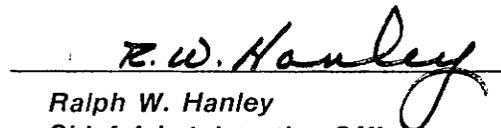


Edison Community Plan

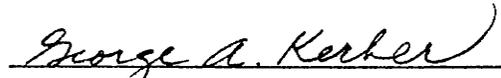
Adopted by the Fresno City Council on May 10, 1977



Daniel K. Whitehurst
Daniel K. Whitehurst
Mayor



R. W. Hanley
Ralph W. Hanley
Chief Administrative Officer



George A. Kerber
George A. Kerber
Director of Planning & Inspection

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RESOLUTION NO. 77-196

A RESOLUTION OF THE COUNCIL OF THE CITY OF
FRESNO, ADOPTING THE EDISON COMMUNITY PLAN
AS A REFINEMENT OF THE FRESNO-CLOVIS METRO-
POLITAN AREA GENERAL PLAN

WHEREAS, a new General Plan for the Fresno-Clovis Metropolitan Area was adopted by the Council on June 6, 1974; and

WHEREAS, Community Plans are essential to the refinement of the General Plan, tailoring the General Plan elements and policies to the particular characteristics and needs of each community; and

WHEREAS, the Council requested the timely preparation of a community plan which was completed in February, 1977; and

WHEREAS, there has been an extensive program of citizen participation in the preparation of the plan, with meetings held individually and with groups on July 2, 8, 22, 24; August 7, 14, 21; September 24; November 12, 1975; November 1, December 6, 14, 1976; January 3, 19, 20, 1977; and

WHEREAS, on February 22, 1977, after lawful notice and hearing the Planning Commission, following the presentation of staff reports and recommendations, the Environmental Impact Report, No. 10052, and testimony presented by residents, property owners, and other groups of interest relative to the Preliminary Edison Community Plan, adopted its Resolution No. 6163 approving and recommending the Preliminary Edison Community Plan with all of the reports and recommendations of the Planning Staff, for adoption by the Council; and

WHEREAS, thereafter and heretofore, this Council duly and regularly fixed this 10th day of May, 1977, at the hour of 8:00 p.m., as the time for a public hearing on the Community Plan, a refinement of the General Plan for the Fresno-Clovis Metropolitan Area; and it appearing that the City Clerk hereof has duly and regularly given notice thereof in the manner required by law, and the Council having received evidence and having fully considered the same;

MAY 10 1977

177-196

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Fresno that the Preliminary Edison Community Plan, dated February, 1977, a true copy of which is attached hereto and incorporated by this reference, as approved and recommended to this Council by the Planning Commission pursuant to its Resolution No. 6163, adopted on February 22, 1977, heretofore filed with the City Clerk, is hereby approved and adopted as a refinement of the Fresno-Clovis Metropolitan General Plan; and shall hereafter be identified as the Edison Community Plan; and

BE IT FURTHER RESOLVED that the Preliminary Edison Community Plan dated February, 1977, a refinement of the 1974 General Plan, supercedes those portions of the Southwest Fresno, South Fresno, CBD, and Roeding Community Plans which address the Edison Community Planning area; and

BE IT FURTHER RESOLVED that the Mayor and Clerk hereof be, and they hereby are, authorized and directed to make the appropriate certification upon the original and file the same as a permanent record in the office of the City Clerk.

CLERK'S CERTIFICATION

STATE OF CALIFORNIA)
COUNTY OF FRESNO) ss.
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, at a regular meeting held on the 10th day of May, 1977.

JJACQUELINE L. RYLE
City Clerk

BY: Jacqueline L. Ryle

CITY OF FRESNO, CALIFORNIA

CITY COUNCIL

| | |
|----------------------------------|--------------|
| Daniel K. Whitehurst, Mayor | Dale Doig |
| Elvin C. Bell, Mayor Pro Tempore | Linda Mack |
| Joel Crosby | Joe Williams |

CITY PLANNING COMMISSION

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| Dave Williams, Vice-Chairman | Benita Garcia | |
| John L. Baker | Ty Knotts | |

CHIEF ADMINISTRATIVE OFFICER

Ralph W. Hanley

DEPARTMENT OF PLANNING AND INSPECTION

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| George A. Kerber, Director | Al Solis, Deputy Director of Planning |
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CITIZEN PARTICIPATION

Area One Neighborhood Council

Alma Lewis, Chairperson, Area One Neighborhood Council

Executive Committee

| | | |
|-------------------------|------------------|------------------|
| Alma Lewis, Chairperson | Martha Haney | Henry Norman |
| D. C. Adams | Helen S. Harper | Waldo Porter |
| Thelma Adkins | Joyce Jefferson | Elma Sterling |
| Mayter Alexander | LaVerne Lewis | Isaac Sykes, Sr. |
| Rev. Richard Bynum | Eddie Mae Lomack | |

Edison Community Plan Steering Committee

| | | |
|------------------------------|------------------|---------------|
| Joyce Jefferson, Chairperson | Mayter Alexander | Alma Lewis |
| Jessie McDonald, | Rev. Sunny Green | Annie Nutt |
| Vice Chairperson | William Harper | George Purdom |
| Thelma Adkins | Edna Jones | |

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INTRODUCTION

INTRODUCTION

ORIENTATION TO THE COMMUNITY PLANNING PROCESS

Authorization for the development of General Plans is granted to Planning Commissions by state law (Article 5, Section 65300, of the State of California Government Code).

65300. Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning.

The planning process within the Fresno-Clovis Metropolitan Area is embodied in three types of plan documents which address planning issues of different scales. The three types of plans are as follows:

- The General Plan which deals with the perspective of the entire Fresno-Clovis Metropolitan Area and defines policies to guide the pattern and growth of various segments of the city into an integrated urban system.
- Community Plans which deal with the individual community areas as an intermediate level of planning between the broadness of the General Plan and the precision of Specific Plans.
- Specific Plans which include precise proposals for the implementation of the General Plan and/or Community Plan for limited areas of geographic or topical concern.

On June 6, 1974, the City of Fresno adopted a major amendment of the Fresno-Clovis Metropolitan Area General Plan following an extensive process of study and public hearing. With the newly updated General Plan as the base, it is now appropriate to develop Community Plans as the next step in the planning process.

A Community Plan serves at least seven functions. A Community Plan should serve as:

- a source of information;
- an estimate of the future;
- an indicator of community desires;
- a program for correction of major community problems;
- a tool to coordinate local policies and implementation programs;
- a meaningful guide to decision makers; and
- a device to stimulate public and private interest and action.

This community plan deals with the problems and potentials of the Edison Community, (see Figure 1). The primary emphasis of the Edison Community Plan is placed on the urbanized portion of the planning area. The plan for Easton, which is within the City of Fresno's sphere of influence, is to be developed and adopted by Fresno County.

The Edison Community Plan is organized in a manner to easily provide information to people--both general information and information related to more specific topics and plan proposals. The organization of the plan report includes the following:

- Overview of History and Existing Conditions
- Future Perspective
- Summary of Plan Proposals
- Community Plan Elements

- Housing
- Commercial
- Industrial
- Environmental Resources Management
- Public Facilities and Services
- Transportation and Circulation

The first three sections provide information about the background of the community, a perspective of the future, and a broad view of the basic plan proposals. The remaining sections discuss each of the topical components in sufficient detail to reveal assets, liabilities, and plan recommendations.

