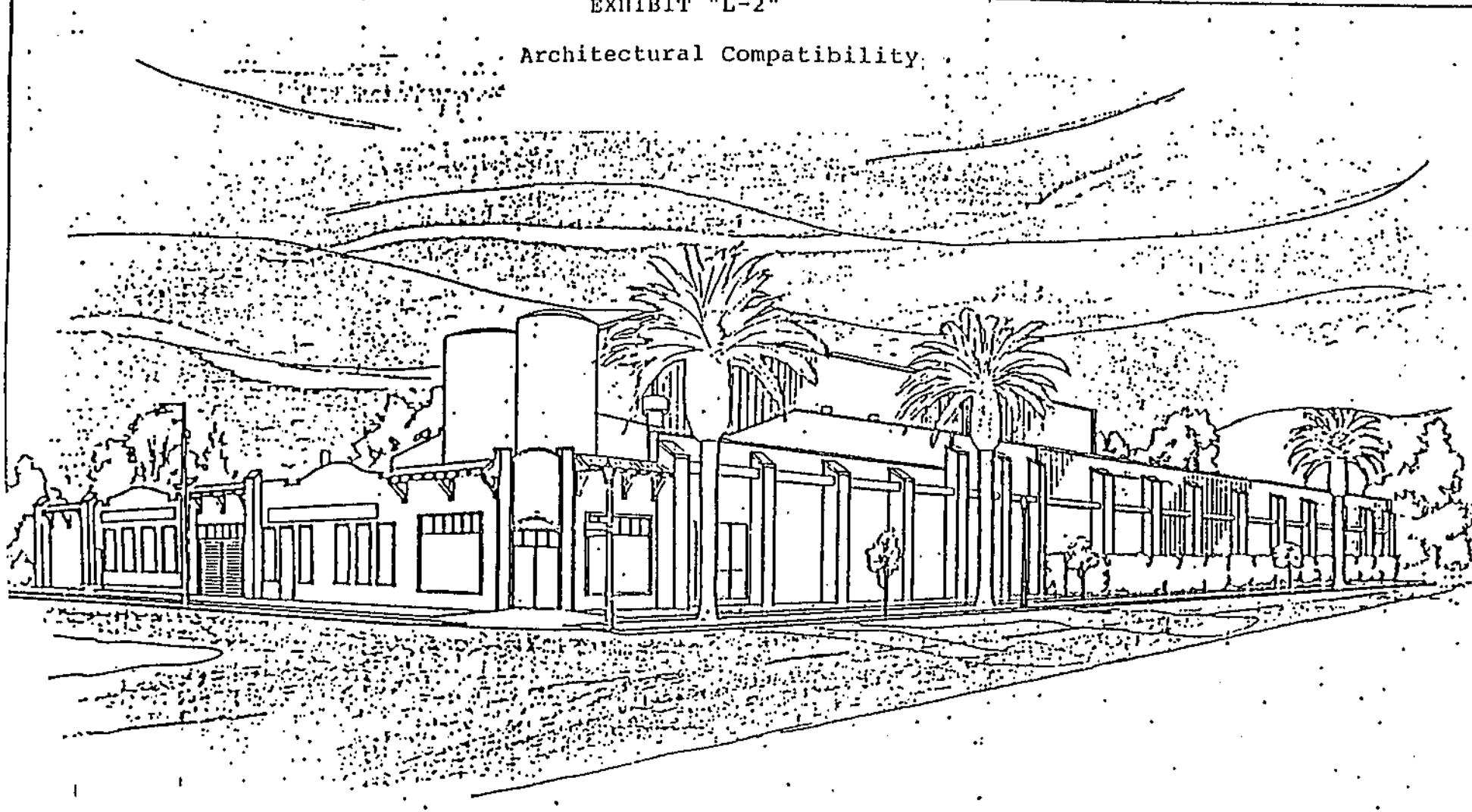


EXHIBIT "L-2"

Architectural Compatibility



BRECHMANN ENGINEERING, INC.
consulting engineers

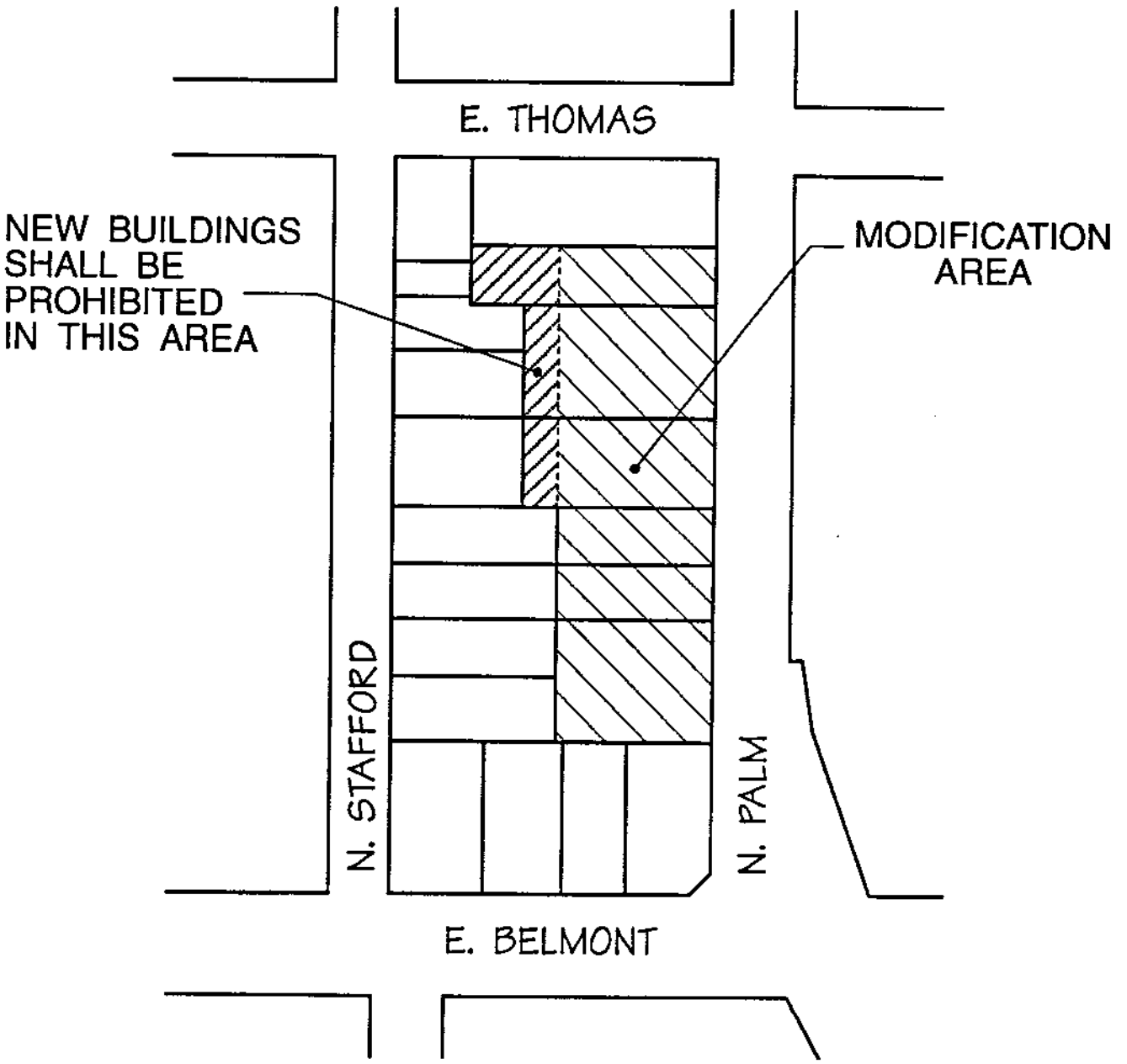
Belmont and Palm, Northwest Corner

The second modification to the draft land use map relates to a 4.39 acre change on the draft land use map from Residential-Medium Density designation to General Commercial designation at the west side of N. Palm Avenue between E. Thomas and E. Belmont Avenues. The project consists of six parcels fronting on N. Palm Avenue.

Existing land uses on the affected parcels are a beauty salon, office building, light fixture company, and a vacant commercial building.

A small portion of the area (1.37 acres) was subject to a recent plan amendment and rezoning request, Plan Amendment 90-28 and Rezoning Application 90-55. There could be residential/commercial interface impacts west of the modification area caused by the proximity of the commercial buildings to the rear lot lines of existing residences. This could be mitigated by establishing a minimum setback line from the rear lot line of the residences. Therefore, new buildings will be prohibited from the westernmost 80 feet of the modification site. Refer to the map which follows. Office land use along Palm Avenue between Thomas and Belmont Avenues is seen by staff as a buffer and a termination point for strip commercial development.

BELMONT AND PALM NORTHWEST CORNER CONDITIONS TO THE SPECIFIC PLAN MODIFICATION



Alhambra and Van Ness

This modification relates to a vacant parcel located on the west side of N. Van Ness Avenue, a collector street, south of Olive Avenue, also a collector street and the modified land use shown on the draft Specific Plan from General Commercial to Residential-High Density.

Potential impacts associated with high density residential use, normally ranging between 18.15 and 43.56 units per acre, relate to a demand for urban services which exceeds the infrastructure. The density of the project would be limited by the Specific Plan to 29 units per acre. At this density no urban services would be adversely impacted.

This project was environmentally assessed in June of 1989 as part of Plan Amendment 89-10.

Belmont and Palm, Southwest Corner

Five parcels located on 1.03 acres at the southwest corner of Belmont and Palm were redesignated from General Commercial to Light Industrial uses. Producers Dairy would zone the property C-M. The site is currently zoned C-6. The Dairy desires to build offices and conduct limited storage and truck parking activities. It is expected that development of the site will result in truck traffic off of and on to the classified streets.

Potential impacts would include visual impacts of truck parking and storage and of the necessary security apparatus (fencing, lighting). This would affect the appearance of the site from Belmont and Palm Avenues.

1. Frontages of Belmont and Palm shall be developed with office uses only and shall be appropriately landscaped in accordance with adopted plans and policies.

2. Truck parking and storage shall be oriented toward the west of the site and shall not be visible from the street.

330 North Broadway

The Draft Specific Plan designated this area for Open Space. A concurrent designation of Light Industrial use was initiated by Council for the same area, consisting of 1.6 acres on the east side of N. Broadway south of the Dry Creek Canal.

The site is currently occupied by a commercial laundry which uses an additional .67 acre of vacant land leased from Caltrans for parking. The land use does not conform to the existing C-5 zoning. There is not sufficient on-site parking for the laundry's delivery trucks or employee parking.

The modification area lies in the northern portion of the planned Dry Creek Park. The Light Industrial designation will interrupt the physical alignment of the park with the 1.6 acre laundry facility and will prevent the "naturalized edge to the creek" from being developed along its 230 foot boundary with the canal. This could be mitigated somewhat by the development of a portion of the laundry/canal common boundary as a heavily landscaped multiple purpose trail.

Further impacts of the laundry on the park would be similar to the impacts that the laundry has on the existing surrounding residences, namely, noise, vehicle traffic, lint, and laundry-generated automobile parking on local streets. The laundry has already generated complaints by its neighbors regarding these impacts. These impacts would have to be mitigated in order not to impact the use of the planned park.

Mitigation measures recommended by staff are set forth in Table C.

Table C: Mitigation Measures for 330 N. Broadway

1. Angelica Healthcare Services Group, Inc., hereafter referred to as "Angelica," shall secure the proper zone district for its operation prior to approval of the Light Industrial designation on all appropriate plans.

2. Angelica shall install lint-capturing equipment and shall reduce the amount of noise-generated by its operation to a level which is consistent with adopted City policies.

3. Keeping in mind that N. Broadway is designated as a bikeway and may be improved as a bikelane at the expense of on-street parking, Angelica shall develop on-site parking for employees and delivery vehicles which is consistent with City standards.

4. All parking areas should be landscaped and shaded in accordance with City standards.

5. Angelica shall provide a twenty-foot easement for use by park-users as a link to both sides of Dry Creek Park Paths.

6. Any real property owned by Angelica which shares a common boundary with the Dry Creek Park or canal shall be given a fifteen-foot landscaped treatment using vegetation species compatible with the Dry Creek Park theme and approved by the Department of Parks and Recreation.

7. Architectural Guidelines contained in the Tower District Specific Plan shall be addressed.

8. Development shall occur in substantial accordance with the attached drawings labeled Drawings 1, 2, and 3.

9. A Conditional Use Permit must be processed for the project and approved by the City Council.

10. Gates along Franklin Avenue shall be solid gates.

11. Building fenestration shall consist of glass block set in window openings.

12. A decorative/security fence shall be provided along the Dry Creek Canal.

13. Proposed Time Lines (all time lines assume approval of the Tower District Specific Plan as modified, rezoning of the property to a conforming use, and acquisition of the CALTRANS property):

Project	Completion Date
A. Noise and lint abatement (installation of new lint traps).	August 1, 1991 (assuming equipment is received.
B. Rough grading of parking lot and temporary fencing	August 1, 1991 (assumes permission from CALTRANS and City of Fresno).
C. Landscaping along Dry Creek Canal on the south side of Franklin and payment to the City of Fresno in the amount required to install trees in the City right-of-way/north side of Franklin Avenue.	August 1, 1991.
D. Narrowing of Franklin and installation of trail system.	Covenant with City of Fresno to commence construction at Angelica's expense tied to City acquisition and implementation of the development of adjacent portions of Dry Creek Linear Park.
E. Completion of parking lot grading and surfacing.	Six months after State completion of Freeway 180 adjacent Angelica site (estimated to be March 1994).
F. Completion of fencing, lighting and parking lot landscaping.	Six months following completion of Fwy 180 adjacent to the Angelica site.
G. Laundry building facade.	Complete January 1, 1993, except for along Broadway. Broadway facade to be completed no later than three months after the completion of Fwy 180 adjacent to the Angelica sites.
H. Landscaping along Broadway.	Completed by February 1, 1993, except for trees along Broadway on the southerly portion near the wall, which shall be installed no later than three months after completion of Fwy 180 adjacent to the Angelica site.
I. Landscaping along the north side of plant.	Three months after completion of Fwy 180 adjacent to Angelica site.

J. Landscaping along south side of plant.	Six months after completion of Fwy 180 adjacent to Angelica site.
K. Landscaping along east side of plant.	Six months after completion of Fwy 180 adjacent to Angelica site.

14. General Conditions

    A. The City of Fresno to grant allowance to permit elevation modifications to Broadway facade as required to meet structural engineering needs.

    B. Angelica corporation will enter into a covenant with the City of Fresno to narrow Franklin Avenue and to install the trail system seqment, contingent upon City acquisition and initiation of Dry Creek Linear Park development.

15. If the above conditions are not met, the specific plan designation for the Angelica property shall revert to Open Space.

DRAFT COPY

PARKING LOT PLANTING
SHADE CALCULATIONS

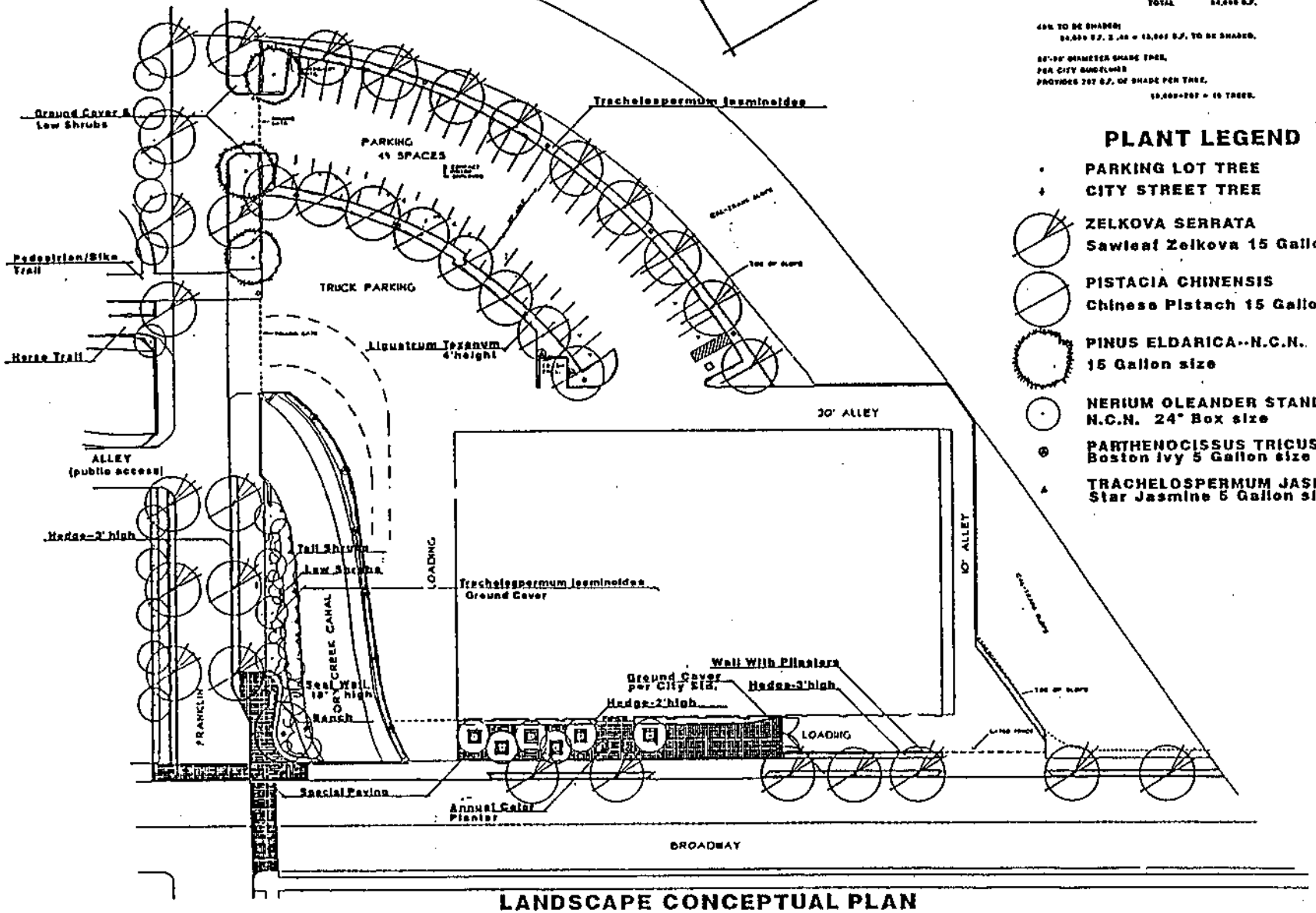
TOTAL SQUARE FOOTAGE FOR:

PARKING LOT	[illegible] S.F.
DRIVEWAY	[illegible] S.F.
TOTAL	[illegible] S.F.

40% TO BE SHADED:
[illegible] S.F. [illegible] = [illegible] S.F. TO BE SHADED.

[illegible]-DIAMETER SHADE TREE,
PER CITY GUIDELINES
PROVIDES 707 S.F. OF SHADE PER TREE.
[illegible] ÷ 707 = [illegible] TREES.

DON YOUNG, ASLA
LANDSCAPE ARCHITECT
2904 NORTH BLACKSTONE,
FRESNO, CA. 93703
(209) 226-7487

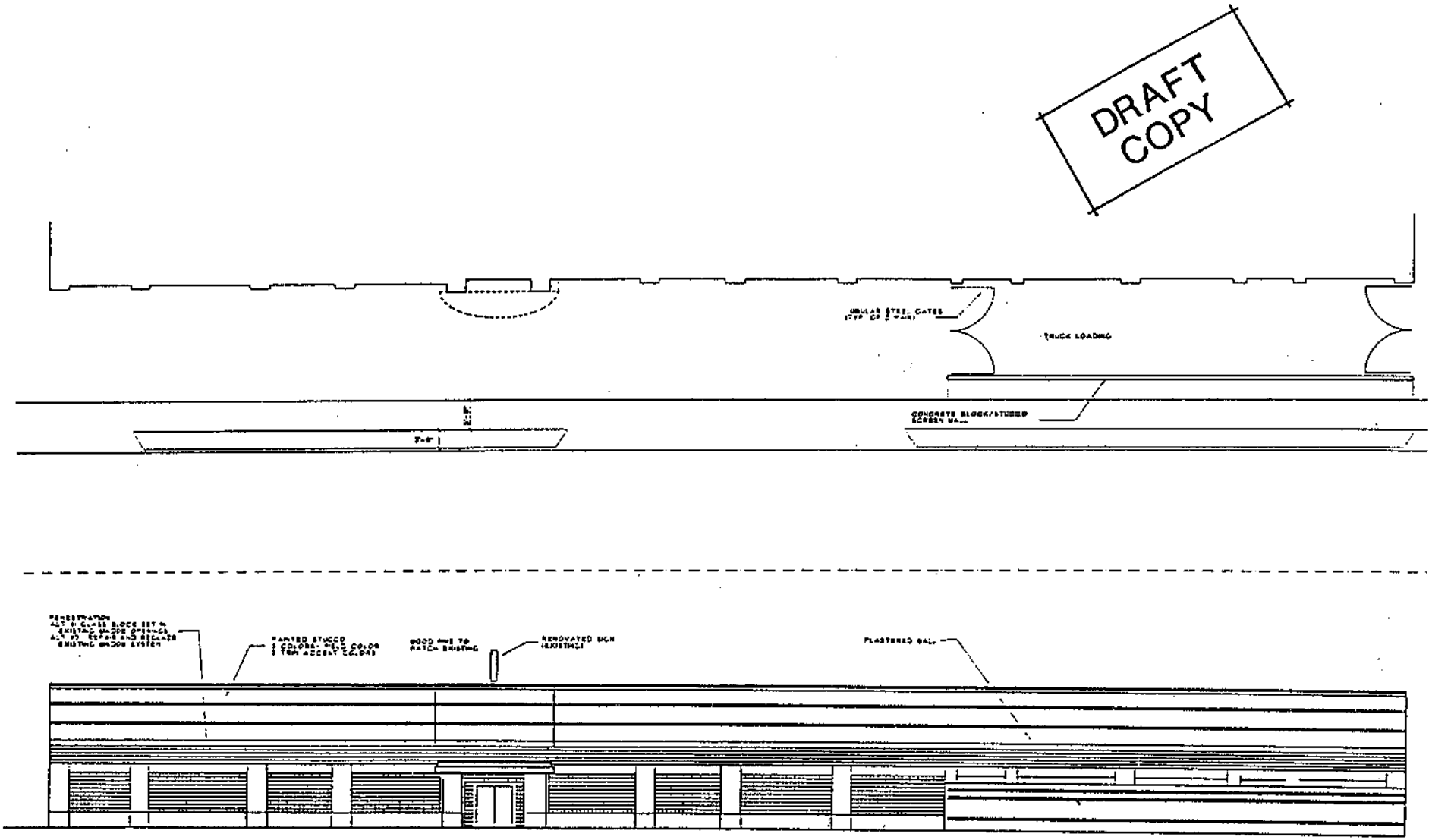


PLANT LEGEND

- PARKING LOT TREE
- CITY STREET TREE
- ZELKOVA SERRATA
  Sawleaf Zelkova 15 Gallon
- PISTACIA CHINENSIS
  Chinese Pistach 15 Gallon
- PINUS ELDARICA--N.C.N.
  15 Gallon size
- NERIUM OLEANDER STANDARD, WHITE
  N.C.N. 24" Box size
- PARTHENOCISSUS TRICUSPIDATA
  Boston Ivy 5 Gallon size
- TRACHELOSPERMUM JASMINOIDES
  Star Jasmine 5 Gallon size

ANGELICA HEALTHCARE GROUP, INC.
330 NORTH BROADWAY, FRESNO, CA. 93701

LANDSCAPE CONCEPTUAL PLAN
DRAWING 1



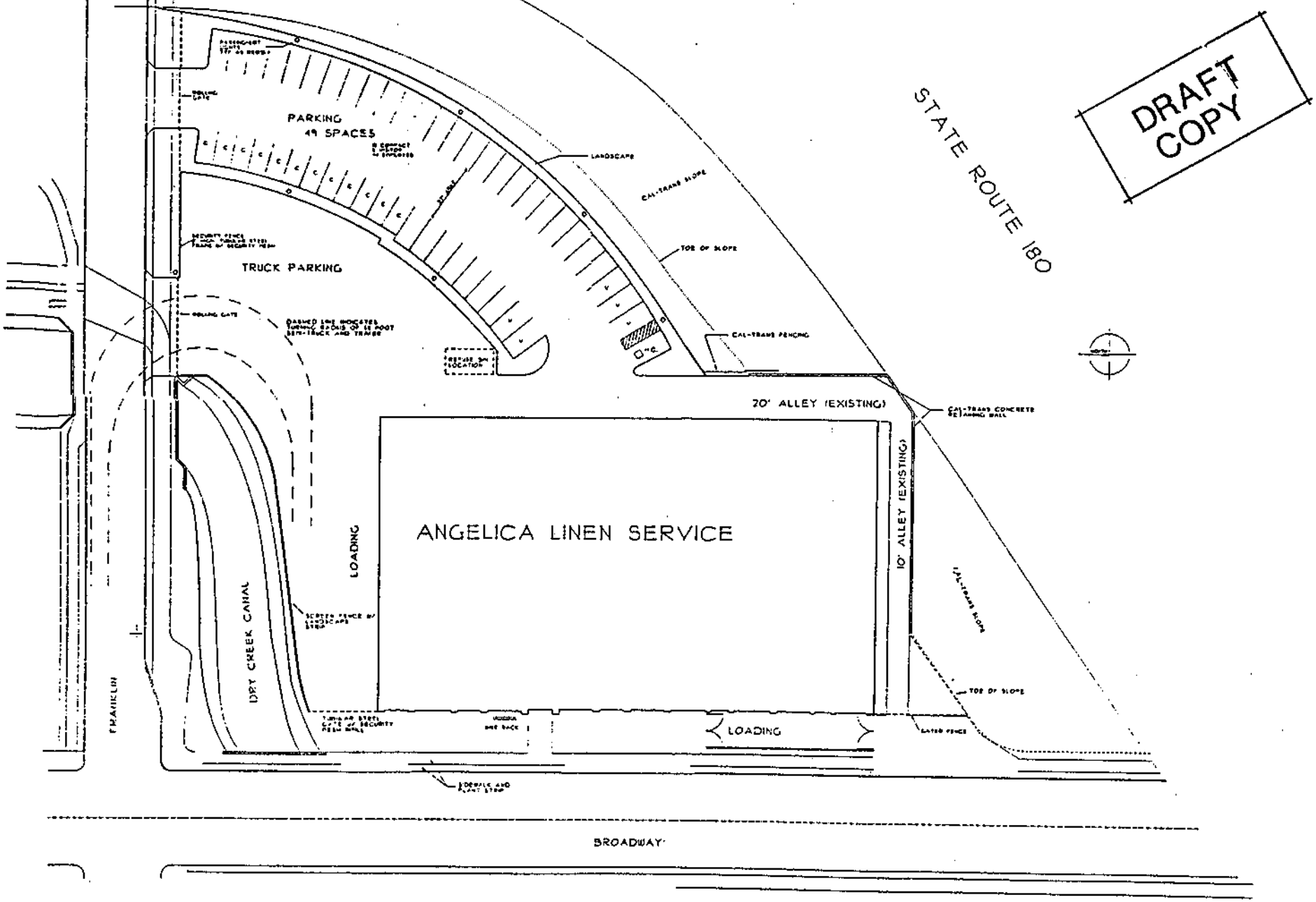
PROPOSED ANGELICA LINEN SERVICE

KENNEDY LUTZ ARCHITECTURE, INC.

DRAWING 2

SITE PLAN ANGELICA LINEN SERVICE

KENNEDY LUTZ ARCHITECTURE, INC.



DRAWING 3

Van Ness between Floradora and Olive

This modification changes the land use from Residential-Medium Density to Residential-Mixed Use for 5.68 acres located on both sides of Van Ness between Floradora and Olive Avenues. This area lies between a planned Neighborhood Commercial area on the west and General Commercial area anchored by the Tower District proper.

The modification would allow for a greater intensity of residential uses with a maximum of 16.13 units per acre and would also permit office uses.

Van Ness Avenue is an arterial street and currently functions with Fulton Street to the west as a couplet-arterial facilitating north-south vehicle traffic in and out of the Central Area. It is presently operating at 61 percent of its planned capacity and is not expected to be impacted by the modification. The draft Specific Plan recommends that this street be studied for potential conversion back to two-way traffic. Future projects shall be conditioned on the ability of the two-way street to handle added traffic.

New uses shall be carefully reviewed and conditioned to assure that impacts on adjacent uses to the side and rear of the project areas are mitigated and that adequate on-site parking is provided.

Van Ness/Fulton Couplet

This modification encompasses the Van Ness/Fulton couplet, an area south of Freeway 180 to Voorman Avenue and includes the frontages of Van Ness and Fulton and the full alley width behind those streets. The area is 18.44 acres in size.

The modification redesignates this area for a more intensive residential-mixed use which would allow limited neighborhood-level commercial uses in addition to residential and office uses. All uses in the C-1 zone district and certain uses found in the C-5 zone district will be permitted. Both will require a Conditional Use Permit. (Refer to the Planned Land Use/Zoning Consistency Matrix on page 8-4 and to the Specific Plan text, page 4-22.)

Under the modification, there is the potential that this area could develop entirely with certain conditionally permitted C-5 uses. The physical environment of the area would be subject to impacts associated with General Commercial land uses: traffic, parking, noise, and the aesthetic/architectural inter-relationships of each structure and the relationships with the surrounding area. Developments of any kind have the potential to diminish the historic relationship that the structures or area have with the Tower District and the Central Area.

These impacts can be mitigated through the existing draft Specific Plan Policies which require conditional use permits and staff review of each development project's potential effect on the area's resources. Areas of particular concern are setbacks and driveway cuts.

III. MODIFICATIONS TO THE PLAN TEXT

Performing Arts Theater

In recognition of the positive benefits that performing arts theaters contribute to the theater district of the Tower area, Item B-2 was proposed by the Citizen's Advisory Committee to permit live theater in the Tower District. The existing theater district function will be protected by restricting this modification of the C-5 and C-6 zone districts so that it will apply only within commercial areas in the central part of the Tower District, excluding the Belmont and Blackstone commercial areas.

Impacts associated with this modification can be mitigated through adherence of the development standards in the City's municipal code.

An additional impact relates to the establishment of additional performing arts theaters in buildings constructed before February 13, 1954, which are excluded from certain development parking standards.

Mitigation for this impact has been provided by modification Item B-3 which would give the Director of the Development Department discretion to exempt, or not to exempt, change of occupancy requests in buildings constructed before February 13, 1954, from applicable underlying zone district parking requirements. This modification does not delineate solutions for potential parking problems, but does permit a degree of flexibility in the use of existing development standards which were not available to the Department before.

Residential-Mixed Use Policies

Residential-Mixed Use Policies on Van Ness Avenue between Floradora and Belmont Avenue and along Fulton and Van Ness south of the proposed Route 180 Freeway were modified. Refer to plan page 4-22. Also refer to mitigations of impacts at Van Ness between Floradora and Olive Avenue where similar conditions exist and for the Van Ness/Fulton couplet.

Under this modification, Professional Office use is no longer a "secondary use," permitted only when a minimum of 50 percent of the net floor area is used for residential uses. Multiple family residential uses are allowed within the density tolerant criteria.

12.0 DRAFT ENVIRONMENTAL IMPACT REPORT

TOWER DISTRICT SPECIFIC PLAN

City of Fresno
Development Department

Wallace Roberts & Todd
Robert Bruce Anderson
TJKM

DRAFT ENVIRONMENTAL IMPACT REPORT
CITY OF FRESNO
TOWER DISTRICT SPECIFIC PLAN

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1.0 INTRODUCTION

1.1 Purpose

This document constitutes the Program Draft Environmental Impact Report (EIR) for the Tower District Specific Plan. It is prepared pursuant to the California Environmental Quality Act (CEQA) and the CEQA Guidelines (Public Resources Code Sec. 21000 et seq and 15000 et seq respectively). The "Program" nature of this EIR is provided for in the CEQA Guidelines Section 15168, which states that a Program EIR may be prepared for a series of actions that can be characterized as one large project and are related geographically and in connection with a continuing program, in this case, the approval of a Specific Plan. This approach allows the City to examine the overall effects of the proposed Specific Plan and to take steps to avoid unnecessary adverse environmental impacts. The EIR will also serve as the base document for subsequent activities which implement the Specific Plan and should minimize the required environmental review for those respective activities.

It should be noted that the EIR preparation has been treated as an integral component of the planning process to ensure maximum and coordinated environmental sensitivity. The resulting document is a full disclosure document which informs decision makers and the general public of the direct and indirect environmental effects of the Specific Plan. It also provides mitigation measures to reduce or eliminate potential adverse effects and identifies and evaluates reasonable alternatives.

1.2 EIR Review Process

The Draft EIR was circulated for a 45 day review period during which time the public, the City and other interested agencies commented on the completeness and accuracy of the document. The City held a public hearing to accept comments on both the Draft EIR and the Specific Plan. Relevant comments were responded to and when necessary, changes were made in the EIR text. The response to comments and revised text comprise the Final EIR which was considered and certified at a public hearing when the Specific Plan was also considered for adoption. As described earlier, the certified Final Program EIR provides the environmental document basis for subsequent projects or implementations within the Specific Plan area.

1.3 Organization of the EIR

The EIR is organized to provide an analysis of the Specific Plan that can clearly delineate the environmental implications of the Plan, fulfill the requirements of CEQA and serve as a companion planning document to the Specific Plan. Section 1.0 presents the legal and contextual foundation of the EIR. Section 2.0 provides a summary of the environmental impacts and mitigation measures described in other sections of the EIR text. Section 3.0 briefly describes the proposed Specific Plan and the background which lead to the current proposal. Section 4.0 is the heart of the EIR and describes the environmental setting and impacts which would result from Specific Plan implementation and measures to mitigate identified significant effects. Section 5.0 identifies and compares alternatives to the Specific Plan. Other required CEQA sections and references are provided in Sections 6.0 and 7.0 respectively.

When appropriate, the EIR also incorporates by reference other relevant EIRs that have been prepared by the City including the General Plan EIR, the Central Area Community Plan EIR and the Fresno High/Roeding Community Plan EIR.

2.0 SUMMARY OF IMPACTS AND MITIGATIONS

This section summarizes the environmental impacts caused by the proposed Specific Plan and the mitigations for those impacts. Complete discussions of impacts and mitigations are contained in Section 4.0 of this report. Descriptions of impacts and mitigations follow an Existing Setting discussion for each subject area found in the EIR.

LAND USE AND PLANNING

Impact: One of the most significant changes that would occur under implementation of the Specific Plan would be the changes in the land use designations specified in the Fresno High/Roeding Community Plan and subsequent changes in the zoning districts. The purposes for these land use changes are severalfold:

- To recognize the existing underlying land uses
- To preserve existing housing now located in office or commercial designations
- To shift commercial uses from regional, automobile oriented to pedestrian, urban orientation
- To provide the flexibility of mixed residential and commercial uses when appropriate
- To provide a vehicle for increased residential density under a design review process
- To provide more open space

The proposed changes are intended to eventually result in an inner consistency between the General Plan zoning and the underlying land use. There would be an interim period of nonconforming or inconsistent use which should diminish over time as the Specific Plan is implemented to the year 2010. Some existing nonconforming use would remain.

Mitigation: The primary tool for mitigating land use impacts and conflicts is a multi-tiered rezoning process. Different categories of land would be rezoned over time. Factors controlling and affecting the rezoning process include underlying use, applications for development entitlement, dedication of open space and timing and availability of funding.

TRAFFIC AND CIRCULATION

Impacts: The implementation of the Specific Plan would increase traffic in the Tower District area, but the increase would be less than that if development occurred under the existing General Plan. Traffic would be reduced on some streets due to lower intensities of land use and by traffic diverted from surface streets to the new State Route 180. Traffic on other streets would increase due to regional and downtown growth as well as increased residential densities in specific areas. Major intersections are expected to operate at Level of Service C or better. The Specific Plan proposes to implement the conversion of the north-south one-way couplet of Van Ness/Moroa and Wishon/Fulton to two-way operations. This conversion would cause short-term peak hour congestion at the Fulton/Belmont intersection.

Mitigation: The Specific Plan calls for continued street section and intersection improvements to relieve congestion and to promote free-flowing traffic. Individual projects built pursuant to the Specific Plan would provide project specific traffic analyses and improvements. The City should continue to promote bicycle and transit use as outlined in the General Plan as well as implement Transportation System Management (TSM) measures to reduce auto use.

AIR QUALITY

Impacts: Construction of individual projects would cause short-term air quality impacts relative to construction vehicles and the creation of fugitive dust. Increases in traffic would cause incremental increases in air pollutant emissions for hydrocarbons, carbon monoxide and oxides of nitrogen. The impact to regional air quality would be less than emissions relative to buildout under the existing General Plan. Year 2010 carbon monoxide levels would be decreased over existing levels and only the intersection of McKinley and Blackstone would exceed the federal and state eight-hour carbon monoxide standard.

Mitigation: Mitigations for construction-related impacts would be relative to the control of fugitive dust during earth-moving and other construction activities that would stir up dirt and dust. Reduction of vehicle related emissions due to increased traffic generally follow the same criteria as for reduction of vehicular trips: intersection improvements, increased reliance on bicycle and transit use and implementation of a comprehensive Transportation System Management scheme that could be incorporated into new projects.

HISTORIC RESOURCES

Impacts: The Specific Plan proposes a number of policy and guideline measures that recognize the importance of historic and architectural features and outlines means of preserving and enhancing these resources. Such measures include the completion of a comprehensive survey, establishment of five historic districts and one thematic group and the allowance of historic precedents to be considered to provide flexibility in new development and building alterations.

Mitigation: In order to protect and not just recognize the significant historic resources of the Tower District, The City may need to adopt certain measures that would apply to specific properties located within the district. Such measures are spelled out in Section 8.0, the Implementation Element of the Specific Plan.

VISUAL RESOURCES

Impacts: The Specific Plan provides a number of policies and development standards which would enhance many of the visual aspects of the Tower District. These include the preservation and enhancement of historic and architectural resources described above, the provision of new open spaces and public parks, the preservation of trees and significant landscaping, improvement and maintenance of City streets and alleys and for the general conservation and enhancement of residential neighborhoods. An all around improvement in the District's visual quality is one of major effects of implementation of the Specific Plan.

Mitigation: Implementation of the Tower District's land use and conservation policies as well as the establishment of more open space than what is included in the existing plan would serve to mitigate visual impacts. To further protect historic and architectural features, the City should consider the urban design and architectural guidelines outlined in Section 8.0, The Implementation Element of the Specific Plan.

PUBLIC SERVICES AND UTILITIES

Water

Impacts: While the Specific Plan does not create land use that would require higher than existing demands for water, the age and sizing of the existing distributions system would require upgrading and upsizing in some cases. Some areas, specifically the "Density Tolerant" areas, would require larger mains to provide increased fire flows as per Fire Department standards.

Mitigation: Since the City has not identified any water supply problems for the Specific Plan area, no specific water mitigations are necessary. However, in light of continuing regional water demand increases and the possibility of continued drought, it would be prudent to incorporate water conservation measures into new and redeveloped projects. Conservation could be achieved through water saving interior fixtures and low water demand/drought tolerant landscaping.

Sewer

Impacts: Implementation of the Specific Plan may cause localized impacts in certain areas for new and/or upgraded sewer facilities. If the alleys in the project area were to be used for new development, existing lines may have to be relocated into the streets.

Mitigation: New and upgraded sewer facilities should be considered during project review and made a condition of project approval. The water conservation measures outlined in the water mitigation discussion should mitigate any new demands on the sanitary sewer infrastructure.

Drainage and Flood Control

Mitigation: The Specific Plan proposes a mix of more intense land uses in some areas, less intense land uses in other areas and the creation of new open space. It is speculative to determine the change in runoff characteristics absent specific development plans, however, there would be localized instances of both runoff increases and decreases that would need to be studied when development is proposed.

Mitigation: The Fresno Metropolitan Area Flood Control District is in the process of designing and completing new flood control facilities both in the Tower District and in other parts of the City. New development should be reviewed by the Flood Control District as part of the City application review process for specific potential impacts on flood control facilities.

Alleys

Impacts: There are no new projects or programs identified at this time for Tower District alleys. The Specific Plan contains policies that call for the maintenance, repair and improvement of public streets and alleys.

Mitigation: Alley maintenance and enhancement policies outlined in the Specific Plan should be implemented to provide overall improvement in circulation, emergency access and general appearance.

Electricity and Natural Gas

Impacts: There are no new projects or programs identified at this time by PG&E for the Tower District Specific Plan area. If undergrounding of overhead electrical lines is done, it would most likely be accomplished through new assessment districts or major redevelopment projects.

Mitigation: The undergrounding of overhead lines should continue to be pursued as an implementation to the Specific Plan. In addition, all new development proposals should be reviewed for energy conservation measures and energy efficient design, as required by the General Plan.

Street Lighting

Impacts: The Specific Plan provides policies which would encourage repair and maintenance of improvements and enhancement of public areas within street rights-of-way, including street lights. Implementation of these policies would provide enhanced street lighting more in conformance with the City standard of one light per 150 feet.

Mitigation: New development should provide street lights to meet minimum City standards and to provide all around better security.

Fire Protection

Impacts: The City Fire Department has indicated that the Tower District is generally adequate with respect to the amount of water available to fight fires and response time. Implementation would accomplish a number of results which would enhance fire protection

services, including increased fire flow in upgraded areas, improved street and alley access and the replacement or repair of older, more fire prone structures.

Mitigation: New development should incorporate adequate fire protection design and facilities as a condition of project approval. This would include increased fire flow where feasible, new hydrants, adequate fire equipment access and turnaround, sprinkler systems and building performance standards.

Police

Impacts: The City Police Department reports that the Tower District generally receives the minimum acceptable level of service for police protection. Many aspects of the Specific Plan reduce the overall physical and socioeconomic blight and should help improve the Department's ability to provide adequate services.

Mitigations: Implementation of the Specific Plan would tend to increase activity in the Tower District that, in turn, would demand increased police services. At the same time, it would provide amenities and improvements which should minimize the increased burden on the Police Department. Mitigation measures that could be incorporated into development design include enhanced exterior lighting, improved alley access and secure doors and windows.

Schools

Impacts: Implementation of the Specific Plan is expected to both directly and indirectly generate new elementary and high school student enrollment, the nature and timing of which is unknown at this time and which would depend on the level of new residential activity. During the early stages of Specific Plan preparation, there was a lack of resolution regarding the location of a new elementary school site in or around the area. Absent a more precise resolution of a new school site location, the possibility of significant impacts on school services would exist. Working with the Fresno Unified School District, the Specific Plan Citizens Committee clarified the relationship of the proposed school site with surrounding uses, taking into account the new Route 180, Dry Creek Park and existing historic resources.

Mitigation: The City and the School District should discuss the need for new facilities, the location and size of facilities and the timing for providing new schools. The District could collect school impact fees based on the number of new residential units and the amount of new commercial square footage to help finance the new facilities.

Parks and Recreation

Impacts: The Specific Plan recognizes that park space in the Plan area is deficient in terms of the population size to be served and in terms of meeting City park standards. The Specific Plan not only proposes policy to help guide the open space aspects of new development, it also provides specific new locations for open space that would provide both active and passive recreation. Recommendations for new open spaces and/or parks include an area along Dry Creek adjacent to the 180 Freeway corridor, and more space along Dry Creek as it meanders through other parts of the study area, the San Pablo/Belmont Open Space freeway undercrossings, enhanced streetscape and street plazas and mini "pocket parks".

Mitigation: The City should actively pursue the acquisition of parcels and easements to provide the open space and parks outlined in the Open Space Element.

3.0 PROJECT DESCRIPTION

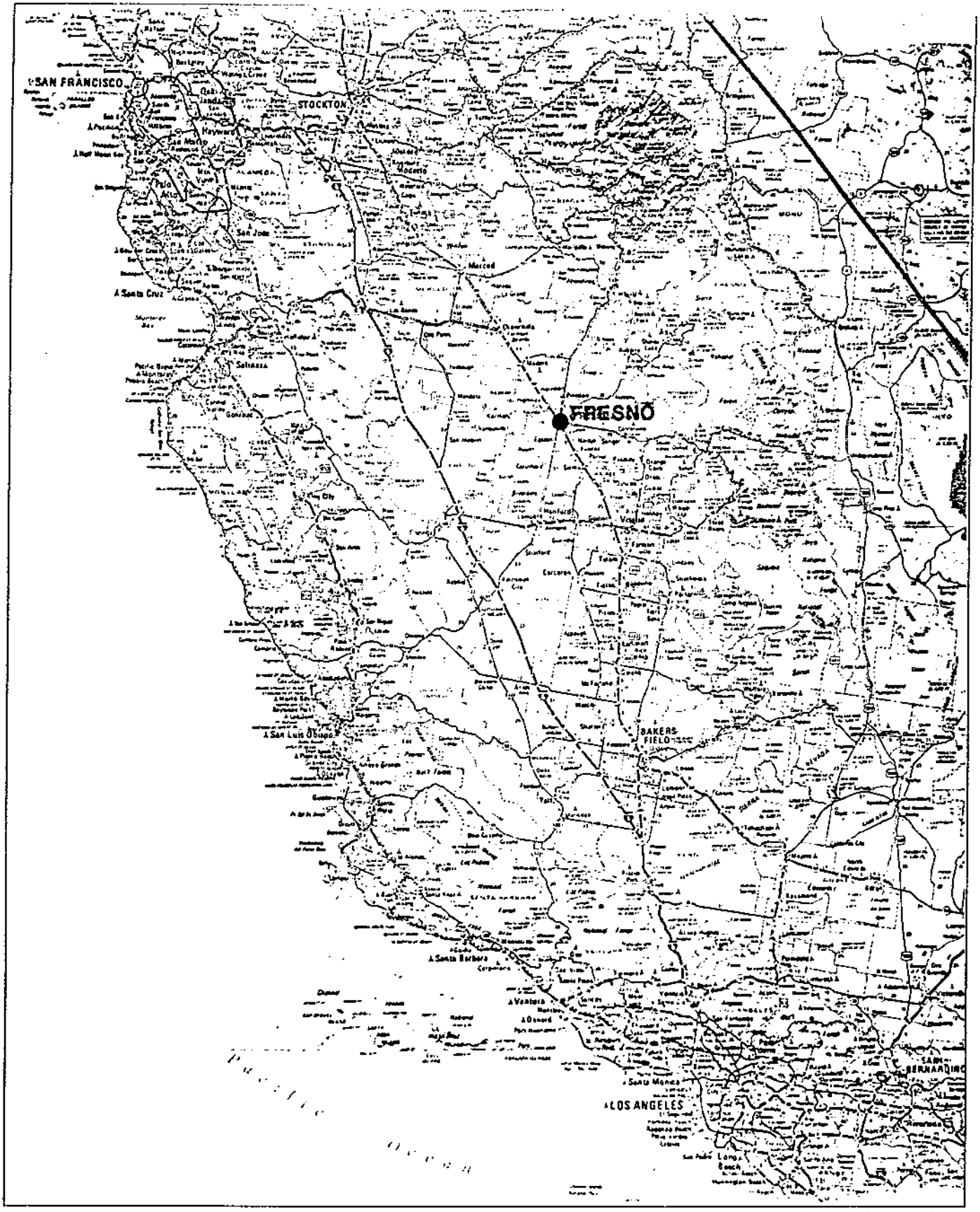
3.1 Background

The 1984 Fresno General Plan provides the broad policy basis for the revitalization of established neighborhoods within the City on a general, City-wide basis. The City has further established a number of Community Planning Areas which further refine the General Plan by tailoring particular planning characteristics and needs of each community. The Fresno High/Roeding Community Plan, adopted in 1977, provides an intermediate level of planning to approximately 22 square miles located in the central to western portion of the metropolitan area and includes many areas which are of historic value to the City.

The Tower District Specific Plan is the result of a continuing effort by the City of Fresno to address land use and conservation issues unique to older, established communities around the City. The Specific Plan process was selected to implement various components of the the General Plan and Community Plan at a more precise level of detail. To assist the City in determining the nature and extent of the Specific Plan, the City Council designated a twenty-one member committee composed mostly of home and/or business owners within the District. The Committee met approximately eighteen times during the course of Plan preparation.

3.2 Location and Project Boundaries

The proposed Tower District Specific Plan is comprised of approximately three square miles of urbanized area within the Fresno High/Roeding Community Plan Area and within the corporate limits of the City of Fresno. See Figures 3.0-1 and 3.0-2. A small portion falls within the Central Area Community Plan. The Tower Plan boundaries are defined by Shields Avenue on the north; by Maroa Avenue between Shields and Clinton Avenues and the future Route 180 corridor on the east; by the future Route 180 corridor on the south (including the Fulton and Van Ness corridors to Voorman); and by the Southern Pacific Railroad and Fruit Avenue on the southwest and west. The Van Ness and Fulton corridors between the full alleys west of College and east of Yosemite Avenues south of the Route 180 alignment, are within the Central Area Community Plan Area.

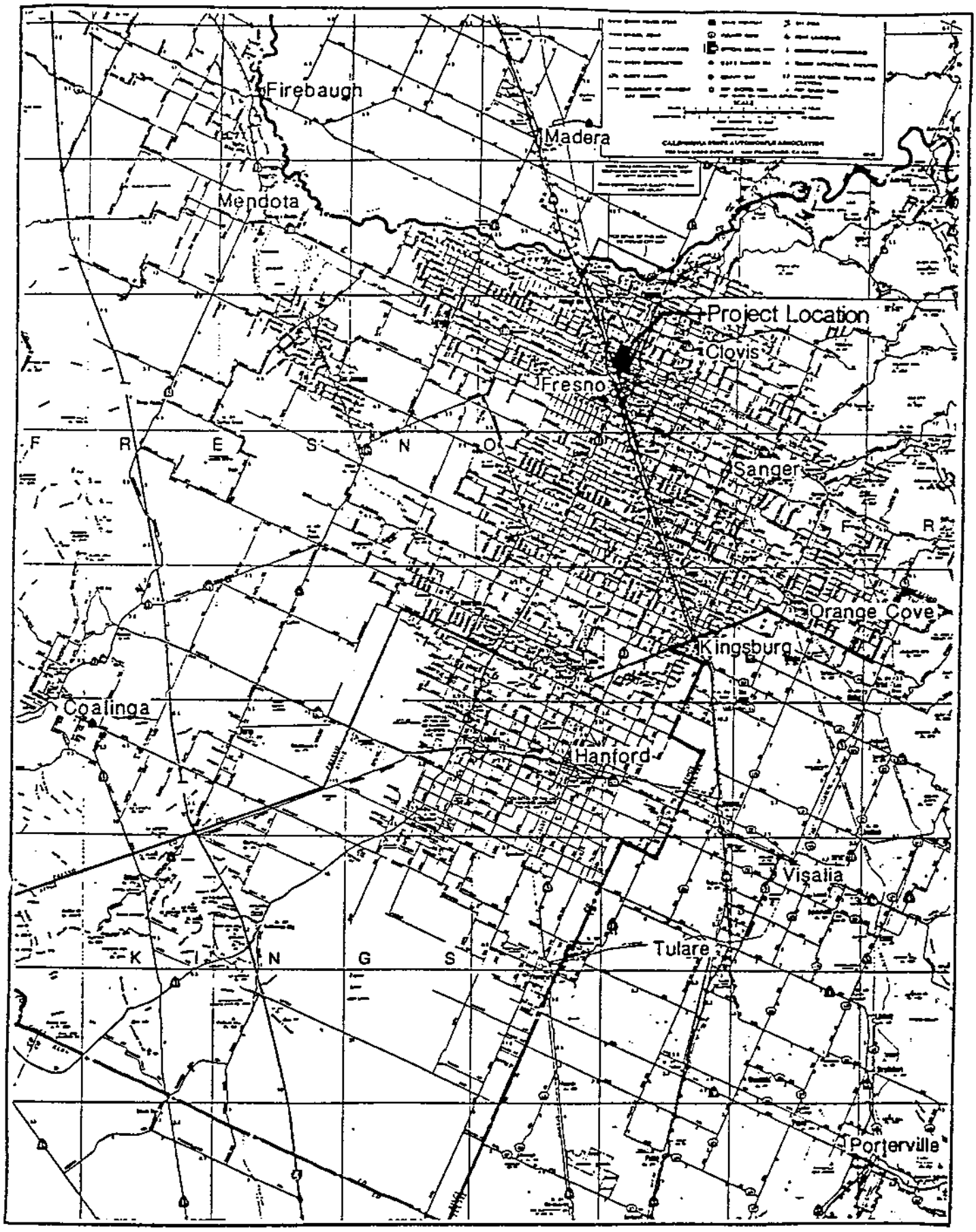


Regional Location

TOWER DISTRICT

Wallace Roberts & Todd

Figure 3.0-1



Sub-Regional Location

TOWER DISTRICT

Wallace Roberts & Todd

Figure 3.0-2

3.3 Objectives

The basic objective of the Specific Plan is to recognize the unique and historic aspects of the Tower District and to fulfill specific planning and conservation goals in a way not available at the General Plan or Community Plan level. The Specific Plan provides the necessary tools and mechanisms to achieve the general goals of neighborhood conservation and enhancement. A synopsis of the Specific Plan, including goals, objectives and policies is contained in the following section.

3.4 Description of the Specific Plan

This section summarizes the basic components of the Specific Plan. A detailed description is contained in the Tower District Specific plan document, available at the City of Fresno Development Department, 2600 Fresno Street, Fresno.

The Tower District is contained mostly within the Fresno High/Roeding Community Plan area, a small portion being within the Central Area Community Plan. (see Figure 3.0-3). This community plan was adopted by the City in 1977 and the Central Area Community Plan was adopted in 1989. The Plans recommend that a number of subarea specific plans, programs and studies be undertaken to address such issues as housing rehabilitation and conservation, historic preservation, open space, circulation and development performance standards. The Tower District Specific Plan implements the relevant components of the Community Plans as well as portions of the City-wide General Plan.

Goals, Policies and Objectives

The Specific Plan is built upon six general goals which state the desired end result of implementation of the Plan. These goals are:

Goal I Restore and reinforce the historical and mutually supportive relationship between the Tower District neighborhoods and the Central Area.

Goal II Conserve and enhance existing residential neighborhoods.

Goal III Respect and further enhance the historic character of the Tower District as a place not dominated by the automobile.

Goal IV Conserve and revitalize the Tower District's historic and architectural resources.

Goal V Maintain and improve Tower District public infrastructure consistent with the level of public investment in newer parts of the City.

Goal VI Provide new plaza, park and open space areas.

Each goal is supported by a number of objectives which provide the general direction or outline the general programs necessary to achieve each respective goal. Each objective is in turn supported by policies which outline specific programs, guidelines and policy statements that would implement the goals of the Specific Plan. These policies provide the framework by which future development and programs within the Tower District would follow. In summary, the Specific Plan contains goals, objectives and policies for the conservation and enhancement of residential neighborhoods, historic resources, public infrastructure and open space. The complete text of these goals, objectives and policies is on pages 2-1 to 2-20 of the Specific Plan document.

Specific Plan Elements

The Specific Plan includes six elements: Conservation, Land Use, Open Space, Circulation, Infrastructure and Implementation. These elements contain the narrative description of each element subject, provide maps and background information and generally support the rationale for the goals, objectives and policies. Each element is summarized below:

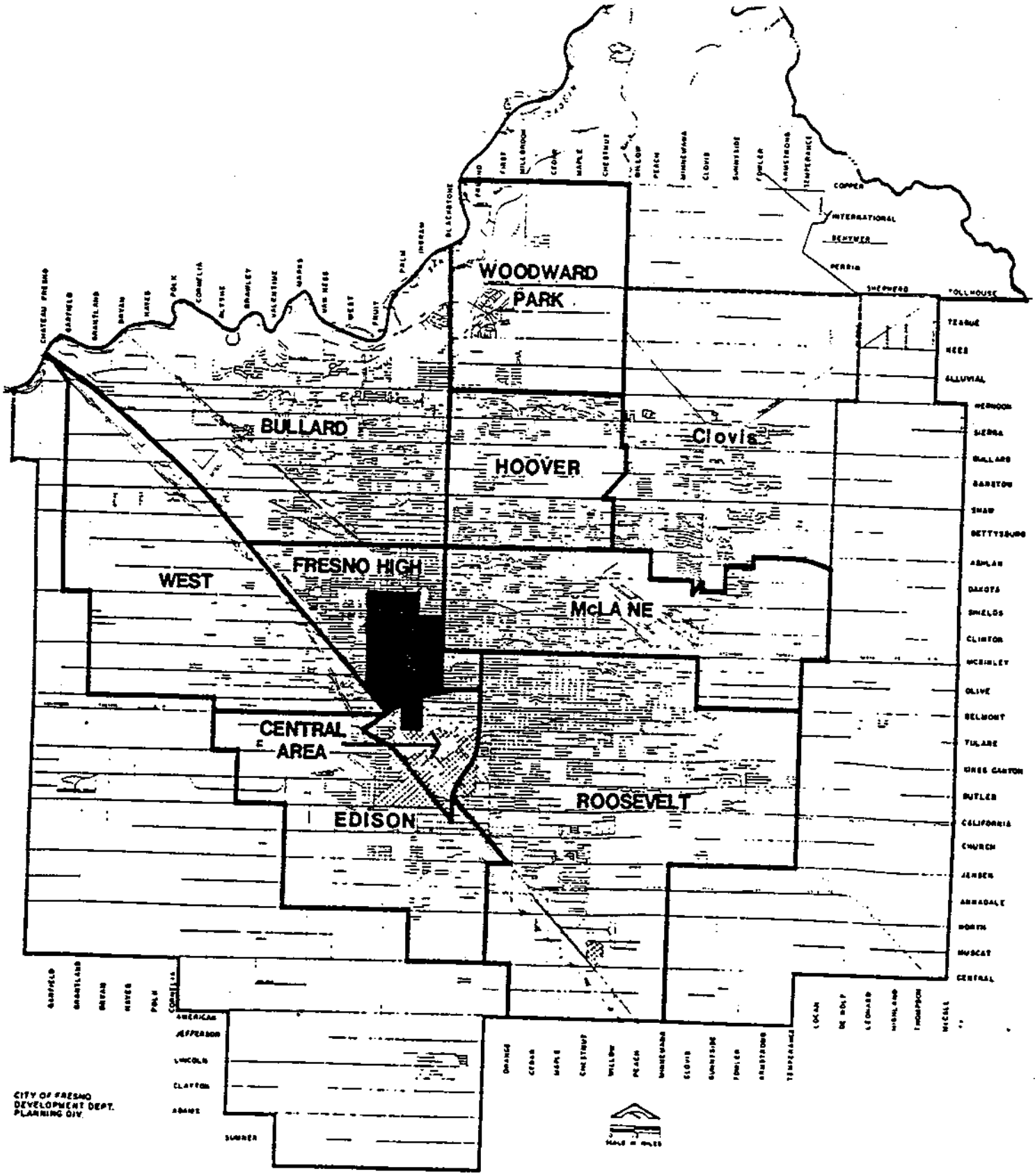
Conservation

The Tower District Specific Plan contains goals, objectives and policies for the conservation of residential neighborhoods. The plan includes five historic districts and one thematic group, which collectively represent the rich diversity of architectural styles and building types of the Tower District. These districts and the thematic group provide a means to publicly recognize the principal historic resources of the district. It is to be noted that individual significant resources located outside the Historic District boundaries are no less historic or significant than those located inside Historic Districts. Conservation policies and programs developed by the plan apply to the entire plan area and are not limited to Historic Districts.

Land Use

The Specific Plan establishes new land use designations in the study area which, in some cases, supersede the existing underlying designations of the Fresno High/Roeding Community Plan. Figure 3.0-3 shows existing Community Plan designations, including those within the Tower District, and Figure 3.0-4 shows proposed Specific Plan land use designations.

As a part of the overall conservation approach, the Specific Plan recommends changes in land use which provide effective transitions between residential and non-residential uses and which recognize the lack of market response to existing land use designations and zoning for non-residential development. Residential densities, in general, are recommended at the level of existing single-unit areas. Certain areas are identified as being tolerant to higher density development, with up to six-plex buildings allowed on individual sites, under a design review process. Two small areas are recommended as appropriate for high density residential use, given their adjacency to Fresno City College and the central Olive Avenue commercial area. Mixed-use designations for certain street areas are defined in terms of relationships between recommended uses and spatial location.



Fresno - Clovis Metropolitan Area

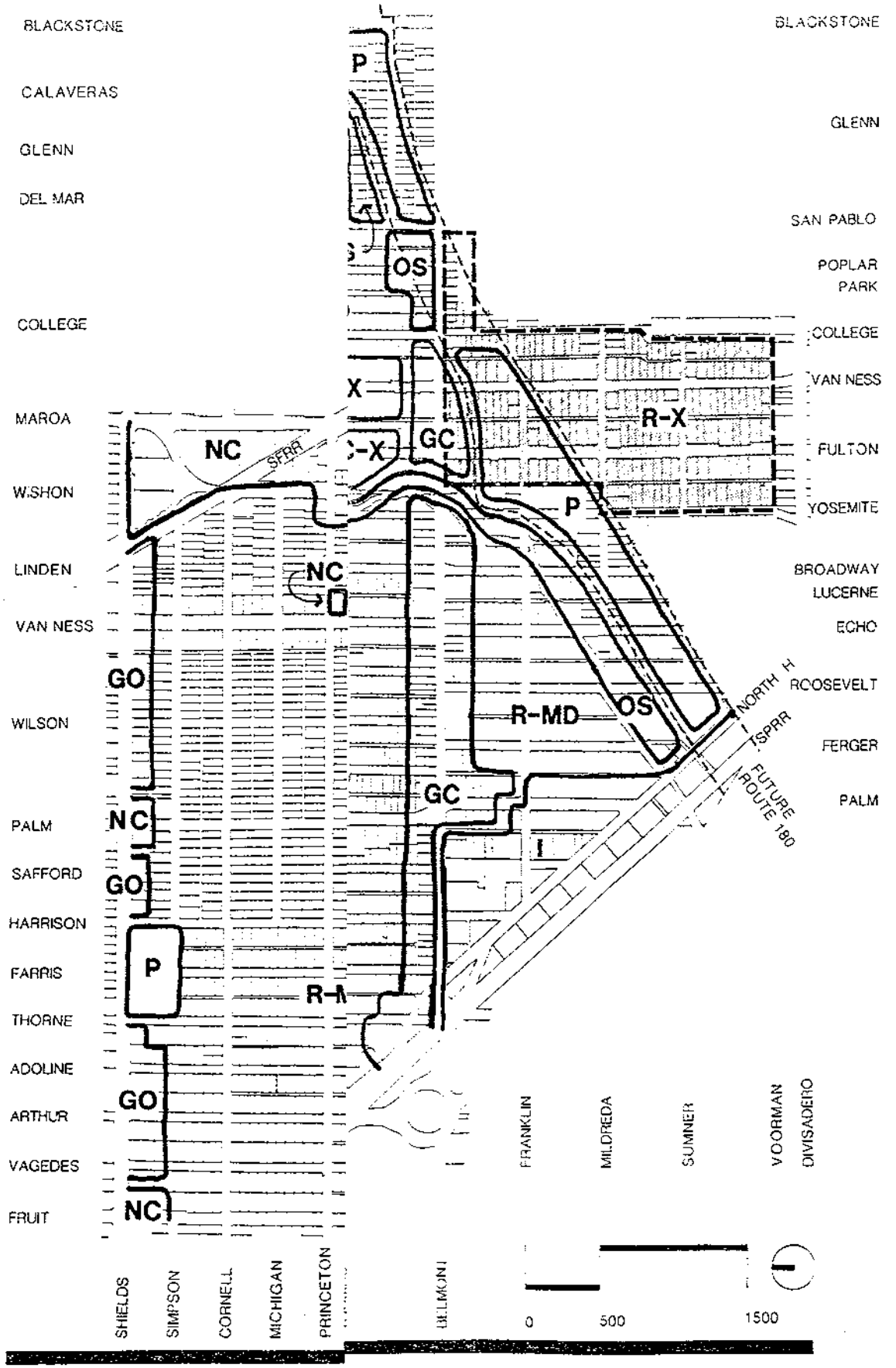
Community Plan Areas

TOWER DISTRICT

Wallace Roberts & Todd

Tower District
Specific Plan Area

Figure 3.0-3



LEGEND

GO	General Office	GC	
PO	Professional Office (see text)	NC	
I	Industrial/ Light Manufacturing	NC-X	

TOWER DISTRICT

Land Use

Figure 3.0-4

Wallace Roberts & Todd

Open Space

At present, public open space in the Tower District is limited almost completely to schoolyards and streets. The Specific Plan includes open space recommendations for the creation of a Dry Creek park of relatively significant proportions along the north edge of the proposed Route 180 Freeway. This area, together with a creekside trail network, makes creative use of an existing natural feature of the district. In addition, prioritized streetscape improvement programs are recommended for high traffic volume residential streets and commercial districts, including a public plaza for the central commercial district.

Circulation

The Circulation Element of the Specific Plan includes recommendations for redesignation of existing one-way streets to two-way traffic north of Belmont Avenue. As a part of longer-term circulation improvements to benefit residential neighborhoods, the plan provides a concept for street barriers that restrict access between residential areas and commercial activity on Blackstone Avenue. Other plan recommendations for traffic and circulation include mitigations for parking impacts associated with school sites and retention of on-street parking on Fulton Street and Van Ness Avenue south of Belmont Avenue.

Infrastructure

Descriptions of existing conditions and recommendations for anticipated improvements to infrastructure have been provided by City Departments and Agencies. The Tower District Specific Plan does not recommend any new projects or improvements that place an additional burden on existing infrastructure. It is assumed that infrastructure improvements would be part of an overall City program.

Implementation

Recommendations for implementation include those actions identified as being feasible and necessary. Necessary changes to the City's General Plan and Zoning Provisions are identified. Guideline recommendations provide interim means of reviewing permit applications and development projects, until such time as detailed Design Guidelines are prepared and approved.

4.0 ENVIRONMENTAL SETTING, IMPACTS AND MITIGATION MEASURES

CEQA defines "Significant effect on the environment" as a "substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant."

In other words, the "project", in this case the Tower District Specific Plan, must cause some kind of physical change either directly or indirectly, to be considered potentially significant. The continuation of existing conditions, the effects of other projects or activities, or inevitable events cannot be considered significant effects relative to this project. This section describes the existing environmental setting in the Specific Plan area. It then analyzes the direct and indirect environmental impacts that would occur, should the Specific Plan be implemented. For impacts which are identified as potentially significant, mitigation measures are recommended. These mitigation measures are intended to minimize significant impacts to an acceptable level.

4.1 LAND USE AND PLANNING

EXISTING SETTING

Historical Background

The major portion of the Tower District study area was developed in the early decades of the twentieth century as a streetcar suburb of the City of Fresno. The growth of the City in the 1880s had been made possible in part by the public transportation services of the Fresno City Railroad. In 1902, A. G. Wishon, one of the great promoters of electricity in the San Joaquin Valley, was instrumental in reorganizing the local providers of electrical power, water and transit into what became the San Joaquin Light & Power Company. Wishon became manager of the firm as well as of the City Railway division, which was renamed the Fresno Traction Company.

Under Wishon's leadership and with the support of the men of wealth whom he convinced to invest in the company, including the great southern California railway operator Henry E. Huntington, Fresno began to develop one of the more extensive transit systems of any California city. The economic decline which had slowed growth in the 1890s began to reverse by the turn of the century, and northward growth of the City was spurred by the move of the Fresno State Teachers College (Fresno Normal School) to the Van Ness and University Avenues site and the development of the Forkner-Giffen Tract (Old Fig Garden) north of Shields Avenue.

By 1910, when Huntington decided to sell his rail interests, including the Fresno Traction Company, to the Southern Pacific Company, streetcar lines had begun to be extended into what would develop as the Tower District. Within the next few years of the Southern Pacific Company's ownership, the streetcar lines were extended along North Fulton Street. A branch line west along Olive Avenue through Roeding Park to the cemeteries at the end of Belmont was completed in 1912. The Fulton Street line was extended north along Wishon Avenue in 1913, across Shields to Shaw and then north along Forkner and Riverbottom to Fresno Beach, a new recreational park owned and operated by the Fresno Traction Company on the San Joaquin River. A short time later, a second line was extended off Wishon Avenue and out Ingram to Pinedale, terminating at Alluvial near the Sugar Pine Lumber Company Sawmill. A second streetcar line also was in operation north from Fulton along Stanislaus, south of Divisadero, to Blackstone and then north on Blackstone to Olive where the line terminated at Zapp's Park, a no longer existent recreational area which featured a hugely popular swimming lake and amusement rides. /1/

The early development of the Tower District followed the streetcar routes. The Tower Theater, built in the 1930s, is located strategically at what was an important transfer point, the corner of Olive and Wishon. Van Ness Avenue, one block east of Fulton Street, was for many years a prestige address for wealthy Fresno families and is still lined with large, graciously designed homes. Higher density residential development is still found predominantly along the old streetcar routes. As in most cities in the United States, Fresno's streetcars were sacrificed to the popularity of the automobile and by 1939, were no longer in operation.

The streetcar alignments through the Tower District followed the north/south orientation of the County survey grid, changing at Divisadero from the northeast/southwest railroad survey orientation of the downtown grid. Within the framework of through streets located on the grid at one quarter mile intervals, the Tower District is characterized by subdivision tracts of rectilinear blocks which are typically 270 feet wide by 600 feet long and which include a 20 foot wide alley. Typical subdivision lots are 50 to 60 feet by 125 feet (6,250 to 7,500 square feet). Almost infinite variety is achieved within the grid by varying the lengths and sometimes the widths of blocks -- a few are as long as 1,700 feet, some are square, and a few are only one parcel wide -- or by changing the orientation of the long axis of the block from north/south to east/west within a particular unit of blocks. In some cases, the block dimensions become more square in proportion. Within the quarter mile blocks of the through arterial grid, variations in block orientations and proportions result in short street units that discourage through traffic.

There are frequent "T" intersections or skewed intersections that slow traffic and create discreet, small neighborhood units along the streets. As might be expected, there is more irregularity in the older portions of the Tower District south of Olive Avenue. Dry Creek introduces an additional layer of irregularity through a portion of this area south of Olive. Most of the subdivision tracts were four blocks or less in size, suggesting that there were a large number of contractors and developers active in the buildout of the area.

Existing Land Use

The land uses within the Tower District study area are predominantly residential, with concentrations of commercial located on frontage along the through arterials and in the blocks immediately adjacent to the Tower Theater. There are three elementary schools, a middle school, a high school and a community college, as well as a community center, a fire station and a number of churches equally distributed throughout the study area.

Most open space is in the form of streets and schoolyards. Many of the blocks also have public alleys (20 feet right-of-way). The neighborhood streets, while unnecessarily wide (60 foot right-of-ways with 40 foot paved widths are common, especially north of Olive Avenue), are generally well landscaped and, together with front lawns and apartment courtyards, provide a strong sense of open space. The roadway widths of the through streets are generally wider to carry higher volumes of traffic and, in some cases, have been further widened in recent years. Many school yards include playing fields and landscaped areas available for public recreational use. There are few if any public parks; however, Roeding Park and the City Zoo, major regional park facilities, are located immediately west of the Tower District between Olive and Belmont Avenues.

An elevated freeway, Route 180, is to be built from the present interchange at Blackstone and Belmont Avenues along the south edge of the study area. The freeway, which will complete the connection between Routes 99 and 41, was to have begun construction almost fifteen years ago and many of the blocks within and adjacent to the corridor are still vacant or seriously blighted. Approximately six blocks of light industrial uses are located adjacent to the railroad tracks along the southwest edge of the study area between Belmont Avenue and Divisadero Street. An open, concrete-lined drainage channel, Dry Creek, runs through the Tower District from approximately the corner of Blackstone and Olive Avenues, across Van Ness Avenue and Fulton Street between Dudley Avenue and Elizabeth Street, and across Belmont Avenue at approximately Yosemite Avenue.

Residential Use. The blocks interior to the quarter mile through streets are exclusively residential in use. In general, a school also is associated with each of these quarter mile residential blocks. Most of the residential development is one unit on an individual parcel with parcels ranging in size from approximately 5,000 to 15,000 square feet. Many of the single family houses are one story bungalows, but there are also a large number of two story residences, especially along Van Ness Avenue and in the neighborhoods north of Fresno City College. There are a large number of multiple unit residential developments which are built around a central courtyard. These "California Court" complexes often have the appearance of single family houses and in general are a very compatible, higher density development form within the neighborhoods. Apartment buildings, typically with 4 to 12 units, are common along the old streetcar routes and in

the immediately adjacent blocks. One 30 unit apartment building is located at the northwest corner of Belmont Avenue and Broadway. There are also many duplexes and garage apartments throughout the Tower District. In most cases, these second units are visible only as a second mailbox.

One portion of the study area east of the Southern Pacific railroad line and adjacent to Fresno City College includes a lower income residential neighborhood. Bounded by the railroad on the west, Blackstone Avenue commercial development on the east and Clinton Avenue on the north, this area is characterized by older, poorly maintained single family residences and wood frame apartment buildings. Streets are generally unimproved and in need of resurfacing and other repairs.

Retail and Office Use. Continuous, linear commercial development is found along Blackstone and Belmont Avenues and on Fulton Street between Belmont and Olive Avenues. A concentration of commercial uses on Olive Avenue is focused on the Wishon, Maroa, and Van Ness intersections. There is almost continuous commercial frontage on Olive west of the Tower Theater to Palm Avenue. West of Palm, the commercial uses on Olive are less intense, with an increasing number of single family houses and apartments interspersed toward Fruit Avenue. Olive Avenue to the east of Van Ness Avenue is fronted by low intensity office uses interspersed with single family residences and a few apartment courts. Small concentrations of regional serving, convenience stores for fast food, groceries, video rentals, and gasoline are located on or near the intersections of the high volume traffic streets. These streets are locations for professional and small business offices.

Much of the commercial development in the Tower District study area is older and more urban in character, particularly on and south of Olive Avenue. Buildings are one story, with brick or stucco facades and floor area ratios in the range of 0.5 or more. Initially, parking was provided on-street with a small amount of on-site parking at the rear. More recently, adjacent side lots may have been cleared for additional on-site parking.

There is also a good deal of post 1950s commercial development, which is characterized by larger buildings, increased provision for on-site parking and a decreased orientation to the street. With larger sites, surface parking is sometimes located at the front of the building and floor area ratios decrease to approximately 0.3. North of Olive Avenue there are increased numbers of auto-access, convenience retail and corner mini-malls.

A more detailed description of existing commercial land uses, including retail and office, is organized by street or identified place, as follows:

Tower Theater Commercial. The Tower Theater commercial center is located on Olive Avenue between approximately Palm and College Avenues, north on Wishon, Maroa and Van Ness Avenues approximately one block to Hedges Avenue, and south on Fulton Street and Van Ness Avenue to Alhambra. North of Hedges Avenue between Van Ness and Wishon Avenues there is a core of higher density residential uses, together with commercial and office uses, which extends to McKinley Avenue. South of Alhambra on Fulton Street, there is almost continuous retail and office frontage to Belmont Avenue. The businesses in the ten or more blocks immediately identified with the Tower Theater are generally small and are individually owned and operated. Collectively they create a strong commercial center which has a neighborhood orientation that is attractive to the entire region.

The Tower Theater until recently featured foreign films and now has been renovated for live performances. A dinner theater and jazz club across the street on Wishon Avenue has been in operation since the mid 1970s. There is also a community playhouse on the south side of Olive Avenue between Fulton Street and Van Ness Avenue. Supportive of the theater uses, there is an on-premise brewery and three restaurants and a cafe nearby that serve dinner. Additional food services include a deli, two bakeries, several fast food outlets and a small super market. Specialty retail uses include a number of antique and gift shops, clothing stores, notions, and office supplies. Personal and household services include hair and nail salons, appliance repairs, florists, two banks, furniture stores, antique stores, thrift shops, laundromats, cleaners, book and record stores and real estate and accountant offices. There is also a U.S. Post Office.

Olive Avenue. Between Fruit and Palm Avenues, Olive Avenue is not a particularly strong retail street. Commercial building frontage is interrupted in all but a few of the blocks by vacant lots, surface parking for adjacent businesses or by single family houses and apartments. In some cases, residences have been converted for commercial or professional office use. There are several vacant houses and commercial buildings. Street landscaping is inconsistent or lacking and there are unsightly billboards along the corridor.

East of College Avenue to Blackstone, land uses on Olive Avenue include offices for family health and counseling, for business services, and a palm reader. Only one business, the offices for a radio station and it's adjacent surface parking, occupy an entire block. There are two social service institutions along this portion of the street, including a group residence for adolescents. Seventeen single family houses and one apartment court complex remain in residential use along the six block area. Street landscaping and private lawns are relatively well maintained.

On-street parking is available along most of Olive Avenue. The street width allows two lanes plus left-turn lanes.

Belmont Avenue. Belmont Avenue is a strong contrast to Olive Avenue. Generally speaking, the buildings are older, built between 1900 and 1920, and the commercial development on Belmont Avenue is more regional serving in character. West of Roosevelt and Wilson Avenues are automobile and truck service shops, transmission repairs, and a block long food distribution warehouse. Many of the businesses are closed and many still in operation are of a marginal nature -- massage, fast food, beer and wine, and second hand goods. In response to actual or perceived crime and security concerns, the majority of windows and doors are fitted with bars or heavy metal screens.

Along Belmont Avenue between Blackstone and Thorne Avenues, there are two full blocks plus six parcels vacant on the south side of the street and one full block and four parcels vacant on the north side of the street. The Route 180 Freeway project, which will cross Belmont Avenue between Van Ness and San Pablo Avenues, is a major contributor to the blight which characterizes this street, both through the demolitions required for the right-of-way and by the uncertainties created by the long delays.

On-street parking is not available along most of Belmont Avenue. The street is striped for four lanes of traffic. The Phoenix Palms between Broadway and Fulton Street helps to create a very strong visual image for the street.

Van Ness Avenue. Van Ness Village, a more restricted neighborhood commercial area, is located along approximately one block of Van Ness Avenue between Floradora and Home Avenues. A smaller cluster of neighborhood serving uses, including a soda shop and bakery, is located across from the northeast corner of Fresno High School at the Van Ness, Echo, and Weldon Avenues intersection. A single parcel, corner grocery store is located further north at the southeast corner of Van Ness and Brown Avenues. One block further north, at the southeast corner of Van Ness and Princeton Avenues is a old style gas station which is still in operation.

Between Weldon and Shields Avenues, Van Ness Avenue has a wide median, landscaped with a monoculture of mature Deodar Cedars. Residential cross streets are marked by stone gateway elements. North beyond Shields Avenue, the cedar landscape continues as the exclusive street tree in tree lawns and private front yards along Van Ness Avenue for several miles through the Old Fig Garden District, creating a unique and highly valuable landscape character which makes it one of the City's great streets.

South of Alhambra Avenue beyond the Tower Theater commercial center, the land uses on Van Ness Avenue are in transition. A few of the large, single family houses are still occupied as residences, though some have been converted to apartments or convalescent homes. There are a number of vacancies, especially in the vicinity of the freeway corridor south of Belmont Avenue. Commercial and office uses, many of which are located in converted residences, include insurance, antiques, and legal services. Current zoning has permitted non-residential buildings along this portion of Van Ness Avenue, most of which are located adjacent to the commercial cross streets, Divisadero, Belmont and Alhambra Avenues. These newer buildings, which seem to date from the 1950s, do not maintain frontlawn setbacks (typically 30 to 40 feet) and usually include surface parking areas fronting on the street. Particularly erosive to the character of the street are the professional office complexes which are built to the property line adjacent to surface parking and which have no entries or windows to Van Ness Avenue.

Both north of Olive Avenue to McKinley Avenue and south of Dry Creek to Divisadero, Van Ness Avenue has maintained the 60 foot right-of-way with five foot sidewalks and six to nine foot treelawns. At present, Van Ness Avenue functions as a one-way couplet with Fulton Street. The roadway accommodates two lanes of north bound traffic and on-street parking, making a strong residential and pedestrian scale. It is this scale, for example, which contributes so positively to the village character of the small shopping area between Florodora and Hedges Avenues. In addition to relatively intact, mature street trees and landscaping, the physical image of much of Van Ness Avenue is further enhanced by the single globe light standards.

Fulton Street/Wishon Avenue. Fulton Street extends from Divisadero to Olive Avenue, where it ends as a "T" intersection. The block of Fulton Street between Alhambra and Olive Avenues has been designated for head-in, public parking to serve the Tower Theater commercial center. Wishon Avenue joins Fulton Street below Alhambra Avenue, carrying southbound, one-way traffic between Shields and Olive Avenues to Fulton.

Fulton Street has a comparable roadway section to Van Ness Avenue, but has a very different land use and development character, especially between Alhambra and Belmont Avenues where there is almost continuous retail frontage built to the property line. The

commercial buildings date from the 1910s and 1920s through the 1960s, many of them good architectural examples. Goods and services are comparable if somewhat downscale from those found in the Tower Theater commercial center and include, tux rentals, florists, a bakery, antiques, new and second hand clothing, appliance and television sales and repairs, video rentals, hair and nail care, and insurance and real estate sales offices. There is some residential mixed use in the form of second story and rear of parcel garage apartments.

Wishon Avenue, north of the Tower Theater commercial center to McKinley Avenue, is fronted by generally well maintained, two story apartments mixed with professional offices and some single family residences. A Catholic Church and school occupies the entire west facing block of Wishon Avenue between Florodora and Pine Avenues and is a major character defining element of that portion of the street. North of McKinley Avenue, Wishon Avenue is residential to Princeton Avenue.

North of Princeton Avenue to Shields Avenue, Wishon becomes predominately commercial in use character with neighborhood oriented businesses, including an antique store and a hobby shop, between Princeton Avenue and the Southern Pacific Railroad tracks. North of the tracks, Wishon and Maroa Avenues provide access to a small multi-neighborhood commercial center which includes a large electrical appliance and hardware store, a family restaurant, television repair, a soda shop, a pet store, a comedy club and a small office park complex for health professionals and real estate and insurance brokers. This shopping and office center probably dates from the 1950s and is characterized by large surface parking lots fronting the street and floor area ratios in the 0.3 range.

Blackstone Avenue. Blackstone Avenue is the easternmost boundary of the Tower District study area and is a major regional serving arterial lined with strip commercial development and intense roadway signage. Between Belmont and Hedges Avenues, Blackstone Avenue is made a one-way couplet with Abby Street. The businesses on this portion of Blackstone Avenue are older and smaller scale, with a strong orientation to automobile service and repair. The Route 180 freeway intersection just north of Belmont Avenue has created large vacant areas within the off-ramp right-of-ways which remain unlandscaped. Two new financial institutions on either side of the Olive Avenue intersection between Blackstone Avenue and Abby Street, represent recent reinvestment in the corridor and mark a general change in the scale and character of the commercial development. North of Olive Avenue are more contemporary, chain fast food outlets, office furniture and antiques warehouses and appliance repair stores. Between Home and University Avenues, Fresno City College occupies frontage on the west side of the street which is developed with surface parking and a blank facade, a maintenance building, and grounds office building. The sports stadium and message sign, on the east side of Blackstone between University and Cambridge Avenues, provides the only visual presence of the College on the street.

Palm Avenue. Palm Avenue is one of two north/south arterials through the Tower District study area which is not predominantly characterized by commercial development frontage. Between H Street and Belmont Avenue, Palm Avenue is developed by light industrial uses, lighting stores, interior design outlets, industrial supply, and distribution warehouses mixed with a small number of remaining residences and apartments. North of Belmont Avenue to Shields Avenue, Palm Avenue is very wide and designed to carry high volumes of relatively high speed traffic. As already noted, there are nodes of auto convenience retail services, including gas stations, between Home and McKinley Avenues and at the

Shields Avenue intersection. Several churches are located on Palm Avenue near the John Muir School between Dudley and Dennett Avenues. Between Olive and Pine Avenues, there is a long row of rear yard fences that front the east side of the street. Most residential development above McKinley Avenue fronts the cross streets rather than Palm Avenue.

Fruit Avenue. Fruit Avenue, the west edge of the Tower District study area, is the other north/south arterial street with commercial development limited to major cross arterial intersections. It also is very wide and designed to move high volumes of relatively high speed traffic although actual volumes are considerably lower than on Palm, especially south of Clinton Avenue. The orientation of the blocks on the east side of Fruit Avenue require residential frontage on Fruit Avenue while the blocks on the west side of the street are aligned to allow frontage on the cross streets. Judging by visible levels of maintenance and for sale signs, frontage on Fruit Avenue significantly reduces residential property values. The commercial nodes at Olive, McKinley, Clinton and Shields Avenues are of low intensity and utilization -- convenience retail, fast food, video rentals and gas stations. Several properties are boarded up or vacant. The most extensive commercial node is at the Fruit and Shields Avenues intersection.

Community Facilities

Public Facilities in the Tower District study area include three elementary schools, one middle school, one high school, an adult school, a college, a fire station, post office and community center. Fresno High School, together with the present day Fresno City College, are in the central portion of the study area and were primary factors in enhancing the development prestige of the area. As has been noted above, the play fields and landscaped open space associated with each of these educational facilities is the primary form of open space for the area. Refer to Section 4.7, Utilities and Services, for further information on public facilities.

Surrounding Land Use

Surrounding land uses, for the most part, are continuations of the land use fabric of the Tower District study area: south of Belmont Avenue, the Fulton Street/Van Ness Avenue corridor to Divisadero Street, and the Route 180 Freeway corridor in the Fresno Central Business District. West of Motel Drive are railroad lines and additional industrial and warehouse areas. Roeding Park, a City and regional recreational facility which includes the Fresno City Zoo, also is immediately west of Motel Drive between Belmont and Olive Avenues. The park extends west almost one quarter mile to the Route 99 Freeway.