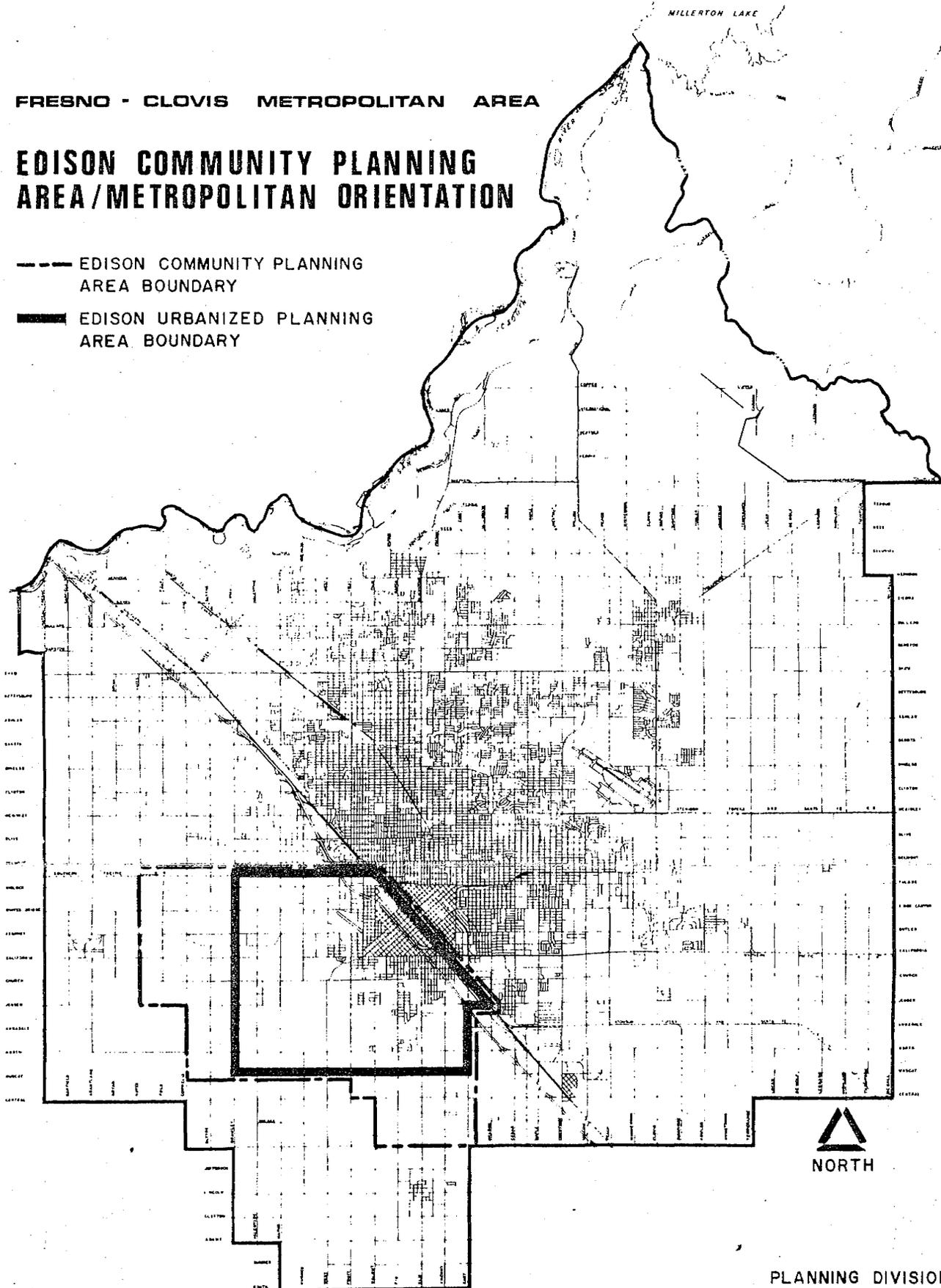
The Edison Community Plan is written to reflect the interests of the community's citizens. The concerns of Neighborhood Council No. 1 and the citizens who participated in the Steering Committee organized especially for this planning program, are capsulized in its contents. (The Neighborhood Council #1 is a community wide organization which is recognized by the City government as the official citizen participation structure in the Edison Community).

The Edison Community Plan is intended as a meaningful guide to actions by government and private enterprise for the distant and more immediate future.

FRESNO - CLOVIS METROPOLITAN AREA

EDISON COMMUNITY PLANNING AREA / METROPOLITAN ORIENTATION

- EDISON COMMUNITY PLANNING AREA BOUNDARY
- EDISON URBANIZED PLANNING AREA BOUNDARY



PLANNING DIVISION
NOV. 1975

Figure 1

OVERVIEW OF HISTORY AND EXISTING CONDITIONS

OVERVIEW OF HISTORY AND EXISTING CONDITIONS

HISTORY OF THE EDISON COMMUNITY

The study area boundaries for the Edison Community planning area are illustrated on Figure No. 1 (see page 3).

When the site for Fresno was selected in 1872 by the Central Pacific Railroad, the first homes were constructed on both sides of the tracks. It appears that as much as 40 percent of Fresno's population lived in the Edison Community during the early decades of the city's development. However, the building of the railroad depot and the County courthouse to the northeast of the railroad tracks foretold a predominance of growth toward the north. The first location of Fresno Normal School (which became the Fresno State College and now the Fresno City College campus) after 1911, and St. Agnes Hospital in 1929, both north of Olive Avenue, reinforced the original trends, as did the development of Fresno's streetcar system to the north and east during this same period.

Ethnically discriminatory deed restrictions were a fact of life in early Fresno. The practice of prohibiting the sale of a house to such groups as Germans, Orientals, descendants of the Ottoman Empire (Armenians), and other such "undesirable" ethnic groups was universal in all areas outside of the Edison Community. This practice was not declared illegal until 1948 in a U.S. Supreme Court case (Shelley vs Kraemer). This practice resulted in the southwest side of the railroad tracks being the only feasible entry point into the community for immigrants. The city is still dealing with the impact of this practice nearly thirty years later.

The historical progression of American culture has seen a successive pattern of new cultural groups moving into communities such as Edison. The ethnic composition has varied, but the segregation of the new and different cultural groups has always occurred. The most recent groups to arrive to the urban area are the black and brown citizens now in residence throughout the planning area. The most predominant group in the community is black, however, there are some neighborhoods which reflect a strong brown and oriental population.

It is necessary to emphasize that, despite discriminatory practices, substantial areas of high-quality housing were developed and maintained in the Edison Community. Houses in this area were equal to the best housing built in other parts of the community and in many cases received superior maintenance. The reason for this fact is that the cultural groups "ethnic" in the community were of varied economic levels and although the housing market may have been discriminatory, the local economic market was not.

The basis for any problems in the Edison Community is not to be found in the accusation that today's ethnic groups lack the resources to maintain or develop quality neighborhoods. The

existing areas of sound housing in the planning area are still being maintained in a superior condition to houses of a similar age elsewhere in town. Furthermore, the size of the black middle class has been growing in size.

Any problems in the Edison community are more accurately attributed to national policies of discouraging ethnic communities and to financial policies which make it more difficult to obtain money for investment in the older areas of a city. Families in the planning area which would normally desire to stay in the community have been unable to obtain the desired type of housing, adequate commercial service, or reasonable financial terms.

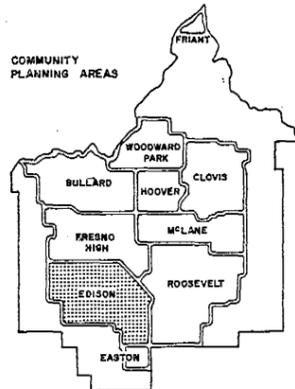
The Edison area has always been a unique community with a rich heritage. The community's racial and income mix of the pre-1950's has never been duplicated elsewhere in the City, and there has always been a strong sense of community in the area. However, recent changes in the conditions of the community have brought about a new era. The social and economic viability which once existed has been damaged by forces which threaten to transform racial segregation into economic segregation. The Edison Community possesses the stabilizing effect of a "middle class". The continued migration of the middle class, if it is allowed to continue, will eventually transform an ethnic community into a low-income ghetto.

PHYSICAL FACTORS OF THE EDISON COMMUNITY

As it exists today, the physical form of the planning area is an L-shaped urban pattern, (Figure 2) extending to the south and west of the original townsite along State Highways 180 and 41. The community is characterized by a compact urban pattern with small scale commercial activity scattered throughout the residential areas. The community is bounded on the north and east by large industrial concentrations and on the south and west by rich, productive agricultural areas.