Residential development, mixed with pockets of commercial development, surrounds the remainder of the study area to the west from Fruit, north of Shields and east of Blackstone Avenues. These areas are further gradations of the use character and social and economic conditions of adjacent neighborhoods within these study area boundaries. In general, neighborhoods are perceived as more affluent to the north, especially beyond Ashlan Avenue. Blackstone Avenue is a strong physical edge separating the neighborhoods to the east and west. Shields and Fruit are also barriers because of the heavy traffic, but perhaps no more so than are Clinton and Palm Avenues. Neighborhood distinctions to the north and west are subtle and dependent upon such factors as historic resources. Further discussion would require more detailed analysis and refined plan objectives.

Traditionally, the Tower District commercial center, together with Fresno High School, Fresno City College (the oldest community college in the State), and the Fulton Street/Van Ness Avenue corridors have been identified with the northward development of the City of Fresno. The present study area is part of the Fresno High-Roeding Community Plan area which recognizes that "much of the Fresno High-Roeding community is tied inextricably to policy direction for the Central Area /2/."

Development Activity

Development activity within the study area is entirely limited to infill projects and planned public improvements and highway projects.

There are three major infill projects recently completed or anticipated for the Tower Theater commercial center. The first is a twenty-four unit housing development (32,130 square feet) on the north side of Alhambra Avenue between Fulton Street and Van Ness Avenue which, in the process of being redesigned to comply with height restrictions.

The second project is the recently completed authentic restoration of the Tower Theater on the northwest corner of Wishon and Olive Avenues for live performances. A third project, for the construction of a multi-tenant commercial building at the southeast corner of Olive and Van Ness Avenues, is in the planning stages by the developer who has submitted a preliminary site plan concept to the Tower District Task Force Committee for comment. Final plans for this project will be responsive to Specific Plan guideline recommendations for the Theater commercial center.

Other development activity includes a roadway improvement project scheduled by the City Public Works Department for Olive Avenue between Palm and Van Ness Avenues. The scope of the project is to resurface and re-stripe the roadway area within the project limits. Construction is anticipated by mid-1992. Finally, the Caltrans Route 180 Freeway project, which has already been discussed, is currently proceeding with construction documents for the roadway structures and improvements for the Fulton and Van Ness Avenue interchange. The new interchange does not meet current federal highway spacing requirements but has been approved by the federal highway department based on Caltrans studies showing that there will not be enough traffic volumes using the Route 180 link to justify the interchange. Construction could begin as early as 1991, but there have been more than fifteen years of delay associated with the project to date and it would be premature to identify a schedule at present.

Socioeconomic Conditions

The following description of socioeconomic conditions in the Fresno-Clovis Metropolitan Area (FCMA), the City of Fresno, and the study area is summarized from the 1989 Fresno Statistical Abstract, a data resource book on Fresno, prepared by the City of Fresno Development Department (May 1989).

Geographic and Population Growth. The City of Fresno, population 318,000, has been growing steadily in population and in geographic size since its incorporation in 1885 and currently covers one-third of the approximately 300 square mile Fresno-Clovis Metropolitan Area. Between 1970 and 1989 the City has retained its ranking as the eighth largest city in California, growing by an average of 11,000 persons per year during the past eight years and increasing in area by more than three square miles per year during

the same time period. Much of the City's growth since 1980 can be attributed to the in-migration of Southeast Asian refugees. Urbanization has been proceeding northward and eastward from the originally incorporated downtown area. The Tower District, located immediately north of the original town, was one of the first of the surrounding areas to experience suburban development and, by the outbreak of WW II, had experienced relative buildout.

Population Projections. The Fresno-High Community Plan Area has an existing population of 53,400 residents and a projected population for the year 2005 of 53,600. Using these figures as the basis for estimation, the Tower District study area, which comprises about half of the Plan Area, has an existing population of about 26,700 which, under current planning assumptions, is not expected to grow appreciably in the next 15 years. Most projected growth is anticipated to the north and west in Woodward Park, Bullard, and West Community Plan Areas.

Land Use Potential. In comparison to other Community Plan Areas, the Fresno-High Community Plan Area, along with the Central Area, has the least amount of vacant land available for development. According to the 1984 General Plan as amended 1987, of the 64 acres of vacant land in the Fresno-High Area, 51 acres are projected for non-residential use (10 acres for a school and 41 acres for light industrial use) and 13 acres are projected for residential use (three acres for medium density and 10 acres for medium high density). The housing unit capacity at allowable densities comes to 130 units (18 single family units and 112 multifamily units) with a population capacity of 262 people. Halving these numbers would give rough estimates of the potential land use development in the Tower District.

Housing. The Tower District study area comprises all of Census Tracts 22 and 36 and part of Tracts 21, 23, 6, and 35; housing information is derived from those tracts.

Although the valuation of residential buildings in the City of Fresno is at an all-time high, it is considerably lower than many growing urban areas in the state. The 1989 average sale price for a single family home in Fresno was $89,763. Data from the 1980 census show that the median value of residential units in the Tower District study area was 37 percent lower than the City median value, a discrepancy which may be more exaggerated today, especially in the area south of Belmont (Census Tract 6) where the median housing value was 69 percent of that in the City as a whole. Current real estate activity, however, indicates that market value for single family homes in the study area has been rising. Housing quality in the study area is generally good with only about five percent of the units requiring any rehabilitation. In general, those census tracts south of McKinley Avenue contain a greater proportion of housing units in the major rehabilitation and demolition categories than the Census Tracts north of McKinley Avenue.

Employment and Income. Although agriculture remains the leading employment sector in Fresno County, non-agricultural industries have grown rapidly in the past twenty years and are projected to overtake agricultural employment by the year 2005. Future employment growth in the County is expected to conform to past trends. Services will be the fastest-growing sector in response to a greater demand for business and consumer goods in the next two decades. This sector will increase by 54 percent, adding 27,000 more employees. With the projected increase of household income and the greater demand for goods, employment in retail trade is expected to grow by 19,100 or 47 percent.

Employment in finance, insurance and real estate is anticipated to gain by 11,400 or 93 percent. The sectors of construction, durable goods manufacturing, retail trade, finance, insurance and real estate, and services are the only categories projected to capture a larger share of total county employment in the future. The FCMA can expect a similar growth rate to that of the County during 1988-2005. Existing employment opportunities in the Tower District fall within these fast growing sectors. The 1980 unemployment rate in all Census Tracts located in the study area was relatively low, between 5 and 6 percent, with the exception of Tract 6 (located south of Belmont Avenue) which had a rate of 16 percent.

Median family incomes in the study area are generally lower than those found in the FCMA; in turn, FCMA incomes have been consistently lower in comparison to the State (by about one-fifth). Lower incomes in the project area might be attributed to the area's large proportion of people of retirement age living on social security benefits and to the lower income levels of resident racial minorities.

Population by Age and Ethnic Composition. The study area has a disproportionate share of older people in comparison to distribution of the population by age in the FCMA. According to the 1980 Census, the percent of people 65 years and older (in all but one of the project area's Census Tracts) is higher by as much as 6 percentage points than the FCMA for that age group. It appears, however, that those moving into the study area are for the most part in their late 20s to late 30s. "They appear to be quite mixed, consisting of both higher income groups with few children and at the same time, lower income groups comprised of single female heads of households with children and Hispanics with larger families. The percentage of executive, management and other white collar employees in Census Tract 22 is competitive with the city average." (Olive-Tower Revitalization Project Phase I Study, May 1984)

Considerable changes occurred in the local ethnic composition in the Fresno area between 1970 and 1980. Within the FCMA, the minority population including hispanic, blacks and orientals, increased by 3.4 percentage points, changing from 29.5 percent in 1970 to 32.9 percent in 1980. The Hispanic group experienced the greatest growth of any minority group during the 1970 decade while the black population showed little change. In the eight year period since 1980, population estimates indicate that minority growth in the FCMA increased to 38.7 percent. Most of this growth can be attributed to the recent large-scale in-migration of Southeast Asian refugees. In the study area, minorities are concentrated south of Belmont Avenue (Census Tract 6) with the population consisting of hispanics (40 percent), southeast asians (21 percent), blacks (10 percent) and whites (26 percent). In comparison, the racial distribution (Census Tract 36) in the northwest quadrant of the study area is estimated to be primarily white (77 percent) and secondarily hispanic (12 percent) with the remainder black (2 percent), oriental (2 percent) and southeast asian (6 percent). In general, the area between Belmont and McKinley Avenue is estimated to have a larger proportion of both hispanics and southeast asians than found in the FCMA as a whole, and a smaller proportion of both blacks and whites.

General Plan and Zoning

General Plan Designation. The Fresno General Plan (November 1984) includes the Tower District study area as part of the Fresno High - Roeding Community Plan area with the notation that the area west of Route 99 will be deleted "when a new community plan is

prepared for that area /3/". The Fresno High - Roeding Plan was adopted by the Fresno City Council on December 1, 1977, and identifies the plan area as including both the current Tower District study area and the City of Fresno Central Area (refer to Figure 4.1-1). Noting that the Fresno High - Roeding Community is tied to the policy direction of the Central Area, the Plan anticipated that completion of the Central Area Plan would constitute an amendment to the Community Plan. /4/ The Tower District Specific Plan, when completed and adopted, is anticipated to constitute a further amendment to both the Fresno High/Roeding Plan and the Central Area Community Plan which was adopted in 1989.

The Community Plan designations for the study area, as shown in Figure 4.1-3, are summarized as follows:

1) "Single Family Residential" over the majority of land areas interior to the quarter mile grid roads;

2) "Multiple Family Residential" along the Fulton/Wishon, Van Ness/Maroa Avenues corridor, adjacent to schools and the Community College, near major intersections and along a portion of Dry Creek between Van Ness and San Pablo Avenues;

3) "Office Commercial" along Shields Avenue between Palm and Fruit Avenues, along Olive Avenue between Van Ness and Blackstone Avenues, and along portions of the Fulton/Wishon, Van Ness/Maroa Avenues corridor between Divisadero and McKinley Avenues;

4) "Community Commercial" outside the Tower District study area at locations such as the southeast corner of Ashlan and West Avenues;

5) "General and Strip Commercial" along Belmont Avenue, Olive Avenue west of College Avenue and in the Tower Theater commercial center, along Blackstone Avenue, along portions of the Fulton and Van Ness corridor to Olive Avenue and between Florodora and McKinley Avenues, and at the intersection of Wishon/Maroa and Shields Avenues;

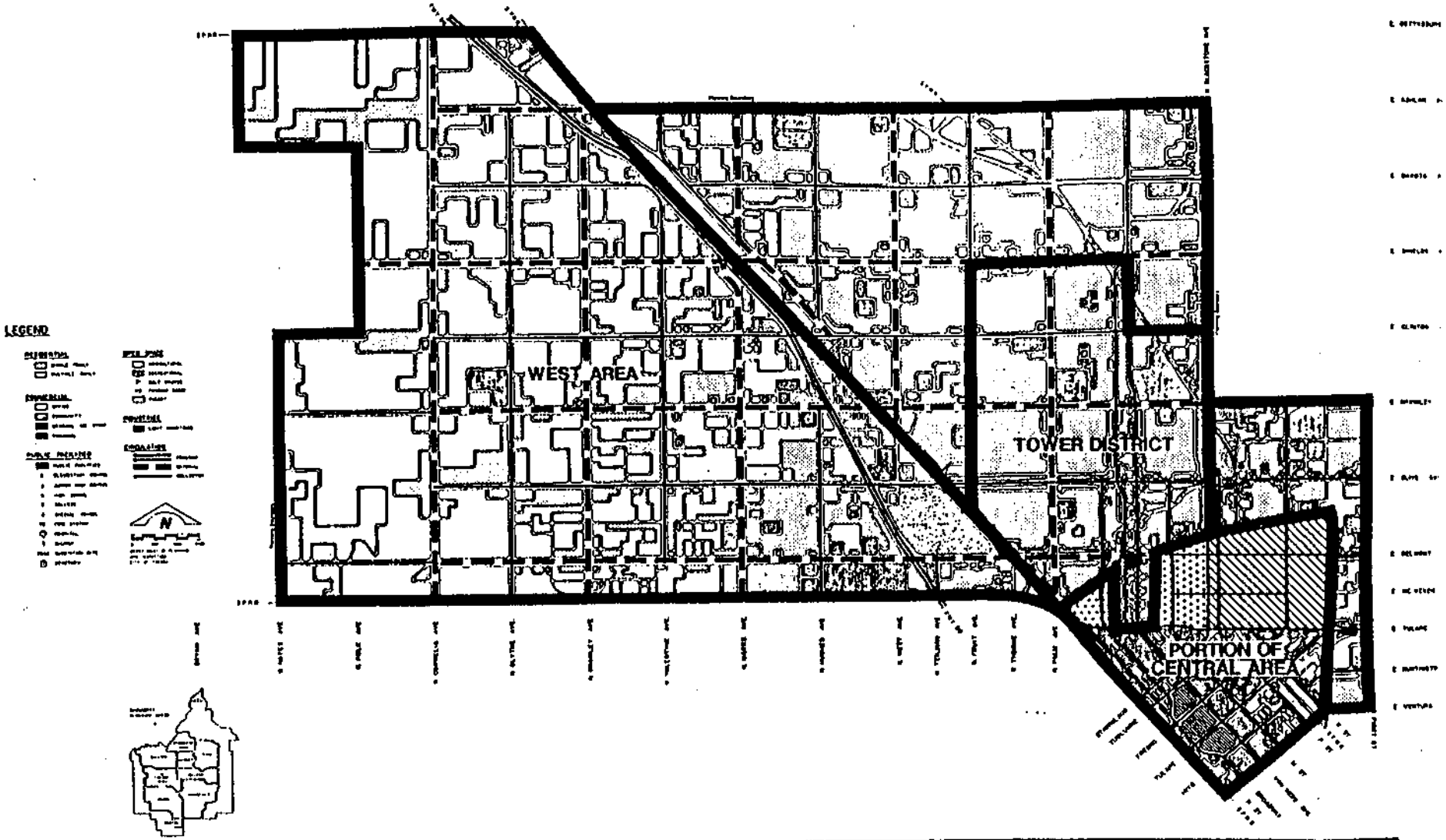
6) "Public Facilities," including elementary schools on Shields Avenue between Palm and Fruit Avenues, on Palm Avenue between Olive and Belmont Avenues, and on McKinley Avenue across from the College between Van Ness and Blackstone Avenues; an adult School at the southwest corner of Clinton and Palm Avenues; a High School at the southwest corner of Palm and McKinley Avenues; a community center on San Pablo Avenue between Olive and Belmont Avenues; a fire station on Broadway between Olive and Belmont Avenues; churches on Broadway near Belmont Avenue, on Palm Avenue near the Elementary School, and on Wishon Avenue between Olive and McKinley Avenues;

7) "Vacant Open Space" along the Route 180 Freeway corridor; and

8) "Light Industries" at the southwest corner of Belmont Avenue and along both sides of the Southern Pacific rail lines.

Adjoining Community Plan designations of note are described as follows:

1) "General and Strip Commercial and Regional Commercial in the Central Core area;



LEGEND

Lowell Redevelopment Area

Jefferson Redevelopment Area

COMMUNITY PLANNING AREAS

Figure 4.1-1

Wallace Roberts & Todd

2) "Recreational Open Space," Roeding Park, across the rail lines and between Olive and Belmont Avenues at the southwest edge of the study area; and

3) "Public Facility," Glen Agnes Community Center/Elderly Housing on the west side of Fruit Avenue between McKinley and Olive Avenues.

General definitions for the categories used in the Community Plan are provided as follows:

"Residential"	Single Family densities range from 3.3 du/ac to 6.5 du/ac, with a 6,000 square feet minimum lot requirement, and are categorized by zoning as R-1, R-1C, R-1 PUD, R-1C PUD.
	Multiple Family densities can be as high as 30 du/ac, include apartment and condominium development and are categorized by zoning as R-2A, R-2, T-P, and R-3A; the highest densities are considered appropriate only in the Central Area and near a college or university.
"Commercial"	Office Commercial includes business finance, real estate, and professional and is categorized by zoning as R-P, C-P, and RP-L.
	Community Commercial, understood also to mean Neighborhood Commercial, includes everyday convenience goods and personal services, general merchandising, variety and specialty goods, can occupy as many as 10-20 acres (up to 30 acres is unusual) and is categorized by zoning as C-1, C-L, and C-2.
	General and Strip Commercial includes commercial activity along major arterials and dependent upon large volumes of vehicular traffic, and is categorized by zoning as C-5 and C-6.
	Regional Commercial includes large cluster development on sites of 40-100 acres for general merchandising, usually located adjacent to freeways, expressways or arterials, and is categorized by zoning as C-3 and C-4.
"Public Facilities"	Schools, colleges and universities, fire stations, community centers, elderly housing, churches, utility substations, and cemeteries.
"Open Space"	Active and passive recreation areas, including golf courses and ponding basins, and vacant land.
"Industries"	Light manufacturing which creates no smoke, gas, odor, dust, sound vibration, soot, or lighting which is obnoxious or injurious to adjacent land uses.

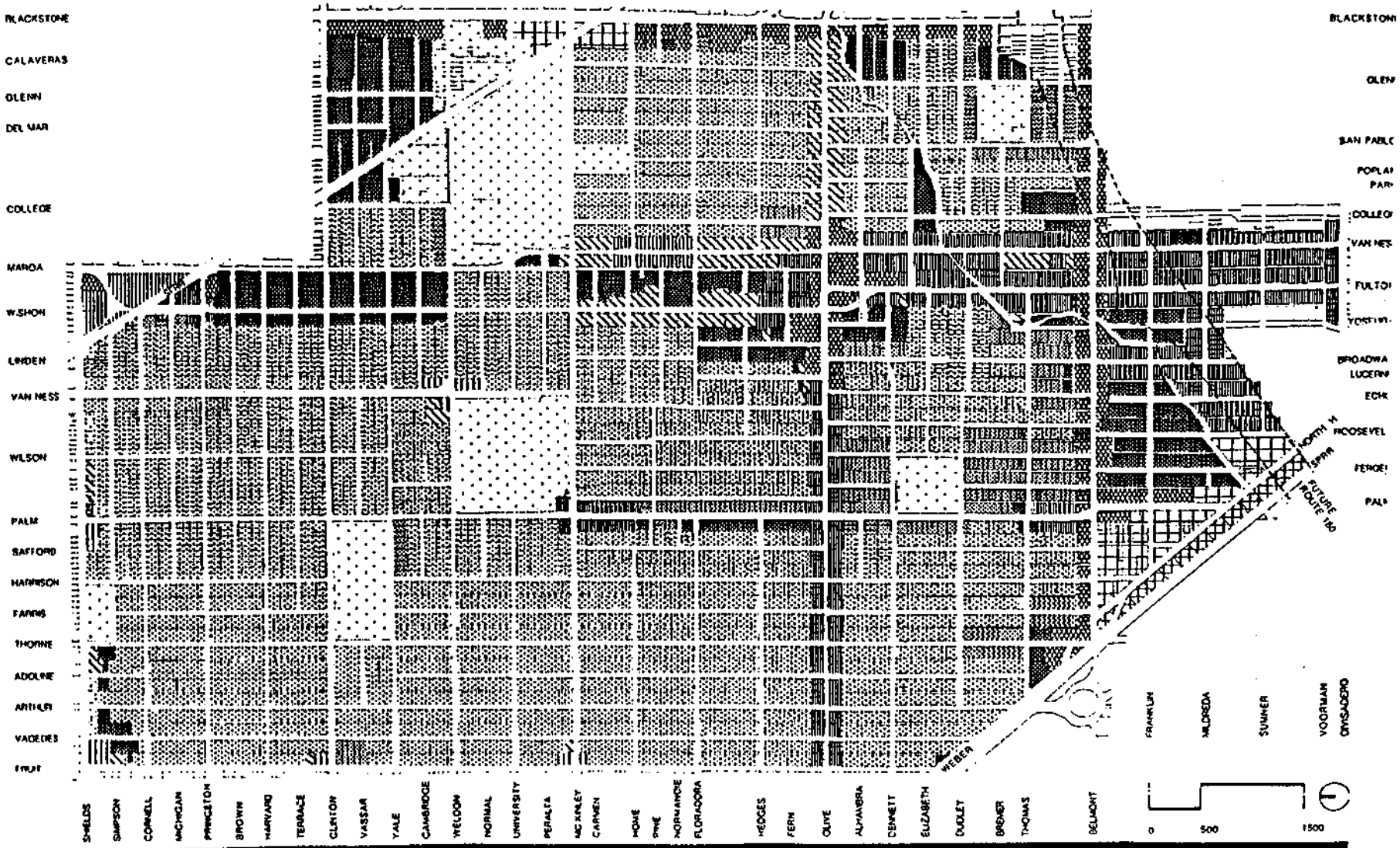
Zoning. As shown in Figure 4.1-2, zoning within the Tower District study area includes the following districts:

R-1	Single Family Residential;
R-2	Low Density Multiple Family Residential;
R-2A	Low Density Multiple Family Residential, One Story;
R-3	Medium Density Multiple Family Residential;
R-3A	Medium Density Multiple Family Residential, Two Story;
C-P	Administrative and Professional Office;
C-1	Neighborhood Shopping Center;
C-2	Community Shopping Center;
C-5	General Commercial;
C-6	Heavy Commercial;
C-M	Commercial and Light Manufacturing;
M-1	Light Manufacturing; and
P	Off-Street Parking.

A few individual parcels are designated CZ, special conditions or written agreements or carry a designation identifying that they are subject to rezoning pending redevelopment. A portion of the study area, both sides of Fulton and Van Ness Avenues between Voorman and Franklin Avenues is designated as a Boulevard Area Special Use District.

The recently adopted Central Area Community Plan designates the Fulton, Van Ness Avenues corridor for a "Commercial Mixed Use, Level One" land use designation. An ordinance presented to the City Council October 9, 1989, for a zoning change in this corridor from C-5, C-4, C-P-CZ and R-3-CZ was tabled because it was felt that the proposed zoning did not meet the land use criteria of the Central Area Plan. An earlier ordinance, dated May 19, 1989, was approved establishing a maximum front yard setback of 30 feet in the BA Overlay District. There are no additional City ordinances known at this time to be of particular concern to the Tower District study area. Article 4 of the Municipal Code, "Preservation of Historic Structures," will be considered in developing criteria both for urban conservation districts and preservation guidelines in the Tower District study area.

General Plan Policies. General Plan policies relevant to the formation of the Tower District Specific Plan are found in General Plan requirements and policies for Conservation of Natural Resources, including Air Quality and Hazardous Wastes; Provision of Urban Services; Land Use/Established Areas; including historic preservation; Transportation, including streets and highways, Public Transportation, Bikeways, and Light Rail; Housing; and Special Issues, including Increased Residential Densities, Infill Projects, and Street Tree Policy. The Fresno High - Roeding Community Plan is compatible with the policy direction of the Fresno General Plan. The policies in both plans are supportive of conservation interests and promote residential livability and, where reasonable, increased residential densities.



LEGEND

- R-1
- R-2
- R-3
- C-P
- C-1
- C-2
- C-5
- C-6
- C-M
- M-1
- R-1 (Public Facility)
- RP

Source:
City of Fresno
Planning Department,
Zoning Maps

TOWER DISTRICT
Existing Zoning

Figure 4.1-2

Wallace Roberts & Todd

Other Local Plans. Fresno City College, located along the central eastern edge of the study area, is one of two community colleges in the State Center Community College District. The 1986-1991 Master Plan is essentially an academic plan and does not contain any proposed actions which directly concern planning issues or objectives for the Tower District study area. A Master Plan update is to be prepared in 1990. In addition, a third State Center Community College campus is under study and there are no expansion plans for Fresno City College. A rehabilitation feasibility study was prepared by the City of Fresno for the old administration building, which is listed on the national register of historic buildings. The identified costs of seismic and life safety improvements is very high and no action is immediately forthcoming, either by the City or the College, however the College District is currently discussing whether the building might be rehabilitated and used for health science related educational purposes.

There are two studies applicable to the Tower District study area. "The Golden Mile" is an urban design plan and report prepared for Golden Mile Inc. and the City of Fresno by a consultant and completed October 1, 1968. The Golden Mile Plan area includes both sides of Fulton Street and Van Ness Avenue to the adjacent alleys and extends from Divisadero to Olive Avenues. It includes recommendations to provide off-street parking by utilizing alleys closures of certain cross streets, to widen Fulton and Van Ness Avenues to improve traffic movement, and design improvements, particularly for public plazas, courts, private patios and pedestrian pathways, to create a high quality, mixed-use, multi-story development corridor. The Golden Mile study was not adopted and none of its concepts have been implemented.

A two phase student project studied the Tower Theater Olive Avenue commercial center and prepared two report documents, one completed in May 1984 and the second in March 1986. Called the "Olive-Tower Revitalization Project" and conducted by four students and a faculty coordinator from the Department of Urban and Regional Planning at California State University, Fresno, the reports provide detailed urban design analysis and proposed actions intended to promote a specific plan for the area. The two report documents contain valuable research and documentation of the commercial center, and the design proposals have stimulated local thinking about opportunities in the area.

IMPACTS

Some of the most significant changes that would occur through implementation of the Tower District Specific Plan would be changes in the land use designations specified in the Fresno High/Roeding Community Plan and subsequent changes in the zoning districts. The purposes for these land use changes are several fold:

- To recognize the existing underlying land uses
- To preserve existing housing in areas designated for office or commercial use
- To shift commercial uses from regional, automobile oriented to pedestrian, urban orientation
- To provide the flexibility of mixed residential and commercial uses when appropriate
- To provide a vehicle for increased residential density monitored by a design review process
- To provide more open space

Obviously the change in a land use map does not directly cause the above results to occur; they only provide a general framework under which a natural progression of events would follow. There must also be rezonings, establishment of policy and of course, the actual land uses proposed and built pursuant to the newly established designations. The proposed land use changes, as compared to the existing Fresno High - Roeding Community Plan designations, are shown on Table 4.1-1. It should be noted that in some cases the names of the proposed Tower District designations are somewhat different and do not always directly correspond to the existing names. The acreages indicated are approximates based on the hand measurement of base City maps and are to be considered for relative comparison purposes only.

Summary of Land Use Changes

Office

The Specific Plan would result in approximately 38 fewer acres of office designated land. Much of the existing office designated areas are currently in residential use, and therefore, these residential uses could be preserved. Any substantial future demand for office use would be shifted to the commercial districts, the mixed use districts or other parts of the City. The proposed areas of General Office (GO) would be along Shields Avenue.

Industrial/Light Manufacturing (I)

There would be an increase of slightly more than two acres of this designation in the vicinity of the Route 180 corridor, Belmont Avenue and the Southern Pacific Railroad line. These changes reflect the underlying land use and would not result in new industrial activity or significant effects.

Commercial

The General Heavy/Strip Commercial designation would be removed along Blackstone, West Olive and the Van Ness/Fulton corridor and replaced with General Commercial (GC), Neighborhood Commercial (NC) and Residential Mixed Use (R-X). The intent is to provide a more local, urban and pedestrian orientation to the Blackstone and West Olive areas and to provide mixed use orientations to the Van Ness/Fulton corridor. New commercial development projects built or remodeled in those areas should reflect a more urban neighborhood, pedestrian oriented look than the existing suburban, auto-oriented pattern of development.

Residential-Mixed Use (R-X)

The mixed use designation is a concept discussed in the Central Area Community Plan, however, the emphasis here is primarily residential with offices as a secondary use. The mixed use areas would be Van Ness between Olive and Belmont, Fulton and Van Ness south of Highway 180 to Voorman, and Olive Avenue east of Van Ness. The intent is to preserve the residential and historic character of those areas while providing the opportunity for professional offices adjacent to or attached to residences when appropriate. This may help increase housing stock opportunities and support Housing Element policies. This would also be the first such designation in the City.

Table 4.1-1

LAND USE SUMMARY TABLE

Existing Community Plan Land Use	Acreage	Proposed Specific Plan Land Use	Acreage
Commercial/Industrial		**Commercial/Industrial**	
General Office	51.7	General Office (GO)	8.8
Light Industrial	17.5	Professional Office (PO)	2.4
General Heavy/Strip Commercial	141.7	Manufacturing (I)	19.9
		General Commercial (GC)	75.2
Neighborhood Commercial	17.9	Neighborhood Commercial (NC)	30.4
Community Commercial	19.0	Neighborhood Commercial Mixed-Use (NC-X)	13.8
Residential		**Residential**	
		Residential, Mixed-Use (R-X)	33.6
Medium Density Residential	875.2	Residential, Medium Density (R-MD)	1,042.7
Medium High Density Residential	131.1	Residential, Medium, High Density (R-MHD)	*
		Residential, High (R-HD)	23.8
Other		**Other**	
Public Facility	143.9	Public Facilities, Schools, Institutions (PX)	143.9
Highway 180 right-of-way	65.4	Public Facilities, Freeway (F)	53.0
		Open Space (Excluding Dry Creek Canal Drainage (OS)	16.8
Streets, Alleys, Canals	420.3	Streets, Alleys, Easements, Drainage Canal (S)	419.4
TOTAL (2.94 Square Miles)	1883.7	TOTAL (2.94 Square Miles)	1,883.7

* Subject to design review within R-MD use areas, see Density Tolerant Areas (Figure 4-4).

Assumes 35-45 properties in Density Tolerant area to be developed at mid-level R-MHD Density or 14 dwelling units per acre.

Source: WRT measurements from 1" = 500 Scale Base Map, rounded to the nearest tenth, August 1990; and City of Fresno from 1" = 100 scale Assessor's Parcel Map, Sept. 1990

Residential

The Specific Plan would increase the total amount of residential designations within the study area by approximately 60 acres. Much of this new area is currently designated Office or Commercial, but has a predominantly residential underlying use. The major shift in existing designations is to encompass the existing Medium High Density (R-MHD) (10.38-16.13 units/acre) into the Medium Density (R-MD) category (4.99-10.37 units/acre). Medium high density development would, however, be allowed in the "density tolerant" areas under a design review process. It is estimated that 35 to 45 properties would be eligible for increased density based on lot size, orientation to major streets and intersections and general neighborhood compatibility. There are also about 24 acres of new High Density (R-HD) (18.16-29.3 units/acre) north of the City College and southwest of the Fulton/Olive intersection. These two areas are currently zoned R-3, but are inconsistent with the current Medium Density land use designation

The overall effect of these land use changes would be to preserve existing housing now located in non-residentially designated areas, to provide opportunities for increased residential density and affordable housing in appropriate areas and to reconcile some General Plan/zoning/land use inconsistencies. The proposed residential changes are not considered to have significant adverse impacts.

Public Facilities, Schools, Institutions (P)

The existing public facilities including City College, the high school, the elementary schools, the community center and other public buildings are proposed to remain in their existing "Public Facility" category. The future Highway 180 right-of-way is also in this category. No other changes to this designation are proposed.

Open Space (OS)

There are no areas in the study area currently designated as Open Space. One of the new proposed Open Space areas would be generally located adjacent to and between Dry Creek and the Highway 180 corridor. It would entail approximately 12 acres and may necessitate the acquisition of "remnant" parcels once the highway is constructed. Open Space would also be designated along Dry Creek which meanders through the southeast corner of the study area. Another Open Space designated area would be the portions of Poplar and Park Avenues which would be blocked off by the Highway 180 construction. This 1.6 acre right-of-way would be the only ground level area under the highway which would not be an undercrossing and therefore is a potentially valuable open space asset. It has no practical development potential and would provide some visual opening in the wall like appearance of the bermed highway.

These open space designations would provide the land area which could accommodate the provision of the only new open space in the study area. It would allow the implementation of a number of Specific Plan policies by providing public recreation spaces, landscaping and visual mitigation. The only potential significant effect would be that relative to security in new public areas partially screened, relatively isolated or with limited lighting.

City of Fresno General Plan and Zoning Ordinance

The Specific Plan contains a number of recommended actions which will require changes an/or additions to existing provisions of the City's Zoning Ordinance. At the time of Specific Plan adoption, related changes will also be incorporated into the Fresno High/Roeding and Central Area Community Plans and the 1984 Fresno General Plan. Changes and additions to the Zoning Ordinance must be drafted in a legally-acceptable format and circulated for public review and comments. Established procedures of the City for noticing and holding public hearings on the proposed modifications would require the City to allocate additional staff and/or consultant time and work.

The Tower District Land Use Element, together with other elements of the Specific Plan, call for changes in land use, circulation, open space and other aspects of urban development from those which now exist as adopted plans, policies and operating procedures at the City of Fresno. Accordingly, the City's General Plan requires review and some degree of modification to ensure that provisions of the Tower District Specific Plan and the General Plan are both internally consistent and supportive of one another.

Certain changes to land use would require changes to the City's Zoning Ordinance, and, in particular, the City's official zoning map, in order to conform to State requirements that General Plan land use and zoning be consistent. The proposed changes allow the City to reconcile a number of General Plan/zoning/land use inconsistencies. For instance, while there are a number of R-3 zones in the study area, there are currently no designated High Density Residential areas, the consistent land use designation. The portion of Olive Avenue, east of Van Ness, is predominantly in residential use, yet is zoned C-P. The Van Ness/Fulton areas south of proposed Highway 180 is a mixture of residential, commercial and vacant land and is zoned C-5.

MITIGATIONS

Once the Specific Plan is approved and provided that funding is available, the City intends to implement a rezoning program for the Tower District. The overall intent is to provide a consistent pattern of compatible land uses while recognizing that some nonconforming uses are bound to occur or continue. While there are many variables involved and the number of inconsistencies are too numerous to name, the following provides the framework for mitigating landuse impacts. The guiding principles regarding rezoning will be as follows:

1. All vacant properties which are zoned inconsistent with the Tower District Specific Plan shall be considered for rezoning, which will make the property consistent with the Plan;

2. All properties zoned inconsistent with the Specific Plan, but developed consistent with the Specific Plan, shall be considered for rezoning, which will make the property consistent with the Specific Plan;

3. Properties developed and zoned in a manner inconsistent with the Specific Plan shall be considered for rezoning in order to be consistent with the Specific Plan within a reasonable time frame, given the presence of other, competing needs of the City and the limited amount of staff and budgetary resources available. In the interim, no Special Permit (Conditional Use, Variance or Site Plan Review) or Building Permit shall

be granted or issued which increases the floor area or intensity of use of any structure on such an inconsistent property. These properties would become "non-conforming uses" during this interim period;

4. No property planned for open space shall be rezoned to the "O" classification until such property is purchased and dedicated to open space use.

5. Conformance of rezoning applications to the Tower District Specific Plan shall be determined by using either of the following two methods: The Planned Land Use/Zoning Consistency Matrix (Appendix D) or Planned Land Use Consistency Criteria as permitted by Section 12-403-C-2 of the Fresno Municipal Code.

Development review separate from rezonings shall follow these guidelines:

1. Development Entitlement, Site Plan Review and Building Permit applications which are inconsistent with the Goals, Objectives and Policies of the Specific Plan will not be approved.

2. Subdivision and Parcel Map applications, whose proposed land uses and/or densities are inconsistent with the Specific Plan, will not be approved. Conditional Use, Variance, Site Plan Review and Building Permit applications will not be approved unless the proposed land uses and/or densities are consistent with the Specific Plan.

3. Subdivision, Parcel Map, Conditional Use, Variance, Site Plan Review and Building Permit applications will not be approved unless the proposed development and/or building alteration is consistent with the Guideline Recommendations contained in the Specific Plan.

4. Compatibility impacts are not anticipated by implementation of the Specific Plan for proposed use areas within the Tower District or for uses adjacent to the Tower District. Commercial land use changes probably will reduce the type of activity from regional serving, automobile oriented, strip development to pedestrian oriented, urban scale development. While intensity of use may actually increase, in some cases, the overall effect is anticipated to be a reduction of adverse impacts to the immediate and adjacent environment.

5. Conservation recommendations for urban districts are anticipated to maintain and, in some cases, increase housing stock in support of the General Plan Housing Element. In general, the only anticipated discrepancy between General Plan goals and objectives may relate to the circulation element where the proposed streetscape design criteria favor pedestrian use and residential quality of life over regional transportation objectives.

Footnotes:

/1/ Charles W. Clough and Twenty-Two Authors, Fresno County in the 20th Century: From 1900 to the 1980s, Volume Two.

/2/ "Fresno High-Roeding Community Plan," City of Fresno Department of Planning and Inspection, Adopted by the Fresno City Council on December 1, 1977, p. 23.

/3/ "Fresno General Plan," City of Fresno Development Department, November 1984, p. 82.

/4/ "Fresno High-Roeding Plan," op. cit., p. 23, 25.

References:

City of Fresno, Fresno High - Roeding Community Plan, December 1, 1977 (adopted)

City of Fresno General Plan, 1984

City of Fresno General Plan Map, 1984

City of Fresno General Plan, Housing Element, June 1985

City of Fresno Municipal Code

City of Fresno Report to the City Council, Boulevard Area "BA" District Overlay Zoning Ordinance, May 19, 1989

City of Fresno Report to the City Council, Rezoning Application No. R-89-61, October 9, 1989

City of Fresno Zoning Ordinance

City of Fresno Zoning Maps

Charles W. Clough and Twenty-Two Co-Authors, Fresno County in the 20th Century: From 1900 to the 1980s, Volume II

"Golden Mile: An Urban Design Plan and Report," Haulman/Faller/Wong/Klein, Inc., October 1, 1968

"Master Plan: 1986-1991, Fresno City College, Kings River Community College," State Center Community College District, August 5, 1986 (adopted)

"Olive-Tower Revitalization Project," Phase One, Conditions, Constraints, Opportunities; and Phase Two, Specific Plan; Elaine Pantell (Coordinator), Asoka Herath, Yung-Ching Huang, Lung-Seng Shi, and Keith Woodcock (Students), California State University, Fresno (Department of Urban and Regional Planning), May 1984 and March 1985

4.2 TRAFFIC AND CIRCULATION

EXISTING SETTING

This section describes the existing transportation systems within the project area. It contains information prepared by TJKM Transportation Consultants. The traffic study area focuses on the Tower District which is bounded roughly by North Blackstone Avenue on the east, Shields Avenue on the north, North Fruit Avenue on the west, and Weber/North H Street and the future State Route 180 Freeway on the south. The topics addressed are as follows:

a. Traffic and Circulation
b. Bicycle and Pedestrian Circulation
c. Parking
d. Role of Alleys
e. Public Transport

The study is based upon the collection of existing data and studies provided by the City of Fresno. This includes the review of the City of Fresno General Plan, Caltrans plans for the State Route 180 Freeway, previous studies which pertain to the Tower District, and other studies which may have applicability within the Tower District. In addition, it includes a windshield survey of the Tower District. The purpose of this survey is to provide a general overview of existing conditions found within the Tower District. This includes information on parking availability, parking restrictions, observed parking demand, traffic controls, bike lanes, number of lanes on streets, pavement conditions, and transit operations.

Traffic and Vehicle Circulation

Street Descriptions, The major north-south streets which serve the Tower District are Blackstone, Palm, and Fruit Avenues, the one-way couplet of Van Ness/Maroa Avenues which serve northbound traffic, and Wishon/Fulton Avenues which serve southbound traffic. The major east-west streets include Divisadero, the State Route 180 Freeway corridor, Belmont, Olive, McKinley, Clinton, and Shields Avenue. These are shown on Figure 4.2-1.

Blackstone Avenue is a north-south arterial which serves as one of the major strip commercial streets within the City of Fresno. It is a major link between the northern portions of the City and the downtown. North of Hedges Avenue, Blackstone Avenue is a six-lane divided highway with turn lanes and traffic signals at major intersections. South of Hedges Avenue, Blackstone and Abby Avenues operate as an one-way couplet, with Blackstone serving southbound traffic via three through traffic lanes. Just north of Belmont Avenue, connector ramps provide direct access to the State Route 41 Freeway. From the ramps southward, Blackstone and Abby Avenues serve as one of the major access-ways into and out of Fresno's downtown.

Van Ness/Maroa Avenue is a one-way collector which serves northbound traffic leaving downtown heading to the northern portions of the City. This route is also a major access route into the Tower District commercial center and into the Fresno City College. It is a two-lane facility with turn-lanes and traffic signals at major intersections.

Wishon/Fulton Street is a one-way collector which serves southbound traffic heading towards downtown from the northern portion of the City. This route is also a major access route into the Tower District commercial center and to Fresno City College. It is a three-lane facility from the ATSF Railroad to Olive Avenue, and two-lanes from there to Divisadero. Van Ness/Maroa and Wishon/Fulton Streets function as one-way couplets.

Palm Avenue is a north-south arterial which provides major access into the downtown area via North H Street and also serves the Fig Garden commercial and business developments at Shaw Avenue. It is a four-lane street with turn-lanes and traffic signals at major intersections.

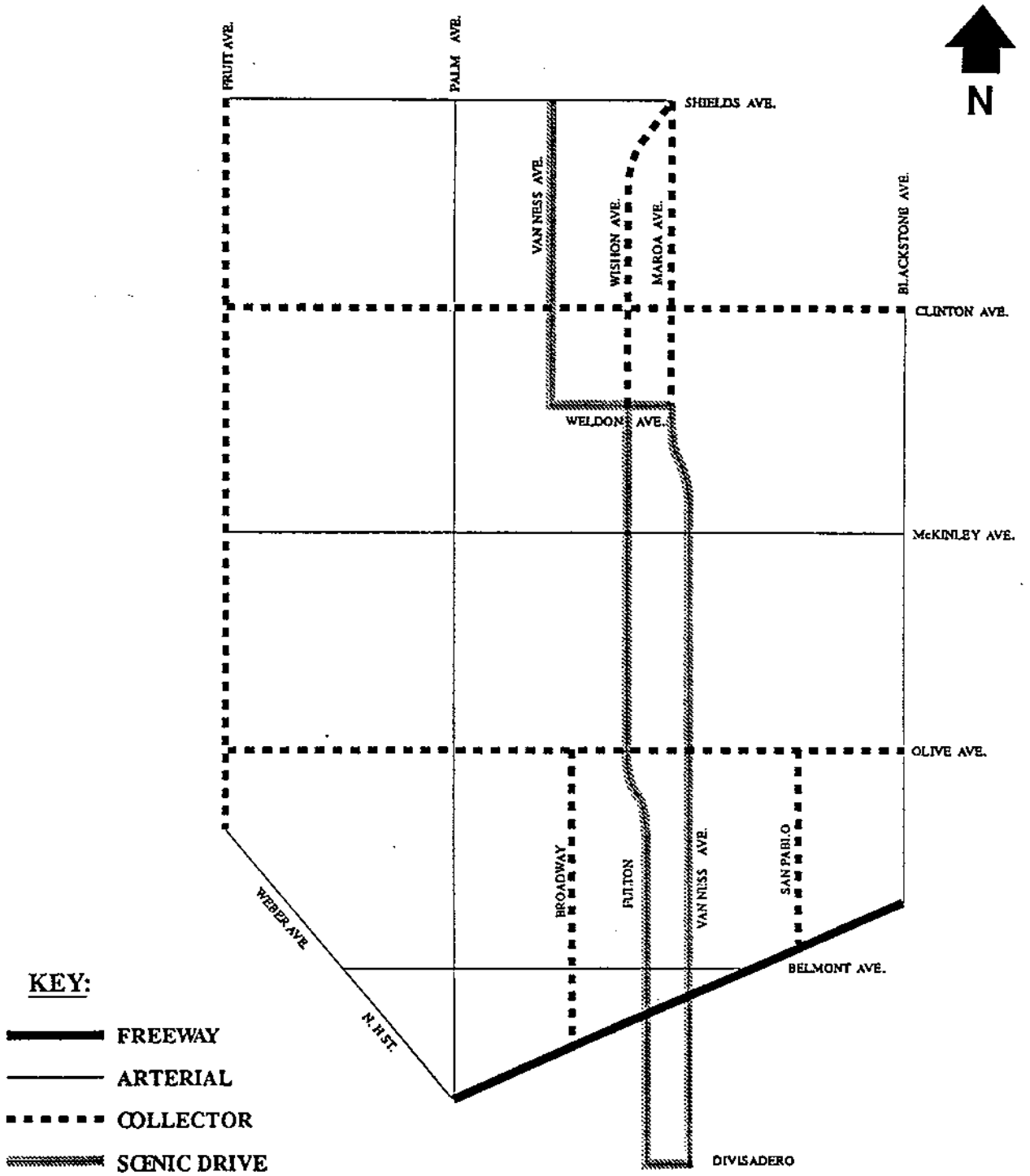
Fruit Avenue is a north-south collector located on the western edge of the Tower District. It is a two-lane street from Weber Avenue to Weldon Avenue and then four-lanes northward from there. It has turn-lanes and traffic signals at major intersections.

Divisadero Street is an east-west collector located on the northern edge of downtown. It is the dividing street between the north-south grid north of Divisadero and the downtown streets located to the south which are at a 45 degree angle from true north. Turn-lanes and traffic signals are found at all major intersections on this four-lane street. This street provides access to the State Route 41 Freeway.

Belmont Avenue is an east-west arterial which provides access to Roeding Park and State Route 99. It is a four-lane facility with turn-lanes and traffic signals at major intersections. Belmont Avenue is one of the arterials which passes completely through the Fresno-Clovis Metropolitan Area.

Olive Avenue is an east-west collector which is the primary commercial street within the Tower District. It provides direct access to State Route 99 and Roeding Park. The street is striped for one lane in each direction with left turn lanes at every cross street and with on-street parking along its length. The street was previously striped as a four-lane facility with parking on both sides. However, without any left-turn lanes and with vehicles attempting to parallel park, the street experienced a high level of congestion. The current striping reduces the level of congestion by separating out the left-turning vehicles, providing only one lane in each direction, and allowing more space for vehicles to maneuver into parking spaces.

McKinley Avenue is an east-west arterial which provides access to both State Routes 41 and 99. It is a major route to Fresno City College and provides the main freeway access to the Tower District for traffic from the northern portions of Fresno via Freeway 41. McKinley Avenue is also the main east-west route to Fresno Air Terminal. It is a four-lane street with turn-lanes and traffic signals at major intersections.



TOWER DISTRICT SPECIFIC PLAN

1984 FRESNO GENERAL PLAN CIRCULATION ELEMENT	JKM	FIGURE 4.2-1

32-127 - 2/90 - GA

Clinton Avenue is an east-west collector and has a partial interchange with State Route (S.R.) 99. It is a four-lane street with turn-lanes and traffic signals at major intersections. The two-lane section over S.R. 99 is planned for widening as a Measure "C" project. Shields Avenue is an east-west arterial which provides access to State Route 41 and the Manchester Mall complex. It is a four-lane facility with turn-lanes and traffic signals at major intersections. Shields Avenue does not cross or have an interchange with State Route 99; however, the freeway crossing is planned as a Measure "C" project.

Level of Service. Overall, the level of service of the roadways and major intersections within and adjacent to the Tower District is good. The most congestion would be found along Olive Avenue, and at the intersections of Shields/Blackstone Avenues and McKinley/Blackstone Avenues. Existing average daily traffic volumes are shown on Figure 4.2-2.

Congestion on Olive Avenue is a result of the high traffic volumes and the lack of space to provide an adequate number of lanes. In addition, the commercial nature of the street impedes traffic due to the frequency of parking maneuvers, driveways, and side streets. To provide adequate traffic flow, it would be necessary to eliminate much of the on-street parking to provide four travel lanes and left-turnpockets. However, this may not be practical in an established commercial district that developed without adequate off-street parking.

The congestion at the intersections of Shields/Blackstone Avenues and McKinley/Blackstone Avenues is caused by the intersection of two high volume arterials and the convergence of traffic at freeway interchanges. Manchester Mall, which is a large traffic generator, adds to the problem at Shields/Blackstone Avenues. It should be noted that this intersection is not actually within the Tower District, yet the two streets provide access to the District. The intersection of McKinley/Blackstone is also impacted by the nearby Fresno City College.

Proposed Circulation/Street Improvements. The proposed State Route 180 Freeway will connect State Routes 41 and 99. It will be an extension of the existing freeway ramps between Blackstone Avenue and State Route 41. The freeway will consist of six travel lanes and will have overcrossings of major streets and the Santa Fe Railroad. It will cross Belmont Avenue at San Pablo/Poplar Avenues and both Van Ness Avenue and Fulton Streets at Franklin Avenue. The freeway will cross over Broadway at Mildreda Avenue and North H Street north of Nevada Avenue. Once the new freeway is operational, it should help to reduce the traffic volumes on the parallel east-west streets such as Divisadero and Belmont Avenues by diverting traffic from these surface streets to the higher speed and capacity freeway.

As part of the freeway project, a new interchange will be constructed to serve both Van Ness Avenue and Fulton Street. This proposed interchange will provide additional freeway access into downtown and provide a direct freeway linkage into the Tower District. Also, additional freeway ramps will be constructed at the Blackstone/Abby Avenue interchange to serve future traffic coming from or going toward the west.

The City is proposing to construct an overcrossing to extend Shields Avenue westward over the Southern Pacific Railroad and State Route 99. The completion of this project should help to reduce the amount of traffic currently on Clinton Avenue. Today, Clinton Avenue provides an overcrossing of the railroad and freeway, and as a result, attracts traffic which would not normally use it.

The City also has plans to resurface Olive Avenue from Fruit Avenue to Van Ness Avenue. It is currently proposed to be a curb-to-curb replacement of what exists today. The City has decided not to undertake this project until the Tower District Specific Plan has been completed.

General Plan Policies. The 1984 Fresno General Plan has placed a very high emphasis on the completion of the proposed freeway system in order to alleviate existing and projected traffic deficiencies. This includes the State Route 180 Freeway between State Routes 41 and 99 which now has the highest priority of all freeway related projects.

Bicycle and Pedestrian Circulation

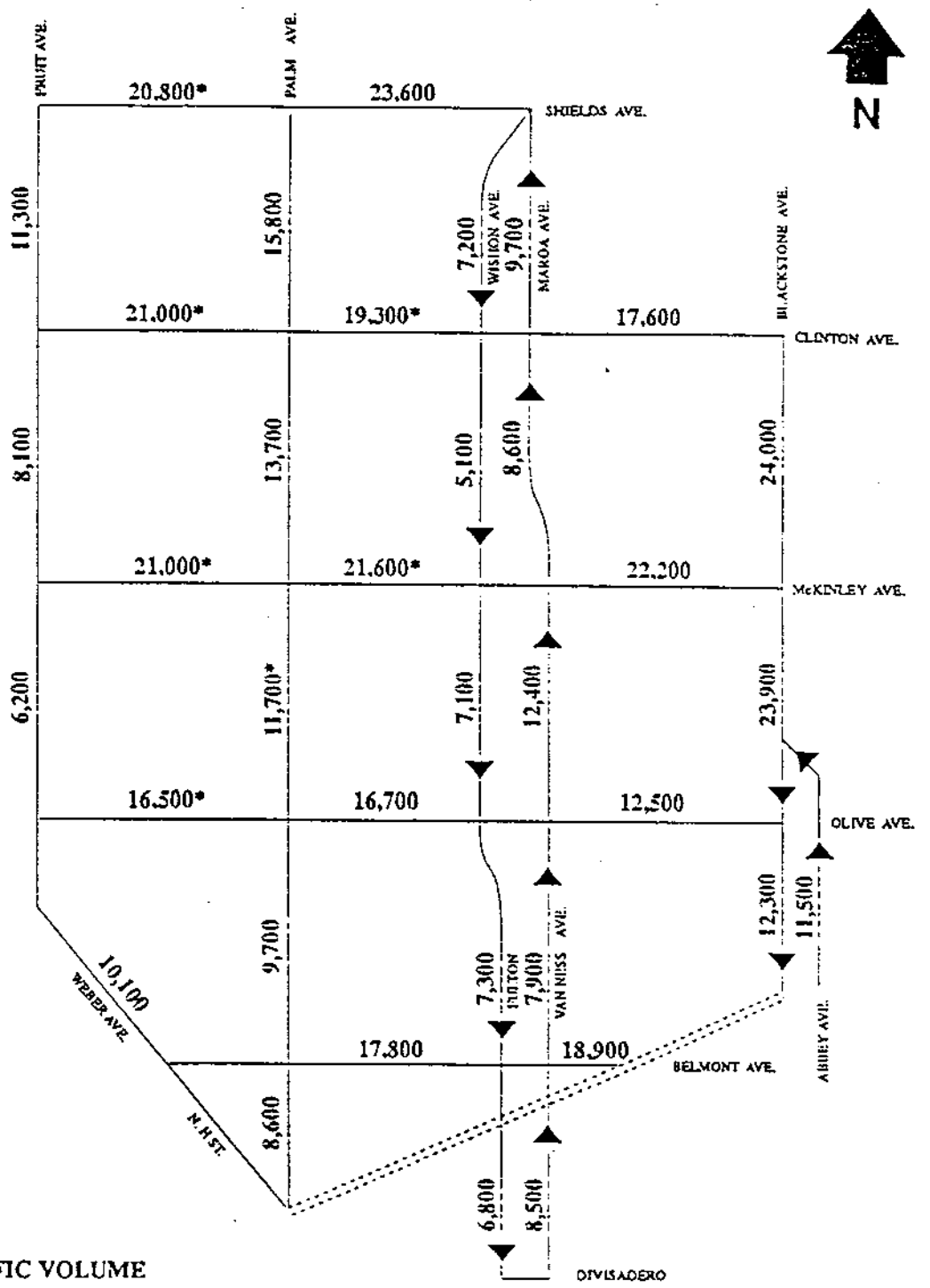
Bicycle Facilities. Bikeways within the Tower District consist of a separate bike lane on the street or the signing of a street as a bike route without any on-street bike lane. The location of these limited facilities are shown on Figure 4.2-3. The bikeway on McKinley Avenue incorporates both an exclusive bike lane on some street segments as well as just signing for a bike route on the rest. Only a signed bike route exists on Fruit Avenue between McKinley and Clinton Avenues.

Due to the age of the Tower District, bikeways were not incorporated into the design of the streets. The need for on-street parking in most areas of the District evolved over time. As the popularity of the automobile increased, the need for adequate space for storage also increased. The older areas such as the Tower District do not have adequate off-street parking to store all vehicles off the street. Hence, on-street parking usually becomes a necessity. This in turn results in a lack of space to install bike lanes.

The other amenity which encourages bicycling is the provision of safe bicycle storage facilities. This could consist of secure bicycle racks or secure parking compounds. Except for the schools found in the area, there appears to be a lack of adequate bicycle parking/storage facilities.

In general, the Tower District would appear to have an above average probability for bicycle usage. This is evident by the number of schools located in the area, including Fresno High School and Fresno City College. Also, the Tower District is a compact urban neighborhood which makes the bicycle an excellent mode of transportation. According to The Bikeways Plan of 1975, "most bicycle trips averaged two miles in length. Approximately 30 percent of the urban automobile trips were less than two miles. This indicates that the potentials for bike usership in the metropolitan area are excellent."

The 1984 General Plan stresses the need to accommodate the bicycle as a viable mode of transportation and recommends a number of policies to support this goal. In addition to provisions for bikeways, it also recommends the "installation of bicycle locking facilities at public buildings, public lots, and public recreational facilities." In



KEY:

17,000 = TRAFFIC VOLUME

17,000* = ESTIMATED VOLUME

TOWER DISTRICT SPECIFIC PLAN

EXISTING DAILY TRAFFIC VOLUMES

JKM

FIGURE 4.2-2

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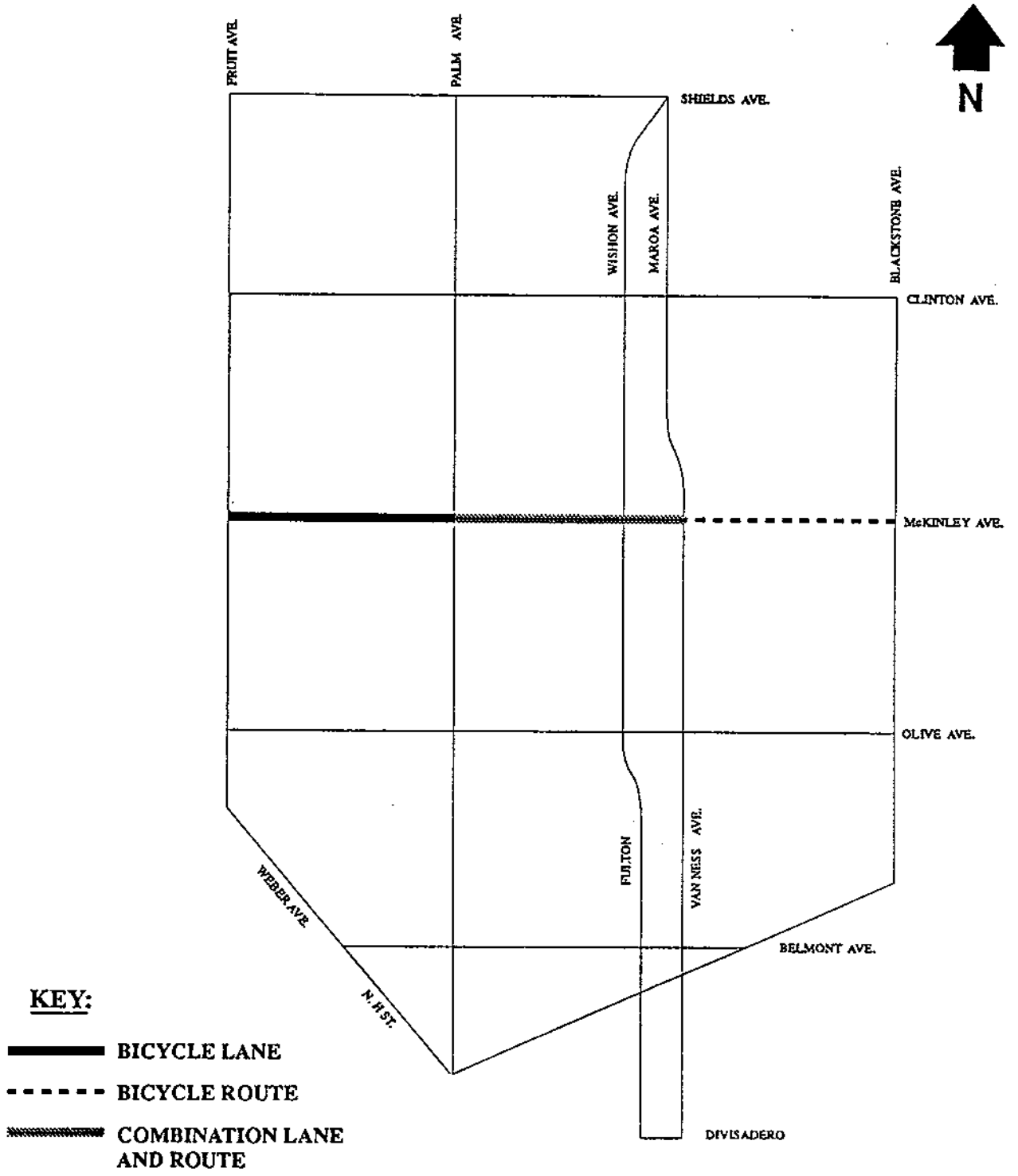

TOWER DISTRICT SPECIFIC PLAN

BICYCLE FACILITIES

JKM

FIGURE 4.2-3

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addition, it recommends "amend[ing] the Zoning Ordinance to include provisions for bicycle parking facilities in the off-street parking requirements."

Pedestrian Circulation. The Tower District was developed at a time when sidewalks were routinely constructed in conjunction with adjacent development. As a result, the area has an extensive street-side pedestrian circulation system. There appears to be a lack of pedestrian amenities which would encourage and enhance the existing pedestrian scale of the Tower District commercial area. Such features could include benches, shade trees, and pocket parks.

The 1984 Fresno General Plan indicates the need to "provide areas for pedestrian and other non-motorized travel which enhance the utilization and efficiency of the street system." This would support the concept of upgrading pedestrian amenities to foster a strong pedestrian activity center.

Parking

The Tower District developed at a time when automobile usage was less dominant and off-street parking requirements did not exist. To accommodate the automobile demand of today, the District makes use of both on- and off-street parking. Many of the commercial establishments lack any off-street parking, so clients must depend upon on-street parking. Likewise, on-street parking is often needed to meet the parking demands of large houses which have been converted to apartments or even for single family houses to accommodate a second or third vehicle.

On-street parking is permitted throughout the Tower District, yet a variety of parking controls exist to control on-street parking. The parking restrictions range from "No Parking Anytime," to time of day restrictions, restrictions as to the number of hours a vehicle can park in a space, and a residential parking district. In addition, some major streets have no parking restrictions of any type, which is also common on residential streets. The locations of the various parking controls on the major streets within the Tower District can be found on Figure 4.2-4. It should be noted that no parking meters are found within the study area.

Typically, the time restricted parking spaces are found on the commercial streets. These restrictions are intended to provide convenient short-term parking spaces for patrons rather than for employees and other long-term parkers. Parking areas are typically not found in places where street width is inadequate for both travel lanes and parking. This condition is most prevalent where turn lanes have been provided. These zones are also common around school sites and where there are on-street bike lanes. Restrictions which prohibit parking on a street one night a week and during the late night hours are typically imposed to allow for street cleaning. This usually occurs on streets where a large number of vehicles are always parked.

The most unique parking restriction found in the Tower District is the residential parking district found just north of the Fresno City College. This district was established as a cooperative effort between the City and local residents to minimize the overflow parking impacts from Fresno City College. Parking is prohibited on these streets on those days when the college is in operation, except for local residents who have purchased a vehicle parking permit.

In response to the demand for parking, particularly within the Tower District commercial area found along Olive and Wishon Avenues, off-street parking lots have developed. These lots are found behind existing buildings and on some vacant lots.

Parking Availability. Parking demand exceeds the supply of convenient parking, particularly on weekend nights when local restaurants are busiest and the Good Company Players and The Second Space theaters are in operation. The existing shortage worsened when the Tower Theater reopens. Concerned businesses are discussing options which could help alleviate some of the parking shortage.

The amount of available parking along Olive Avenue is also minimized by the frequency of curb cuts. These curb cuts provide driveway access directly onto Olive Avenue. More on-street parking could be provided if these driveways could be consolidated and/or reoriented so that they take access from the side streets or from adjacent parcels.

The future viability of the Tower District commercial area is in part tied to parking. This is particularly true if the area wishes to strengthen its regional attraction. More parking will be needed to accommodate any future growth where patrons are expected to come from outside the Tower District. In addition, some of the existing off-street parking is provided on parcels which may be redeveloped in the future. This new development would remove existing parking which would exacerbate existing problems. A method to provide dedicated parking to serve the commercial needs of today and future growth needs to be developed.

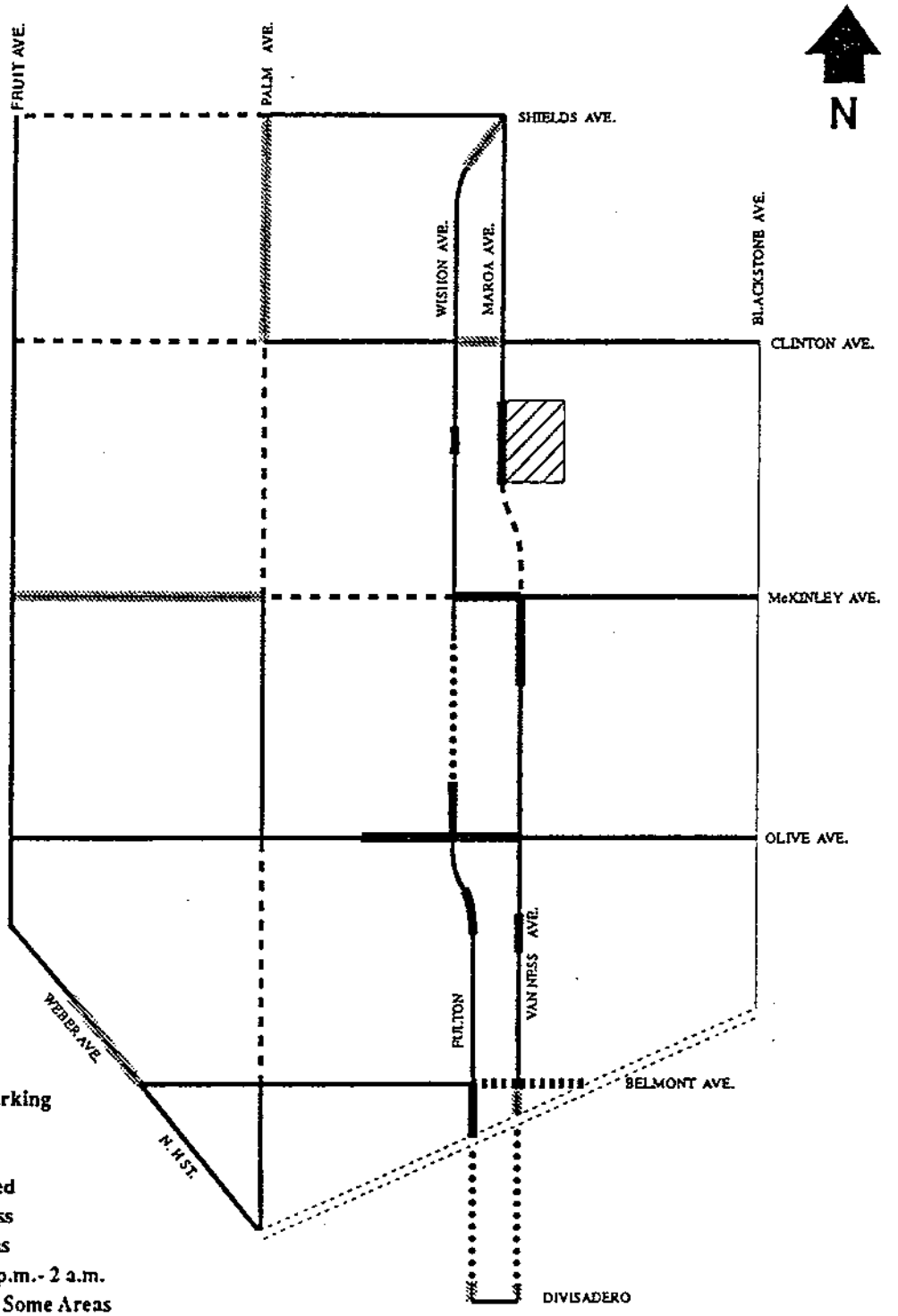
Another area with an identified parking problem is found along Van Ness Avenue and Fulton Street between Divisadero and Olive Avenues. Many of the residences found along these streets have been converted to apartment and business uses. The result has been the lack of adequate parking either on-or off-street. The eventual construction of the State Route 180 Freeway interchange at Van Ness and Fulton will result in an increase in traffic volumes along these two streets. It is projected that each street will need to add a third lane of traffic to accommodate future volumes. This would result in the elimination of parking on one and probably both sides of each street. A previous study has recommended that the adjacent alleys be used to increase the parking supply. This option will be explored in more depth as part of this study.

Role of Alleys

Alleys are prevalent throughout the Tower District. They typically provide a public passageway behind the rear property line. This is used to provide vehicular access to off-street parking spaces and/or garages. Refuse collection is done along the alleys. On those streets where alleys do exist, driveway access to the street was not originally provided. Over time, a number of residences have installed driveways which provide street access.

There are no alleys located behind the businesses along the Olive Avenue shopping district. This means that deliveries to these businesses must be provided directly from Olive Avenue or from a driveway or parking lot located adjacent to the establishment.

The segment of North Maroa Avenue between Olive Avenue and McKinley Avenue, in many respects, functions like an alley. It is a narrow street which primarily provides access to the buildings fronting Van Ness and Wishon Avenues.



KEY:

- Residential Parking District
- No Parking
- Time Restricted 2 Hours or Less
- No Restrictions
- No Parking 8 p.m.- 2 a.m.
- No Parking in Some Areas Parking Allowed Elsewhere
- No Parking 12 a.m. - 6 a.m. on Tuesdays

TOWER DISTRICT SPECIFIC PLAN

PARKING RESTRICTIONS

JKM

FIGURE 4.2-4

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Public Transportation

The Tower District is served by the Fresno Area Express, the regional public transportation provider in the City of Fresno. Fixed route bus service is provided on all the major cross streets within the Tower District, as shown on Figure 5. In addition, Handy Ride is provided for those who are unable to use the fixed route bus system. Handy Ride is a dial-a-ride service which provides curb-side service for qualified elderly and handicapped persons within the Fresno Area Express service area. The entire Tower District is within the service area.

Fixed Route bus service on those routes which serve the Tower District begins as early as 5:40 a.m. and as late as 6:13 a.m. on weekdays, and varies according to each busline. Service terminates as early as 5:07 p.m. and as late as 6:35 p.m. Buses run every 30 minutes on each line except for every 20 minutes on the N. Blackstone Avenue line and every 60 minutes on the N. Fruit Avenue line. All routes offer Saturday service. Sunday service is provided on all routes except for N. Fruit Avenue, Clinton Avenue, and Shields Avenue.

Handy Ride service is provided on a Monday through Friday basis. The hours of operation are from 7:00 a.m. to 5:30 p.m. Fares are 75 cents with an ID card. A monthly pass is also available.

Fixed route bus cash fares are 75 cents for the base fare, and 35 cents for senior citizens and handicapped individuals. Children under age 5 ride free with a fare paying family member. Discounts are available through the purchase of tokens and monthly passes.

The 1984 General Plan stresses the importance of public transportation as "an effective alternative to the use of the private automobile." One of the objectives is to "develop a service level that provides an effective alternative to using the private automobile in order to reduce energy consumption, relieve air pollution and traffic congestion, and enhance the environment."

The Tower District is fortunate that all residents live within a quarter mile of a transit line. The quarter mile is an industry standard, as it represents the maximum distance a person would walk to reach a transit line. The District is also the beneficiary of the General Plan policy which states "that improving service to the existing service area be given priority over expanding service to newly developing fringe areas."

Issues and Constraints

Through the preparation of the "Existing Setting" section of this study, a number of opportunities and constraints have surfaced. These are issues which will be discussed in greater detail as the study progresses.

1. Parking appears to be the largest overall issue which is related to traffic and circulation. As a single issue, it is one of the major constraints which could limit future growth within the commercial areas. Several of the opportunities which may assist in improving the parking situation are:

- o the establishment of a parking district to pool resources for constructing new parking lots; and

- o provision of parking in the alleys adjacent to the same streets to accommodate off-street parking.

In addition, there is the opportunity to provide bicycle parking to attract new customers.

2. Another potential opportunity and constraint is the conversion of the one-way couplets of Van Ness/Maroa Avenue and Wishon/Fulton Street back to two-way operation. This could have the benefit of reducing the amount of through traffic passing through the Tower District. At the same time, this option could represent potential constraints by increasing traffic congestion and could result in the loss of parking spaces along the same streets.

3. The State Route 180 Freeway interchange with Van Ness Avenue and Fulton Street also represents both constraints and opportunities. Completion of the freeway could signify the end of the deterioration which has occurred along the freeway corridor. At the same time, the projected increases in traffic volumes associated with the interchange will have a disruptive impact on the adjacent residences. Without careful planning, the land around the interchange could develop as highway-oriented commercial. This would be an intrusion into the neighborhood character of the Tower District. With proper planning, the future development which should occur near the interchange could become an entry statement into the Tower District.

IMPACTS

This section describes the transportation and circulation impacts of the proposed Tower District Specific Plan. It contains information prepared by TJKM Transportation Consultants. The topics addressed are as follows:

a. Traffic and Circulation
b. Bicycle and Pedestrian Circulation
c. Public Transit

The impacts section is based upon an analysis of the proposed changes which are likely to result from the implementation of the Tower District Specific Plan. These impacts would occur over the twenty-year time frame during which the Plan is implemented. As the Plan is primarily a conservation program for an existing, developed area, many of the impacts will be very minor and will evolve slowly over time. A key thrust of the conservation program is to minimize unwanted intrusions and changes to the Tower District. Implementation of the Specific Plan would insure fewer transportation impacts compared to the likelihood of the Tower District evolving from a stable residential neighborhood to a transitional area near downtown.

Traffic and Vehicle Circulation

Traffic Analysis. The impacts of the proposed Tower District Specific Plan were determined by using the Council of Fresno County Governments (COFCG) 2010 traffic volume forecasts. These represent the regionally accepted traffic forecasts for the Fresno-Clovis Metropolitan Area.

The Specific Plan represents a plan to guide future growth within the Tower District for the next 20 years. It consists of a number of policies and actions which would direct growth. However, it does not consist of detailed projects proposed for specific locations. Due to the extended time period required to implement the plan and the major changes to the existing circulation pattern which would occur within the next 20 years, the COFCG model is the best tool available to determine future change in traffic volumes.

In the vicinity of the Tower District, several major long range changes are being implemented which will alter existing transportation patterns between today and the year 2010. These include the future State Route 180 freeway which traverses the southern portion of the Tower District, and the redevelopment of downtown Fresno. The new freeway is forecasted to reduce traffic volumes on parallel east-west streets such as Belmont and Olive Avenues. Growth in the downtown area is forecasted to increase future volumes on some north-south streets between the new S.R. 180 freeway and downtown.

By using the Council of Fresno County Governments forecasts, the future impacts of the new freeway system, downtown redevelopment, and projected land use changes within the Tower District and the rest of the metropolitan area become predictable. Future highway improvements, including the Measure C road improvements, are reflected in the year 2010 highway network. The land use inputs for these forecasts incorporate the City of Fresno projected land uses. These land use assumptions for the Tower District, which are included in the year 2010 forecasts, would generate slightly more traffic than the proposed Specific Plan. Use of the COFCG model would represent a worse case growth scenario for the Tower District. However, the 2010 traffic forecasts represent to best available data on which to determine the long term impacts of the Specific Plan.

Use of the COFCG forecast is also consistent with the general nature of the proposed plan. The Specific Plan does not include any specific development proposals, rather it provides a framework for future allowable development, by designating and defining different types of land use. The size and location of the specific developments will become known when developers and the City work together to implement proposed site plans for future residential, commercial, and office developments. Therefore, it would not be appropriate to provide a level of specificity in this EIR greater than the intent of the Specific Plan. Detailed traffic impacts studies should be required for any sizable developments which will be proposed during the implementation of the Specific Plan.

The traffic analysis consists of comparing the existing land use found within the Tower District to what is proposed in the Tower District Specific Plan. Two types of comparison are shown. One is based on the acreage for each land use category found in the Specific Plan. The other compares the existing land use data base to that used in the COFCG 2010 forecasts. Both of these databases used in the COFCG forecast, existing and future land uses, were prepared by the City.

The second component of the traffic analysis compares the existing traffic volumes to those which represent the year 2010 traffic forecast. It also includes discussion of the differences in traffic volumes between the current City projections for land uses in the Tower District compared to the proposed Specific Plan land uses.

Proposed land use changes based on the proposed Tower District Specific Plan are found in Table 4.2-1. The table shows the changes in acreage, by use between now and full implementation of the Plan, which is assumed to be by the year 2010. Also presented is the change in corresponding trip generation within the Tower District, based upon these land use changes. The net result is a decrease in trip generation of approximately 4,400 trips. Documentation of the changes in land uses and trip generation are found in Appendix A.

The Council of Fresno County Governments forecasts that there will be approximately 158,000 trips generated by the Tower District in the year 2010. Thus, the proposed Specific Plan would result in approximately three percent fewer trips than predicted by COFCG. This small change implies that the future trip making activities of the Tower District should be nearly identical to what is projected in the COFCG 2010 traffic forecasts.

The proposed Tower District Specific Plan has been developed as a conservation plan to enhance and preserve the character of the Tower District. Proposed changes in land use reflect this overall intent, as does the change in future trip generation. The plan would increase the number of acres devoted to residential development. At the same time, it would redesignate some medium high density residential areas to medium density.

Reductions in the office, industrial, and commercial acreage would reduce the amount of future expansion of these land uses. The biggest change would be the reduction in heavy strip commercial in favor of neighborhood oriented commercial development. The decrease in the first group would more than off-set increases in the neighborhood based commercial. The plan would minimize the amount of new office development. A slight increase in public land is also proposed, mainly to create areas of open spaces along the future freeway.

The projected changes in land use which are incorporated into the Council of Fresno County Governments 2010 forecasts for the Tower District are shown in Table 4.2-2. For each category, the existing condition and the future year projection is presented along with the net change over time. These numbers project a slight decrease in the Tower District population, no change in the number of single family housing units, and a small increase of multi-family dwelling units. During this interval, small increases in all three employment categories are anticipated, with the majority to be in retail employment. Overall, these projections indicate there would be a small growth in the activity level of the Tower District. These projections would assume that there would also be a small increase in the number of trips generated within the Tower District.

A comparison of the Tower District Specific Plan land use changes for the next twenty years and the City of Fresno land use changes found in the COFCG forecasts would suggest that the overall level of activity in the Tower District should be fairly constant. Some shifts are anticipated, with the Specific Plan placing a greater emphasis on new residential development.

TABLE 4.2-1

TOWER DISTRICT SPECIFIC PLAN

ESTIMATED CHANGE IN VEHICULAR TRIPS BY LAND USE TYPE

Land Use	Existing Acreage	Proposed Acreage	Net Change In Acreage	Net Change In Trips
General Office	51.7	8.8	-42.9	-12,870
Professional Office	0.0	2.4	+2.4	720
Total Office	**51.7**	**11.2**	**-40.5**	**-12,150**
Light Industrial	17.5	0.0	-17.5	-1,050
Manufacturing	0.0	19.9	19.9	1,194
Total Industrial/Manufacturing	**17.5**	**19.9**	**2.4**	**+144**
General Heavy/Strip Commercial	141.7	0.0	141.7	
General Commercial	0.0	75.2	75.2	-56,680
Neighborhood Commercial	17.9	30.4	12.5	30,080
Neighborhood Commercial Mixed Use	0.0	13.8	13.8	15,000
Community Commercial	19.0	0.0	-19.0	-13,300
Total Commercial	**178.6**	**119.4**	**-59.2**	**-8,340**
Total Office/Ind./Commercial	**247.8**	**150.5**	**-97.3**	**-20,346**
Residential, Mixed Use	0.0	33.6	33.6	2,520
Residential, Medium Density	875.2	1,035.4	160.2	9,210
Residential, Medium High Density	131.1	7.3	-123.8	816 *
Residential, High Density	0.0	23.8	23.8	3,426
Total Residential	**1,006.3**	**1,100.1**	**93.8**	**15,972**
Public Facilities, Schools, Inst	143.9	143.9	0.0	0
Public Facilities, Freeway R-O-W	65.4	53.0	-12.4	0
Streets, Alleys, Canals	420.3	419.4	-0.9	0
Open Space	0.0	16.8	16.8	0
Total Public	**629.6**	**633.1**	**3.5**	**0**
Total Acreage	**1,883.7**	**1,883.7**	**0.0**	**-4,374**

* Estimated increase based on 7.3 acres proposed for density tolerant areas. The 131.1 acres existing today are typically in medium density residential use and would be rezoned to reflect this. No decreases in the existing density are being proposed as part of the Specific Plan.

The areas of the Tower District which would experience the biggest changes in terms of modifying the existing zoning can be seen by comparing Figure 4.1-4, Existing Zoning, to Figure 3.0-4, Proposed Land Use Plan. A number of areas would experience reductions in density and/or in the intensity of the land use. Olive Avenue east of Van Ness would change from C-P zoning to medium density residential. Residential uses would replace the current C-2 zoning along Olive Avenue west of Palm and a range of mixed uses would replace solid C-5 zoning in the lower Van Ness/Fulton corridor. Finally, the R-3 zoning along Wishon and Maroa north of Weldon and the R-2 and R-3 zoning along Palm between McKinley an Olive would be replaced by medium density residential uses.

TABLE 4.2-3

TOWER DISTRICT SPECIFIC PLAN

CITY OF FRESNO TOWER DISTRICT POPULATION, DWELLING UNIT, AND EMPLOYMENT SUMMARY TABLE

Measure	1990 Existing	2010 Future	Net Change
Population	**19,752**	**19,470**	**-282**
Single-family Units	6,170	6,170	0
Multiple-family Units	2,800	3,020	220
Total Household Units	**8,970**	**9,190**	**220**
Retail Employment *	1,791	1,962	171
Services Employment **	2,333	2,353	20
Other Employment ***	2,740	2,754	14
Total Employment	**6,864**	**7,064**	**205**

* Retail includes retail trade/

** Services includes construction; manufacturing; transportation and public utilities; wholesale trade; and finance; insurance, and real estate.

*** Other includes government; services; agriculture; and mining.

Source: Council of Fresno County Governments

Future Traffic Volume Forecasts

The above discussion has indicated that the proposed Tower District Specific Plan land use scenario would generate slightly fewer trips than what is assumed in the COFCG 2010 forecasts. Based on this, it is possible to use the COFCG 2010 traffic volume forecasts to determine the impacts of the Specific Plan. Existing traffic volume found on Tower District streets is shown in Figure 4.2-2. The COFCG 2010 forecasted traffic volumes are found on Figure 4.2-5.

Initial observations of the two figures reveal some fluctuations in traffic volumes over time. Two major explanations are feasible. The 2010 forecasts assume the construction of the basic regional freeway network associated with Measure C. This would include the State Route 180 freeway east-west across the metropolitan area, including the segment through the Tower District. A second major change is the proposed downtown growth which is projected to occur within this same 20 year timeframe.

The completion of the freeway system with interchanges at Blackstone/Abby and Van Ness/Fulton will cause a redistribution of traffic in the study area. Volumes on east-west streets close to and parallel to the freeway such as Olive and portions of Belmont will generally decrease. This same phenomena will also occur on the north-south streets north of the freeway except near future freeway interchanges. Traffic will increase on Blackstone, Abby, Van Ness, and Fulton near the interchanges and on the segment serving the downtown area.

In the northern portion of the study area, McKinley and Shields both show increase in volumes. This could be attributed to the relative distance from the future freeway. The decrease in volumes on Clinton and the substantial increase on Shields can also be attributed to the construction of the Shields Avenue overcrossing of the Southern Pacific Railroad and a new interchange with S.R. 99. This new construction would upgrade Shields to a major cross town arterial, thus attracting traffic from Clinton, which is only a collector, and which lacks an interchange with S.R. 41. The forecasted increase in traffic volumes on Shields is not due to changes resulting from the proposed Specific Plan, but rather from changes in circulation patterns which will occur outside of the Tower District.

As noted above, the 2010 traffic volume forecasts indicate that on some streets the volumes will continue to increase over time. These increases in volume would exceed existing capacity on three street segments: Shields between Maroa and Palm, McKinley between Van Ness and Blackstone, and Fulton between Elizabeth and Belmont. The City of Fresno accepted street capacity for a four-land divided arterial is 28,000 average daily vehicles. Both Shields and McKinley fall within this category. The future volume on the critical segment of McKinley would exceed its capacity by 1,000 vehicles a day, as shown on Figure 4.2-5. For the critical segment of Shields, the capacity would be exceeded by 6,700 vehicles daily.

Fulton between Elizabeth and Belmont can accommodate only two travel lanes. The capacity would be 10,000 vehicles. Thus, future volumes would exceed capacity by 2,300 vehicles in this segment, assuming that Fulton is reverted to two-way operations.

Intersection Level of Service

As part of this traffic analysis, the p.m. peak hour level of service was calculated at two major intersections in the Tower District. The two locations are Wishon/Olive, which represents the focal point of the study area and Fulton/Belmont, which is a major intersection near the future freeway interchange and the likely point where Fulton would change from two-way to one-way traffic operations. Traffic forecasts assume that Fulton would have two-way operations from Belmont northward, while the existing one-way operation would remain from Belmont southward. This is consistent with the recommendation found within the Circulation Element of the Specific Plan.