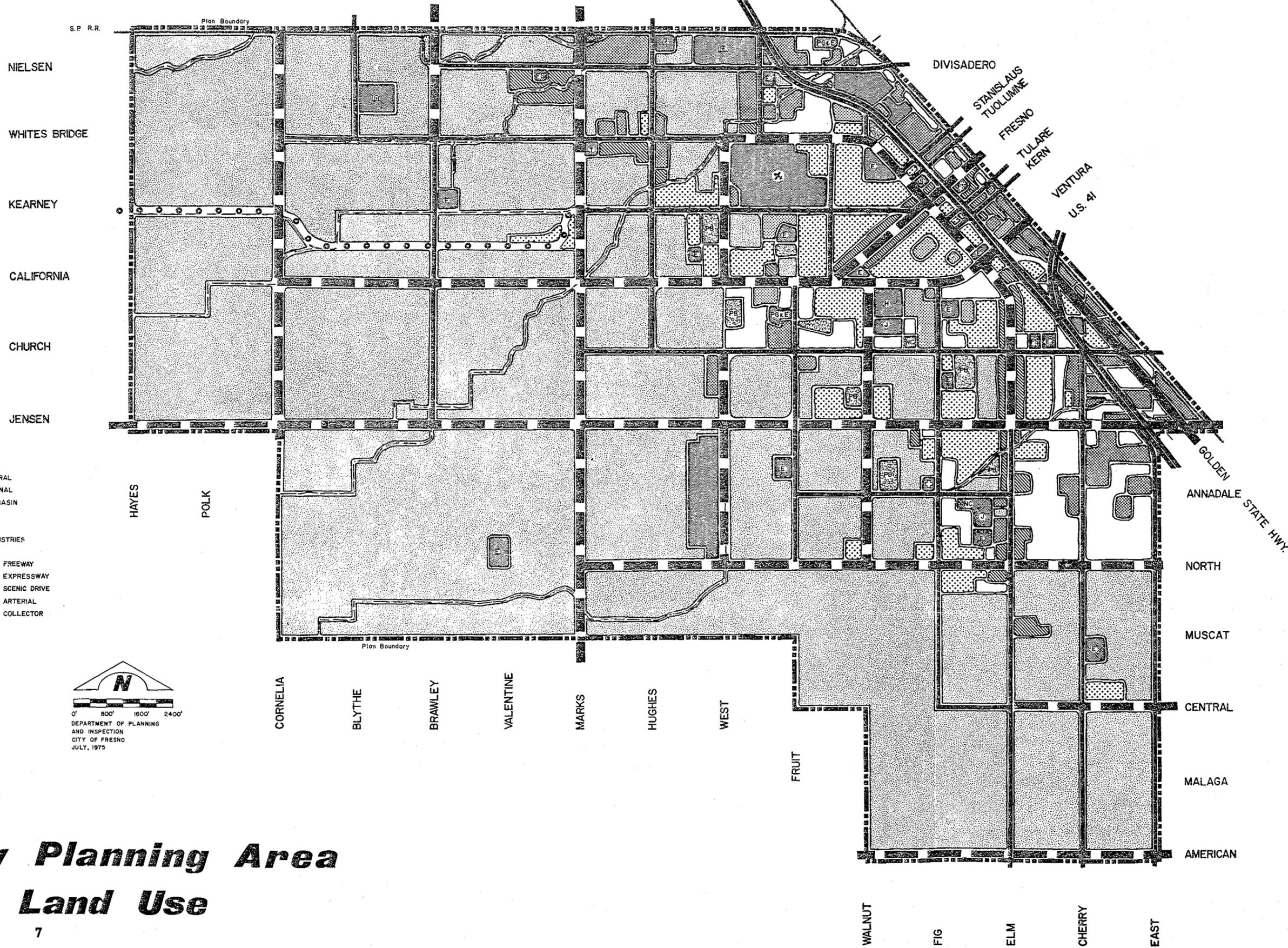
Urbanization in the community covers approximately seven square miles and the population of 22,600 is housed in 6,532 units. Little private development has occurred in the community in recent years. However, through the projects of the Redevelopment Agency and federally subsidized building activity there have been dramatic improvements in the local housing quality since 1968 when 68 percent of the housing units in the Edison community were judged to be substandard.

Progress has been made in improving some of the major land use problems in the area. Therefore, priorities in the community are beginning to emphasize the need for the provision of new housing opportunities for upper and middle income families to balance the trend toward low-income subsidized housing construction in recent years.



LEGEND

- | | |
|--------------------------|--------------------|
| RESIDENTIAL | OPEN SPACE |
| □ SINGLE FAMILY | □ AGRICULTURAL |
| □ MULTIPLE FAMILY | □ RECREATIONAL |
| COMMERCIAL | □ PB PONDING BASIN |
| □ NEIGHBORHOOD | □ VACANT |
| □ GENERAL | INDUSTRIES |
| PUBLIC FACILITIES | □ LIGHT INDUSTRIES |
| □ PUBLIC FACILITIES | CIRCULATION |
| E ELEMENTARY SCHOOL | — FREEWAY |
| J JUNIOR HIGH SCHOOL | — EXPRESSWAY |
| H HIGH SCHOOL | — SCENIC DRIVE |
| S SPECIAL SCHOOL | — ARTERIAL |
| FS FIRE STATION | — COLLECTOR |
| HOSPITAL | |
| PG&E SUBSTATION | |
| NC NEIGHBORHOOD CENTER | |
| T CHURCH | |
| CEMETERY | |



**Edison
Community Planning Area
Existing Land Use**

Figure 2

There are forty-one acres of commercial services and retail activities in the Edison Community. This figure indicates that community residents have approximately the same level of commercial services per person as residents in other portions of the city. The difference in the planning area's commercial activity lies in its distribution and quality rather than its quantity.

Most of the community was already laid out when the postwar concept of shopping centers became popular in Fresno. Therefore, the local commercial activity is widely scattered throughout the community. Although this dispersed pattern of local commercial activity may be somewhat more convenient to some residents, many of the residential areas of the community suffer from the profusion of small scale, marginal commercial activities which are usually more expensive and sometimes in poor condition.

Living close to industrial activity is a major fact of life in the Edison Community. It is not possible to enter this area from any other portion of the City without passing through a major industrial concentration. Industrial activities totaling 2,027 acres lie across the northern, northeastern and eastern entrances to Edison.

In addition to the major industrial concentrations, the Edison Community has to contend with approximately 305 acres of light industrial and commercial manufacturing activities dispersed on seventy-nine sites within the Community Planning area. The most offensive type of this activity is the frequently observed "junk yard". Unfortunately, this type of development is usually found either along the strip commercial development of Highways 41 and 180 or in the agricultural areas to the southwest of the community. This fact extends the circle of blighted entrances to the community and blocks residential development of the vacant land to the southwest.

POLITICAL AND JURISDICTIONAL COORDINATION

General Plan and Community Plan policies have traditionally focused on issues related to land use and transportation. Of equal importance to the citizens of the Edison Community are issues related to their continued input to the City's decision makers through the citizen participation process and with the coordination of the responsible governmental jurisdictions in the area.

Citizen Participation

In 1967, the City of Fresno began its experiment with the Model Cities program. The Edison Community was defined as the original model neighborhood. The Model Cities program was designed to

permit flexibility in the spending of federal funds for programs which reflected the desires of the community. A basic component of the Model Cities program was participation of citizens.

As a result of the Model Cities experiment, the process of citizen participation in the Edison Community became highly sophisticated. The structure included a Neighborhood Council and its task forces, which developed proposals related to physical and social programs.

With the expansion of the Model Cities concept to the entire city in 1972 (Planned Variations Program), the Fresno Community Development Commission was created, composed of representatives of the entire city.

There has been a continuous evaluation of the citizen participation process since the early days of Model Cities and through the years the Edison Community has maintained a citizen participation process with active leadership.

The citizens of the Edison Community want to continue to strengthen the role of citizen participation in decisions that affect their community. They believe that this is the only way to guarantee that the City of Fresno and other decision-making bodies will be responsive to their needs and desires. They believe the key to physical and socio-economic improvement of the Edison Community is a commitment to a continuous working relationship between government and citizens.

URBAN UNIFICATION

Urban Unification involves the extension of city boundaries to include the many unincorporated pockets of urban development throughout the community. This is just as important to the Edison Community as it is to other parts of the metropolitan area. It is essential that the boundaries of the City of Fresno rationally reflect the area which the City is capable of serving now and in the future. Problems of county islands and scattered urban clusters in the incorporated area are less severe in the Edison Community, although some examples do exist. One such example is Walnut Gardens, which is approximately one-half mile from the incorporated area; Walnut Gardens would benefit from annexation to the City.

An additional service for which unification is essential for the welfare of the Edison Community is education. There are currently eight school districts with jurisdictional authority in portions of the Edison Community. As a result of the district boundaries, many children are unable to attend schools closer to their homes. In addition, because of the number of separate school districts, it becomes more difficult to provide a unified educational program which is oriented to the needs of the student population. The Edison Community would benefit by annexation of all proposed urban areas to the Fresno Unified School district.

SOCIO-ECONOMIC FACTORS OF THE EDISON COMMUNITY

The Fresno Community Profile, published periodically by the City of Fresno, provides a broad overview of the socio-economic conditions in the metropolitan area. The Edison Community is identified by this publication as being significantly lower than the City-wide average in all the basic areas of socio-economic statistics measuring neighborhood stability.

There seems to be a positive correlation between the areas of the community with the oldest housing and the least favorable socio-economic conditions. Among the communities in the metropolitan area, the Edison Community, as a whole, possesses the lowest median family income and lowest number of school years completed.

According to the Community Profile, the community also has a large number of families below the poverty level, and receiving Aid to Families with Dependent Children. The unemployment rate in this area was noted to be 5.5 percent higher than the City average, indicating that unemployment is a severe problem in the community.

The population composition of the Edison Community is characterized by a high concentration of minorities (primarily, blacks and browns). The proportion of dependent population (over 65 years old and under 18) is also higher than the City's average.

The birth rate and the death rate in this area are above the average rate for the entire City. The health conditions of the community residents are also poorer than that of an average City resident.

The housing conditions in the Edison Community are below the average conditions for the City. The rate of owner-occupancy is below the City-wide average, substandard housing is a problem, and overcrowded conditions are relatively common. There are active programs of rehabilitation and demolition activity in this area.

Although the above mentioned statistics present a relatively negative picture, the residents of the area have stressed that they are determined to avoid dwelling on the negative aspects of the past and to focus on the improvement of the communities physical and social environment.

Furthermore, it should be noted that both the social and physical environment in the Edison Community is apparently much better than in similar ethnic neighborhoods in larger cities, especially regarding crime statistics.

Fresno's Commitment to Socio-Economic Development

The Department of Community Development is a branch of city government which has implemented programs for socio-economic improvement. Its funding has depended upon federal support through Model Cities/Planned Variations. The recent cutbacks in support of this program by the federal government has seriously undermined the ability of the City to address the socio-economic needs of the Community and other parts of the City.

The City of Fresno is committed to the continuation of socio-economic programs. The structure of the Department of Community Development is to remain intact for the foreseeable future, despite cutbacks in federal support. The City will continue to pursue all possible sources of funding in the future.

A Summary of Physical and Social Conditions

A summary of the existing physical and social conditions is illustrated by Figure 3. The program areas shown on the map include: Housing, economic development, social and welfare services, education and training, and health.

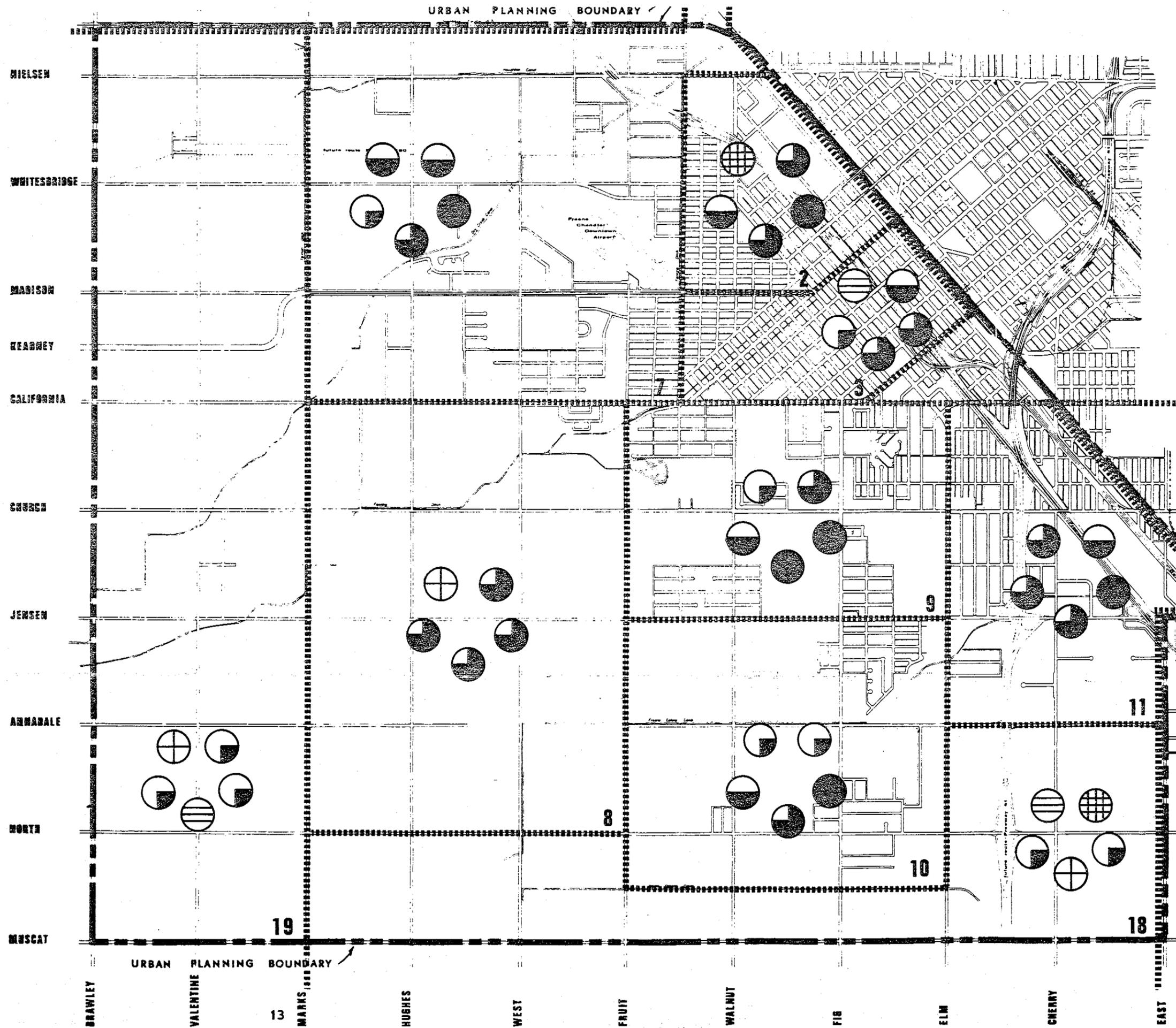
The measurement of these social and economic characteristics was done in a manner allowing comparison with the citywide average, Figure 4. Data is grouped into areas referred to as census tracts, which are standardized divisions of the city utilized in the federal census. In almost every program area the conditions in the urbanized portion of the Planning area are below the citywide average. The worst problems are in the field of economic development and social welfare, whereas the field of health is in a better relative position.

The portion of the area with the best overall condition is the heart of the Edison Community and comprises a portion of the originally incorporated central Fresno (Census Tract 3). All the other urbanized areas have similar ratings for the remaining areas (Census Tracts 18 and 19) are generally higher but less relevant for an analysis of the Edison Community due to their predominantly rural character and low population.

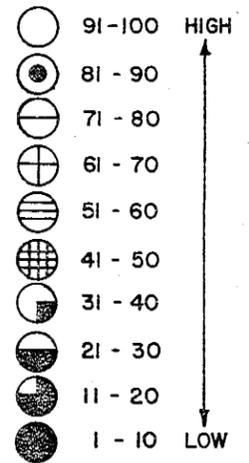
Edison

Community Planning Area

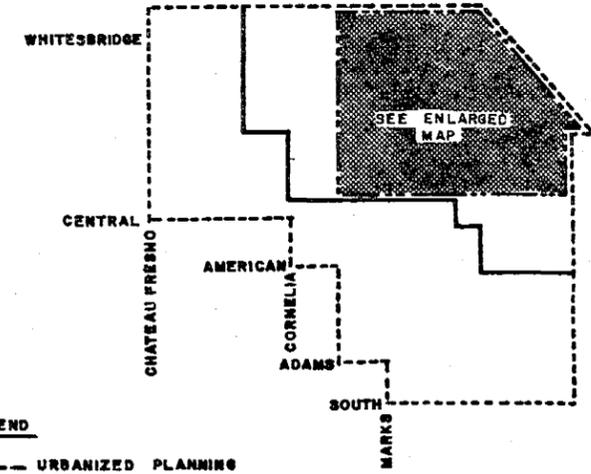
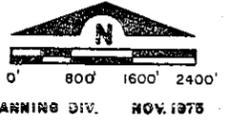
SOCIO-ECONOMIC INDICATORS



LEGEND



- Health
- Housing
- Education & Training
- Economic Development & Job Placement
- Social Welfare



LEGEND

- URBANIZED PLANNING AREA.
- PLANNING AREA
- FRESNO-CLOVIS METROPOLITAN AREA
- REFERENCE REGIONAL LAND USE PLAN

Figure 3

Social Welfare (continued)

- *2. Dependency Load: Percentage of families with members under 18 or 65 and over, (source-1970 census)
- *3. Illegitimate Birth Rate: 1972 illegitimate births per 1,000 population, (source-Fresno County Public Health Department)
- *4. Aid to Families with Dependent Children: 1971 percentage of school enrollment receiving "Aid to Families with Dependent Children, (source- Fresno Unified School District).
- *5. Juveniles on Active Probation: 1972- Juveniles per 1,000 population on active probation, (source-Fresno County Probation Department)
- *6. Policy Activity: Police Cases per 1,000 persons, includes Arrests, Incidents, Offenses and Traffic Violations, (source - 1971, City of Fresno, Police Department)

EDUCATION AND TRAINING

- 1. Median School Years Completed: Median School Years completed (source- 1970 census).
- 2. Basic Intelligence Test Scores: Lorge-Thorndike Intelligence Test: Percentage Scores for elementary school level, (source- 1972 Fresno Unified school District).
- *3. Classroom Requirements Index: Ratio of children 5 years and under to children 5-9 years, (source - 1970 census).

HEALTH

- *1. Gonorrhea Cases: 1972 Gonorrhea cases per 1,000 population (source - Fresno County Public Health Dept.)
- *2. Elderly Population: Percentage of total population 65 & over, (source - 1970 census)
- *3. Suicide Rate: 1972 suicide rate per 1,000 population (source - Fresno County Public Health Department).
- *4. Infant Deaths: 1972 Infant Deaths per 1,000 live births (source - Fresno County Public Health Department).

* Inverse Relationship Accounted For.

FUTURE PERSPECTIVE

FUTURE PERSPECTIVE

When a long-range planning program seeks to establish guidelines for future development, it is necessary to make some assumptions about the social and physical changes that the community will experience within the planning period. In order to clarify the base on which the Edison Community Planning Program was carried out, the following assumptions of future conditions are presented.