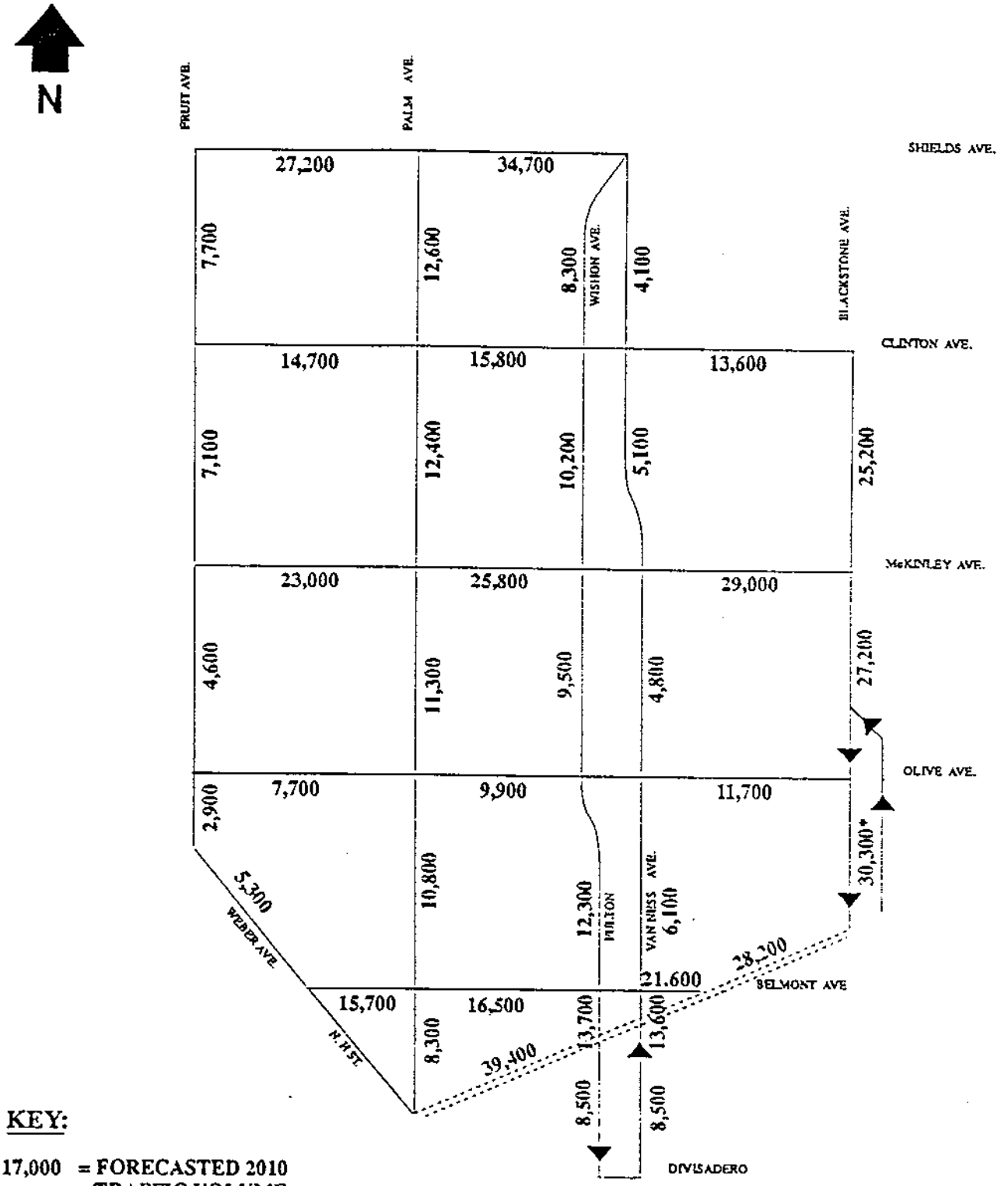
The projected level of service (LOS) for the intersection of Wishon/Olive for the p.m. peak hour is LOS B. Future volumes at the intersection of Belmont/Fulton would result in LOS D. Both of these intersections would operate at acceptable levels of service. The City of Fresno considers LOS D or better as acceptable intersection operation. The analysis indicates that the future volumes can be accommodated by the existing street configuration in conjunction with two-way operation on Fulton north of Belmont. Level of service worksheets are found in Appendix C.

The COFCG traffic forecasts consists of average daily traffic (ADT) volumes. To do a p.m. peak hour analysis, these forecasts were factored to create peak hour turn volumes. It is estimated that the peak hour factor of the average daily traffic forecasts is eight percent of the daily volumes. This is consistent with recent observations recorded in Fresno. A second assumption is that approximately ten percent of the traffic on Wishon at the intersection with Olive, would turn either right or left. Similar assumptions were made at the intersection of Fulton/Belmont. However, a greater percentage of traffic turns from Belmont onto southbound Fulton are anticipated in order to access the nearby freeway interchange. Also, the analysis estimated that 30 percent of the northbound approach traffic on Van Ness at Belmont would turn left onto Belmont and then turn right onto northbound Fulton. This movement reflects the predominance of movements on Fulton as compared to those on Van Ness north of Belmont Avenue.

Street Conversions

A major circulation component of the Tower District Specific Plan is the recommendation that the City of Fresno initiate an operational study to implement the conversion of the north-south one-way couplet of Van Ness/Maroa and Wishon/Fulton to two-way operations. This traffic impact analysis assumes that the conversion would occur between Shields and Belmont Avenues. The traffic volume shown on Figure 4.2-5 represent forecasted volumes based on the 2010 land use data. Specific volumes on the portions of Van Ness/Maroa and Wishon/Fulton were assigned to each street. As Wishon/Fulton would serve as the more major street and would serve commercial development, two-thirds of the forecasted traffic that would use these two streets was assigned to these streets. The remaining one-third of the traffic was assigned to Van Ness/Maroa. This reflects the predominate residential nature of these streets.

The above assignment of traffic volumes would only occur north of Belmont Avenue. South of Belmont, this analysis assumes that Van Ness and Fulton would continue to operate as one-way streets and that the volumes would be evenly split between the northbound and southbound directions.



KEY:

17,000 = FORECASTED 2010 TRAFFIC VOLUME

* = REPRESENTS COMBINED VOLUME FOR BOTH STREETS

TOWER DISTRICT SPECIFIC PLAN

FORECASTED 2010 DAILY TRAFFIC VOLUMES WITH TWO-WAY TRAFFIC ON WISHON/FULTON AND VAN NESS/MAROA

JKM

FIGURE 4.2-5

32-127 · 10-90 · GA

Based on this assignment of traffic volumes, the implementation of the two-way operations should be feasible. The only street segment which would exceed the City's capacity guidelines is on Fulton between Elizabeth and Belmont. North of Elizabeth, Fulton/Wishon is wide enough to provide two travel lanes, a continuous left-turn lane, and parking on each side of the street. At Elizabeth, Fulton becomes more narrow.

Southward, only two travel lanes are provided, with parking on each side. The narrowing of the street reduces the capacity and would result in the forecasted volumes exceeding the available capacity. This should only occur between Elizabeth and Belmont where two-way traffic operations would occur.

The over-capacity situation for this street segment would result in some amount of short-term congestion in the peak hour. This level of congestion, though an inconvenience, would not result in a grid-lock situation. Adequate capacity is present at the intersection of Fulton/Belmont, which would help to insure that a major bottleneck would not result. Typically, it is not desirable to recommend a traffic modification which would provide a lower level of service. However, in this case, the overall benefit of restoring two-way traffic to the main commercial street needs to be evaluated against possible short-term traffic congestion impacts. In conclusion, the implementation of the proposed Tower District Specific Plan would result in a reduction in vehicular traffic impacts compared to the likely impacts of growth trends. Current development trends and the existing zoning allow for a greater level of intensity in development which would represent a greater increase in vehicular traffic impacts.

Bicycle and Pedestrian Circulation

The proposed Tower District Specific Plan recommends the expansion of bikeways. Due to the need for on-street parking through much of the area, signed bicycle routes are recommended where separate on-street bicycle lanes are not feasible. These would provide continuous routes through the Tower District and would alert motorists to the presence of bicyclists.

Adequate and convenient bicycle storage is also stressed by the plan. This would encourage bicycle use within the Tower District, and would reduce some trips.

Pedestrian mobility would be enhanced as the Specific Plan recommends that barrier free design be included into all future public and private transportation-related improvements. This would help to reinforce pedestrian activities within the Tower District.

Public Transit

The Tower District Specific Plan recommends the conversion of the Van Ness/Maroa and Wishon/Fulton one-way couplet to two-way traffic. Should this recommendation be implemented as described above, the bus service on these streets should be re-examined. Fresno Area Express, the local public transportation provider, should consider implementing northbound bus service on the two-way segment of Fulton/Wishon. This would provide two-way bus service on the main north-south commercial street within the Tower District.

MITIGATIONS

Traffic and Vehicle Circulation

A traffic impact study should be required by the City for any sizable development proposed within the Tower District. As a guideline, the City should consider using the thresholds established in the Transportation Management Plan, as adopted by the City Council. Specific traffic mitigations and road improvements should be required as a condition of approval of new development.

The Council of Fresno County Government forecasts for the year 2010 indicate that the capacity of Shields Avenue between Maroa and Palm and McKinley Avenue between Blackstone and Van Ness will exceed existing and future street capacities. The City should monitor the increase in traffic volumes and develop appropriate mitigation measures, should these forecasted traffic volume increases occur. Future mitigation measures would include street widening and intersection improvements.

Major new commercial development should be required to provide a Transportation Management System (TSM) program which attempts to reduce overall daily and peak hour trips. Such measures may include employee carpooling, transit facilities and/or employee incentives, and bicycle facilities.

Bicycle and Pedestrian Circulation

In order to mitigate impacts, continue to develop bikeways which are continuous and provide linkages to other bicycle facilities and attractions within the Tower District.

Safe and convenient bicycle parking/storage facilities should be provided for new large multi-family residential projects, new commercial and office development as well as new open space areas within the Tower District. Development proposals shall be reviewed for consistency with the existing City of Fresno bicycle parking requirements.

Barrier free design to enhance pedestrian mobility shall be incorporated into all new public and private transportation improvement.

Public Transit

Fresno Area Express should consider implementing northbound bus service on Fulton and Wishon if and when these streets are restored to two-way operations.

References:

1984 Fresno General Plan, City of Fresno Development Department, November, 1984.

Final Environmental Impact Statement - Fresno Metropolitan Freeway Project on Routes 41 & 180, FHWA and the State of California Department of Transportation, May 1977.

Environmental Reevaluation, FHWA and the State of California Department of Transportation, June 1989.

Fresno Clovis Metropolitan Area Bikeways Plan, City of Fresno Department of Planning and Inspection, September 1975.

Fresno Area Express Travel Guide, Fresno Area Express, Revised September 1, 1989.

An Urban Design Plan and Report of the Golden Mile Area, Fresno, California, Haulman/Faller/Wong/Klein, Inc., Fresno, CA October 1968.

Fresno Regional Traffic Monitoring Program, Council of Fresno County Governments, September 1989.

4.3 AIR QUALITY

EXISTING SETTING

The following section is based on information provided by Donald Ballanti, Certified Consulting Meteorologist (February 1990).

Air Quality Environment of the Project Area

The climate of the project area is typical of inland valleys in California, with hot dry summers and cool, mild winters. Daytime temperatures in the summer often exceed 100 degrees, with lows in the 60's. In winter daytime temperatures are usually in the 50's, with lows around 35 degrees. Radiation fog is common in the winter, and may persist for days. Winds are predominantly up-valley in all seasons, but more so in the summer and spring months. Winds in the fall and winter are generally lighter and more variable in direction (Ref. 1). The pollution potential of the San Joaquin Valley is very high. Surrounding elevated terrain in conjunction with temperature inversions frequently restrict lateral and vertical dilution of pollutants. Abundant sunshine and warm temperatures in summer are ideal conditions for the formation of photochemical oxidant, and the Valley is a frequent scene of photochemical pollution.

Standards and Pollutants

The Clean Air Act of 1967, as amended, established air quality standards for several pollutants. These standards are divided into primary standards which are designed to protect the public health and secondary standards which are intended to protect the public welfare from effects such as visibility reduction, soiling, nuisance, and other forms of damage. In addition, the State of California has adopted its own standards. The state standards are durations of time for specific contaminant levels which are designed to avoid adverse effects with a margin of safety. The state and federal standards for criteria pollutants are shown in Table 4.3-1.

Suspended Particulate Matter (PM-10). Suspended particulate matter consists of solid and liquid particles of dust, soot, aerosols and other matter which are small enough to remain suspended in the air for a long period of time. A portion of the suspended particulate matter in the air is due to natural sources such as wind blown dust and pollen. Man-made sources include combustion, automobiles, field burning, factories and unpaved roads.

The effects of high concentrations on humans include aggravation of chronic disease and heart/lung disease symptoms. Non-health effects include reduced visibility and soiling of surfaces.

Table 4.3-1: Federal and State Ambient Air Quality Standards

POLLUTANT	AVERAGING TIME	FEDERAL STANDARD	STATE STANDARD
OZONE	1-Hour	0.12 PPM	0.09 PPM
CARBON MONOXIDE	8-Hour	9.0 PPM	9.0 PPM
	1-Hour	35.0 PPM	20.0 PPM
NITROGEN DIOXIDE	Annual	0.05 PPM	---
	1-Hour	---	0.25 PPM
SULFUR DIOXIDE	Annual	0.03 PPM	---
	24-Hour	0.14 PPM	0.05 PPM
	1-Hour	---	0.25 PPM
PM-10	Annual	50 ug/m3	30 ug/m3
	24-Hour	150 ug/m3	50 ug/m3
LEAD	30-Day Ave.	---	1.5ug/m3
	3-Month Ave.	1.5 ug/m3	---

PPM = PARTS PER MILLION
ug/m3 = MICROGRAMS PER CUBIC METER

Carbon Monoxide. Carbon monoxide is an odorless, colorless gas that is highly toxic. It is formed by the incomplete combustion of fuels, and it main source in the Fresno area is automobiles. Another potential important source in the winter months is woodburning in woodstoves and fireplaces. (Ref. 3)

Carbon monoxide's health effects are related to its affinity for hemoglobin in the blood. At high concentrations, carbon monoxide reduces the amount of oxygen in the blood, causing heart difficulties in people with chronic diseases, reduced lung capacity and impaired mental abilities.

Ozone. Ozone is the most prevalent of a class of photochemical oxidants formed in the urban atmosphere. The creation of ozone is a result of a complex chemical reaction between hydrocarbons and oxides of nitrogen in the presence of sunshine. Unlike other pollutants, ozone is not released directly into the atmosphere from any source. The major sources of oxides of nitrogen and hydrocarbons, known as ozone precursors, are combustion sources such as factories and automobiles, and evaporation of solvents and fuels.

The health effects of ozone are eye irritation and damage to lung tissues. Ozone also damages some materials such as rubber, and may damage plants and crops.

Nitrogen Dioxide. Nitrogen dioxide is a reddish-brown toxic gas. It is one of the oxides of nitrogen that result from combustion. It is the only oxide of nitrogen which is toxic; however, other oxides of nitrogen, particularly nitric oxide, are converted to nitrogen dioxide in the presence of sunshine. Major sources of oxides of nitrogen are automobiles and industry.

Sulfur Dioxide. Sulfur dioxide is a colorless gas with a pungent, irritating odor. It is created by the combustion of sulfur-containing fuels. This substance is known to oxidize to sulfur trioxide, which combines with moisture in the atmosphere to form a sulfuric acid mist.

Sulfur dioxide damages and irritates lung tissue, and accelerates corrosion of materials.

Pollutant Sources and Current Air Quality

Major sources of air pollutants in Fresno County are vehicle exhausts, unpaved roads, solvent use, pesticide application, farm operations, agricultural and waste burning. The automobile is the largest single source category for carbon monoxide, hydrocarbons and oxides of nitrogen. The major source of suspended particulate is farm operations, construction/demolition, and vehicle travel on unpaved roads. Suspended particulate is also a secondary pollutant formed by photochemical processes occurring in the atmosphere.

The Fresno County Air Pollution Control District and California Air Resources Board (CARB) maintain four air quality monitoring sites in Fresno. The four sites are located in different parts of Fresno. The site closest to the project area is the Olive Avenue site which is operated by the California Air Resources Board. The site is located near the intersection of Olive Avenue and North Fresno Street, and is about one-half mile east of the project boundaries. Data from this site would best represent air quality within the project area.

The state and federal standards are met in Fresno County for nitrogen dioxide and sulfur dioxide. The ambient air quality standards for ozone, carbon monoxide and PM-10 are not met, however. Table 4.3-2 shows the relationship of measured air quality in Fresno to the appropriate state and federal standards.

There are annual as well as daily standards for PM-10. Data from Fresno monitoring sites shows that both the federal and state annual standards for PM-10 are currently being exceeded.

Regional Air Quality Planning

In 1977 the U.S. Environmental Protection Agency designated all of Fresno County a Non-Attainment Area for two pollutants: PM-10 and ozone. In addition, the metropolitan Fresno area is considered non-attainment for carbon monoxide. These designations were based on continued violations of the Federal primary standards for these pollutants.

The Federal Clean Air Act required that regional plans be prepared for non-attainment areas showing how the Federal standards were going to be attained by December 31, 1987. Fresno County is one of many areas that failed to attain the National Ambient Air Quality Standards by the 1987 deadline.

Table 4.3-2: Air Quality Data for the Fresno Area, 1986-1988

Pollutant/Standard	Site	No. Days Exceeding Standard 1986	1987	1988	1989
OZONE (STATE 1-HOUR)	OLIVE AVE.	26	67	53	52
	CAL STATE FRESNO	91	92	84	--
	E. DRUMMOND	35	44	56	53
	SIERRA SKY PARK	20*	63	60	39
OZONE (FED. 1-HOUR)	OLIVE AVE.	6	12	9	6
	CAL STATE FRESNO	29	31	27	--
	E. DRUMMOND	5	3	11	5
	SIERRA SKY PARK	6*	4	8	2
CARBON MONOXIDE (STATE/FED. 8-HOUR)	OLIVE AVE.	12	3	3	17
	CAL STATE FRESNO	0	0	0	--
	E. DRUMMOND	0*	0	1	0
	SIERRA SKY PARK	0*	0	0	0
PM-10 (STATE 24-HOUR)	OLIVE AVE.	18	28	20	28
	CAL STATE FRESNO	26	35	24	24
PM-10 (FEDERAL 24-HOUR)	OLIVE AVE.	0	0	1	7
	CAL STATE FRESNO	2	0	0	2

* = DATA RECORD LESS THAN FULL YEAR

Source: (Ref. 2)

Although the state of California has had its own ambient air quality standards for many years, until recently there was no requirement that these standards be attained by any date. The California Clean Air Act was signed into law on January 2, 1989. This legislation requires areas that exceed the California ambient air quality standards to plan for the eventual attainment of the standards. The time given to various areas would depend on the severity of air quality problems. Areas classified as "moderate" would have until 1994 to attain the state standards, while "serious" and "severe" areas would have until 1997 and beyond, respectively.

The state Clean Air Act requires the Fresno County Air Pollution Control District to prepare an air quality attainment plan by June 30, 1991. Generally, this plan must provide for district-wide emission reductions of five percent per year averaged over consecutive three-year periods. The Act also grants air districts explicit statutory authority to adopt indirect source regulations and transportation control measures, including measures to encourage or require the use of ridesharing, vanpooling, flexible work hours, or other measures which reduce the number or length of vehicle trips.

General Plan Policies

The 1984 General Plan (amended) recognizes the seriousness of air pollution in the Fresno metropolitan area. Policies and implementation strategies to attain state and federal standards stress the importance of developing land in "a manner that reduces traffic congestion through mixed land use strategies, encouragement of public transit, and the integration of compatible use." (General Plan, p.17) In particular, the following policies are relevant to planning for the Tower District:

4. Modify land use regulations and related processes to provide for the integration of compatible land uses.

5. Integrate compatible land uses, concentrate development along major streets and near major employment areas to reduce vehicle miles traveled.

6. Develop the means to obtain or use land for on-site bus turning and parking areas with attendant employee and passenger facilities.

9. Currently implemented air quality maintenance policies and implementation strategy measures to be continued for broad scale control and reduction of air pollution.

   b. TRANSIT - On-site (at major shopping centers, other locations) bus parking and loading lanes with passenger and driver facilities to reduce vehicle miles traveled, engine idling and improved traffic flow.

   c. BICYCLE ALTERNATIVE - Bicycle lanes, bikeway design and planning with attendant safety and convenience facilities to reduce vehicle miles traveled.

   d. 1984 FRESNO GENERAL PLAN, PLANNING POLICIES AND RELATED LAND USE REGULATIONS

      (1) Urban Infill - To reduce vehicle miles traveled.

      (2) Mixed Land Use - Utilizes Local Planning and Procedures Ordinance to achieve mixed residential, commercial and office uses; reduces vehicle miles traveled.

      (3) Density Transfer - Utilizes Local Planning and Procedures Ordinance to reallocate dwelling unit densities in selected areas; to reduce vehicle miles traveled.

IMPACTS

Construction Related Impacts

The proposed Specific Plan would indirectly result in demolition and construction on one or more sites within the project area over a period of many years. Construction air quality impacts would be due to dust generated by equipment and vehicles. Construction dust impacts would vary considerably with the amount, location and timing of construction activity.

Fugitive dust is emitted both during construction activity and as a result of wind erosion over exposed earth surfaces. Traffic and general disturbances of the soil also generate significant dust emissions. Dust generation is dependent on soil type and soil moisture. The effects of construction activities would be increased dustfall and locally elevated levels of total suspended particulates. Dustfall would be a nuisance at neighboring properties where it would soil exposed surfaces, and require more frequent washing during the construction period.

Local Impacts

The most important local air pollutant is carbon monoxide. Carbon monoxide is an odorless, colorless, poisonous gas whose primary source in the Fresno area is from automobile congestion.

The CALINE-4 computer simulation model was applied to five intersections within the project area. These were selected as having the highest total traffic volumes, as determined in Section 4.2, Traffic and Circulation, and should provide an estimate of the highest concentrations of carbon monoxide within the study area. The model results were used to predict the maximum one- and eight-hour concentrations to be expected near these intersections, corresponding to the one- and eight- hour averaging times specified in the state and federal ambient air quality standards for carbon monoxide. Concentrations were predicted at locations ten meters from the intersection corners. The CALINE-4 model, and the assumptions made in its use for this project, are described in Appendix E.

Table 4.3-3 shows the results of the intersection analysis for the peak one-hour and eight-hour periods in parts per million (PPM). The one-hour values are to be compared to the federal one-hour standard of thirty-five PPM and the state standard of twenty PPM. The eight-hour values in Table 4.3-3 are to be compared to the state and federal standard of nine PPM.

Existing predicted concentrations exceed the eight-hour standard of nine PPM at all of the intersections. Predicted one-hour concentrations were all below the applicable state and federal standards. These concentrations are consistent with measured concentrations of carbon monoxide in Fresno, which is not within an attainment area for carbon monoxide.

Future concentrations of carbon monoxide would be affected by several factors. Traffic volume changes would be due to growth in the region as well as to new freeway traffic on State Route 180. At the same time, emission rates from vehicles are decreasing as older, more polluting cars are replaced by new cars with more efficient emission control systems. Year 2010 concentrations shown in Table 4.3-3 are lower than existing levels which indicates that emission rate reductions will compensate for traffic related emission increases. By year 2010, violations of the eight-hour standards are indicated only at the McKinley/Blackstone Avenue intersection.

The proposed project would result in a 3 percent reduction in daily trips from Tower District Specific Plan land uses, compared to traffic which would result from buildout under current conditions. Since only a fraction of the traffic at a given intersection begins or ends within the Tower District, the reduction in traffic due to the project would be less than 3 percent. The effect that the project would have on local carbon monoxide levels would be to reduce concentrations by less than 3 percent.

TABLE 4.3-3

Tower District Specific Plan Predicted 1- and 8-Hour Carbon Monoxide Concentrations, in Parts per Million

Intersection	1990		2010	
	1-Hour	8-Hour	1-Hour	8-Hour
Palm/Shields	14.4	10.4	12.4	8.9
Palm/Clinton	14.0	10.1	10.8	7.8
Palm/McKinley	14.0	10.1	11.7	8.4
Clinton/Blackstone	14.8	10.6	11.9	8.6
McKinley/Blackstone	15.2	10.9	13.3	9.6

Note: Concentrations exceeding state or federal standards are underlined.

Regional Effects

Traffic generated within the Tower District has an effect on air quality within Fresno County and the southern San Joaquin Valley. Trips to and from the project area would release emissions over the entire metropolitan Fresno area transportation network. To evaluate emissions associated with the project, the URBEMIS-2 computer program, developed by the California Air Resources Board, was applied to projected land use changes with the Tower District

The daily change in regional emissions from land use changes within the Tower District is shown in Table 4.3-4 for hydrocarbons, oxides of nitrogen, (both precursors of ozone) and carbon monoxide. The net effect of projected land use shifts within the Tower District would be a small reduction in regional emissions and therefore, would result in a net beneficial impact on regional air quality.

However, the proposed project would result in a very small positive impact on regional air quality. The emission reductions resulting from the project would not make a measurable improvement in regional ozone concentrations, but would be consistent with state and federal air quality program goals to improve air quality. These programs have the aim of reducing air emissions to below current levels in order to meet state and federal air quality standards.

The URBEMIS-2 program and the assumed conditions for its use are described in Appendix F.

TABLE 4.3-4

Tower District Specific Plan Project Regional Emission Changes, in Pounds per Day.

Land Use	Net Change (Acres)	Vehicle Emission Change HC	CO	NOX
Office	-40.5	-92.8	-788.0	-152.0
Indust./Mfg.	2.4	1.2	9.9	1.9
Commercial	-59.2	-61.1	-514.9	-102.1
Residential	93.8	144.7	1264.8	231.8
Net Change		- 8.0	- 28.2	- 20.4

HC = Hydrocarbons
CO = Carbon Monoxide
NOX = Oxides of Nitrogen

Note: Emission reductions indicated would be subtracted from the regional air inventory for each pollutant.

MITIGATION

To reduce the potential for nuisance complaints from residents, all future demolition/construction projects within the Tower District should be required to control dust generation. Construction dust impacts can be reduced by the following measures:

- Provide equipment and manpower for watering of all exposed or distributed soil surfaces, including provision on weekends and holidays.

- Cover stockpiles of debris, soil, sand or other materials that can be blown by the wind.

- Sweep construction area and adjacent streets of all mud and dust daily.

The project site is located in an area with existing air quality impacts. Measures to reduce vehicle trip generation from land uses within the Tower District would have a beneficial effect both on regional and local air quality. It is recommended that bicycle, pedestrian, and transit modes of travel be supported by all future commercial, office, or residential developments within the Tower District. Such support could be demonstrated by the inclusion of bicycling parking, bus shelters, pedestrian amenities or other features designed to accommodate or promote non-auto travel. The air emission reductions can be related to reductions in auto travel as well as roadway and intersection improvements. Mitigations outlined in Section 4.2, Traffic and Circulation, also would contribute to emission reductions, though the extent of reduction cannot be quantified.

References:

1. California Air Resources Board, Climate of the San Joaquin Valley Air Basin, December 1974.

2. California Air Resources Board, California Air Quality Data Annual Summary, Vol. XVIII-XXI, 1987-1990.

3. Engineering-Science, Analysis of Carbon Monoxide and Inhalable Particulate Emissions From Woodburning Devices in Fresno, California, EPA Contract 68-02-3509, October 1982.

4.4 NOISE

EXISTING SETTING

The following section analyzes existing sensitive noise receptors and noise sources in the project area. Potential noise level changes at sensitive receptors due to project traffic and changes in land use activities will be qualitatively addressed as the Specific Plan is implemented. Appropriate design measures will be recommended in the form of mitigations to reduce potential noise impacts.

Acoustical Measures

Noise levels are measured on a logarithmic scale in decibels which are then weighted and added over a 24-hour period to reflect not only the magnitude of the sound, but also its duration, frequency and time of occurrence. In this manner, various acoustical scales and units of measurement have been developed such as: equivalent sound levels (Leq), day-night average sound levels (Ldn) and Community Noise Equivalent Levels (CNEL's) which establish land use compatibility noise standards.

A-weighted decibels (dBA) approximate the subjective response of the human ear to a broad frequency noise source by discriminating against the very low and high frequencies of the audible spectrum. They are adjusted to reflect only those frequencies audible to the human ear. The decibel scale has a value of 1.0dBA at the threshold of hearing and 140 dBA at the threshold of pain. Each interval of 10 decibels indicates a sound energy ten times greater than before, which is perceived by the human ear as being roughly twice as loud. Therefore, a 1.0 decibel increase is just audible whereas a 10 decibel increase means the sound is perceived as being twice as loud as before. A 10 dBA change in noise level is perceived as being subjectively a doubling in loudness, which would likely result in an adverse public reaction. A change in noise level of at least 5 dBA is required before any noticeable change in community response would be expected. Refer to Table 4.4-1 for typical A-weighted sound levels.

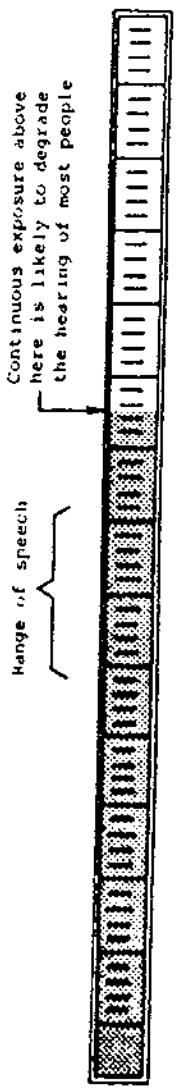
General Plan Policy

The Noise Element of the City of Fresno's General Plan is a requirement of Section 65302 (g) of the California Government Code. The intent of the Noise Element is to "mitigate noise conflicts where they presently exist and to minimize future noise conflicts by the adoption of policies and implementation measures designed to achieve land use compatibility for proposed development" (G.P. p.49).

The City's Noise Element recognizes that different land uses have varying degrees of sensitivity to noise. As shown on Table 4.7-2, the City identifies the following land uses as being sensitive noise receptors:

Table 4.4-1 TYPICAL A-WEIGHTED SOUND LEVELS

Some common, easily recognized sounds are listed below in order of increasing sound intensity levels in decibels. The sound levels shown for occupied rooms are typical general activity levels only and do not represent criteria for design.



Decibels (dB)*	Examples	Subjective Evaluations
140	Near jet engine	Deafening
130	Threshold of pain	
120	Threshold of feeling - hard rock band	
110	Accelerating motorcycle at a few feet away (Note: 50 ft from motorcycle equals noise at about 2000 ft from a 4-engine jet aircraft.)	
100	Loud auto horn at 10 ft away	Very loud
90	Noisy urban street Noisy factory	
80	School cafeteria w/untreated surfaces	Loud
70	Stenographic room	
60	Near freeway auto traffic	Moderate
50	Average office	
40	Soft radio music in apartment	Faint
30	Average residence without stereo playing	
20	Average whisper	Very faint
10	Rustle of leaves in wind Human breathing	
0	Threshold of audibility	

*dB are "average" values as measured on the A-scale of a sound-level meter.

- o educational facilities
- o hospitals
- o convalescent homes
- o outdoor theaters
- o churches
- o mobile home parks
- o single- and multi-family residences.

The Noise Element states that project review for determination of land use compatibility with respect to noise involves two steps: "an initial screening to determine if a project is likely to cause or be adversely affected by noise and, if screening indicates that noise may be of concern, a more detailed examination of the noise environment to better define the problem and develop solutions." (G.P. p.55)

Table 4.4-2 NOISE SENSITIVITY OF VARIOUS LAND USES

SENSITIVITY	LAND USE	FACTORS IN SENSITIVITY*
Sensitive	Educational Facilities	CI, A
	Hospitals	S, CI
	Convalescent Homes	S, CI
	Outdoor Theaters	CO, CI
	Churches	CI
	Mobile Home Parks	S, CI, A
	Single-Family Dwellings	S, CO, CI, A
	Multi-Family Dwellings	S, CO, CI, A
Moderately Sensitive	Professional Research	CI
	Hotels and Motels	S, CI
	Commerical Uses	CI
	Professional Offices	CI
	Recreational Vehicle Parks	S, CI
Insensitive	Agriculture	
	Auto Parking	
	Raceways and Drag Strips	
	Warehousing	
	Industrial Uses	

*Code: S = Sleep Disturbance
CO = Communication Interference (Outdoors)
CI = Communication Interference (Indoors)
A = Activity Interference

Source: Brown-Buntin Associates

The following three policies/implementation strategies pertain to environmental review of proposed projects:

1. Areas of the city exposed to existing or projected exterior noise levels exceeding Ldn/CNEL 60 dB shall be designated as noise-impacted areas.

2. New development of residential or other noise sensitive uses shall not be permitted in noise impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels in outdoor activity areas to Ldn 60 dB or less and interior noise levels to Ldn 45 dB or less in noise-sensitive rooms.

3. New development shall incorporate effective mitigation measures to minimize adverse noise impacts on surrounding noise-sensitive land uses.

The City's Noise Element lists the following basic design techniques to reduce noise impacts to acceptable levels:

1. Use of Setbacks. Noise exposure may be reduced by increasing the distance between the noise source and the receiving use.

2. Use of Barriers. Barriers, such as walls, berms, or other buildings can reduce noise exposure when placed between the noise source and the receiver.

3. Site Design. Buildings can be placed on a project site to shield other structures or areas, to remove them from noise-impacted areas, and to prevent an increase in noise level caused by reflections.

4. Unit Design. An acceptable interior noise environment can be achieved by placing the noise-sensitive portions of a dwelling on the side of the unit farthest from the noise source.

5. Building Design. The shape of building facades, as well as the orientation of the building, can influence reflected noise levels affecting adjacent buildings.

6. Noise Reduction by Building facades. When interior noise levels are of concern in a noisy environment, noise reduction may be obtained through acoustical design of building facades.

7. Use of Vegetation. Although vegetation is not a practical method of noise control unless large tracts of dense foliage are part of the existing landscape, it can be used to acoustically "soften" intervening ground between a noise source and receiver, increasing ground absorption of sound and thus increasing the attenuation of sound with distance.

8. Sound Absorbing Materials. Absorptive materials, such as fiberglass, foam, cloth, and acoustical tiles or panels, are used to reduce reflections or reverberation in closed spaces. Because such materials are easily damaged by sunlight and moisture, their application as an outdoor noise control tool is limited to special cases where the control of reflected noise is critical.

Current Noise Environment

A noise environment is comprised of sensitive noise receptors (as discussed above) and noise sources. With the exception of commercial streets, the entire project area can be considered "noise sensitive", consisting as it does of residential land use together with schools, churches, and rest homes. In 1981 a Community Noise Survey was conducted to measure background noise levels at selected locations in the City. At that time, Ldn levels were found to be below 60 at the four sensitive noise receptors selected in and adjacent to the project area: Glen Agnes Community Center (53 Ldn); Fresno High School (55 Ldn); Fresno City College (56 Ldn); and St. Therese Elementary School (Ldn 57).

Community noise sources which affect the Tower District are primarily from traffic on major roadways and railroad line operations. According to the City's 1981 noise prediction study (Brown-Buntin Associates), five major roadways in the project area generated noise levels higher than 60 Ldn at a minimum distance of 100 feet from their center lines. Applying the City's 60 dB criteria, land uses along these corridors must be considered noise-impacted areas. These roadways include: 1) Belmont Avenue from Blackstone to Palm; 2) Olive Avenue from Blackstone to Palm; 3) McKinley Avenue from Blackstone to Palm; 4) Clinton Avenue from Blackstone to Fruit; and 5) Shields Avenue from Blackstone to Fruit. It is likely that increased traffic volumes over the past eight years have elevated noise levels on these roadways and that noise levels on additional roads or road segments may now be noise-impacted. Existing daily traffic volumes suggest high noise levels along all major east-west roadways mentioned above as well as on Blackstone, the major north-south roadway. Certain segments of Palm, Fruit, and Van Ness also have relatively high traffic volumes suggestive of high noise levels. (Refer to Section 4.2 Traffic and Circulation.)

Current railroad operations on the Santa Fe and Southern Pacific lines which pass through or adjacent to portions of the Tower District also affect noise sensitive land uses up to a distance of 1,000 feet of the tracks. The proposed Route 180 freeway link between Highway 99 and Highway 41 will also affect sensitive receptors in the southern portion of the project area, especially on Fulton Street between Divisadero and Belmont Avenues. Noise attenuation measures will be implemented at identified noise sensitive receptors to reduce potential noise impacts from the freeway link to comply with Federal and State noise standards which require mitigation for exterior noise levels above 70 dBA. (California Department of Transportation, Environmental Reevaluation, June 1989)

IMPACTS

The direct impact on the Tower District relative to increases in noise exposure, depend generally upon the increases in motor vehicle trips. Between the present (1990) and the year 2010, there will be several major road changes that will alter transportation patterns and volumes. These changes include the construction and operation of State Route 180, which traverses the southern portion of the Tower District and the reestablishment of two-way traffic on Fulton Street and Van Ness Avenue. The new freeway is expected to carry 28,000 to 39,000 vehicles per day, some of which will be diverted from parallel east-west streets such as Belmont and Olive Avenues. These streets will experience less traffic and a lower level of attendant noise. Growth in the downtown area as well as regional growth is expected to increase volumes on some north-south streets between the new freeway and downtown. See Section 4.2 Traffic and Circulation, for a full discussion of forecasted traffic increases.

Implementation of the Specific Plan would result in land use that would increase traffic in some areas such as new mixed-use and high density residential areas.

The Specific Plan would also reduce traffic in other areas where land uses are proposed to be less intense, such as the reversion of some General Heavy Commercial and Office designated land to Neighborhood Commercial and Residential. The land use patterns identified in the Specific Plan emphasize a balanced urban concept that attempts to discourage unnecessary vehicle trips. In fact, Table 4.2-1 shows that there would be a net overall decrease in trips in the Study Area under the Specific Plan than would occur under existing General Plan descriptions. Therefore, general noise attendant with new traffic should be less than if the existing land use patterns would continue. The proposed mixed-use and urban infill patterns are intended to provide a living/work environment that would reduce vehicle miles traveled, though the extent to which this reduction would occur cannot be determined at this time.

Other sources of noise that would occur, would be from the construction of new development and operation of equipment such as earthmoving vehicles, pile drivers and other equipment trucks. Some level of construction would occur in the Tower District without the Specific Plan, however the economic activity expected to be stimulated by the Specific Plan would increase the level and extent of construction activity and hence increase the level of short-term construction noise.

This increase in the ambient noise levels in the construction vicinity would be on a intermittent basis during the construction period of specific projects. Major sources of construction noise and the typical A weighted sound level at 50 feet are: dump truck (88 dBA), portable air compressor (81 dBA), concrete mixer (85 dBA), piledriver (101 dBA), jackhammer (88 dBA), bulldozer (87 dBA), paver (89 dBA), pneumatic tools (85 dBA), and backhoes (85 dBA) (U.S. EPA, 1971). Construction operations would subject adjacent areas to noise levels perceptibly higher from existing noise levels. It should be noted, however, that the effect of construction noise would be temporary and confined to relatively small areas at any one time. Construction noises are generally unavoidable.

Mitigation

The following measures are recommended to mitigate the identified adverse noise impacts:

- All construction vehicles and equipment should be properly muffled. California State noise standards for delivery motor vehicles should be met.

- Construction operations and related travel in the vicinity of the project site to and from the construction area should be limited to between the hours of 7:00 a.m. and 7:00 p.m.

- The public works activities should be phased, so that detours could be provided, to obtain an efficient traffic flow and reduce noise impacts due to braking and acceleration of congested vehicle streams.

- For residential uses near the new freeway, noise sensitivity will need to be considered. Acoustical studies should be performed for new projects and appropriate mitigation incorporated into project design.

- Projects should be reviewed on a case by case basis to determine how best to implement the noise control techniques recommended in the Noise Element of the Fresno General Plan. These include use of setbacks, use of barriers, site design, building design and use of sound absorbing materials.

References:

City of Fresno Development Department, 1984 Fresno General Plan, November 1984.

City of Fresno Development Department, Noise Element of the 1984 Fresno General Plan and Related Information, December 20, 1984.

U.S. Department of Transportation (Federal Highway Administration) and California Department of Transportation, Final Environmental Impact Statement, Development of a Transportation Facility on State Routes 41 and 180, 1977.

California Department of Transportation, Environmental Reevaluation, June 1989.

4.5 HISTORIC RESOURCES

EXISTING SETTING

Overview

The Tower District consists of buildings, objects and places, both individually and collectively, which give it a distinctive identity. As an older urban neighborhood, it is not unique; there definitely are others with similar qualities in other California cities. On the other hand, older urban neighborhoods with the particular diversity of architectural styles, assortment of building types and extent of inventory possessed by the Tower District are becoming fewer in number. The Tower District's collection of historic resources is significant in statewide terms, and there still is abundant opportunity, through various types of conservation, restoration and revitalization actions, to retain and enhance the distinctive qualities and collective image of these resources.

The Tower District's historic resources extend back to the late 19th century; almost all of the remaining resources from this period are residential structures. From the turn of the century to 1930, the Tower District experienced considerable growth qualitatively as well as quantitatively; most probably this was the district's most important period of growth, particularly in terms of giving the district many of its character-defining elements. During these three decades, several streetcar lines were extended into and through the district from Downtown; Fresno High School and the present-day Fresno City College were opened; along major thoroughfares, cast iron and reinforced concrete streetlight standards were installed, as were Deodar and Palm trees and landscaped medians; the present-day Zacky Farms grain elevators were erected; sections of Belmont, Olive, Wishon and Fulton developed as retail shopping strips; and residential neighborhoods were filled with variations of the California Bungalow and Period Revival house along with many "block" apartment buildings. Coming out of the Great Depression and prior to World War II, the district acquired the visually-commanding Tower Theater (whose name became the identifying place name for the district) as well as several International and Modern structures. Finally, in the postwar period through the 1950s, the district's commercial strips were developed extensively with Showcase storefronts, and throughout the district numerous residential and professional office "courts" were constructed.

Building Types and Architectural Styles

The principal land use of the Tower District is housing. Consistent with this character, major residential building types include the single-family dwelling unit; duplex/triplex/fourplex; apartment building (very often a four-unit "block", residential "court"); and structures containing a combination of an owner's unit with one or more rental units. The appearance of this latter type strongly resembles a large, single-family residence in most respects, but differs in that the structure provides individual, formal entrance areas for both the owner's unit and the rental unit(s). Most of the residential units in the Tower District are one story; however, larger single-family houses often are two stories, and a few are even three stories. The district's multi-family structures and apartment buildings most often are two or three stories, although several are four stories.

The Tower District also possesses a fair amount of retail commercial land use. Most commercial buildings are one story and consist of two or more storefronts; the postwar and early 1950s inventory of such structures within the Tower District is particularly impressive. Several commercial structures include second-story residential units or residential units to the rear of the property. More recent commercial buildings tend to be larger, and very often are set far back from the street in order to provide extensive amounts of on-site surface parking. A number of auto-related commercial uses still exist within the district; there are a couple of noteworthy service station properties dating back to the 1930s, and several tire stores with large canopies and outdoor service bays.

There are numerous office buildings and professional offices located within the district. Most of the office buildings were constructed in the postwar period, extending into the 1960s, and almost all of these structures are one or two stories. Several professional office "courts" exist along East Olive Avenue. Other professional offices exist as conversions of large single-family residential structures.

The Tower District contains many noteworthy church and school structures. Several churches have tall towers or front façades, which serve as important points of reference for the community--much as one finds in older, smaller cities and towns across America and in Europe. The campuses of both Fresno City College and Fresno High School are "anchored" by visually prominent, architecturally-significant structures, although the siting, design and subsequent construction of nearby buildings have seriously compromised the integrity of these campus properties.

Manufacturing activity occurs in the southwest corner of the district, as related to Fresno's agricultural economic base. The grain elevators and associated warehousing located on North H Street exert a strong visual presence, both in creating a major backdrop for adjacent blocks and terminating several view corridors. Additional food-related manufacturing facilities on the west end of Belmont further contribute to the industrial character of this portion of the district.

As suggested at the outset to this section, the Tower District possesses an enviable diversity of architectural styles. Although comparatively few in number, there are some fine examples of late 19th century Victorian architecture. Additionally, there is a substantial inventory of late 19th century vernacular architecture, concentrated for the most part in an area east of Van Ness, south of Belmont, west of Blackstone and north of Divisadero. The lines and use of materials in these residential structures perhaps is the reason for occasional reference to this style as folk architecture. In any event, this inventory is significant in statewide terms, for in most major cities in California, late 19th century vernacular architecture no longer exists.

In terms of groups or collective expressions of particular styles, the Tower District is memorable and distinguished by its extensive inventories of Bungalows, Mediterranean and Period Revival homes, and postwar commercial and office structures. Outstanding examples of other styles and periods also exist, although they tend to be isolated and comparatively few in number.