POPULATION

1. Since the Edison Community does not have a history of rapid growth, the plan has been designed to encourage development in the community without being dependent on massive population expansion in order to be implemented.
2. It is anticipated that Federal law and local governmental policy will continue to advocate a reversal of the trends toward social and economic segregation of the community from the rest of the metropolitan area.
3. Social mobility is anticipated to improve through the provision of a full range of residential densities in the urban area in conformance with the adopted policies of the General Plan of the City of Fresno.

HOUSING

1. On the basis of studies done during the City's general planning program the quantity of housing is anticipated to increase. However, due to the undetermined rate of population growth it is not possible to make any specific projections of new construction.
2. The quality of housing is expected to continue to improve under the influence of redevelopment, rehabilitation and conservation activities of the City.
3. Multiple family housing units will cease to account for the major portion of new housing construction in response to the community's opposition to this trend and the plan's emphasis as single family development and neighborhood preservation.

COMMERCIAL

1. Most of the community's non-conforming commercial development will be phased out during the planning period.

INDUSTRY

1. A substantial portion of the metropolitan area's industrial development will occur in the planned industrial areas in and around the Edison Community

TRANSPORTATION

1. Primary transportation modes within the community will continue to utilize a system of streets and highways.
2. Substantial changes in the modes of local transportation anticipated as residents utilize mass transit as well as personal transportation, i.e., bicycle and pedestrian movement within the community.

PUBLIC FACILITIES AND UTILITIES

1. The City of Fresno is capable of providing basic urban services throughout the planning area.
2. Although there is a continuing debate over the best technique of complying with Federal laws requiring integration, it is assumed that the commitment to the neighborhood school concept will be maintained.

URBAN GROWTH MANAGEMENT

1. The progress of urbanization on the fringes of the metropolitan area will be continually evaluated by an urban growth management process in order to further the physical, social, and economic policies of the City of Fresno (please refer to the Appendix for more detailed description of Urban Growth Management page 69).
2. An extensive program of annexation will be actively pursued to further the centralization of governmental authority within the planning area and increase the efficiency in the provision of urban services.

SUMMARY OF PLAN PROPOSALS

SUMMARY OF PLAN PROPOSALS

OBJECTIVES

The purpose of Edison Community plan is to provide a framework for public and private actions which will stimulate the long-term balanced growth of the community. In order to achieve this overall purpose there are three primary objectives which should be stressed.

To stimulate growth in the Edison Community by improving the quality of the environment and the strategic provision of public facilities improvements.

To provide housing in the Edison Community to accommodate the housing needs of a broad range of socio-economic groups through both new development and rehabilitation.

To stimulate an increase of income levels throughout the Edison Community through programs of economic and employment development.

MAJOR PLAN PROPOSALS

A. Community Center

The Edison Community Center will provide a focus and identity to community life as proposed by the multiple centers concept of the City's adopted General Plan.

The focal point of the Edison Community Plan (see Figure 5) is the community center area located around the intersection of California Avenue and Fresno-Walnut Avenue. This "focal point of the community", should be the central place of local activities and contain a variety of public and private uses. Proposed physical development and land uses within the community center area are as follows:

Public Service Facilities. In addition to the Edison Community High School, public service facilities should be provided including a branch library, meeting rooms, the police service center, and civic information services. ~~It would be appropriate to expand the Hinton Neighborhood Center to house as many of these services as possible.~~

~~Health Care Facilities. Within a unified complex, private medical offices and a community health clinic for emergency and outpatient care should be provided.~~

Park and Recreational Facilities. The Edison High School playground and the adjoining park should be designed to work as an integral unit, serving after school and weekend leisure time needs.

Greenways. Pedestrian greenways should link the community center with surrounding residential neighborhoods.

Commercial Development. A community shopping center should be developed as an integral component of the community center.

Residential Development. Medium-high residential development should be encouraged within the "community center" with medium- to medium-low density development radiating outward ~~to the agricultural greenbelt.~~

~~Circulation. The existing alignments of Fresno and Walnut Avenues should be redesigned to provide a continuous street intersecting with California Avenue, which will focus traffic movement on the proposed center.~~

Urban Growth Management Process

The City of Fresno has established a new process to evaluate development proposals on the fringe of the urban area which would effect the direction and timing of urban growth. This "Urban Growth Management Process" will be utilized on the fringe of the Edison Community, a more detailed discussion of the process is offered in the Appendix, page 69.

It is recommended that this new management process be applied to the Edison Community with due consideration for the significant social and economic needs of the community and this plan's proposals for a cohesive pattern of urban expansion.

Development of Housing

The Edison Community Plan includes some major shifts in residential land use and housing policies from those in effect within the community in recent years; such redirection is in response to the expressed desires of the citizens who have participated in the Community Planning program.

~~The plan illustrates generally lower densities than existing plans in effect.~~ The overall density of the community would be medium; medium-high residential densities are illustrated only where the city has made strong commitments for multiple-family development and to provide support for the "community center" concept. The lowest urban densities in the planning area are illustrated proximate to Kearney Boulevard.

The intent is to preserve the character of existing residential neighborhoods, which are primarily single-family residential development. Redevelopment programs are surely necessary to improve physical conditions within the community, but the focus of such programs should be toward rehabilitation and the replacement of single-family housing within areas that are single-family residential in character. Redevelopment activity should not threaten home ownership by the displacement and relocation of existing residents.

Efforts should be made to stimulate more moderate-to middle-income housing within the community. Although additional low-income housing must be provided, concentrations of such housing within limited areas ought to be avoided.

As a means of luring more middle-class residents to the community and encouraging home ownership, more concerted efforts to stimulate the mortgage market within the community should be pursued. Such efforts might include expansion of the City's current mortgage insurance program, lobbying for state and federal programs to provide special mortgage insurance programs for the community, and persuasion of local lenders.

Improving Commercial Services

The Edison Community Plan encourages the development of local commercial services within modern shopping centers. To achieve this it is recommended that existing, deteriorated freestanding commercial uses be eliminated as redevelopment activity occurs. A major proposal is the development of a community shopping center to be located within the "community center." Desired locations for neighborhood shopping centers are also illustrated by the plan map (see Figure 5).

Also proposed is the elimination of blighted strip commercial uses along Elm Avenue. A Specific Plan is underway for Elm Avenue which would determine the desired pattern of land uses and proposed means to implement a regeneration of the area.

Finally, the plan recommends the development of office commercial uses along Fresno Street extending northeasterly from the proposed community center.

Open Space System

The Edison Community Plan contains recommendations related to the preservation of valuable agricultural land and the development of an urban open space system (see Figure 6).

~~The Community Plan map illustrates areas proposed for preservation of a permanent agricultural greenbelt (see Figure 5). The recommended techniques for preserving agricultural land uses are the application of zoning controls and tax incentives (California Land Conservation Act).~~

The Community Plan reflects five basic components of the proposed urban open space system. These include the following:

Regional Recreation Facility. The City's sanitary landfill site is proposed for eventual development as a major outdoor sports and recreation center. A site plan should be developed to enable contouring as the landfill operation continues.

Park. It is recommended that a new park be established to link the Edison High School site and the Hinton Center. The area will help to focus community level activities.

Neighborhood Park and Recreation Facilities. The existing neighborhood parks and/or recreation centers and elementary schools, as well as flood control basins within residential areas, are to be major elements of the open space system. Priority should be given to the improvement of existing flood control basins to make them parklike and usable for both active and passive recreational uses.

Mini-Parks and Greenways. The plan proposes the future development of a system of greenways and mini-parks within the community. Such a system would be developed through the abandonment of portions of the local street system, where through-traffic poses problems and access to property is not essential. The greenway, landscaped areas oriented to use by pedestrians and bicyclists, would be designed to link residential areas with nodes of activity.

Scenic Drive. The plan proposes improvement and protection of Kearney Boulevard as an "ornamental pleasure drive" consistent with the intent of the Board of Supervisors when it was so designated in 1905. The proposals within the Kearney Boulevard Specific Plan report, including proposed open space and landscape improvements to make Chandler Airport a better neighbor, should be adopted and implemented as an element of the urban open space plan.

Improving Transportation

There exists a high demand for public transit service within the Edison Community. The highest priority toward improving the community's transportation opportunities should be to improve the level of transit service and reduction of time between transit pickups. No major changes of routes appear necessary.

The planned streets and highways system within the Edison Community reinforces the adopted Circulation Element (see Figure 7); ~~no changes in the existing planned circulation system appear necessary within the foreseeable future. Although the local segments of Freeways 41 and 180 will probably not be constructed within the next twenty years, the designation of such links are illustrated on the plan to reflect the long-range transportation objectives for the entire metropolitan area. In the interim period, it is necessary to stimulate the planned improvements of existing State Highway 41 (Elm Avenue) and 180 (Whites-Bridge Road) and the "B" Street couplet to meet regional transportation needs.~~

As a priority action, government agencies should seek to improve the major and local street system within the existing urbanized area. This should be done as redevelopment activity and the new development occurs.

The Commitment of Government

Implementation of the Edison Community Plan will require a long-term commitment to action by government. Government actions must be responsive to the needs of the community's citizens and there is need for a firm commitment to include people in the decisions which will affect their community.

A commitment to action within the community should include strategic programs for redevelopment, priority for the allocation of capital improvements to correct existing deficiencies, the provision of high levels of urban services, and continued programs toward socio-economic improvement.

Specific Plans

The County of Fresno has played an active role in the development of the Edison Community. In accordance with a desire to create and protect a healthy residential environment the County has adopted a Walnut Gardens Community Action Plan. ~~This plan is compatible with the Edison Community Plan and will remain in effect.~~

The Edison Community Plan refines General Plan goals and policies to fit them to the particular social and physical needs of the community. This, in turn, provides the framework for the development of specific plans and significant development proposals.

Within the urbanized areas of the Edison Community, the City of Fresno has developed and is in the process of developing specific plans to establish detailed policies regarding land use, circulation and development criteria to insure the provision of a livable human environment. There are three specific plans in effect at this time, the Fruit/Church Redevelopment Plan, the North Avenue Industrial Triangle and the Urban Renewal Plan. These plans are refinements of the West Fresno Community Plan (1966) and were designed to implement the Community Plan and to establish a set of detailed guidelines to aid the public and private development programs in the Edison Community. When the revised Community Plan is adopted it will be necessary to ammend the Urban Renewal Plan to bring it into conformance with the updated planning proposals for the Edison Community. The Fruit/Church Redevelopment Plan and the North Avenue Industrial Triangle are in conformance with the Edison plan and will remain in effect.

~~Specific planning in progress or to be scheduled for development following the adoption of the Edison Community Plan include:~~

- ~~1. The Elm Avenue Specific Plan (see Figure 8) will cover the area adjoining Elm Avenue from the North Central Canal north to California Avenue. All of the elements essential to revitalizing the areas along Elm Avenue and recognizing that street as a major gateway to the metropolitan area will be dealt with in the plan.~~
- ~~2. The Kearney Boulevard Specific Planning Program (see Figure 8) has already developed a proposed plan and it is appropriate that this document continue in the review and adoption process.~~
- ~~3. The Whites Bridge Avenue area (see Figure 8) should be a part of a metropolitan wide study which will make recommendations for special design criteria to be utilized on the significant gateways to the City of Fresno.~~
- ~~4. The Major Metropolitan Outdoor Recreation Area (see Figure 8) will require the development of a design proposal to facilitate the Community Plan's recommendation that the City's sanitary land fill site be converted from a long term problem to a significant community asset.~~

Edison

Community Plan

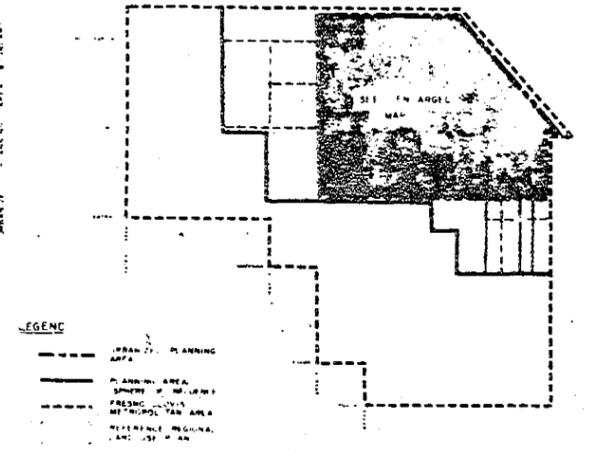
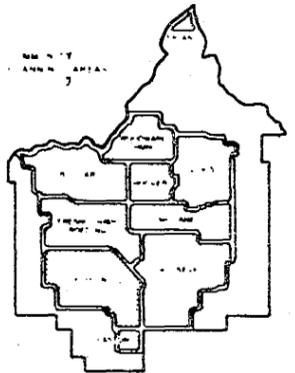
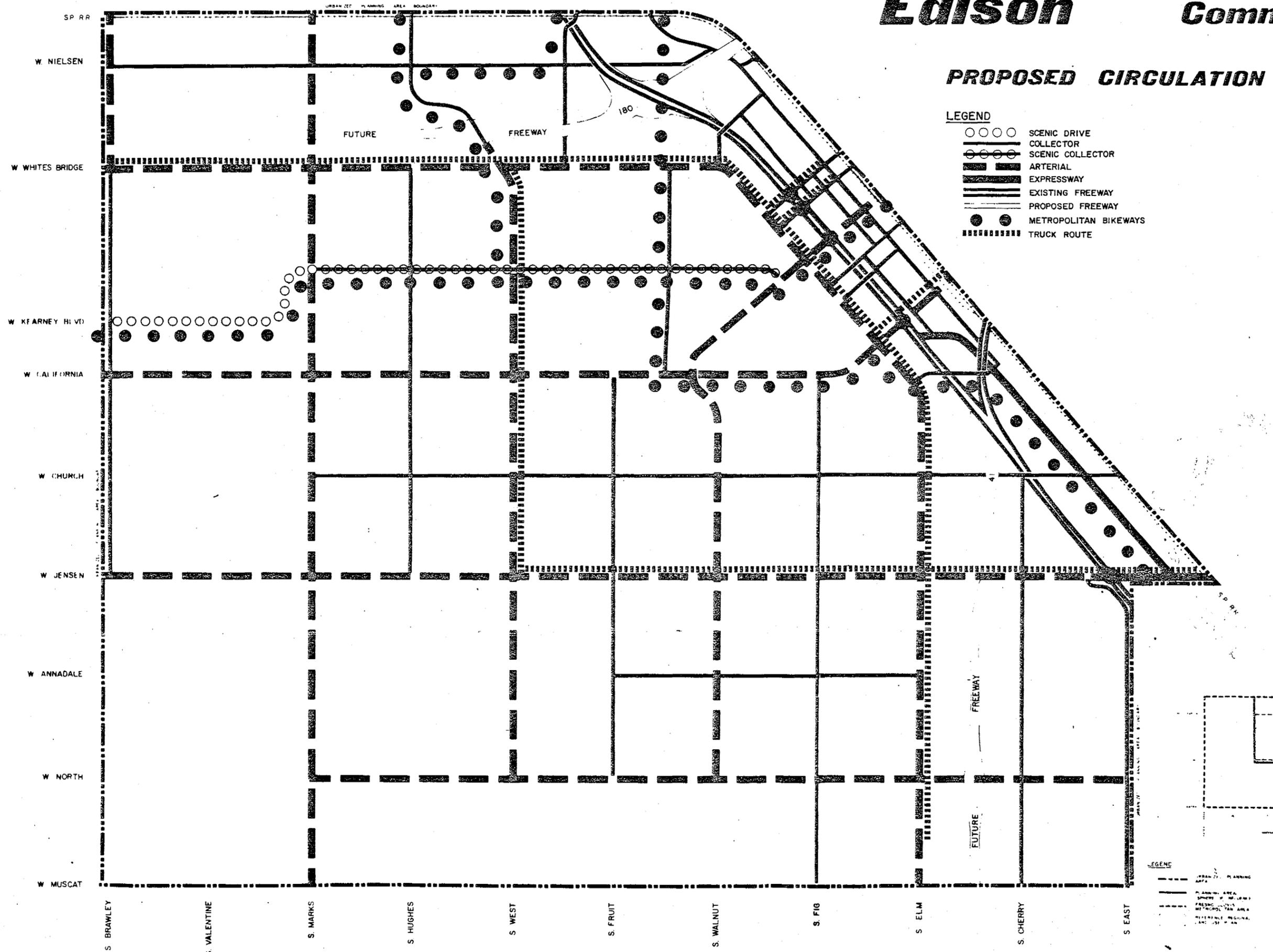
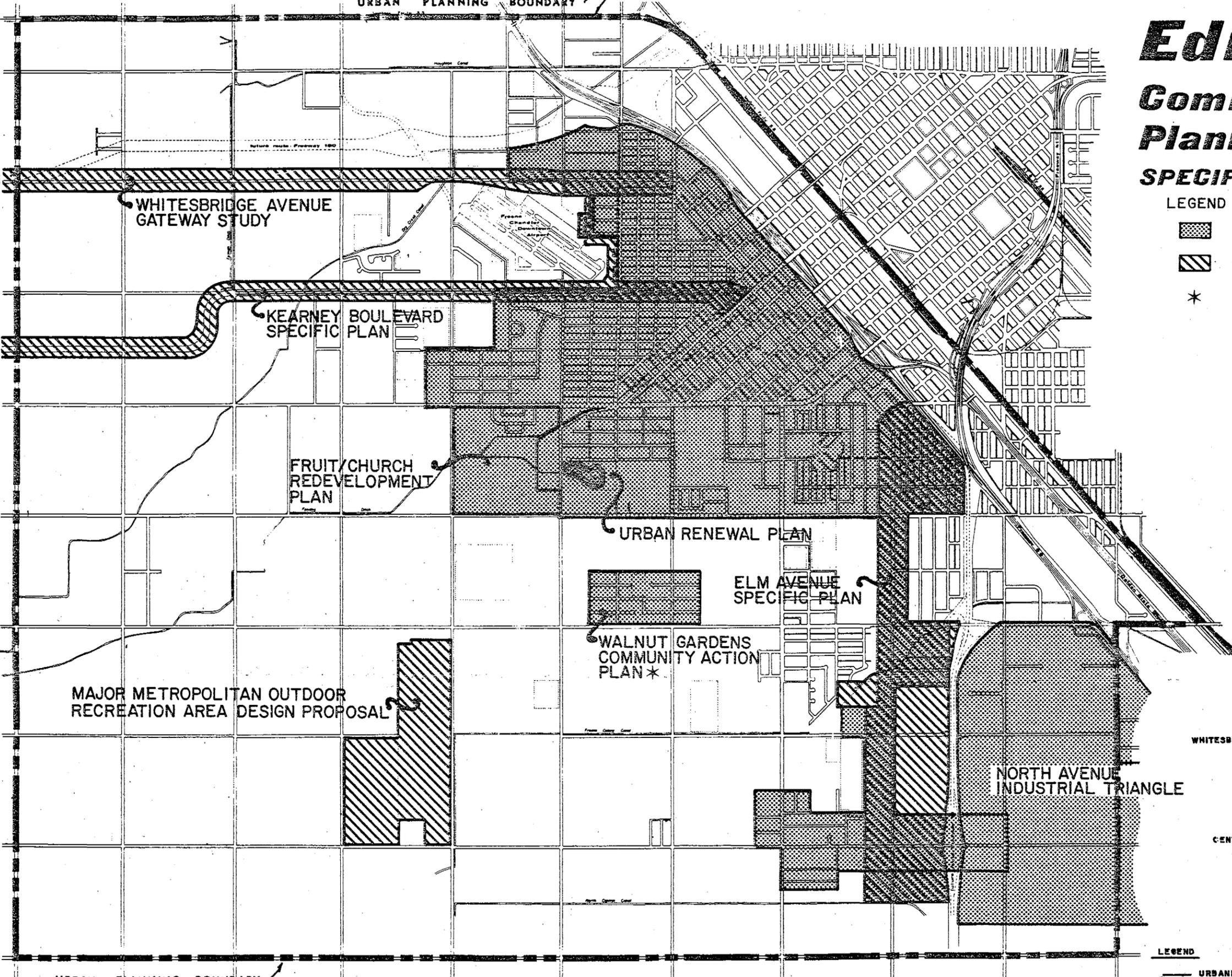