Objects and Places

Historic resources within the Tower District are not confined to buildings; other character-defining elements of the built environment make equally significant contributions. This section will briefly describe such elements.

Major streets within the district, such as Van Ness, Fulton, Weldon and Broadway, are illuminated by street lights manufactured and installed during the 1920s. Many of these fixtures are of cast iron construction, whose bases include ornamental detail; others from the same period consist of reinforced concrete. In all cases, the opaque globes possess a familiar, distinctive shape. Throughout California and other cities across the country, street lights of the 1920s are recognized as significant historic resources of considerable economic value.

Significant public area landscaping resources of the Tower District include the landscaped medians found on Weldon Avenue and Van Ness Avenue north of Weldon; the statuesque stands of Deodars on Fulton south of Belmont, and on Van Ness north from Weldon; the mature stands of Palms for several blocks of Belmont west of Yosemite; and numerous Craftsman-style gateways found along the west side of Van Ness north of Weldon, and the pair of reinforced-concrete gateways on the east side of North Thorne at East Dudley. Many residential properties within the district include well-maintained landscaping improvements whose design, age and choice of materials indicate a conscious decision to complement and reinforce the architectural character of the residential structure at the time of, or soon after, the original date of construction.

Other types of public area improvements exist as significant character-defining resources of the Tower District. Many of the culvert structures which allow vehicular and pedestrian passage over Dry Creek include distinctive railings and wall units. Two railroad viaducts, at Belmont just west of H Street and on Van Ness just north of Shields, and the Belmont traffic circle just west of the Southern Pacific tracks, are additional public works projects of historical significance.

The Tower District contains an array of significant commercial signs. Probably the most obvious and familiar to most persons is the Art Deco signing solution for the Tower Theater, including the elaborate use of neon and use of a period typeface for storefront businesses located within "wings" of the theater building which front on Wishon and Olive Avenues. Many of the postwar commercial buildings possess "fin" signs which are integral to the architecture of their period. There are isolated examples of freestanding pole signs and rooftop signs of historical significance.

Changes to Historic Building Fabric

One of the principal early determinants of the form and character of the area now referred to as the Tower District was the installation of streetcar lines in the first decade of this century. In turn, this major public works project caused or "leveraged" vast amounts of private investment in residential and commercial properties. The Tower District thus became a classic case of the "streetcar suburb," linking Fresno's downtown offices, department stores, theaters and other civic activities with residential quarters and neighborhood shopping areas. By 1939, however, streetcar operations had ceased within the Tower District.

Immediately following World War II, there was a rush towards affluence, as the energies previously directed to fighting the war were now redirected to domestic activities. Two sectors of the domestic economy which experienced huge amounts of new growth and change were the homebuilding and automobile industries. As in many other cities and neighborhoods across the country, the postwar changes taking place within these two vital, central industries were to result in significant changes to the Tower District.

For one, commercial properties were increasing their orientation to use of the automobile, and placing far less emphasis on pedestrian activity. One consequence of this change in orientation, as least as measured in terms of land use, was the devotion of large amounts of commercially-zoned property for on-site surface parking. Another major impact was the outward movement of residential investment and construction, thereby "leaving behind" older houses and existing neighborhoods of the Tower District.

Citywide plans, policies and standards also underwent major change in years following World War II. New or altered provisions and standards created to address new developments in outlying areas were used universally within municipal boundaries, so that existing resources and the historic building fabric of older, established areas and neighborhoods, such as the Tower District, were subjected to change based on a new set of values. Major streets, such as crosstown arterials and thoroughfares, were widened in older neighborhoods, including the Tower District, to accommodate large volumes of through movement. Other types of traffic engineering solutions also were imposed on the Tower District, such as the removal of on-street parking and, in 1961, introduction of the north/south one-way couplet to and through some of the district's most established neighborhoods.

In the mid 1960s, a plan was prepared and adopted to construct a new freeway facility whose elevated structure would traverse the lower portion of the Tower District. The proposed Highway 180 and Fulton Street interchange would bring long-term change to the Tower District of a nature and to a degree far in excess of any other change to date. Property acquisition, demolition of structures and removal of buildings over the last 15-20 years have created severe blight and lack of investor confidence in lower portions of the Tower District. In addition, there are many persons in the community who fear that construction of this facility will permanently sever the Tower District from Downtown; this fear of the "severing effect" is based on living examples where elevated freeway structures exist in other California cities.

It also should be noted that this long-term property acquisition program caused the demolition and/or removal of historically-significant structures, and that construction of this proposed freeway facility and interchange will adversely impact remaining historically-significant properties, some of which certainly appear to be eligible for listing on the National Register of Historic Places as well as State and local registers.

IMPACTS

The Specific Plan's survey of historic resources recognizes the value of buildings and other man-made features of the Tower District (or any city) not just for their individual qualities, but for the way in which these resources work together in the larger urban

landscape. The Specific Plan identifies significant and unique historic resources within the district, and calls for a number of measures which are intended either in part or in conjunction with other measures, to recognize and retain the historic resources. In summary, the Specific Plan's impacts on historic resources consist of the following:

1. It delineates boundaries for the creation of five historic districts and identifies the location of twenty-seven court properties to constitute one thematic group. Formal establishment of the historic districts and the thematic group would require official City action, most likely the amendment of the City's zoning ordinance and official zoning map.

2. It provides that any project which requires City development entitlement, including subdivisions maps, use permits and site plan review, must be found consistent with all applicable provisions of the Specific Plan, including those provisions intended to preserve historic resources.

3. It establishes a general goal to conserve and revitalize the Tower District's historic and architectural resources.

4. It calls for the completion of a comprehensive inventory of historic and architectural resources.

5. It establishes guideline recommendations for building alternatives, new construction and public area improvements so that potential projects will respect and respond to the historic character of the district's neighborhoods.

6. It calls for recognition of historical precedents of densities and development which are different from contemporary standards and which would allow flexibility in new development or alterations that would not otherwise be allowed.

Because none of these effects would tend to remove, destroy or inhibit historic resources, none are considered to result in significant environmental effects. In fact, the collective result of the Specific Plan is to enhance and preserve historic and architectural resources, which is one of its primary intents.

MITIGATIONS

In order to protect and not just recognize the significant historic resources of the Tower District, the City may need to adopt certain measures that would apply to specific properties located within the district. Such measures are spelled out in Section 8.0, the Implementation Element of the Specific Plan.

4.6 VISUAL QUALITY

EXISTING SETTING

Overview

The visual character of the Tower District consists principally of low-density residential neighborhoods laid out on the grid system, and traversed in both east/west and north/south directions by major thoroughfares. Neighborhood and community-serving commercial land uses are located on these arterial streets, as are occasional small clusters of professional offices. A grain elevator and several food processing plants are located in the southwestern corner of the district. Distinctive, mature landscaping is found throughout the district, in several instances along public rights-of-way in addition to its widespread existence on residential properties. Dry Creek traverses a substantial portion of the lower portion of the district. For the most part, the district's terrain tends to be flat. The major streets are strongly linear in nature, and thereby help to establish orientation within the district; on clear days, they become extended view corridors. At times, the use of land set aside to accommodate the motor vehicle appears out of proportion relative to the specific needs and quality of life attributable to the district's residents and business interests.

Despite some erosion of the historic building fabric, as well as the occasional intrusion of commercial uses into residential areas, the Tower District continues to possess an unmistakable coherence. It is a place of discernible identity, such that the character of its townscape is memorable and the extent of its boundaries seems appropriate. The Tower Theater (1939), after which the Tower District is named, is shown in Figure 4.6-1

Residential Areas

The preponderance of single-family dwelling units, most of which are single story, probably is the principal character-defining element of the Tower District. These residential properties establish a dominant scale and tone against which the presence and character of other elements of the district's built environment are measured, including multi-family and other residential structures whose heights exceed one story. While unquestionably there are many fine examples of Victorian and Period Revival residential architecture within the district, most of the single-family housing stock is decidedly vernacular in character and from three distinct periods--the late 19th century, the teens and twenties, and the postwar period through the 1950s. Almost all of the district's houses are sited with generous front yard setbacks, and many also enjoy gracious tree lawns. A typical street of bungalows is shown in Figure 4.6-2.

Another distinguishing element of the Tower District's residential neighborhoods is the well-integrated presence of multi-family structures, which most often are found at corner locations and along major streets. Frequently these structures appear as court developments or as four-unit apartment "houses"; less frequently they exist as large apartment buildings or as garden apartment developments. The district also has many

duplex units, the siting and appearance of which easily can be mistaken for two-story, single-family dwelling units. Some older, larger houses have undergone conversions to apartments, professional offices and retail businesses, but for the most part such conversions have occurred within or adjacent to properties directly affected by the future Highway 180 elevated structure and Fulton Street interchange.

Commercial Areas

There are several distinct commercial areas within the Tower District. The central commercial area today radiates east, west, north and south from the Tower Theater; this pedestrian-oriented environment bustles by day and retains streetlife well into the evening hours. Considerable daytime and evening activity also exist along the Blackstone commercial strip, the decisive eastern edge of the district, although the dominant vehicular nature of this commercial area contrasts sharply with the commercial character of shops and offices located in the vicinity of the Tower Theater. Other pockets and strips of commercial activity within the district exist on major streets, such as Van Ness, Fulton, Belmont, Divisadero and Olive. Figure 4.6-3 shows typical commercial development on Olive Avenue.

Virtually all of the Tower District's commercial buildings and storefronts are one story, and, until the early 1960s, virtually all of these buildings were constructed to the front property line. The design intent of placing the building and, in particular, the storefront area at the sidewalk's edge was to appeal directly to the pedestrian passerby and window shopper. Storefront windows and display areas were not perceived as liabilities or as unnecessary expense, but as great opportunities for presenting merchandise and featuring special products and services. Beginning in the 1960s, however, the design and construction of most commercial properties shifted attention to the automobile: buildings were set back to the rear of the site; large amounts of surface parking were provided up front; more and bigger driveways traversed sidewalk areas; banks and fast-food outlets installed drive-up windows; signing of commercial properties, including general purpose advertising, was now designed to catch the eye of passing motorists; and front windows and display areas became storage areas and places to install even more signs. By and large, commercial properties constructed over the past 25-30 years within the Tower District reflect this shift in orientation to "motor" architecture.

Schools and Churches

Dating back to construction in the teens, both Fresno High School and Fresno City College are major land uses whose buildings and programs affect the visual quality of the Tower District. Both campuses offer a certain relief to the district in terms of offering large areas of lawn, play fields and other open space. On the other hand, both campuses, but especially Fresno City College, attract large numbers of students, faculty and staff who commute by automobile. The noise and visual impacts of on-street parking activity for adjacent properties and neighboring residential areas are considerable; and, as additional visual impact, virtually all of the front and east side yard setback areas of Fresno City College are now devoted to vast amounts of surface parking. Other school facilities within the Tower District offer similar kinds of open space relief and generate similar kinds of automobile-related impacts, but to much less degree.

Several churches within the Tower District possess tall front façades and spire elements, and, as these impressive structures normally are sited at a corner of the property, the intended effect of high visibility is achieved. Not only is the architecture striking, but these tall structures provide a sense of orientation for the greater community as well as the immediate neighborhood.

Streets and Sidewalks

Most of the Tower District's residential areas possess pleasant, tree-lined streets. Many of these streets include tree lawns, whose presence definitely adds a dimension of graciousness to sidewalk areas and the overall street environment. Figure 4.6-4 shows East Harvard Avenue with an example of a typical tree-lined street. Some residential streets, such as Van Ness north of Weldon, even possess generous medians with mature, well-maintained landscaping. All of these landscaping features go hand-in-glove with the district's residential architecture. Fortunately, there are relatively few instances to date, with one exception, where the integrity of these landscaping improvements has been seriously compromised. The one exception within the district is the widening of streets, which has left affected residential properties with comparatively stark sidewalk environments, a loss of street trees, and, in many instances, reduced yard areas.

A significant urban design feature present in many of the district's residential neighborhoods is the visual offset which results when two platted tracts interface with one another. Not only does this slow down vehicular traffic, but the visual character of neighborhood streets is enriched.

The visual quality and character of street and sidewalk areas in the district's commercial areas vary considerably. In the vicinity of the Tower Theater, for example, commercial buildings and retail storefronts fill the front portion of each site; no front or side yard setbacks exist. There is on-street parking. The pedestrian feels welcome, whether to shop or just to browse. Vehicular traffic moves at a slower pace. By contrast, commercial properties situated along Blackstone, as well as recent commercial developments along major streets such as Olive and Belmont, observe front and side yard setbacks and provide on-site surface parking. There is little if any pedestrian activity, as shoppers move by automobile from one store and parking area to another. Traffic moves along at a faster clip.

In the traditional view of city building and urban design, it is the presence of buildings which define streets and intersections. Accordingly, when buildings are set back from the street or an intersection, the character of the place is other than urban; such places tend to be viewed, instead, as suburban or roadside environments. When commercial developments of a suburban or roadside character replace older commercial buildings and storefronts on long-established streets such as Olive and Belmont, traditional urban fabric is eroded. Translating this erosion into visual quality, the street environment becomes somewhat disjointed and confusing.

Building Alterations and Code Enforcement

The Tower District is an older urban area consisting of substantial numbers of historic and architectural resources of both private and public ownership. Of great concern, therefore, is the potential for making inappropriate alterations to the historic building

fabric together with the need to properly maintain historic properties. Measured in direct terms, the monetary value of these properties is at stake. Unfortunately, and the Tower District is no exception, many property owners are well intentioned and go to the point of undertaking expensive "improvements" to their historic houses and commercial buildings, and yet, because the alterations they make are misguided and inappropriate, they actually end up depreciating the market value of their historic properties. Measured indirectly, but certainly of no less consequence, neighborhood stability and long-term investor confidence are at stake. Enclosing the porch and covering all of the lower-floor windows of a Craftsman Bungalow with black security grilles may well deter potential criminal activity, but at the same time, it also may deter confidence in the neighborhood's future and only add to existing uncertainty about the area's safety and well-being. All alterations and maintenance activity directly affect the visual quality of individual public and private historic resources, as well as the collective appearance of these resources as neighborhoods.

Enforcement actions also are critical to older urban areas such as the Tower District. In commercial zones, a perennial problem in many communities involves enforcement of the sign provisions of the municipal zoning ordinance--"temporary" signs that become permanent, signs erected or installed without a valid permit, signs erected or installed not in accordance with approved drawings, and signs not removed when a business ceases operation or there is a name change. Other situations which typically require enforcement activity in commercial zones involve the unsightliness of outdoor storage areas, maintenance of both soft and hard landscaped improvements, and illumination of rear areas and on-site surface parking.

Enforcement actions are no less important in residential areas. Typical situations involve the erection of a fence or "very small" addition without benefit of a building permit or variance from a required setback. In the Tower District, there is the somewhat peculiar and rather prevalent practice of parking cars on front lawns, entrance walks, and, in some cases, "curbside" at the front steps. While most people in the community probably would agree that the parking and/or storage of motor vehicles in front yards adversely affects the visual quality and character of a residential neighborhood--after all, there is a law on the books prohibiting this activity--it does seem to indicate that there also are many in the community who assign a very high priority to convenience and the central role of the motor vehicle in their lives.

IMPACTS

As noted in the Setting Section, the Tower District is characterized by areas of varied visual qualities. Determining what is "good" or "bad' visual quality can be quite subjective, and, as is often said, "in the eye of the beholder". For purposes of this section any action that would tend to adversely affect the preservation and enhancement of the significant and unique visual qualities which comprise the Tower District, would be considered to be a significant impact. The Specific Plan identifies significant and unique visual resources within the district and calls for a number of policy changes which are intended to recognize, retain and enhance these resources. In summary, the Specific Plan's impact on visual resources consists of the following:

Tower District Specific Plan EIR

4.6 Visual Resources

Figure 4.6.1 Tower District Theater

igure 4.6.2 Typical Street of Residential Bungalows

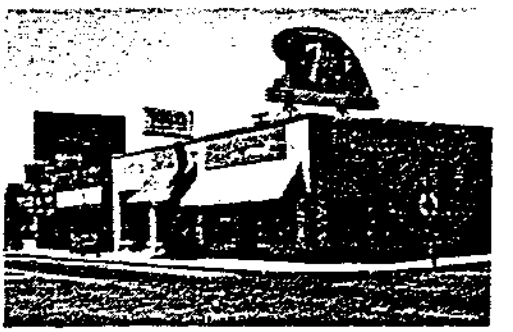


Figure 4.6.3 Olive Avenue Commercial

Figure 4.6.4 East Harvard Avenue - A Typical tree-lined Residential Street

1. It provides for a comprehensive program of inventories, guidelines and policies to protect and enhance significant historical and architectural resources. (See Section 4.5).

2. It provides new open space along street corridors, adjacent to the proposed 180 Freeway and along Dry Creek (See Section 4.7, Parks and Recreation).

3. It establishes a policy of providing "pocket" mini parks and new attractive public plaza areas.

4. It calls for the preservation and enhancement of mature trees and other significant landscaping.

5. It recognizes and calls for rehabilitation of ill-repaired and dilapidated buildings.

6. It calls for the maintenance and improvement of public streets and alleys.

7. It calls for the elimination of and the prevention of new large parking lots fronting major streets.

8. It calls for the conservation and enhancement of residential neighborhoods.

In general, the Specific Plan's policies and guidelines regarding neighborhood conservation, open space, historic and architectural features and urban design guidelines collectively improve the overall visual character of the Tower District, which is a major goal of the Specific Plan. There are no aspects of the Specific Plan that would adversely affect visual resources and therefore, there would be no resulting significant impacts.

MITIGATION

Implementation of the Tower District's land use and conservation policies would serve to mitigate existing visual impacts and should prevent future impacts from occurring. To further protect historic and architectural features, the City should consider the urban design and architectural guidelines in Section 8.0, Implementation of the Specific Plan.

4.7 UTILITIES AND SERVICES

EXISTING SETTING

Water

Water Supply and Distribution System. The City of Fresno is the main provider of domestic water in the metropolitan area, including the Tower District study area. The source of domestic water is the underlying groundwater basin which is accessed by deep wells located in a grid pattern throughout the City. While water quality is generally good, approximately thirty City wells have been found to contain DBCP, a carcinogen associated with a soil fumigant for nematodes. These wells are not located in the project area.

Water is distributed by the City's Water Main Grid System. For the most part, water mains in the project area, along with most other utilities, are located in the public utility easements in the alleys. Approximately 44 percent of the water mains in the project area are 40 to 60 years old and the remaining 56 percent have been built and installed since the 1950s. The City's Public Works Department is not aware of any existing water capacity or supply problems. (Personal communication from Jim Bier, Engineer, City of Fresno Public Works Department, February 26, 1990.)

Water Improvements. According to the City's Master Service Delivery Plan (1985), the City may arrange for the formation of an improvement district to provide for additional fire hydrants or upgrading of existing hydrants.

Sewer

The City of Fresno is the regional provider of sanitary sewer service in the metropolitan area, including the Tower District study area. According to the City's General Plan, "each community area is different with regard to its waste discharge characteristics. These characteristics are the result of many factors, including the type and amount of industrial, commercial and residential development, as well as water use habits, extent of water metering, water cost, climate, sewer system condition, groundwater levels and storm drainage characteristics" (p.62).

Sewage Collection System. The project area is largely served by a gravity flow system which dates back as early as the 1920s. Approximately 62 percent of the sewers are between 60 and 70 years old, 27 percent between 40 and 60 years old, and the remaining eleven percent less than 40 years old. Because the life expectancy of sewer lines is about 80 years, nearly 90 percent of the area's lines will need replacement within the next twenty years. Most of the sewer lines are in the public utility easements located in the alleys.

Two sewer mains serve the project area: a 24-inch main in McKinley Avenue which generally serves the sub-area north of McKinley and a 30-inch main in Weber Avenue which generally serves the sub-area south of McKinley. In addition, a 27-inch main underlies a portion of Olive Avenue. The capacity of the main trunks is capable of serving an average density of eight units per acre. In general, six-inch lines serve individual blocks and are 60 to 70 years in age.

It is presumed that the condition of the system varies within the project area and that it also varies as a function of age. Much of the infrastructure in the north portion of the project area, generally from Shields Avenue down to McKinley, is in good condition due to the upgrading which has recently occurred as part of special assessment districts. The City's Public Works Department is not aware of any specific sewer collection system problems in the project area. (Personal communication from Jim Bier, Engineer, City of Fresno Public Works Department, February 26, 1990.)

Sewage flows from residential areas are estimated, based on 115 gallons per person per day, the Planning Department's current data on the average number of people per dwelling unit, and the average number of dwelling units per acre for the various zone densities.

Sewage Treatment Plant. The City's sewage treatment plant is a secondary treatment facility located south and west of the project area near Jensen and Cornelia Avenues. The effective treatment capacity of the facility is 55 million gallons per day (MGD). Estimated average daily flows during 1989 were 50 MGD, with seasonal peak high flow of up to 100 MGD which can occur during winter storms when storm drainage overflows into the sewage collection system. Peak high flows which exceed capacity are diverted and stored in retention ponds and treated as capacity allows. The treatment plant is currently undergoing expansion to a 80 MGD capacity, with buildout expected in 1995. (Personal communication from Monty Dill, City of Fresno Wastewater Treatment Plant, February 23, 1990).

Drainage/Flood Control

The storm drainage system in the City of Fresno is separate from the sewer collection system. The Fresno Metropolitan Flood Control District (FMFCD) has the primary responsibility for flood control planning and management, including identification of flood prone areas and proposed structural and non-structural controls to control storm flows. The District also has the responsibility to review all land use proposals for flood control needs or impacts.

Storm Drainage System. The Floodway Maps prepared for the City of Fresno in 1982 by the Federal Emergency Management Agency (FEMA) show that sheet flooding from 100-year storm events occurs diagonally across the project area from northeast to southwest. According to the Flood Control District's Storm Drainage and Flood Control Plan (Revised January 18, 1989). The Tower District project area contains five designated Drainage Areas, "EE", "RR", "UU_1", "UU_2", and "YY". Storm drainage facilities in drainage areas "EE", "UU_1", "UU_2", and the south half of "YY" have recently been upgraded to current standards. Currently, all of Drainage Area "RR" and the area north of Belmont Avenue in Drainage Area "YY" receive service from temporary facilities owned and maintained by the City of Fresno.

These temporary facilities, sized to handle only the smallest storm events, back up and cause frequent flooding. Due to a lack of permanent facilities, major flooding problems occur along Fulton Street between University Avenue and LaSierra Drive, Clinton Avenue between Blackstone Avenue and Maroa Avenue, at the intersection of Poplar and Elizabeth Avenues, and at the intersection of Princeton and Maroa Avenues. According to the Flood Control District, once permanent District facilities are complete, flooding problems will be reduced substantially. (Personal communication from Debbie Campbell, Civil Engineer III, Fresno Metropolitan Flood Control District, February 22, 1990.)

Funding for construction of storm drainage facilities is derived from the formation of special assessment districts supplemented by General Fund money. Typically, a special assessment district to upgrade a substandard area in the City is formed once every couple of years. It is likely that the downtown Drainage Area ("FF") will be the next area to receive permanent FMFCD facilities, to be followed by "RR" and the north half of "YY". (Personal communication from Rick Anderson, Design Engineer, Fresno Metropolitan Flood Control District, February 15, 1990.)

Dry Creek. Dry Creek is a channelized and concrete-lined drainage course which carries irrigation water and storm drainage water through the southern portion of the project area. The Creek has been used for irrigation and flood control since the early 1890s and is no longer a natural channel possessing riparian vegetation. Fences have been placed on either side of the channel from Belmont Avenue to the west edge of the District at H Street to enhance public safety and as a form of encroachment control aimed at preventing use of the channel for garbage disposal.

Alleys

The Tower District study area is characterized by the presence of between-street alleys surfaced for the most part by oil and dirt. The City assumes road surface maintenance only if abutting owners have installed permanent asphalt surfacing. In other cases, the City will provide maintenance only as necessary to avoid hazardous conditions or to facilitate solid waste service. Alley maintenance is General Fund supported. (Master Service Delivery Plan, p.20).

Electricity and Natural Gas

Pacific Gas and Electric Company (PG&E) provides all electricity and natural gas to the project area. The three electrical circuits which serve the area have adequate voltage and good reliability. In much of the Tower District, electric and natural gas lines (and other utilities including water, phone, and cable TV) are located in alley ways along a 10 foot wide Public Utility Easement. On streets where existing utility lines are overhead, underground utility districts can be formed if the following criteria are met: the street must have 1) a length of at least 600 feet (i.e. two to three blocks) with overhead lines on both sides; 2) carry a heavy volume of pedestrian traffic; and, 3) adjoin a civic area or an area of scenic interest to the general public. (Personal communication from Richard Mott, Engineer, Pacific Gas and Electric, February 23, 1990.)

Street Lighting.

Prior to March 1989 all street lights in the project area were owned and maintained by PG&E, but have since been acquired by the City. Most areas of the Tower District fall short of the existing street light standard of one light every 150 feet and in some cases, lights are found only on corners. Street lights are generally served overhead from back alleys. Upgrading of street lights would require the formation of a special assessment street lighting district.

Fire Protection

As described in the City's Master Service Delivery Plan, the Fresno Fire Department provides fire prevention (code enforcement, fire investigation, and fire inspections for commercial establishments and public buildings), fire suppression, and emergency medical care services to the City, including the Tower District study area.

The Fire Department uses a computer program to determine the location of needed fire stations. The program is based on specific and community plans and is designed to achieve an average response time of four minutes from the time of dispatch to arrival of the first responding unit.

The closest fire station to serve the Tower District project area is located at Vagedes and Clinton Avenues where there is one truck, one engine, one paramedic unit, and six fire fighters on shift at all times. According to the Fire Department, existing service and fire flows in the project area are considered adequate and there are no problems particular to the project area which require attention. (Personal communication from Mike Schmidt, City of Fresno Fire Department, February 1990).

Police

As described in the City's Master Service Delivery Plan, the Fresno Police Department provides a full range of services to the City, including the project area. These services include: response to calls, crime prevention, tactical crime enforcement and traffic enforcement/accident prevention. The Department's Operations Support Division supplements the above service by investigating criminal cases, providing juvenile crime enforcement and prevention, and vice/narcotics control and enforcement. The Department also provides extensive crime prevention assistance to the community, including residence and business security inspections, neighborhood and business watch group formation, and public presentations.

In order to most efficiently serve the City, the Police Department has divided the City into five Community Based Policing Areas, each under the administration of a police lieutenant, with the necessary complement of patrol officers. The Tower District is served by the Central (south of McKinley Avenue) and Northwest (north of McKinley Avenue) Policing Areas. There are no public-contact stations in the project area.

The Police Department reports that the project area currently receives the minimal acceptable level of service and that Tower District upgrading will probably necessitate additional policing services (Personal communication from Glenn Smith/ Management Analyst, Lt. Dragoo/Central Area, and Lt. McIntyre/Northwest Area, February 1990). Existing staffing is as follows:

Central Police Area:	Watch 1 0800-1600 - 1 officer
	Watch 2 1500-0100 - 3 officers
	Watch 3 2030-0630 - 0 officers
Northwest Police Area:	Watch 1 0800-1600 - 2 officers
	Watch 2 1500-0100 - 2 officers
	Watch 3 2030-0630 - 3 officers

Current trouble spots in and near the project area are the Belmont strip and the Glenn and Poplar Avenue area north of Divisadero Street.

Schools

In the Tower District study area, there are: three elementary schools (John Muir, T.L. Heaton, and Dailey); one adult school (formerly Hamilton Junior High); one high school (Fresno High); and one community college (Fresno City College). An additional elementary school (Anthony) at Blackstone/Webster, is slated to open in the Fall 1992. Table 4.7-1 shows current enrollment, existing capacity, and projected enrollment in November 1994.

Table 4.7-1
Tower District Public Schools
Existing Capacity and Current and Projected Enrollment

	Enrollment 11/89	Capacity Traditional	Year-Round	Projected Enrollment (11/94)
Fresno High	2,444	2,790	3,500	3,288
Hamilton	275	1,500	1,875	1,500
Dailey	653	727	908	773
Heaton	729	767	958	846
Muir	923	941	1,044	1,119
Anthony		900	1,125	N/A

Source: Fresno Unified School District
Charles McAlexander, Asst. Superintendent, Office of Priority Housing

The Fresno Unified School District uses the following student yield factors per residential unit to generate projected enrollment figures : K-6 = 0.4 students; 7-8 = 0.1 students; 9-12 = 0.2 students. According to the District, a study will be initiated to determine the need for additional schools to service the project area.

Parks and Recreation

The City's recent Master Plan for Parks and Recreation (April 13, 1989) updates and amends the 1984 Open Space and Recreation Element of the General Plan. The Master Plan is intended to be the guiding document for the location of future park and recreation facilities for a twenty-year planning period and is based on community need and on newly established standards, goals, and policies. General Plan Amendment No. GP-4 states:

> The City of Fresno has adopted and shall pursue an acreage-per-1,000 people open space standard of 3.0 acres of park land for every 1,000 persons residing within the City and will ensure the development of sufficient park land or private usable open space in areas designated for higher density. The park acreage standard includes the following components:

Neighborhood Parks	0.75 acres/1,000
Community Parks	0.25 acres/1,000
Regional Parks	2.00 acres/1,000

The Master Plan (p. 20-23) identifies the basic park types as follows:

Mini-Parks - "Where larger parks are not feasible, mini-parks (pocket parks) fill a void. They are also of benefit near higher density development, especially when adequate open space and recreational opportunity within the project area are not provided."

School Grounds Playfields - "School sites make up a large inventory of recreational open space in the community which should be recognized as satisfying a portion of park space needs."

Neighborhood Parks - "Neighborhood parks are designed to serve residents living within a one mile radius of the site ...located next to an elementary school, (and) ... from 5 to 10 acres in size."

Community Parks - "Community parks should be developed to meet the physical, social, and cultural needs of residents living within each community plan area. The park services the area within a two to four mile radius ...The size is generally from 15 to 20 acres."

Regional Parks - "Regional parks are developed to serve residents living within each quadrant of the City....The size is generally 100 or more acres."

Also relevant to the Tower District study area is the Special Use Area which includes "open space which has particular scenic, aesthetic, or historic value which should be conserved."

Open space and recreation facility recommendations contained in the Master Plan were based in part on an inventory of existing parks and recreation services and on a user survey.

For park planning purposes, the Fresno-Clovis Metropolitan Area was divided into Community Plan Areas. The Tower District is located in, and comprises about half of, the Fresno High-Roeding Community Plan Area. Dickey Playground and Lafayette Park are two of the Area's neighborhood parks located adjacent to the Tower District. The 157-acre Roeding Regional Park is also located adjacent to the Tower District. The Ted C. Wills Community Center, a 6.3 acre community facility which provides a wide range of recreation and social services, is the only park within the Tower District project area.

Park space in the Fresno High-Roeding Community Plan Area was found to be deficient for the current population in terms of the proposed park standards, especially for neighborhood parks. Lack of neighborhood parks can be attributed to the area being built out at an historical period when parks were not required as part of development. The Master Plan states that new park space will most likely come from a combination of joint use of existing facilities and commitment of resources for park development in non-urban growth areas. (p. 44) The City currently has a Joint Recreation Facility Use Agreement with the Fresno Unified School District, in which the Tower Plan Area is located. At the present time, several acres of turfed area are available for recreational activity at each of the Muir Elementary, Dailey Elementary and Heaton Elementary sites where the Parks, Recreation and Community Services Department has recently implemented or expanded after-school sports and recreation programs. The Master Plan proposes that the Hamilton School also be developed into neighborhood park facilities through the selective lighting of outdoor sports fields and the addition of limited landscaping and picnic areas. Use of Hamilton for programmed recreation may occur in the near future. (Personal communication with LeRoy Milavich, Management Analyst, Parks, Recreation and Community Services Department, City of Fresno, February 1990.)

IMPACTS

Water

The Specific Plan proposes some shifts in land use and development patterns in the Tower District. While these changes in land use are not expected to create substantial new demands for water supply, the age and sizing of the existing distribution system would require upgrading in some cases. For instance, should new development occur in areas where existing water mains are located in alleys and easements (the North Fulton Street and North Van Ness area south of the 180 Freeway, for instance), development would require new upgraded water mains to be relocated in the streets. Some areas, especially the Density Tolerant Areas and other higher density areas, may require larger mains to accommodate adequate fire flow as required by the Fire Department. Other areas that would be "backzoned" to a less intense land use than under present conditions, would have no change in, or less demand for, water. Subsequent development would have to be reviewed and considered on a case by case basis during the application review stage, to determine the exact nature and timing of any improvements, It should be noted that the City has an ongoing City-wide system upgrade program that in some cases would occur with or without the implementation of the Specific Plan.

Sewer

The Specific Plan would not have a direct impact on the sewer system within the Tower District. However, as noted earlier, implementation of the Specific Plan may cause localized impacts in certain areas, especially those areas where residential densities would increase. In some cases, there will be an increase in flow demand, and in some areas there will be a need for infrastructure improvement or replacement. System upgrades would generally be a function of age of the system. As described earlier, much of the Specific Plan area north of McKinley has been upgraded as part of recent special assessment district work. Many of the lines south of McKinley are 60 to 70 years old and would be requiring replacement in the near future, with or without the Specific Plan.

If the alleys in the project area were to be used for new development, existing water and sewer mains and other utilities currently located in the public utility easements may need to be relocated. While much of the infrastructure in the Tower District study area requires or will require upgrading in the near future, these needed improvements should not be considered as constraints to planning.

Drainage/Flood Control

Absent detailed development plans, it is speculative to ascertain the impact on the drainage and flood control facilities in the Specific Plan area. If the land use changes outlined in Table 4.1-1 are considered, various assumptions can be made. For instance, there is an increase in the overall acreage for residential uses. Typically, residential uses have a higher percentage of yards and permeable surfaces than most commercial uses and a relatively lower level of runoff might be expected, but a specific determination cannot be made at this time.

The Specific Plan calls for the establishment of approximately 17 acres of new Open Space designation, a portion of which would be grass and other permeable surfaces. The Specific Plan also calls for the establishment of mini "pocket parks" and the preservation of existing open space areas. There would obviously be areas of new development where localized increases in runoff would occur. However, the open space policies and implementations tend to minimize new hard surfaces and attempt to reduce the amount of runoff from the Specific Plan area as a whole.

Alleys

There are no new projects or programs identified at this time for Tower District alleys. There will be no effect on the ability to accommodate refuse trucks or emergency vehicles. As noted under the discussion of water and sewer lines, some existing utility lines may have to be relocated to the streets to provide adequate fix flow and sewage flow as redevelopment occurs. If this occurs, the alleys would be torn up and presumably, resurfaced. The Specific Plan contains policies that call for the maintenance, repair and improvement of public alleys and streets.

Electricity and Natural Gas

There are no new projects or programs identified at this time by P G & E for the Tower District Specific Plan area. If undergrounding of overhead electrical lines is done, it

would most likely be accomplished through new assessment districts or major redevelopment projects, some of which are called for in the Specific Plan. New development should not require substantial additional demands for either gas or electricity.

Street Lighting

The Specific Plan proposes policies which would encourage repair and maintenance of improvements and enhancement of public areas within street rights-of-way, including street lights. Other policies call for increasing the security in public areas. Implementation of these policies would provide enhanced street lighting more in conformance with the City standard of one light per 150 feet. Specific Plan area wide improved lighting would most likely be accomplished through new assessment districts or major redevelopment projects, neither of which are proposed as part of the Specific Plan.

Fire Protection

The City Fire Department has indicated that the Tower District is generally adequate with respect to fire flow and fire engine response time. Implementation of the Specific Plan should accomplish a number of end results which would enhance fire protection services:

1. New Development would upgrade water lines, which would increase fire flow and provide additional hydrants.

2. Alleys and streets should be better maintained for access to structures.

3. New development and redevelopment would replace or upgrade older, poorly-maintained structures that may present existing fire hazards. Such new development would be subject to all currently required fire code improvements and suppression systems.

Police

The City Police Department reports that the Tower District generally receives the minimum acceptable level of service for police protection and services. Many aspects of the Specific Plan would reduce the overall existing physical and socioeconomic blight which contributes to the demand for police services. New residential and commercial development as well as new open space areas would create the demand for a higher level of service. However, the Specific Plan would provide a number of changes that should improve the Police Department's ability to provide adequate service.

1. Deteriorated and blighted buildings would be replaced or redeveloped;

2. Improved vehicular access and circulation in the Specific Plan area would permit greater patrol vehicle circulation;

3. A higher level of economic activity may tend to discourage the gathering of transient populations;

4. Mixed uses tend to provide some level of activity throughout the day whereas all commercial areas or all residential areas generally have low levels of human activity during night time and day time hours respectively;

5. Improved street lighting would generally improve security levels in newly lit areas.

Schools

Implementation of the Specific Plan is expected to both directly and indirectly generate new elementary and high school students. The exact nature of new dwelling units that would be built in the Tower District is not known at this time, however, the overall acreage of residentially designated areas, especially in the medium density (R-MD) range, would increase. New residents in the mixed-use areas (R-X and NC-X designations) would be expected to generate a lower rate of students per household than those residences in strictly residential areas which are generally more conducive to habitation by families with children. Pages 4-4 and 4-5 of the Specific Plan include a discussion of a new elementary school within the Tower District. Working with the Fresno Unified School District, the Specific Plan Citizens Committee clarified the relationship of the proposed school site with surrounding uses, taking into account the new Route 180, Dry Creek Park and existing historic resources. Consideration is being given to the possibility of combining certain school facilities and activities, with those at the Ted C. Wills Community Center.

The potential for the Specific Plan to generate additional new students, coupled with the lack of a resolution of new school sites, constitutes a potentially significant impact with respect to school services. The extent and timing of the student increase is not known, but it would be expected to manifest itself as the Tower District redevelops over a period of years. The probable incremental increase in student population affords an opportunity for the City and the School District to review future residential development and determine the optional school location(s).

Parks and Recreation

The Tower District Specific Plan recognizes that park space in the Specific Plan area is deficient with respect to serving the population and providing adequate park standards. The Specific Plan not only proposes policies to help guide the open space aspects of future development, it also proposes specific new locations of open space for both active and passive recreation. These new open space areas are described in Section 5.0, Open Space Element, of the Specific Plan. In summary the Specific Plan provides the following open space opportunities:

1. Dry Creek Park - Approximately 12 acres of open space would be provided between the northeastern edge of the 180 freeway corridor and Dry Creek.

2. Creekside Trail and Pick-up Parcels - various small parcels along Dry Creek could be developed as small parks which would be connected by a linear park along the creek bank. Acquisition and securing of easements would be necessary.

3. San Pablo/Belmont Open Space - This space would be the Caltrans and City owned parcels adjacent to the 180 Freeway.

4. Undercrossing - Six landscaped undercrossing would pass under the 180 Freeway.

5. Joint use of the Existing Facilities - The plan calls for increased joint use of Fresno Unified School District sites, the Ted C. Wills Community Center and the Fresno City College Recreation Center.

6. Streetscape and Street Plazas - Streetscapes within residential areas would be conserved and enhanced. Various commercial area streets would have enhanced streetscapes and at least one major street plaza.

7. Mini parks/Special Open Spaces - Opportunities exist for the creation of various mini (pocket) parks and/or special historic open space areas in selected areas of the Tower District.

The overall effect of the Specific Plan Open Space Element would be to provide additional space for both active and passive recreational opportunities within the Tower District. While Dry Creek Park would be considered the only new park opportunity of community park standards, the various mini parks and new open space areas appear to fulfill some of the Master Plan for Parks and Recreation requirements for sufficient open space.

MITIGATIONS

Water

Since the City has not identified any water supply problems for the Specific Plan area, no specific water mitigations are required. However, in light of continuing regional demand increases and possible periods of drought, it would be prudent to incorporate water conservation measures into new and redeveloped projects. Such measures would include water saving interior fixtures such as low flow toilets and flow restricting faucets and shower heads. An opportunity for substantial water saving can be realized through the planting of lower water demand/drought tolerant landscaping and water efficient irrigation systems. The use of water should be a factor of consideration for all proposed development within the Tower District. Implementation of a water conservation program within the Tower District would conform to the General Plan Water Resources Policy #11 which states: "The City of Fresno shall actively pursue water conservation programs to result in optimum reduction in metropolitan area water usage."

Sewer

It is apparent that certain sewer lines will have to be replaced or upgraded to accommodate new development. In some cases, lines would be relocated from alleys to the streets. As part of the application review process, the need for upgraded sewer lines should be considered and any upgraded sewer lines should be made a condition of project approval. Water conservation measures discussed above should help minimize any new demands for sewage treatment capacity.

Drainage/Flood Control

The impact of new development on drainage and flood control is not known at this time. As noted earlier, it is likely that there would be localized increases in runoff as well as some reduction in runoff due to new open space. The FMFCD is in the process of designing and completing new flood control facilities to address flooding issues around the City. New development within the Tower District should be reviewed by the FMFCD as part of the City application review process for specific potential impacts on flood control facilities. Applicants, including the City, may be required to supplement or upgrade facilities as a condition of project approval. The use of permeable surfaces should be considered as part of the project design where feasible.

Alleys

No impacts on alleys were identified and no mitigations are required. Alley maintenance and enhancement policies outlined in the Specific Plan should be implemented to provide overall improvement in circulation, emergency access and general appearance.

Electricity and Natural Gas

No specific impacts were identified and therefore no specific mitigations are required. The undergrounding of overhead utility lines should continue to be pursued as an implementation to the Specific Plan. In addition, all new development should be reviewed for energy conservation measures and energy efficient design, as required by the General Plan. This would include the use of passive and active solar systems, building performance standards, structure orientation, and the use of shade trees where feasible.

Street Lighting

New development should provide street lights to meet minimum City standards and to provide all around better security. New lights or converted lights should be of high pressure sodium or other low power demand types. The actual design of the street lights should be in the architectural character of the particular neighborhood in which they are provided. General standards for street lights are discussed in Section 8.0, the Implementation Element of the Specific Plan.

Fire Protection

Improvement or replacement of older, less maintained buildings in the Tower District should reduce the general risk of fires. New development should incorporate adequate fire protection design and facilities as a condition of project approval. This would include increased fire flow where feasible, new hydrants, adequate fire equipment access and turnaround, sprinkling systems and fire retardant building performance standards. Sometimes it is possible that provision of maximum fire protection may defeat some of the conservation and architectural protection policies in the Specific Plan. In such cases, proposed development should be reviewed by the City Development Department and Fire Department in consultation with the developer to determine the best "balance" of Specific Plan objectives while still providing adequate fire protection.

Police

As earlier described, implementation of the Specific Plan would tend to increase activity in the Tower District which would demand increased police services, yet at the same time, provide amenities and improvements which should minimize the increased burden on the Police Department.

Implementation measures that could be incorporated into future development design to help minimize impacts on police services include enhanced exterior lighting, improved alley access and secure building doors and windows. As discussed in the EIR Existing Setting Section, sometimes window security grills are added to lower floor bungalow windows. While such measures may deter some criminal activity and may add to the resident's feeling of security and well being, the appearance of fortification could erode community confidence. Therefore, all exterior residential security devices should be considered in light of their appearance as well as their intended use. Larger commercial developments should provide their own in-house private security system and/or personnel.

Schools

If a substantial number of families with school age children move to the new Tower District housing, there could be an impact on the school facilities. Since the demographics of new residents is not known at this time, the City and the School District should discuss the need for new facilities, the location and size of facilities and the timing for providing a new school. It is likely that any new school would be outside the Tower District. The District could collect school impact fees based on the number of new units and the amount of new commercial square footage to help finance the new facilities. The amount of fees that could be collected is not known at this time.

Parks and Recreation

Since there is a current deficiency of open space and recreational facilities within the Specific Plan area, the provision of any new open space would contribute to mitigating these deficiencies. The City should actively pursue the acquisition of parcels and easements to provide the open space and parks outlined in the Open Space Element. In some cases it may be possible to have developers contribute land and/or provide in lieu fees to help finance land acquisition and improvements.

4.8 HAZARDOUS MATERIALS

EXISTING SETTING

This section defines hazardous materials, describes laws and regulations which govern their use, and summarizes current information as to existing site contamination and use of hazardous materials in the project area. Hazardous materials include a variety of substances that pose a potential hazard to human health or to the environment. The focus of the discussion and analysis will be the identification of areas within the Tower District which could potentially expose the public to contaminated sites if new land uses were allowed in those areas as a result of any overlay zoning under the proposed Specific Plan.

Definition of Hazardous Materials

The term "hazardous material" refers to both hazardous substances and hazardous wastes. A material is defined as hazardous if it appears on a list of hazardous materials prepared by a federal, state, or local regulatory agency or if it has characteristics defined as hazardous by such an agency. The California Department of Health Services (DHS) defines hazardous materials as follows:

> "A hazardous material is a substance or combination of substances which, because of its quantity, concentration, or physical, chemical, or infectious characteristics, may either: 1) cause, or significantly contribute to an increase in mortality or an increase in serious, irreversible, or incapacitating irreversible, illness; or 2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of, or otherwise managed."

A hazardous waste is a "solid waste" that exhibits toxic or hazardous characteristics. The Environmental Protection Agency (EPA) has defined the term "solid waste" to include many types of discarded materials including: any gaseous, liquid, semi-liquid, or solid material which is discarded or has served its intended purpose unless the material is excluded from regulation. Such materials are considered wastes whether they are discarded, reused, recycled, or reclaimed.

The EPA classifies a material as a hazardous waste if it has one or more of the following properties: ignitability (including oxidizers, compressed gases, and extremely flammable liquids and solids), corrosivity (including strong acids and bases), reactivity (including materials that are explosive or that generate toxic fumes when exposed to air or water), or toxicity (including materials listed by EPA as capable of inducing systemic damage in humans or animals).

Laws and Regulations

Many agencies regulate hazardous materials. At the federal level, the Resource Conservation and Recovery Act (RCRA) gives the EPA the authority to establish regulations governing the generation, transport and disposal of hazardous waste. In California, similar authority exists through the Hazardous Waste Control Law. The California

Department of Health Services (DHS) has primary regulatory responsibility, with delegation of enforcement to local jurisdictions that enter into agreements with the state agency. For each of the laws mentioned above, the agencies have developed regulations, standards and enforcement provisions. Applicable federal regulations are contained primarily in Titles 29, 40 and 49 of the Code of Federal Regulations (C.F.R.). State regulations applicable to hazardous materials have been consolidated into Title 26 of the California Administrative Code (CAC).

In California, the State Water Resources Control board (SWRCB) has been directed via the 1983 Underground Storage Tank Act (Health and Safety Code Sections 25280-25299.6) to adopt regulations governing underground tanks. The Underground Storage Tank (UST) regulations apply to tanks that store hazardous substances substantially or totally beneath the ground. Household tanks that contain 1,100 gallons or less of home heating oil are exempt. In the project area, such tanks are most commonly associated with gasoline stations. Under UST regulations, owners cannot abandon underground tanks no longer in use. Abandonment must conform to closure requirements which includes demonstrating to the public agency that: 1) all residual amounts of hazardous substances have been removed and properly disposed of: 2) the tank is adequately sealed both to minimize the threat to public safety and the possibility of water intrusion into, or runoff from, the tank; 3) the owner has provided for any maintenance required by the local agency; and 4) there was no "significant soil contamination" resulting from a discharge in the area surrounding the underground tank or facility. (California Environmental Law Handbook, p. 138) Prior to the UST statute, tank registration was required through the former Water Code Section 13173.

In the City of Fresno, the Fresno Fire Department maintains the most complete information regarding underground storage tanks, flammable liquids storage and tank abandonment records. They are also the only agency operating in the City that makes regular inspections of local businesses. The Fresno County Department of Environmental Health also has some information on underground tank registration, testing, and abandonment data. According to the Environmental Reevaluation for the proposed Freeway 180 Link Environmental Impact Statement prepared by Caltrans (Department of Transportation, Attachment 3, Hazardous Waste Initial Site Assessment Summary), the Health Department is not presently inspecting local businesses for hazardous materials handling/storage compliance nor maintaining a tank testing schedule. The agency was unaware of several underground tanks in or adjacent to the Highway 180 right-of-way.

Potential Contamination in the Project Area

Potential public safety impacts related to hazardous substances in the project area are those which would introduce new land uses (such as residential) into commercial or industrial areas where hazardous materials have been or are currently used and/or stored. Due to the long history of commercial and light industrial uses in portions of the project area, abandoned underground storage tanks at various locations have or may have contaminated soil, or, where tanks are still present, have the potential to contaminate soil.

Existing Land Use. The project area is primarily residential, with areas of light industrial and commercial use concentrated on Belmont Avenue and Fulton Street and on Olive Avenue in the southern portion of the district and on Blackstone Avenue along the

eastern edge. Small commercial centers are located on Van Ness Avenue (Van Ness Village) and at the intersection of Shields and Maroa Avenues and groupings of one to several small businesses are scattered throughout the project area. Industrial sites are limited to an area south of Belmont adjacent to the Southern Pacific tracks and at the intersection of McKinley and Blackstone. (Refer to 4.1 Land Use for a more detailed description of historical and existing land uses.)

The Belmont and Blackstone Avenue commercial strips include the following heavy commercial and light industrial uses: a full range of automotive-related uses including painting, steam cleaning, engine and transmission repairs, and truck and trailer rental; photo labs; paint stores; and blue printing and general printing. There are approximately 14 existing gas stations and approximately 12 known converted or demolished gas stations in the Specific Plan area.

Known Contaminated Sites. The State's Office of Planning and Research, in their current list of Hazardous Waste and/or Substance Sites List (May, 1989), identifies the Producers Dairy Foods, Inc. at 144 West Belmont Avenue as being the site of a reported tank leak which has been investigated by the Regional Water Resources Control Board.

Caltrans 180 Corridor Site Assessment. Other known sites are those identified by the site assessment prepared for the Caltrans 180 Link EIS which investigated past land uses in the Caltrans right-of-way corridor which passes through the project area at the southern edge. This investigation is important to the proposed project in terms of the information it reveals about potential contamination in other areas of the Tower District. The largest source of potential hazardous waste problems within the corridor was determined to be existing or previous usage of underground storage tanks.

Of the 357 parcels which were examined within and adjacent to the corridor, two sites are on file with the RWQCB and are under active investigation for soil contamination due to tank leakage and illegal disposal. An additional 32 potentially contaminated sites were preliminarily identified. These sites were comprised of active tank sites, sites at which tanks had been removed, and sites where tanks may still exist from previous land uses. Subsequent to the preliminary site identification, Caltrans analyzed the sites at greater depth. Of the original 32 sites, 25 of the sites were eliminated as known or potential hazardous waste sites after either a physical inspection of the site or a records check. Of the remaining seven sites, three were subsequently dropped and four were subjected to preliminary site investigations which included soil borings. Of these, two were dropped and two were left to receive remedial action.

One site, Ruxtell Truck Fabrication at Yolo and Fruit, is owned by Caltrans. The contaminated soil at this site will be excavated and disposed of in an appropriate landfill. The other site, Autco at Thorne and Divisadero, lies under the Freeway 180 right-of-way and will be sealed and capped by the construction of the freeway. (source: Ahron Hakimi, Caltrans District 6 Office, Fresno)

Another important potential source of contamination identified by the assessment included parcels along the western edge of the corridor which had a history of on-site sewage disposal. The assessment notes that "the identification of these sources for any given parcel is limited by both the present system of voluntary disclosure of hazardous materials information and the even more limited data on historical activities" (p.14).

Impacts

The introduction of a residential overlay zoning district to promote mixed use in commercial or industrial areas could result in increased public exposure to sites with existing contaminated soils and/or sites with underground storage tanks which may pose potential contamination problems. However, under the UST ordinance, any change in land use on a underground tank site would be subject to remedial action before the change in land use could occur. The proposed Specific Plan does not change the requirements nor the procedure for any development which may occur on a potentially contaminated site.

Mitigation

The Specific Plan does not change the level of sites which could potentially expose people to contamination. Mitigation for any potential exposure would be at a project-level as an if-then approach. It would entail a preliminary site characterization study based on visual inspection, review of historical land use material of the project site and review of regulatory agencies' records. If substantial evidence indicated potential contamination, surface and subsurface investigation should be required leading to clean-up prior to project development. All clean-up activities are strictly regulated by the UST ordinance, and DHS and the SWRCB.

References:

California Department of Transportation (District 6, Fresno), Environmental Reevaluation, 6-FRE-41/180-R23.8/R29.5 R56.1/R60.9 06200-025721 prepared for the Federal Highway Administrator, June 1989.

U.S. Department of Transportation Federal Highway Administration and the California Department of Transportation, Final Environmental Impact Statement, Fresno Metropolitan Freeway Project on Routes 41 & 180, 1977.

U.S. Code of Federal Regulations, 40 CFR 261, as quoted in RCRA and Laboratories, American Chemical Society, 1986.

California Environmental Law Handbook, Third Edition, February 1989, Government Institutes, Inc.

5.0 ALTERNATIVES

CEQA requires that EIRs describe "a range of reasonable alternatives to the project, or to the location of the project, which could reasonably attain the basic objectives of the project, and evaluate the comparative merits of the alternatives." Analysis of alternatives was performed during the preparation of the Specific Plan in conjunction with the Future of the Tower District Committee. Two alternatives were formulated. These are called Alternative A: Urban Conservation and Alternative B: New Directives. In addition and as required by CEQA, the "No Project Alternative" is discussed.

5.1 ALTERNATIVES A AND B

The following table provides narrative description of Alternatives A and B Schematic land use maps for these alternatives are presented in Figures 5.0-1 and 5.0-1.

COMPARISON OF LAND USE ALTERNATIVES

Alternative A: Urban Conservation

1. Tower Theater/Olive Street Commercial

Land uses emphasize neighborhood-serving retail and general retail supportive of street life. A public plaza is created and a parking district is established. The west boundary extends to Roosevelt Avenue to include existing concentration of retail uses and buildings on the south side of Olive that are comparable to those found in or immediately adjacent to the Wishon/Fern/Maroa/Olive center.

Alternative B: New Directions

1. Tower Theater/Olive Street Commercial

Land uses emphasize specialty retail and entertainment and entertainment support which, while local in identity, are more regional in market orientation and appeal. Examples would be a greater focus on designer clothing, shoes, gourmet foods, trade as opposed to used books, and gifts. The entertainment uses would expand nightclubs and other comparable late night activities considered appropriate in central district retail areas. The west Boundary on Olive extends only to Echo.

2. Olive Avenue outside the commercial center

East of Van Ness, land uses would encourage professional offices together with residential. West of Roosevelt, neighborhood serving retail would extend to the Palm intersection. West of that point, residential uses would prevail.

2. Olive Avenue outside the commercial center

East of Van Ness would be redeveloped as a higher-density residential corridor. The new residential development would include generous landscaped set-backs to provide an appropriate buffer to noise. West of Echo, neighborhood-serving retail would extend to the Palm intersection. Where it would not prove erosive to the concentration of bungalows in the Palm-Adoline area, higher-density residential uses would be allowed, if not encouraged, west of the Palm intersection.

3. Van Ness Village

Land uses continue as neighborhood convenience from Floradora to just north of Home, and as professional office and residential from that point north to McKinley.

3. Van Ness Village

Land uses continue as neighborhood-serving retail, but the area of the Village is extended to McKinley to encourage retail use to be located across from the Fresno City College.

4. Fulton/Van Ness

In both alternatives, Fulton and Van Ness are recognized as being significantly different types of streets, particularly between Olive and Belmont. Residential uses on Fulton are secondary to retail, and are mixed, either as second story or as back-of-site uses. Van Ness is understood as having been made a great street by its residential development. This alternative calls for the return of two-way traffic to these streets. Van Ness is seen as being a mix of single-family and higher-density residential, which would include a provision for bed and breakfast use. South of Belmont, both Fulton and Van Ness would be single-family and higher-density residential.

4. Fulton/Van Ness

The significant difference in this alternative is that Van Ness is now seen as being predominately a professional office use corridor. Residential uses also would be permitted, with the understanding that they are a secondary use. Strong design measures would be necessary to insure that there is no further erosion to the residential building type which characterizes the street. South of Belmont, given construction of the current Caltrans Route 180 extension which will separate Fulton and Van Ness from the economic vitality of the Tower District, rents will be significantly lower and the office use could be more a concentration of design professionals appreciative of the architectural quality of existing development. Fulton/Van Ness will continue to function in this alternative as a one-way couplet.

5. Caltrans Route 180 corridor

Modification of the Caltrans Route 180 corridor, including no Fulton/Van Ness interchange, a depressed roadway, or no project, would allow Fulton and Van Ness to be a part of the Tower District to Divisadero. The Tower District and Downtown also could maintain their vital connection. The blight created by the Caltrans project provides an opportunity to acquire properties within the corridor for open space use and residential uses. Should the elevated freeway be built without the Fulton/Van Ness interchange, the remaining properties under and adjacent to the structure could be landscaped, lighted and otherwise improved to provide access between severed portions of the Tower District.

6. Additional neighborhood commercial and non-residential uses

Outside the central Olive Avenue area and Van Ness Village, commercial land uses would be restricted to several existing locations, including the Palm/McKinley and Weldon/Van Ness intersections adjacent to Fresno High School, the two commercially zoned parcels on upper Van Ness and the retail village at Maroa and Shields. As shown in the land use diagram for Alternative A, the two areas adjacent to Fresno High School would be reduced slightly to create a more focused concentration on the intersection. The rational for the overall reduction in non-residential uses outside the identified neighborhood centers is that these uses are typically strip-type developments which serve more regional interests and that they are more erosive to residential quality than they are of providing convenient services for immediately adjacent neighborhoods.

5. Caltrans Route 180 corridor

Continued construction of Caltrans Route 180 extension with no modifications, will effectively sever Fulton and Van Ness south of Belmont from the Tower District, as well as completing the isolation of Downtown from the rest of the City. Appropriate land uses for properties underneath, where berms are not being built, and adjacent to the overhead structure would include storage facilities, automobile and truck repair, parts assembly and construction yards. As is customary with freeway projects of this nature, properties at the Blackstone and Fulton/Van Ness interchanges would be developed as gas stations and fast food outlets or, with additional land assembly, as motel, budget hotel or discount retail facilities.

6. Additional neighborhood commercial and non-residential uses

The significant difference in this alternative is that existing commercial areas outside the more concentrated neighborhood centers would be retained as built.

7. Blackstone strip commercial edge

In both alternatives, the strip commercial land uses fronting Blackstone would be extended a consistent depth to allow a better separation from adjacent residential properties. South of Olive, the parcel depth would diminish, the rationale being that existing alleys already provide a consistent separation and that commercial land values on Blackstone south of Olive are not high enough to warrant their further intrusion into the residential areas. In addition to site development standards and use conditions for commercial properties, public improvements such as street closures and additional landscaping would be utilized.

7. Blackstone strip commercial edge

No major difference is to be noted with one exception: the Fresno Unified School District site for a new elementary school is identified and a multi-family residential use area introduced along the north side of the community center east of San Pablo. The multi-family area adjacent to FCC is slightly reduced.

8. Belmont Avenue

In Alternative A, the lower intensities of new development, largely residential, do not warrant a significant change in the existing type of development on Belmont Avenue west of Fulton Street. Belmont is seen as remaining a largely commercial and office corridor for a more regional market area. The industrial uses also would remain as currently developed, extending to the south side of Belmont and to the west side of Palm.

8. Belmont Avenue

In Alternative B, Belmont between Fulton and Palm will continue as commercial and office uses with increasing intensity. Together with the Route 180 Freeway, the area south of Belmont between Fulton and Palm will become multi-family residential. The industrial area is increased somewhat to include the full frontage of Palm between Belmont and North H. West of the Palm intersection, Belmont would remain regional commercial and office.

9. Conservation districts

Alternative A calls for official designation of conservation districts. These districts, as outlined on the accompanying land use diagram, represent significant collections of historic and architectural resources of the District. An additional designation, not illustrated, is the court thematic group, consisting of approximately 26 properties. Alternative A also would commit the City of Fresno to a rehab program for the Tower District.

9. Conservation districts

Alternative B would recognize collections of resources to a lesser degree. In any case, it would not introduce land uses into those areas which could prove erosive to the overall historic character of the District.

10. Overall residential uses

Alternative A considers the overall Tower District land use as being single-family residential. Within neighborhoods, there are individual opportunities for higher densities and for apartment and condominium development, such as on corners and along more heavily trafficked streets. Existing higher-density residential land use would remain and if destroyed could be replaced when determined not to be detrimental to neighborhood character.

10. Overall residential uses

Alternative B would intensify residential use of the overall Tower District, largely through apartment and condominium development along heavily trafficked corridors. Additional areas for such multi-family development would be located adjacent to the central commercial uses, between Maroa and Wishon Avenues north to McKinley and south and west of Olive and Fulton along Dennett and Broadway as shown in the accompanying land use diagram.

5.2 NO PROJECT ALTERNATIVE

The "No Project Alternative" is considered to be the continuation of existing land use designations as currently depicted on the General Plan Land Use Map and continued development and traffic trends under the existing conditions. No Specific Plan or other policy changes would be imposed in the Tower District.

As a consequence of the No Project, the existing trends of loss of historical and architectural resources would most likely continue. Some new opportunities for housing increases and rehabilitation as well as neighborhood conservation would be lost. There would be no provision of new open space along the Route 180 corridor or along Dry Creek. The existing land use/zoning/General Plan inconsistencies would continue to exist.

There is concern that the No Project Alternative would perpetuate the continuing blighting influences created by a relatively low level of new economic vitality. The level of public facility and infrastructure improvements may be less than under the Specific Plan. The overall effect on continued growth, employment and tax revenues is speculative, however, it is likely that economic growth and revitalization could be adversely affected. The objectives of the Fresno High/Roeding Community Plan that require the preparation of Specific Plans would not be met.

COMPARATIVE ANALYSIS OF PROJECT ALTERNATIVES

Alternative A: Urban Conservation

This alternative would delete the proposed crosstown Freeway 180, designating the acquired right-of-way for open space use. It would also emphasize the retention of small single family residential lot sizes, consolidate planned commercial areas to better serve pedestrian users, and pursue an aggressive rezoning program to achieve plan conformance.

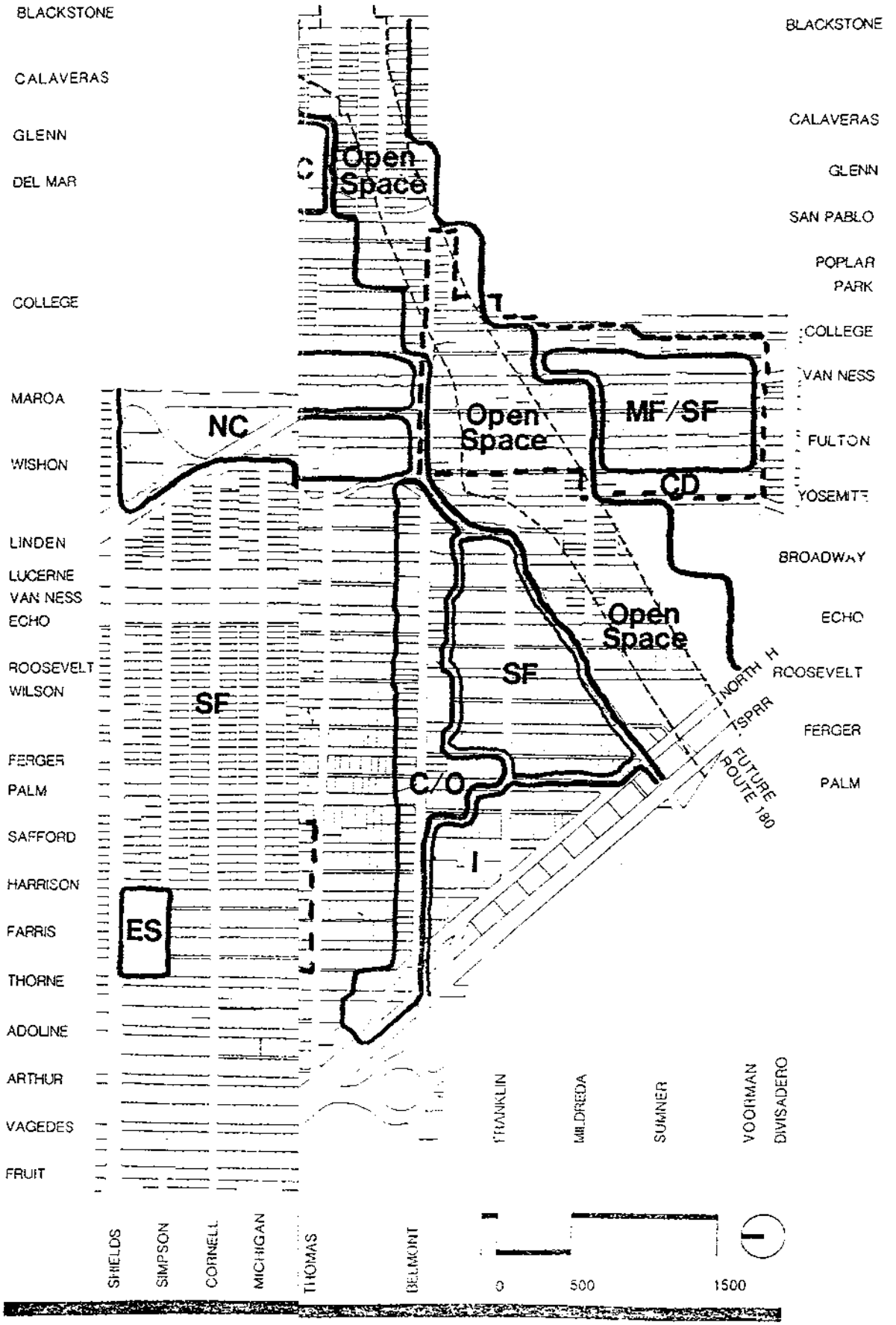
This alternative would result in more traffic congestion, as through traffic is forced to utilize the local surface street system. This alternative would reduce the potential for land use conflicts along the proposed Freeway right-of-way, but would result in an overall increase in the levels of street congestion, air quality degradation and noise, impacts which are anticipated to develop upon implementation of the Specific Plan. Historic resources and the area's visual quality would not be affected. Public services remain adequate to allow for full implementation of this Specific Plan alternative.

Alternative B: New Directions

This alternative would significantly increase planned densities in the community and the overall level of intensity associated with land uses along the planning area's major corridors. The concept would result in a significant increase in the potential for land use conflicts, as older single family areas abut against new multiple family corridors. This alternative would also result in more local traffic, an increased potential for congestion, increased levels of air pollution and noise levels, and the loss of much of the community's historic and aesthetic character. Public services such as sewer and water, while generally adequate, would be somewhat stressed, requiring replacement of older mains and development of new water sources.

No Project Alternative

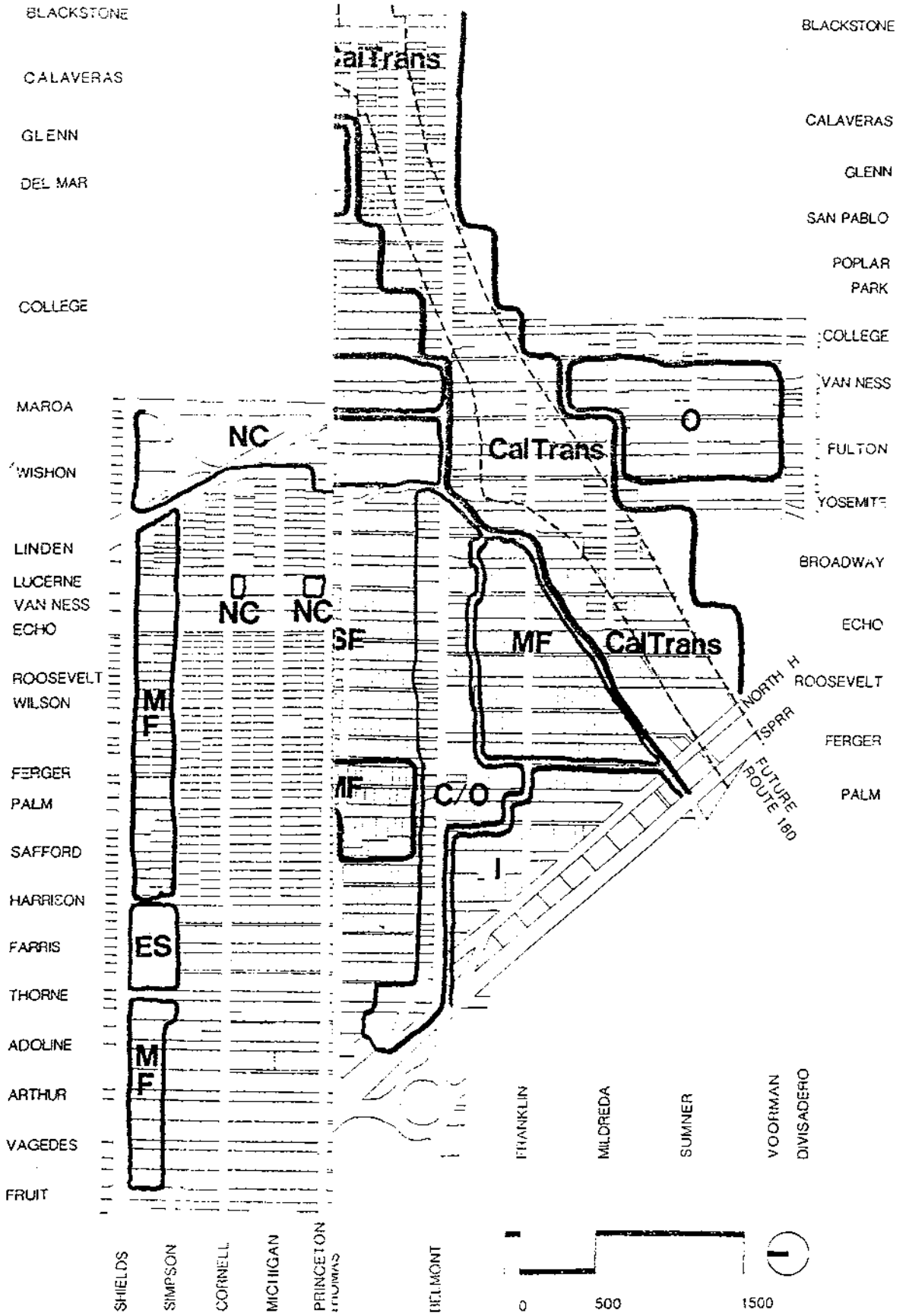
In addition to the impacts noted on page 5-5, this alternative would likely see a continued increase in the number of piecemeal multiple family projects proposed for the area. This alternative would continue to allow for increased local traffic and, therefore, continued declines in air quality and noise compatibility; as land use conflicts increase, the area's aesthetic and historic appeal would decline as the planning area degenerates. This alternative has the greatest potential of any of the project alternatives to facilitate increased long-term blight and piecemeal development.



PROPOSED L TOWER DISTRICT

AS Adult School
C General Commerc
CC Community Cente
FCC Fresno Communit

Figure 5.0-1 3/29/90



PROPOSED LA TOWER DISTRICT

C General Commercia
CC Community Center
FCC Fresno Community
ES Elementary School

Figure 5.0-2 3/29/90
Wallace Roberts & Todd

6.0 REQUIRED CEQA CONSIDERATIONS

6.0 REQUIRED CEQA CONSIDERATIONS

6.1 The Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity

This section is intended to describe the long-term effects of the project and describe how the project may narrow the range of beneficial uses of the environment. This relationship often entails a trade-off of balancing the benefits of social and economic gains over a long period of time versus some loss of environmental resources. The proposed Tower District Specific Plan would commit for the long-term a pattern of land use and circulation that would not otherwise occur. The resource commitment produced by the implementation of the Plan would occur mainly as a result of alterations of the physical environment in the form of community enhancements and land use density changes. If the Specific Plan is approved and subsequently implemented, structures will be built, utilities and public infrastructure will be improved, more open space will be provided and the visual character of the area should be altered.

The intent of the Specific Plan is to provide long-term benefits for the economic productivity of the area and the City. The need for economic revitalization has been identified and there is a documented need for new parks and improved public services. Implementation of the Specific Plan should satisfy the needs of the area with little or no commitment of environmental resources.

6.2 Any Significant Irreversible Environmental Changes Which Would be Involved in the Proposed Action Should it be Implemented.

The secondary effects of the Plan would be the commitment of nonrenewable resources and the commitment by the City on a definite path of action that would change the character of the area. The proposed land use changes are primarily intended to recognize the existing underlying and historical uses in the area and to preserve and conserve neighborhood resources. Proposed land use changes would increase the amount of residential areas and decrease the amount of future strip commercial and office development. Mixed uses would be allowed in some areas and new parks and open space would be provided. These changes are intended to implement various provisions of the City General Plan and would not be considered to result in adverse impacts.

6.3 The Growth-Inducing Impact of the Proposed Action

Presently, the Tower District is experiencing a decline in economic development and activity which in some cases has led to the deterioration of neighborhoods. The purpose of the Specific Plan is to provide the land use tools and other incentives which would foster economic revitalization and growth. Such growth should help in restoring some of the economic growth that has been directed to more suburban areas in the greater Fresno-Clovis area. Implementation of the Plan should result in the buildout of land which has in some cases, been redesignated to accommodate a higher level of residential development and provide a more urbanized orientation. The encouragement and intensification of land use should increase commercial activity, increase land values and lead to increased sales and property taxes. Success of the Tower District Specific Plan could lead to other such specific plans and similar economic growth in other sectors of the City.

7.0 ATTACHMENT TO THE ENVIRONMENTAL IMPACT REPORT ADDRESSING MODIFICATIONS TO THE DRAFT TOWER DISTRICT SPECIFIC PLAN

I. INTRODUCTION

On November 13, 1990, the Fresno City Council initiated the Tower District Specific Plan as prepared by the consultant firm of Wallace Roberts and Todd and an addendum as prepared by City Staff and endorsed by the Tower District Specific Plan Citizens Advisory Committee. In addition, the Council initiated a request submitted by Angelica Healthcare Services Group, Inc. The addendum included six modifications to the land use map which were not addressed in the earlier Environmental Impact Report (EIR). The Angelica request was also not assessed in the EIR.

The purpose of this section is to environmentally assess these seven modifications. The seven modifications will be described, their environmental effects will be evaluated and, if warranted, mitigation measures will be detailed.

The first two modifications are proposed land use amendments which are also independently-tracking development entitlements. Since these two entitlements were not scheduled for hearings before the Council until after initiation, they have been incorporated into the Tower District Specific Plan. The Local Planning and Procedures Ordinance, found in Article 6 of the Municipal Code, Section 12-601, requires that any plan amendment in process within the proposed planning area, but not yet adopted, be automatically incorporated into the update process.

These two entitlements have been environmentally assessed as separate items and have had Negative Declarations filed for each.

A summary of all the seven modifications is presented in Table A. The following narrative describes each.

II. LAND USE MODIFICATIONS

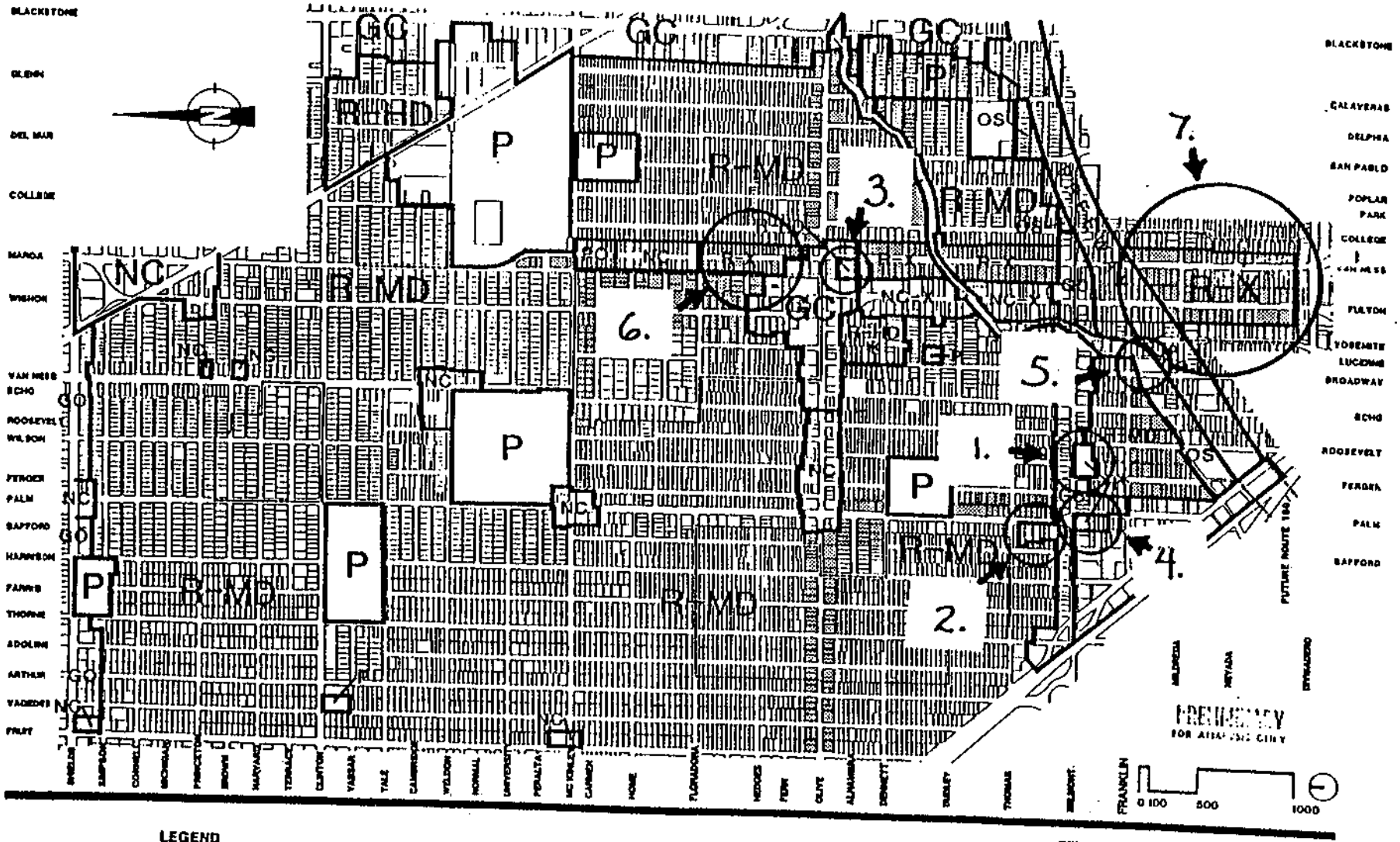
144 East Belmont

The first modification consists of 1.83 acres located at the south side of E. Belmont Avenue between N. Ferger and N. Roosevelt Avenues. The Specific Plan designation has been amended from General Commercial to Light Industrial. The site is currently occupied by a vacant dairy products manufacturing plant. Surrounding properties are characterized by single family residences to the south, east, and west and established commercial uses to the north.

Table A: Summary of Modifications

LOCATION	ACREAGE	MODIFICATIONS TO DRAFT SPECIFIC PLAN
1. 144 E. Belmont	1.83	General Commercial to Light Industrial
2. Northwest Corner of Belmont and Palm	4.39	Residential Medium Density to General Commercial
3. Alhambra and Van Ness	0.74	General Commercial to Residential-High Density
4. Southwest Corner of Belmont and Palm	1.03	General Commercial to Light Industrial
5. 330 N. Broadway	1.60	Open Space to Light Industrial
6. Van Ness between Olive and Floradora	5.68	Residential-Medium Density to to Residential-Mixed Use
7. Van Ness/Fulton Couplet	18.44	Conditional Residential-Mixed Use

Please refer to the attached map which identifies locations.



LEGEND

GO	General Office	GC	General Commercial	R-X	Residential, Mixed Use	R-HD	Resid., High Density		Historic District
PO	Professional Office (see text)	NC	Neighborhood Comm	R-MD	Resid., Med Density	P	Public Facilities	*	Subject to special conditions / see Plan Text and Conformance Table
I	Industrial/ Light Manufacturing	NC-X	Neighborhood Comm Mixed Use		Medium High Density Tolerant Area	OS	Open Space		

TOWER DISTRICT SPECIFIC PLAN / LAND USE

MODIFICATIONS

The entitlement for the property at 144 E. Belmont has been environmentally assessed by the Development Department through the processing of Plan Amendment 90-24 and Rezoning Application 90-49. The Initial Study noted that there were no significant adverse environmental effects. Sewer and water requirements for the proposed light industrial use were estimated to be less than the amount required by the existing plan designation. Fire service is within 1.5 miles. Police comments noted that a similar operation nearby has generated a considerable amount of complaints about excessive noise caused by delivery trucks, refrigeration units and general plant operations. Residential/project interface impacts are not expected to be significant due to the height and setback requirements imposed as conditions of rezoning, which are also mitigation measures required by the EIR.

An existing structure on the property under consideration would be modified for its new industrial use. This structure possesses certain construction characteristics worthy of saving, namely a distinctive appearance and unique masonry work. New construction or remodeling on the site may remove or damage the viability of the building's characteristic appearance or may not be architecturally compatible with the existing structure.

It is also possible that delivery trucks may transit or park in the residential area surrounding the site. This truck noise and activity, if unmitigated, could intrude on the quiet enjoyment of adjacent residential uses.

Mitigation measures shall preserve the unique appearance and masonry craftsmanship of the building and insure the greatest degree of architectural compatibility of new construction with the existing structure and with surrounding properties. Further, noise-control measures shall be placed on the operation of the proposed development and the operation of truck activities. These measures are set forth on Table B.

Table B: Mitigation Measures for 144 E. Belmont

1. The project shall retain the existing building at the southwest corner of East Belmont and North Roosevelt Avenues as depicted on attached Exhibit "L-1".

2. Retention and renovation of the facade of the existing building immediately south of the building at the southwest corner, as shown on Exhibit "L-1", as is physically possible and economically practical. If the facade fails due to structural distress it should be rebuilt to resemble the existing historical structure as closely as possible, using the remnant bricks from the fallen facade. All precautions in concert with common practices standard to the industry shall be taken to save the facade intact. However, no implicit guarantee can be given that the facade will not fail during the demolition and renovation process.

3. The new construction in the infill areas on the east side of the property shall be compatible with the existing structure as shown on Exhibit "L-2".

4. The new construction contemplated immediately west of the facade described above shall be no higher than the height of the facade for a minimum of twenty feet west of the facade.

5. The new building to be constructed immediately west of the 30 foot existing building at the northwest corner of the sight as shown on Exhibit "L-1" shall be of a height equal to or slightly greater than the westerly portion of said building, but in no case higher than forty feet and shall be compatible with the existing structure to the east as shown on Exhibit "L-2".

6. The owner shall provide and maintain street trees in tree wells in the sidewalk on the west side of the property south to the entry driveway. These trees and major trees planted along the remainder of the west and south sides of the property shall be a species that attain a minimum height of thirty feet (30'-0") at maturity.

7. The future high density frozen storage building proposed for phase three shall be set back a minimum of fifty feet (50'-0") east of Ferger Avenue to the height of sixty feet (60'-0"), or sixty-feet with a minor deviation as provided by the Fresno Municipal Code.

8. All noise producing equipment on the building shall meet the standards of the City of Fresno. Truck noise shall not exceed the level of forty-five decibels (45db) inside adjacent residences between the hours of 10:00 p.m. and 6:00 a.m. If noise levels exceed that criteria, mediation measures shall be imposed by the City of Fresno which could include restrictions on hours of operation.

9. All truck maneuvering and parking shall take place on site and shall be subject to the requirements of the City of Fresno.