Figure 7

URBAN PLANNING BOUNDARY

Edison Community Planning Area SPECIFIC PLANS

BIELSEN
WHITESBRIDGE
MADISON
KEARNEY
CALIFORNIA
CHURCH
JENSEN
ANNADALE
NORTH
MUSCAT

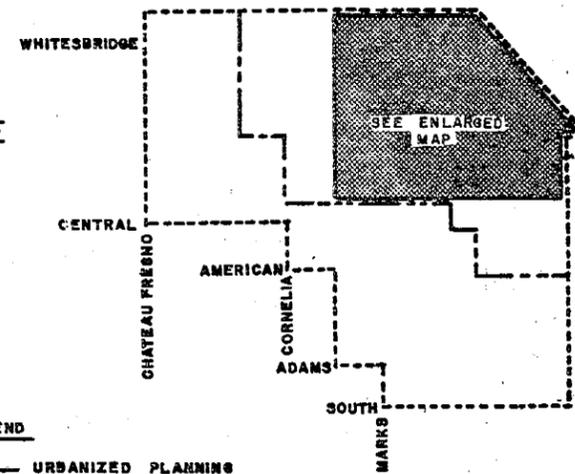


LEGEND

-  ADOPTED SPECIFIC PLANS
-  RECOMMENDED SPECIFIC PLANS
- * ADOPTED BY FRESNO COUNTY BOARD OF SUPERVISORS



PLANNING DIV. DEC. 1975



LEGEND

-  URBANIZED PLANNING AREA.
-  PLANNING AREA
-  FRESNO-CLOVIS METROPOLITAN AREA
-  REFERENCE REGIONAL LAND USE PLAN

Figure 8

COMMUNITY PLAN ELEMENTS

COMMUNITY PLAN ELEMENTS

HOUSING

In 1968, the Redevelopment Agency analyzed housing and economic conditions in the Edison Community in preparation for their activities in the General Neighborhood Renewal Area. The study area consisted of the 1,917 acre urbanized area with a population of 18,385 and 5,152 housing units. The study determined that 68 percent of the housing stock was below acceptable quality standards; 21 percent was found to be appropriate for rehabilitation; and 47 percent were candidates for demolition.

The 1970 census shows that approximately 60 percent of the housing units in West Fresno were constructed prior to 1950. The average value of owner-occupied dwelling units was \$7,900 in 1970; average rents were approximately \$50 per month.

Since the Redevelopment Agency and Model Cities began renewal activities in the Edison Community, housing has changed substantially. From 1967-68 to 1973-74 approximately 980 units have been demolished; during the same period approximately 940 units have been constructed. As a result of renewal activity, the character of housing is changing. Ninety-two percent of the housing units demolished have been single-family units; 56 percent of the housing units constructed have been multiple-family units. Much of the newly constructed housing in the planning area is the result of federal subsidy programs catering to low- to moderate-income groups. A total of 733 units within the community are so subsidized, which is 25.8 percent of the Fresno area total. Fifty-eight percent of the subsidized units within the Edison Community were developed under a program (236) which subsidizes rents in multiple family units; 42 percent of the subsidized units have been developed under a program (235) which subsidizes interest payments for home ownership.

In addition to new construction resulting from renewal activities, there have been substantial efforts toward rehabilitation of existing housing. The Redevelopment Agency and the City's Department of Planning and Inspection have provided financial assistance to rehabilitate 1,390 housing units to date.

Unfortunately, private or unassisted investment in the Community's housing market has declined during the period of intense public activity. The last recorded private subdivision in the community was in February 1962. Causes for this declining private investment are uncertain. Uncertainty of lenders concerning potential changes with the General Neighborhood Renewal Area; greater returns from advantages of federally supported renewal programs, rather than unassisted investment; and civil rights legislation discouraging the construction of additional low income housing in ethnic neighborhoods are probable causes for declining private investment in the Edison Community.

The decline of private mortgage money, coupled with the demolition of existing single-family units, most affects middle income groups seeking

housing in the Edison Community. Middle-income groups are unable to obtain housing in the area and must purchase housing in other parts of Fresno where more favorable financial packages are available. Whereas, low- to moderate-income groups qualify for the benefits available through public or subsidized programs, and can choose to remain in the community if they want. This increasing income segregation may be the basis for increasing social problems within the community.

Potential social problems aggravated by housing patterns in the Edison Community become greater when low-income housing becomes concentrated in relatively confined areas. One such example is the area within approximately one-quarter mile of the Martin Luther King School, where 432 subsidized and public housing units exist. The average family size is larger there, with a disproportionate number of youths in households. The demand for recreation and social services within this area has strained the community's ability to deliver services. This concentration has reinforced not only racial segregation but economic separation.

Although there has been substantial improvement in the structural quality of housing; the demolition of single-family homes, the increasing number of low and moderate income apartment concentrations, and declining private investment necessary to accommodate middle income groups cause many citizens of the Edison Community to question the benefits of redevelopment activities which have occurred. The characteristics of housing are changing in a manner which the people of the community do not approve.

The problems of this Community are a reflection of national housing policies and programs. Many of the experimental approaches to new housing policy were first applied in the Edison Community. This fact has stimulated some significant achievements and a few serious problems resulting in many comments for new direction in national and local housing policy. The Federal Government has responded with a new direction and a program called Community Development. The City of Fresno has responded by developing a set of plans and policies called a Housing Assistance Plan.

The direction of local housing policy now emphasizes the maintenance and rehabilitation of existing single family neighborhoods while simultaneously encouraging new growth on the fringes of the urban area. This strategy requires a coordinated mix of public and private actions. In the older parts of the community the public sector must carefully utilize the tools of redevelopment, rehabilitation, code-enforcement and the programming of needed capital improvements to preserve the existing character of the area. Whereas, in the prime areas for new residential development on the fringe, the private market will take the primary responsibility for establishing new areas of urban growth under the encouragement and guidance provided by local decision makers and the policies outlined in this document and the Housing Assistance Plan.