EXHIBIT "L-1"

Producers Dairy Expansion
Proposed Building Layout

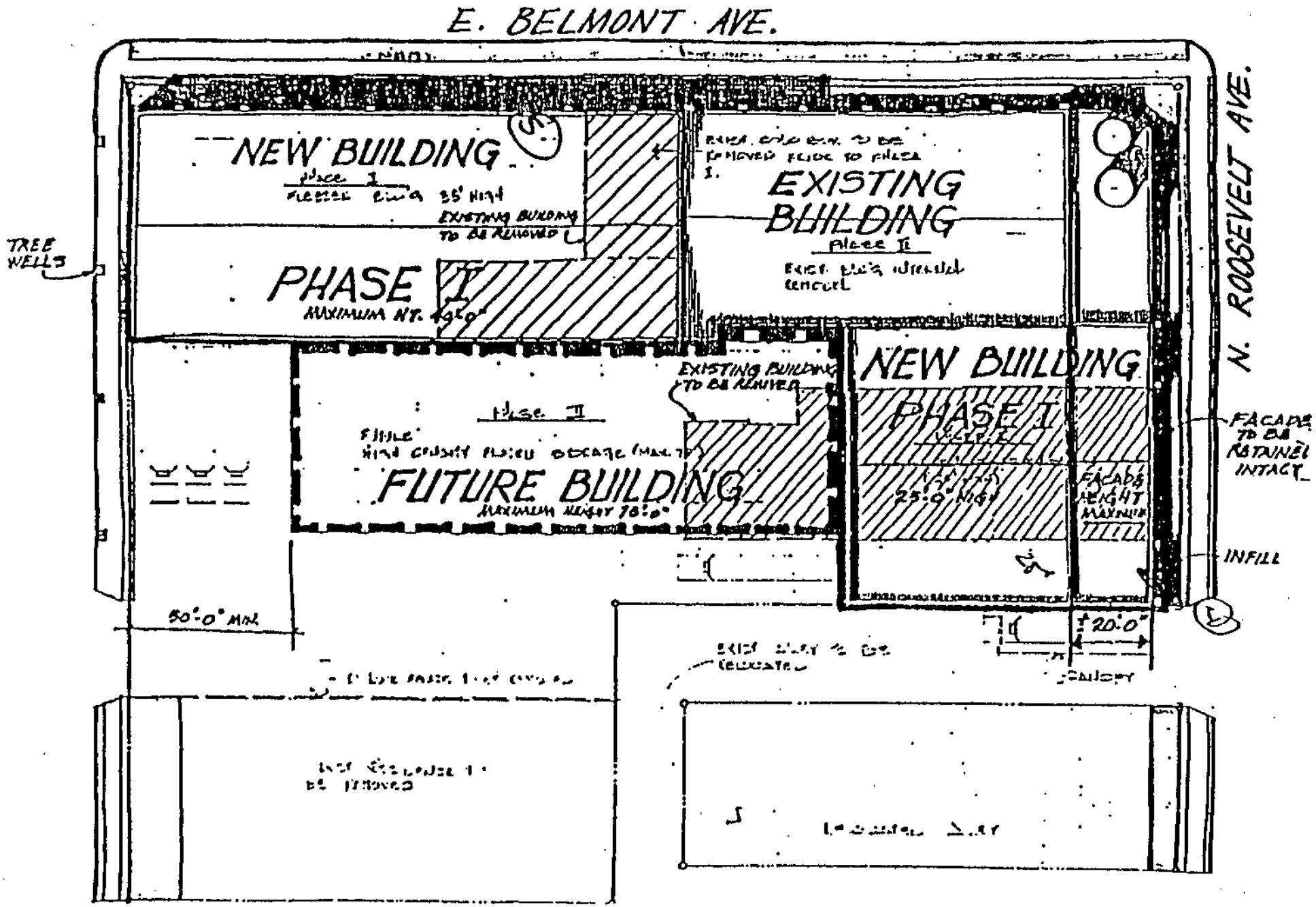
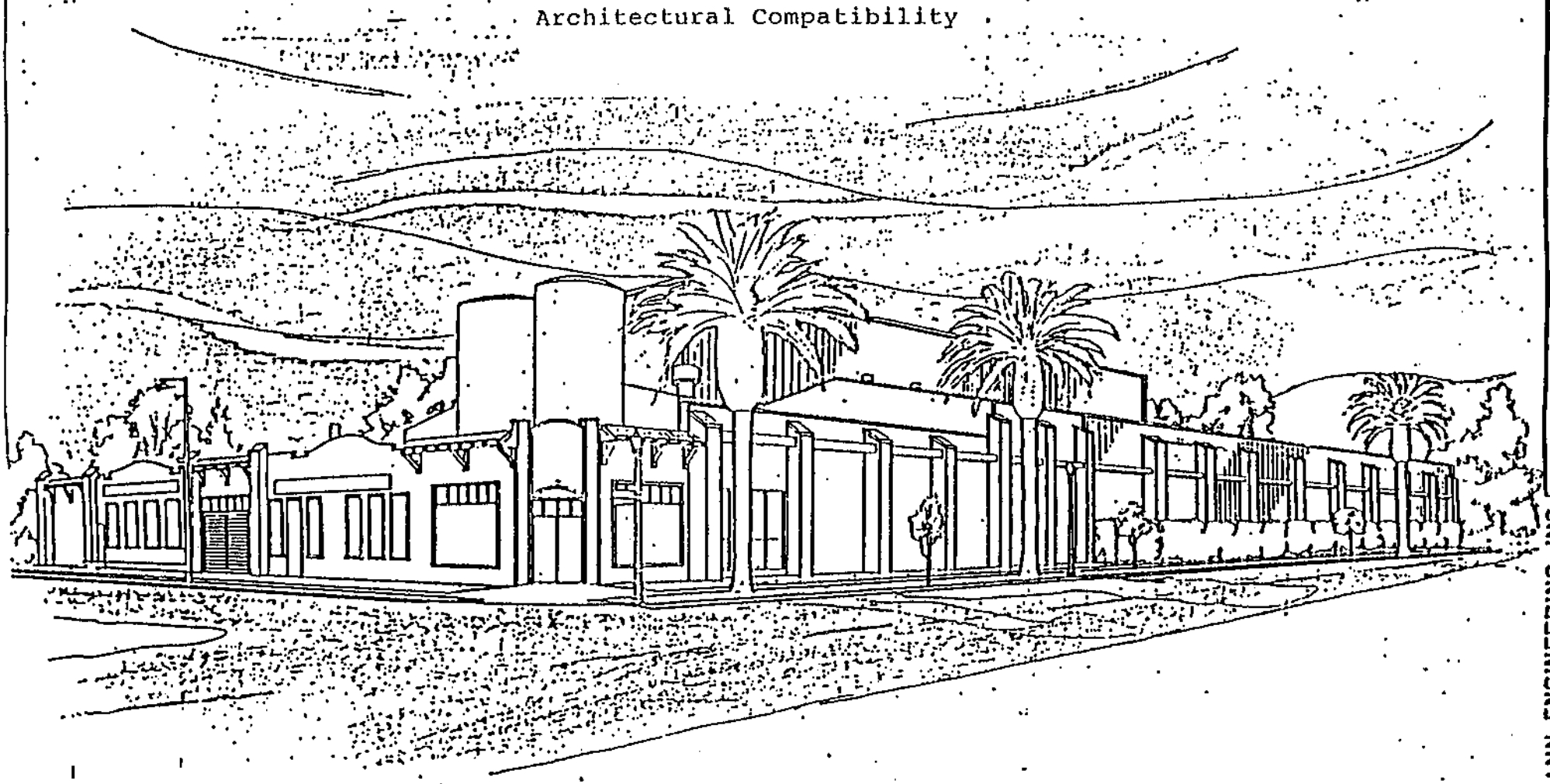


EXHIBIT "L-2"

Architectural Compatibility



BRECHMANN ENGINEERING, INC.

Belmont and Palm, Northwest Corner

The second modification to the draft land use map relates to a 4.39 acre change on the draft land use map from Residential-Medium Density designation to General Commercial designation at the west side of N. Palm Avenue between E. Thomas and E. Belmont Avenues. The project consists of six parcels fronting on N. Palm Avenue.

Existing land uses on the affected parcels are a beauty salon, office building, light fixture company, and a vacant commercial building. Surrounding land uses are single family residences to the west, east, and north, and commercial businesses to the south.

A small portion of the area (1.37 acres) was subject to a recent plan amendment and rezoning request. The initial study performed for Plan Amendment 90-28 and Rezoning Application 90-55, the concurrent entitlement acts, found that the project would not have an adverse environmental effect. Existing traffic generated by the project is expected to increase by 100 vehicle trips per day, an amount which is not considered to be significant. Belmont and Palm Avenues in the vicinity of the modification are both experiencing traffic volumes far below their planned capacity. Circulation would be facilitated by N. Palm Avenue, an arterial street.

Water demand generated by the project is expected to rise by 43 percent and sewer demand is expected to decrease by 37 percent. Both services are available to the site. The water demand is not considered to be significant and can be easily accommodated.

The site is zoned C-5 and is developed with uses consistent with that zone district. The uses on-site have been able to maintain themselves throughout the years despite the transitional nature of the area.

There could be residential/commercial interface impacts west of the modification area caused by the proximity of the commercial buildings to the rear lot lines of existing residences. This could be mitigated by establishing a minimum setback line from the rear lot line of the residences. Therefore, new buildings will be prohibited from the western-most 80 feet of the modification site.

Given the strip commercial nature of Belmont Avenue, office land use along Palm Avenue between Thomas and Belmont Avenues is seen by staff as a buffer and a termination point for strip commercial development. The existing C-5 zoning has been in place for several years and the current uses have endured, despite the transitional nature of the area.

Because the project area has been zoned C-5 for some time and the General Commercial designation would only allow an existing use to expand, staff does not anticipate any adverse effects from this project.

Alhambra and Van Ness

This modification relates to a vacant parcel located on the west side of N. Van Ness Avenue, a collector street, south of Olive Avenue, also a collector street. The proponent is requesting a modification of the draft Specific Plan from General Commercial to Residential-High Density use, arguing that the high density residential is an appropriate land use with the surrounding area. "The current C-6 zoning has no potential value because of the overabundance of small store fronts in the

Tower District. The proposed R-3 will help this growing district's need for safe, affordable housing," states the proponent.

The surrounding land uses are all commercial in nature: offices, restaurants, gas stations, shops.

The modification will generate slightly over 10 percent of the traffic associated with General Commercial use and will not impact the capacity of Olive or Van Ness Avenues. The modification will generate an increase in the demand for sewer and water service. The Public Works department has indicated that this increase will not impact the sewer or water systems.

Potential impacts associated with high density residential use, normally ranging between 18.15 and 43.56 units per acre, relate to a demand for urban services which exceeds the infrastructure. The density of the project would be limited by the Specific Plan to 29 units per acre. At this density no urban services would be adversely impacted.

This project was environmentally assessed in June of 1989 as part of Plan Amendment 89-10. Staff concluded that there was no substantial evidence in the record that the project may have a significant effect on the environment. Accordingly, staff recommended that a Negative Declaration be adopted for Plan Amendment 89-10.

As analyzed by Development Services staff, this project is a true 'infill' project in that this is a by-passed parcel in a well-established area. There is already adequate commercial development in the area to meet the needs of the community. Therefore, this site warrants consideration for an alternative land use. This proposal will not adversely impact the service delivery system, and will fit with the characteristics of the surrounding area.

Belmont and Palm, Southwest Corner

Producers Dairy is asking that five parcels located on 1.03 acres at the southwest corner of Belmont and Palm Avenues be redesignated from General Commercial to Light Industrial uses. Producers Dairy would zone the property C-M. The site is currently zoned C-6. The Dairy desires to build offices and conduct limited storage and truck parking activities.

Existing land uses consist of general commercial, vacant land and a residence. Surrounding land uses are commercial uses to the north, commercial and single-family residential land uses to the east and south and light industrial uses to the west.

The modification is compatible with the Specific Plan land uses of Light Industrial and General Commercial.

There is no change in sewer and water service requirements of the requested and planned land use designations. It is expected that development of the site will result in truck traffic off of and on to the classified streets. The traffic differences between General Commercial and Light Industrial use are also not significant and present no adverse impacts to classified streets.

Potential impacts would include visual impacts of truck parking and storage and of the necessary security apparatus (fencing, lighting). This would affect the appearance of the site from Belmont and Palm Avenues.

To mitigate these potential blighting effects, the frontages of Belmont and Palm shall be developed with office uses only and be appropriately landscaped in accordance with adopted plans and policies. Truck parking and storage shall be oriented toward the west of the site and shall not be visible from the street.

330 North Broadway

The Specific Plan designates this area for Open Space. A concurrent designation of Light Industrial use was initiated by Council for the same area consisting of 1.6 acres on the east side of N. Broadway, south of the Dry Creek Canal.

The site is currently occupied by a commercial laundry which uses an additional .67 acre of vacant land leased from Caltrans for parking. The land use does not conform to the existing C-5 zoning. There is not sufficient on-site parking for the laundry's delivery trucks or employee parking.

Surrounding land uses are single and multiple family residences to the west, proposed Freeway 180 to the south and east, and offices to the north.

The Light Industrial designation would facilitate the continued operation of the laundry by permitting its operation and creating off-street parking for its fleet of delivery vehicles.

The planned 12-acre Dry Creek Park will be located between the south side of the canal and the north side of the freeway between Belmont and H Street. As described in the draft Specific Plan, the new park provides a landscape buffer between the freeway berm and the adjacent neighborhood, and allows sufficient depth for a more naturalized edge to the creek. The park area is sufficient for both passive and active recreational uses as well as for a creekside trail that would be the longest, unbroken part of an intermittent creekside trail system through the Tower District.

The modification area lies in the northern portion of the planned Dry Creek park. The Light Industrial designation will interrupt the physical alignment of the park with the 1.6 acre laundry facility and will prevent the "naturalized edge to the creek" from being developed along its 230 foot boundary with the canal. This could be mitigated somewhat by the development of a portion of the laundry/canal common boundary as a heavily landscaped multiple purpose trail.

Further impacts of the laundry on the park would be similar to the impacts that the laundry has on the existing surrounding residences. Namely, noise, vehicle traffic, lint, and laundry-generated automobile parking on local streets. The laundry has already generated complaints by its neighbors regarding these impacts. These impacts would have to be mitigated in order not to impact the use of the planned park.

Light Industrial land use will not cause an increase in sewer and water demand since it is an existing use. There are no deficiencies in the existing sewer and water services.

The Light Industrial designation would not create additional traffic above current use. Expansion of the laundry is also not proposed.

The Light Industrial designation would be an isolated land use situated in the significantly different urban land use area and in the midst of the planned Dry Creek Park. The nearest Light Industrial land uses planned by the Specific Plan are several hundred feet to the west along Palm Avenue.

At issue is whether a Light Industrial land use, however mitigated, is appropriate at this location. Even without the Specific Plan, staff has had reservations as to whether this use is compatible with its surroundings. The presence of Freeway 180 as a noise source and as a physical barrier to the south does little to mitigate the laundry's impacts. Given that the planned Dry Creek Park is expected to provide passive recreation to park users, the laundry's impacts can be expected to be even more apparent. At initiation, Staff did not support this modification, finding that Open Space was more appropriate for this location.

If the Light Industrial use is adopted by the Council, mitigation measures recommended by staff are set forth in Table C.

Table C: Mitigation Measures for 330 N. Broadway

1. Angelica Healthcare Services Group, Inc., hereafter referred to as "Angelica," shall secure the proper zone district for its operation prior to approval of the Light Industrial designation on all appropriate plans.
2. Angelica shall install lint-capturing equipment and shall reduce the amount of noise-generated by its operation to a level which is consistent with adopted City policies.
3. Keeping in mind that N. Broadway is designated as a bikeway and may be improved as a bikelane at the expense of on-street parking, Angelica shall develop on-site parking for employees and delivery vehicles which is consistent with City standards.
4. All parking areas should be landscaped and shaded in accordance with City standards.
5. Angelica shall provide a twenty-foot easement for use by park-users as a link to both sides of Dry Creek Paths.
6. Any real property owned by Angelica which shares a common boundary with the Dry Creek Park or canal shall be given a fifteen-foot landscaped treatment using vegetation species compatible with the Dry Creek park theme and approved by the Department of Parks and Recreation.
7. Architectural Guidelines contained in the Tower District Specific Plan shall be addressed.

Van Ness between Floradora and Olive

This modification changes the land use from Residential-Medium Density to Residential-Mixed Use for 5.68 acres located on both sides of Van Ness between Floradora and Olive Avenues. This area lies between a planned Neighborhood Commercial area on the west and General Commercial area anchored by the Tower District proper.

Existing land uses are a mixture of single family residential (56 percent), multiple family residential (26 percent), and offices (6 percent). Surrounding land uses are predominantly single family residential with some multiple family residential and general commercial.

The modification would allow for a greater intensity of residential uses with a maximum of 16.13 units per acre and would also permit office uses.

Van Ness Avenue is an arterial street and currently functions with Fulton Street to the west as a couplet-arterial facilitating north-south vehicle traffic in and out of the Central Area. It is presently operating at 61 percent of its planned capacity and is not expected to be impacted by the modification. The draft Specific Plan recommends that this street be studied for potential conversion back to two-way traffic. Future projects shall be conditioned on the ability of the two-way street to handle added traffic.

Water and sewer demand is expected to increase by 28 percent and 32 percent, respectively. The Public Works Department does not anticipate that any sewer or water service impacts will arise as a result of this modification and services are in place to serve the area. New uses will be carefully reviewed and conditioned to assure that impacts on adjacent uses to the side and rear of the project areas are mitigated and that adequate on-site parking is provided.

Van Ness/Fulton Couplet

This modification encompasses the Van Ness/Fulton couplet, an area south of Freeway 180 to Voorman Avenue and includes the frontages of Van Ness and Fulton and the full alley width behind those streets. The area is 18.44 acres in size.

The modification redesignates this area for a more intensive residential-mixed use which would allow limited neighborhood-level commercial uses in addition to residential and office uses. All uses in the C-1 zone district and certain uses found in the C-5 zone district will be permitted. Both will require a Conditional Use Permit.

Van Ness Avenue is the northbound half of the Van Ness/Fulton couplet and is an arterial street. The amendment area is bounded on the north by proposed Freeway 180, to which it will have access via a planned interchange, and Divisadero Street on the south, also an arterial.

The modification area interfaces with R-X planned land uses to the north along the couplet and Commercial Mixed Use to the south.

Under the modification, there is the potential that this area could develop entirely with certain conditionally permitted C-5 uses. The physical environment of the area would be subject to impacts

associated with General Commercial land uses: traffic, parking, noise, and the aesthetic/architectural inter-relationships of each structure and the relationships with the surrounding area. Developments of any kind have the potential to diminish the historic relationship that the structures or area have with the Tower District and the Central Area.

These impacts can be mitigated through the existing draft Specific Plan Policies which require conditional use permits and staff review of each development project's potential effect on the area's resources. Areas of particular concern are setbacks and driveway cuts.

III MODIFICATIONS TO THE PLAN TEXT

Implementation Section

The modified Specific Plan Implementation Section, as contained in the Plan Addenda, possesses some changes to the original Specific Plan section but does not effect its overall intent.

The modification accomplishes the following: it elucidates, but does not substantially change, the Plan's discussion and policies of the use and function of the National Register of Historic Places and of the role of the City's Historic Preservation Commission; modifies the discussion of the development entitlement/land use consistency process; replaces certain development entitlement consistency discussion with an elaborated land use/zoning consistency matrix; replaces portions of the proposed urban conservation district overlay discussion with more precise language; reduces the time in which the Council must establish the Tower District Plan Implementation Committee from 30 days to 10 days after adoption of the Specific Plan; and finally, provides additional plan implementation procedures.

The direction of the modifications is to make the Implementation more precise and they do not alter policies or procedures in such a manner as to make the Section more or less restrictive.

There is little substantial difference between the two versions. As a result, there is no environmental effect resulting from the modified text.

Recommended Committee Additions to the Plan

Item A

Attachment B proposes six modifications to the Specific Plan text. The first modification is concerned with a Master Parking Plan for Fresno City College. Because this policy relates only to encouraging the State Center Community College District to develop and implement a Master Parking Plan for Fresno City College, the results of which would enhance the quality of the environment, there are no environmental impacts expected as a result of this modification.

Item B-1

This modification is consistent with Goal II, Objective 1, Policy 5, which would establish a pro-active code enforcement program. Code enforcement is now only performed as a response to a complaint.

Enforcement is, therefore, dependant on the complaining party's knowledge of the municipal code. As a consequence, code enforcement is not consistent. This is a city-wide phenomenon.

Pro-active code enforcement by the various City departments will result in, among other things, the reduction of sanitation violations, illegal signs, the parking of vehicles on lawns, assist in the removal of disabled vehicles from streets and driveways, and will reduce blight in general.

The pro-active code enforcement will not introduce any adverse environmental impacts. The program will enforce elements of the municipal code whose purpose is to minimize or eliminate a range of impacts dealing with health, welfare, and land use. The municipal code was itself subject to CEQA review.

Staffing for this program will be budgeted in a manner which will be prioritized against other city obligations.

Item B-2

There are two performing arts theaters in the Tower District which have contributed to its present positive civic image. Yet, both of these theaters required special interpretation of the municipal code in order to operate.

In recognition of the positive benefits that facilities such as these contribute to the theater district of the Tower area, Item B-2 was proposed by the Citizen's Advisory Committee to permit live theater in the Tower district. The existing theater district function will be protected by restricting this modification of the C-5 and C-6 zone districts so that it will apply only within commercial areas in the central part of the Tower District, excluding the Belmont and Blackstone commercial areas.

Impacts associated with this modification can be mitigated through adherence of the development standards in the City's municipal code.

An additional impact relates to the establishment of additional performing arts theaters in buildings constructed before February 13, 1954, which are excluded from certain development parking standards. Because of this exclusion, an overflow of theater parking on to adjacent businesses or residential streets may occur. This has the potential to exacerbate an already chronic parking problem in the Tower District.

Mitigation for this impact has been provided by Item B-3 which would give the Director of the Development Department discretion to exempt, or not to exempt, change of occupancy requests in buildings constructed before February 13, 1954, from applicable underlying zone district parking requirements. This modification does not delineate solutions for potential parking problems, but does permit a degree of flexibility in the use of existing development standards which were not available to the Department before.

Item B-3

This item addresses a chronic parking problem in the older portions of the community, and in particular, the Tower District. Older Buildings, i.e. those constructed before February 13, 1954, were

not required to be built to today's more expansive parking standards. As a result, modern businesses are faced with a clientele draw which exceeds the available off-street parking, and parking spills over to the adjoining businesses and residential areas.

The modification would allow the Director of the Development Department a degree of opportunity to seek parking solutions for changes of occupancy in these older buildings as it would apply to the Tower District along the General Commercial portion of Olive Avenue. Coupled with the Tower District Plan Implementation Committee's purpose to monitor the implementation of policies and recommendations of the Specific Plan, this modification would enhance the opportunity for solutions or alternatives to the Tower District's chronic parking problems.

There are no adverse environmental impacts associated with this modification.

Item C

This modifies the Residential-Mixed Use policies in the Van Ness/Fulton area. The text modification is consistent with the land use map modifications.

Under this modification, Professional Office use is no longer a "secondary use," permitted only when a minimum of 50 percent of the net floor area is used for residential uses. Multiple family residential uses are allowed within the density tolerant criteria.

Further analysis of the impacts of similar modifications can be found in the "Van Ness/Fulton Couplet" discussions in this attachment.

Item D

This modification does not change the intent of this paragraph nor does it introduce any element which would alter the discussion. It merely reinforces the residential character of the conditional "mixed-use" land use. To this end, there is no environmental impact associated with the modification.

Items E and F

Considerable discussion during the Specific Plan process has resulted from an apparent abundance of boarding houses and community care facilities in and around the Tower District. These added policies are intended to reduce the concentration of these facilities in the Tower District.

Both policies call for the creation of development standards to provide for an appropriate minimum spacing of both of these facilities. Policy 6 goes further and suggests that the standards include other limitations such as percentage of structures within an area to be used for boarding houses. This policy relates entirely to the distribution of a primarily residential land use which is already controlled by City, County, and State regulations. Therefore, the possible environmental effects of these policies is limited to land use, rather than other environmental issues. Current discussion of the placement of this issue centers around the impacts that their concentration in the Tower District may have on surrounding properties. The two policies may result in a restriction placed on the distribution of community care facilities and boarding houses in the community but not on the utility or social function that they perform. The proposed development standards, when developed, will not preclude

those uses entirely from the community, but are intended to limit the number to the Tower District's "fair share" of the total community need. Therefore, the policies will not have an adverse impact on the environment.

IV. CUMULATIVE IMPACTS

The modifications affect a fraction of the Specific Plan area. The sum of the projects has no adverse impact on the Specific Plan's environment. The level of difference is environmentally insignificant even on a Specific Plan scale.

Traffic impacts and trip generation resulting from modifications to the Specific Plan were not analyzed on a site by site basis but rather by using the Council of Governments (COFCG) traffic model which computes likely traffic counts on a large scale. In this case, analysis was based on the scale of the Specific Plan and its environs. Comparisons of potential site development with the COFCG model is possible, but the disparities of scale would render them statistically insignificant.

The Assistant City Traffic Engineer has reviewed the modifications and has concluded that the difference between the modifications and the original draft Specific Plan are not significant.

Similarly, air quality impacts are not considered to be significant because of the relatively small scale of differences between the modifications and the draft Specific Plan.

There are no significant adverse impacts associated with the modifications as they serve, in the aggregate, to reduce land use-related incompatibilities.

8.0 DOCUMENT PREPARATION

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9.0 TECHNICAL APPENDICES

APPENDIX A

LAND USE & TRIP GENERATION CALCULATIONS

LAND USE AND TRIP GENERATION CALCULATIONS

1. Office

   Delete 40.5 acres
   Standard Commercial Office Trip Generations = 300 trips/acre
   -40.5 acres @ 300 trips/acre = 12,150 trips

2. Industrial

   Add 2.4 acres
   Manufacturing Trip Generation = 60 trips/acre
   2.4 acres @ 60 trips/acre = 144 trips

3. General Commercial/Strip Commercial

   Delete 66.5 acres
   General Commercial/Strip Commercial Trip
   Generation = 400 trips/acre
   -66.5 acres @ 400 trips/acre = 26,600 trips

4. Neighborhood Commercial (includes Neighborhood Commercial Mixed Use)

   Add 26.3 acres
   Neighborhood Commercial Trip Generation = 1,200 trips/acre
   26.3 acres @ 1,200 trips/acre = 31,560 trips

5. Community Commercial

   Delete 19.0 acres
   Community Shopping Center Trip Generation = 700 trips/acre
   -19.0 acres @ 700 trips/acre = -13,300 trips

6. Residential, Mixed Use.

   Add 33.6 acres
   Office Use equals 25% of total acreage, in addition to residential trip generation.
   Office acreage = 33.6 acres @ 25% = 8.4 acres
   Office Trip Generation = 300 trips/acre
   8.4 acres @ 300 trips/acre = 2,520 trips

7. Residential, Medium Density

   Add 160.2 acres
   Residential, Medium Density Trip Generation = 10 trips/du
   160.2 acres @ 5.75 units/acre = 921 units
   921 units @ 10 trips/du = 9,210 trips

APPENDIX B

DESCRIPTION OF INTERSECTION CAPACITY ANALYSIS

DESCRIPTION OF INTERSECTION CAPACITY ANALYSIS

TJKM utilizes a method of intersection capacity analysis known as the Intersection Capacity Utilization (ICU) method. A variation (and derivation) of the TJKM method, known as the critical movement analysis, is described in *Interim Materials on Highway Capacity*, Transportation Research Circular 212, January 1980, published by the Transportation Research Board of the National Academy of Sciences. The TJKM method is similar to the Planning Applications method of Signalized Intersection Analysis described in Circular 212.

The method sums the volume-to-capacity (V/C) ratio of each governing (or critical) signal phase at an intersection to produce an overall intersection volume-to-capacity ratio. When the ratio of volume to capacity reaches unity (1.00), the intersection is "at capacity" and is described as operating at Level of Service E and approaching Level of Service F conditions. See the table "Summary of Levels of Service for Intersections" for the relationship between the level of service rating and volume-to-capacity ratio.

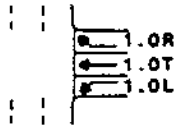
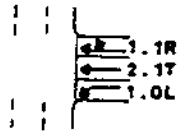
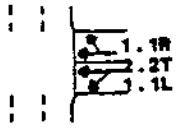
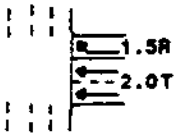
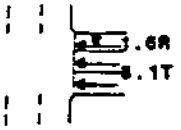
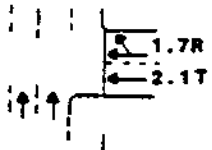
A sample calculation is shown on the accompanying computer print-out "TJKM Intersection Capacity Analysis." This example describes a hypothetical intersection of A Street and B Street, which is regulated by three phase traffic signals. The first phase is for southbound traffic only and contains three lanes. Right-turn movements in the right lane (189 vehicles) have a smaller per lane volume than in the two remaining lanes (226 vehicles). Therefore, the length of the signal phase is governed by the traffic in the two left lanes. The capacity of Phase 1 is 2,700 vehicles per hour of green, the volume is 452 vehicles and the resulting volume-to-capacity ratio is 0.1674. Phase 2, for the northbound movements, has two lanes and a volume-to-capacity ratio of 0.1877. For Phase 3, the westbound through plus right traffic cannot proceed through the intersection at the same time as the eastbound left-turn movement, even though they are on the same signal phase. Practically, the left turning vehicles and opposing through traffic alternate as gaps in traffic allow. The total Phase 3 capacity requirement is the sum of the westbound through and right combined, 0.2187, and the eastbound left, 0.0900. The critical movement V/C ratios are summed, then rounded to two decimal places. An allowance for yellow time (assumed to be lost time for vehicle movement) is added to obtain the overall intersection volume-to-capacity rating. In the example, the intersection rating of 0.76 equates to a Level of Service C designation.

The advantages of this type of capacity calculation is its direct relationship to actual intersection operations and the ease with which changes in volume or capacity (or both) can be analyzed. In addition, the level of accuracy of this method is comparable to that of the traffic projection process used to determine future traffic volumes.

The number of lanes and the use of the lanes is denoted with a special nomenclature described below:

Lane Nomenclature

X.Y	Where	X	Denotes the number of lanes available for a particular movement,
		Y	Denotes how the lanes are used.

When Y is ...		... The Following Applies:
0		A lane used exclusively for a particular movement (i.e. exclusive left-turn lane),
1		A lane which is shared, that is, either of two different movements can be made from a particular lane (i.e. a lane which is shared by through and right-turn traffic),
2		Denotes two or more through lanes in which two lanes are shared, one with left-turn traffic, the other with right-turn traffic,
3		Denotes an expressway through movement,
5		Denotes a right-turn movement from an exclusive right-turn lane with a right-turn arrow and U-turn prohibition on the conflicting left-turn movement,
6		Denotes a right-turn movement from a shared lane with a right-turn arrow and U-turn prohibition on the conflicting left-turn movement,
7,8,9		Denote a turning movement which has an additional lane to turn into, as shown below:
7		Turn lane which is shared and under signal control, and which has its own lane to turn into,
8		Exclusive turn lane which is under signal control, and which has its own lane to turn into,
9		Exclusive turn lane not under signal control, often referred to as a "free" turn. Since the volumes in this lane do not conflict with other intersection movements, the V/C ratio of the free right-turn movement is not included in the sum of critical V/C ratios.

TJKM INTERSECTION CAPACITY ANALYSIS 2/5/86

INTERSECTION 1 A STREET and B STREET SAMPLE
COUNT DATE/TIME: 1/1/00 4:00-6:00 PM PEAK HOUR: 4:30-5:30 PM
CONDITION : P.M. PEAK HOUR - EXISTING FILE SAMPLE

```
                          RIGHT  THRU  LEFT
                            189  225  227                                  ^
                              |    |    |                                  |
                ^             |    |    |          ^                       NORTH
                |           <---   v   --->        |
LEFT    135 ---  1.0   1.0  1.1  2.1   1.1 ---   45  RIGHT
                                                                  STREET NAME:
THRU    623 --->  2.0  (NO. OF LANES)   2.1<---  644  THRU        B STREET

RIGHT    15 ---  1.0   1.1  2.2  1.1   1.0 ---   11  LEFT        SPLIT PHASE?
                |           <---   ^   --->        |                    N
                v             |    |    |          v
                              |    |    |
                             30  518   15
                           LEFT THRU  RIGHT
```

SAMPLE

STREET NAME: A STREET SPLIT PHASE? Y

	MOVEMENT	ORIGINAL VOLUME	ADJUSTED VOLUME*	CAPACITY	V/C RATIO	CRITICAL V/C
NB	RIGHT (R)	15	15	1500	0.0100	
	THRU (T)	518	518	3000	0.1727	
	LEFT (L)	30	30	1500	0.0200	
	T + R		533	3000	0.1777	
	T + L		548	3000	0.1827	
	T + R + L		563	3000	0.1877	0.1877
SB	RIGHT (R)	189	42 *	1500	0.0280	
	THRU (T)	225	225	1500	0.1500	
	LEFT (L)	227	227	2700	0.0841	
	T + L		452	2700	0.1674	0.1674
EB	RIGHT (R)	15	0 *	1500	0.0000	
	THRU (T)	623	623	3300	0.1888	
	LEFT (L)	135	135	1500	0.0900	0.0900
WB	RIGHT (R)	45	45	1500	0.0300	
	THRU (T)	644	644	3150	0.2044	
	LEFT (L)	11	11	1500	0.0073	
	T + R		689	3150	0.2187	0.2187

VOLUME-TO-CAPACITY RATIO FOR THE INTERSECTION: 0.66
ADJUSTMENT FOR LOST YELLOW TIME: 0.10

TOTAL VOLUME-TO-CAPACITY RATIO: 0.76
INTERSECTION LEVEL OF SERVICE: C

* ADJUSTED FOR RIGHT TURN ON RED

TJKM YELLOW TIME ADJUSTMENT FOR CALCULATING V/C RATIOS FOR V/C CALCULATIONS

Green Time	Add Yellow (Lost) Time	Total
0.71	0.10	0.81
0.72	0.10	0.82
0.73	0.10	0.83
0.74	0.10	0.84
0.75	0.09	0.84
0.76	0.09	0.85
0.77	0.08	0.85
0.78	0.08	0.86
0.79	0.07	0.86
0.80	0.07	0.87
0.81	0.06	0.87
0.82	0.06	0.88
0.83	0.05	0.88
0.84	0.05	0.89
0.85	0.04	0.89
0.86	0.04	0.90
0.87	0.03	0.90
0.88	0.03	0.91
0.89	0.02	0.91
0.90	0.02	0.92
0.91	0.01	0.92
0.92	0.01	0.93
0.93	0.00	0.93

V/C			LOS
0.00	-	0.60	A
0.61	-	0.70	B
0.71	-	0.80	C
0.81	-	0.90	D
0.91	-	1.00	E
1.00+			F

V/C = Volume-to-Capacity Ratio
LOS = Level of Service

The assumed capacities of the most common types of lanes are described below:

Lane Capacities

Designation	Through Capacity	Turn Capacity	
1.0	1,650	1,500	
1.1	1,500	1,500	
2.0	3,300	2,700	(80%
2.1	3,150	2,700	of 2nd
2.2	3,000	-	lane)
3.0	4,950	3,900	(80%
3.1	4,800	3,900	each of
3.3	5,550	-	2nd & 3rd lane)
4.0	6,600	-	
4.1	6,450	-	

SUMMARY OF LEVELS OF SERVICE FOR INTERSECTIONS

Level of Service	Type of Flow	Delay	Maneuverability	V/C Ratio*
A	Stable Flow	Very slight or no delay. If signalized, conditions are such that no approach phase is fully utilized by traffic and no vehicle waits longer than one red indication.	Turning movements are easily made, and nearly all drivers find freedom of operation.	0.00-0.60
B	Stable Flow	Slight delay. If signalized, an occasional approach phase is fully utilized.	Vehicle platoons are formed. Many drivers begin to feel somewhat restricted within groups of vehicles.	0.61-0.70
C	Stable Flow	Acceptable delay. If signalized a few drivers arriving at the end of a queue may occasionally have to wait through one signal cycle.	Back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted.	0.71-0.80
D	Approaching Unstable Flow	Tolerable delay. Delays may be substantial during short periods, but excessive back-ups do not occur.	Maneuverability is severely limited during short periods due to temporary back-ups.	0.81-0.90
E	Unstable Flow	Intolerable delay. Delay may be great-up to several signal cycles.	There are typically long queues of vehicles waiting upstream of the intersection.	0.91-1.00
F	Forced Flow	Excessive delay.	Jammed conditions. Back-ups from other locations restrict or prevent movement. Volumes may vary widely, depending principally on the downstream back-up conditions.	Varies*

* In general, V/C ratios cannot be greater than 1.00, unless the lane capacity assumptions are too low. Also, if future demand projections are considered for analytical purposes, a ratio greater than 1.00 might be obtained, indicating that the projected demand would exceed the capacity.

References:
- *Highway Capacity Manual*, Special Report No. 209, Transportation Research Board, 1985.
- *Highway Capacity Manual*, Special Report No. 87, Highway Research Board, 1965.
- TJKM

APPENDIX C

LEVEL OF SERVICE CALCULATIONS

TJKM INTERSECTION CAPACITY ANALYSIS 11/6/90

INTERSECTION 1 WISHON and OLIVE FRESNO
COUNT DATE/TIME: PEAK HOUR: PM PK HR
CONDITION : 2010 TRAFFIC VOLUME FORECASTS FILE 32127f.i

```
                        RIGHT  THRU  LEFT
                          25   203   25                                  ^
                           |    |    |                                  |
                ^          |    |    |          ^                      NORTH
                |        <---   v   --->        |
LEFT    40 ---  1.0    1.0  1.0  1.0    1.0 ---    47  RIGHT
                                                                  STREET NAME:
THRU   316 ---> 1.1   (NO. OF LANES)    1.0<---   374  THRU       OLIVE

RIGHT   40 ---  1.1    1.0  1.0  1.0    1.0 ---    47  LEFT      SPLIT PHASE?
                |        <---   ^   --->        |                      N
                v           |    |    |          v
                            |    |    |
                           65   525   66
                         LEFT  THRU  RIGHT
```

STREET NAME: WISHON SPLIT PHASE? N

	MOVEMENT	ORIGINAL VOLUME	ADJUSTED VOLUME*	CAPACITY	V/C RATIO	CRITICAL V/C
NB	RIGHT (R)	66	0 *	1500	0.0000	
	THRU (T)	525	525	1650	0.3182	0.3182
	LEFT (L)	65	65	1500	0.0433	
SB	RIGHT (R)	25	0 *	1500	0.0000	
	THRU (T)	203	203	1650	0.1230	
	LEFT (L)	25	25	1500	0.0167	0.0167
EB	RIGHT (R)	40	40	1500	0.0267	
	THRU (T)	316	316	1500	0.2107	
	LEFT (L)	40	40	1500	0.0267	
	T + R		356	1500	0.2373	0.2373
WB	RIGHT (R)	47	0 *	1500	0.0000	
	THRU (T)	374	374	1650	0.2267	
	LEFT (L)	47	47	1500	0.0313	0.0313

VOLUME-TO-CAPACITY RATIO FOR THE INTERSECTION: 0.60
ADJUSTMENT FOR LOST YELLOW TIME: 0.10

TOTAL VOLUME-TO-CAPACITY RATIO: 0.70
INTERSECTION LEVEL OF SERVICE: B

* ADJUSTED FOR RIGHT TURN ON RED

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TJKM INTERSECTION CAPACITY ANALYSIS 11/6/90

INTERSECTION 2 FULTON and BELMONT FRESNO
COUNT DATE/TIME: PEAK HOUR: PM PK HR
CONDITION : 2010 TRAFFIC VOLUME FORECASTS FILE 32127f.i

```
                        RIGHT  THRU  LEFT
                          33   262   33                                  ^
                           |    |    |                                  |
                ^          |    |    |          ^                      NORTH
                |        <---   v   --->        |
LEFT     66 ---  1.0   1.1   1.1   1.0   1.1 ---   482   RIGHT
                                                                  STREET NAME:
THRU    462 ---> 2.1  (NO. OF LANES)   2.1<---   684   THRU       BELMONT

RIGHT   132 ---  1.1   0.0   0.0   0.0   1.0 ---   156   LEFT     SPLIT PHASE?
                |        <---   ^   --->        |                       N
                v          |    |    |          v
                           |    |    |
                           0    0    0
                        LEFT THRU  RIGHT
```

STREET NAME: FULTON SPLIT PHASE? N

	MOVEMENT	ORIGINAL VOLUME	ADJUSTED VOLUME*	CAPACITY	V/C RATIO	CRITICAL V/C
SB	RIGHT (R)	33	33	1500	0.0220	
	THRU (T)	262	262	1500	0.1747	
	LEFT (L)	33	33	1500	0.0220	
	T + R		295	1500	0.1967	0.1967
EB	RIGHT (R)	132	132	1500	0.0880	
	THRU (T)	462	462	3150	0.1467	
	LEFT (L)	66	66	1500	0.0440	0.0440
	T + R		594	3150	0.1886	
WB	RIGHT (R)	482	482	1500	0.3213	
	THRU (T)	684	684	3150	0.2171	
	LEFT (L)	156	156	1500	0.1040	
	T + R		1166	3150	0.3702	0.3702

VOLUME-TO-CAPACITY RATIO FOR THE INTERSECTION: 0.61
ADJUSTMENT FOR LOST YELLOW TIME: 0.10

TOTAL VOLUME-TO-CAPACITY RATIO: 0.71
INTERSECTION LEVEL OF SERVICE: C

* ADJUSTED FOR RIGHT TURN ON RED

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APPENDIX D

LAND USE ZONING CONSISTENCY

Refer to the Planned Land Use/Zoning Consistency Matrix in the Tower District Specific Plan text, page 8-4. The Consistency Matrix will be used to determine the consistency of rezoning proposals with the adopted plan.

APPENDIX E

AIR QUALITY METHODOLOGY & ASSUMPTIONS

A. CALINE-4 MODELING

The CALINE-4 model is a fourth-generation line source air quality model that is based on the Gaussian diffusion equation and employs a mixing zone concept to characterize pollutant dispersion over the roadway (Ref. 1). Given source strength, meteorology, site geometry and site characteristics, the model predicts pollutant concentrations for receptors located within 150 meters of the roadway. The CALINE-4 model allows roadways to be broken into multiple links that can vary in traffic volume, emission rates, height, width, etc...

Concentrations were calculated at the four corners of each intersection. Average vehicle speed on the roadways was assumed to be 15 MPH. The intersection model extended 250 meters in all directions. Receptors (locations where the model calculates concentrations) were located at distance of 10 meters from the roadway edge for all four corners of the intersection.

The worst case mode of the CALINE-4 model was employed. In this mode the wind direction is varied to determine which wind direction results in the highest concentration for each receptor. Emission factors were derived from the California Air Resources Board EMFAC-7PC computer model. Adjustments were made for vehicle mix and hot start/cold start/hot stabilized percentages appropriate to each roadway. Temperature was assumed to be 40 degrees F.

The computation of carbon monoxide levels assumed the following worst-case meteorological conditions:

Windspeed: 1 mps
Stability: G Category
Mixing Height: 1000 meters
Surface Roughness: 100 cm
Standards Deviation of Wing Direction: 10 degrees

The CALINE-4 model calculates the local contribution of nearby roads to the total concentration. The other contribution is the background level attributed to more distant traffic. A background for 1990 was taken as 50% of the average peak 1-hour concentration measured at the Olive Avenue monitoring site during the three-year period 1987-1989. The resulting background level was 9.5 PPM.

The year 2010 background level was estimated by multiplying the 1990 background level by the ratio of projected carbon monoxide emissions in 2010 and 1990. The resulting 2010 background level was 8.5 PPM.

B. URBEMIS-2 Model

Estimates of regional emissions generated by project traffic were made using a program called URBEMIS-2. URBEMIS-2 is a program that estimates the emissions that would result from various land use development projects. Land uses can include residential uses such as single-family dwelling units, apartments and condominiums, and nonresidential uses such as shopping centers, office buildings, and industrial parks. URBEMIS-2 contains default values for much of the information needed to calculate emissions. However, project-specific, user-supplied information can also be used when it is available.

The following is a description of the parameters that were used in the regional air quality analysis of the proposed project:

- Ambient Temperature: 60 degrees F.

- Trip Lengths:

Home-Other	5.2 miles
Home-Work	4.7 miles
Home-Shop	2.4 miles
Non-Home Based Work	4.2 miles
Non-Home Based Non-Work	3.6 miles

- Year of Analysis: 2010

- Average Speed: 35 miles per hour for all trip types.

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(1) California Department of Transportation, CALINE-4-A Dispersion Model for Predicting Air Pollutant Concentrations near Roadways, Report No. FHWA/CA/TL-84/15, 1984.