This new direction in local housing policy is well suited to the needs and desires of the Edison Community. If public jurisdictions can maintain their share of the responsibilities for action and guidance, the private market is likely to respond to the need for residential expansion in the community.

Assets

- *A mixture of housing types and values still exists in much of the community.
- *The housing in some neighborhoods is well maintained.
- *Rehabilitation and renewal activities have been successful in improving the structural quality of much of the housing stock.

Liabilities

- *A substantial amount of housing is aged and remains deteriorated.
- *Too many single-family residences have been demolished and too many apartments have been developed to replace them.
- * Too much new housing caters to low-income groups which are concentrated in confined areas.
- *Too little private mortgage money, with affordable interest rates and contract terms, is available to accommodate the housing needs of middle income groups.

Recommendations

- *It is recommended that priority be given to new development which will retain an emphasis on single-family residential neighborhoods within the Edison Community. This will encourage efforts to rehabilitate existing housing. The plan map illustrates a residential pattern of over-all medium density, with medium-high densities shown only where strong commitments have been made by the city for multiple-family development and to provide support for the proposed community center.
- *It is recommended that the emphasis of residential redevelopment be in rehabilitation of existing housing and the replacement of single-family housing which must be demolished with housing of similar character. Homeowners should be encouraged to participate in housing rehabilitation or rebuilding activity to minimize the necessity of displacement and relocation.

*It is recommended that efforts be taken to stimulate a greater number of mortgage investments to encourage home ownership in the Edison Community. One available alternative would be for the City to issue municipal bonds to support home mortgages; such an approach could generate revenues to subsidize down payments, permit interest rates lower than current market rates, or to extend the period of mortgage payments. The City should also take measures to encourage the State and Federal governments to assume a greater responsibility in the housing market. A state bond program, similar to Cal-Vet, to stimulate housing rehabilitation or new housing within inner-city areas could have a similar effect. Finally, federal interest subsidy programs to stimulate home ownership should be reinitiated.

*It is recommended that future residential development be designed to meet the housing needs of a wide range of family units including young singles, elderly, and families. Site plan review of residential development should insure the provision of adequate open space designed to meet the needs of the anticipated residents.

*It is recommended that all available means be used to encourage the development of a senior citizens housing complex which would be located in proximity to transportation, health care facilities, shopping and public facilities such as libraries and neighborhood centers.

~~The intersection of "B" Street and Ventura Avenue is recommended as an ideal site for the immediate development of housing for the elderly. In addition to the "B" Street site, it is recommended that the planned Northwestern corner of California and Fresno Street be considered as an optimal long-range site for a Senior Citizens Housing Complex.~~

*It is recommended that the land use plan be utilized to encourage a full range of residential environments in the Edison Community which will create housing opportunities for low, middle and upper income families and will add to the maintenance of community stability.

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COMMERCIAL

The City of Fresno conducted a study of commercial activity throughout the metropolitan area in preparation for the 1974 General Plan. That study included analysis of three types of commercial land use which are found in the Edison Community.

The most basic type of commercial development is referred to as "local" and is found in neighborhood or community shopping centers or in scattered "freestanding" locations throughout the community. Local commercial services cater to a consistent local trade area in the community and provide for the major portion of a family's need for convenience goods, personal services, variety and general merchandise.

"Strip" development is a form of commercial land use which evolved during the age of the automobile. Generally, strip commercial thrives on large traffic volumes and is not dependent on local population for a market. The activities on a commercial strip usually require large amounts of low cost space and exposure to a metropolitan market for general and heavy merchandise and auto services.

Office development is the third type of commercial activity which typically provides financial, insurance, real estate, and professional services to the community. The City will continue to emphasize the Central Business District as the main location for offices but recognizes that each community must have its share of offices to provide essential financial and professional services.

Local Commercial

The Edison Community is served by approximately forty-two acres of local commercial uses. This level of commercial service is below the current citywide average of 2.13 acres per 1,000 population, but almost exactly equal to the recommended ratio of 1.8 acres per 1,000 population. However, the recommended ratio of 1.8 acres per 1,000 population assumes that local commercial services should be efficiently clustered in neighborhood and community shopping centers.

The community has only two local shopping centers-Elmstown and Marcus Center. The combined acreage of these two centers (built in 1957 and 1968, respectively) is 2.8 acres, which is very small by modern standards. All of the remaining local commercial acreage is "freestanding". Therefore, it must be noted that the Edison Community has a lower level of commercial service than other communities and a higher proportion of freestanding commercial facilities; 94 percent of the local commercial uses in the planning area are typically small scale, marginal establishments which are often in a dilapidated condition and often charge higher prices for their goods. Many of the local stores (especially the local grocery markets) offer special conveniences, such as check

cashing and credit buying. These services, along with scattered locations of many businesses, are a benefit to some of the residents. However, the entire community suffers from the profusion of outdated commercial structures scattered throughout the community's residential areas.

The plan defines two areas for expansion of local commercial services, one of these areas is located in the vicinity of a successful neighborhood grocery store. This location, at the intersection of "B" and Stanislaus Streets, is accessible to both the neighborhood and to persons working in the nearby light industrial area because it is served by major circulation corridors (Freeway 180 West, Fresno Street, Stanislaus Avenue and Freeway 99). It could thus draw from a larger market area than the adjacent residential neighborhood.

The second proposal for expansion of commercial services to the Edison area relates to the need for a modern community shopping center which would cluster commercial services in a centralized location. The plan proposes a location at the southwestern corner of California Avenue/Fresno-Walnut intersection, as a component of the planned community center. The development of such a center would follow Redevelopment Agency redesign of the existing intersection and additional residential development in the area providing an improved market situation.

Strip Commercial

Commercial development strung out along a major street creates a series of problems. Traffic congestion along the affected street is aggravated by uncontrolled access to the many businesses; the end result is increased public cost and disruption to the community when the necessary street widening occurs. Most commercial strips are visually unappealing and act as a blighting influence on adjoining neighborhoods.

However, there are many commercial land uses which do not fit into standard shopping centers and need the volume of traffic served by major streets. Some tools such as the use of landscaping requirements, increased setbacks or sign controls are available to improve the visual character of strip commercial. However, in the older areas such as the Edison Community where market strength may be less dependable, such requirements must be used carefully in a manner which does not inhibit the growth of commercial services.

The major strip in the community is Elm Avenue. Currently the development along Elm is a mixture of offices, wrecking yards, farm implement sales, supermarkets, and vacant land. The original function of Elm Avenue was a sales and service area for the agricultural areas to the south of Fresno. With the advent of new marketing techniques, requiring larger sales area and better access to regional transportation, most of the farm service commercial activities along Elm Avenue moved south to other locations, generally along Freeway 99. This initiated

an evolution of Elm Avenue into a mixed use area with progressively more marginal types of commercial development over the years. Since Elm Avenue is designated as State Highway 41 and serves as a major entrance to Fresno from the southwest, the negative image of the area affects not only the Edison Community but the entire city.

The width, surface, and design of Elm Avenue has been improved by the California Department of Transportation. Improvements to the abutting land uses may prove more difficult due to the lack of private market pressure to develop and to the difficulty involved in coordination of City and County policies. However, improvements are desirable both for the residents of the Edison Community and for those people who enter the metropolitan area by way of Elm Avenue. ~~The Edison Community Plan recommends that a specific planning effort be initiated for Elm Avenue in the near future to determine the feasibility of improvements to that area and to identify the means which could be used to bring about desired changes.~~ The close involvement of the Fresno County Department of Planning in this specific plan effort is crucial to the viability of any recommendations made by the plan, as much of the area is unincorporated. ~~Design criteria for that specific plan effort and one possible alternative are shown in the Appendix, pages 69 and 70.~~

Commercial Offices

Commercial office development in the Edison Community is seriously deficient. The existing ten acres of offices is only 40 percent of the average citywide service level. A conspicuously absent type of office development is banking service. Chinatown has the two nearest banks (Bank of Tokyo and Bank of America). A similar shortage of business and professional services such as doctors, dentists, and lawyers can be noted. Lacking these services, local residents are handicapped in many aspects of everyday life. An absence of financial services is an economic hardship on the community, and a shortage of doctors invariably affects local health care.

The need for a centralized location for professional offices has been expressed by the citizens included in the Edison Community planning area. It is hoped that the provision of a suitable location for the development of office and professional services will encourage the expansion of those services needed by the community. The plan proposes the designation of Fresno Street between Kearney Boulevard and California Avenue as an area which is central to the community and well suited to the requirements of office development. In addition to this, such development would be supportive of the proposed community center as a focus for local services.

Assets

- *There are business opportunities available in the community due to an underutilized market potential.
- *The local stores provide important credit and check cashing services.
- *Citizens involved in the planning program have indicated a high level of community support for their local commercial services.

Liabilities

- *There is a shortage of retail, professional, office, and financial services in the community.
- *The residents have insufficient choice of commercial services.
- *Goods and services are frequently overpriced and excessive credit buying is encouraged.
- *Commercial services are inefficiently scattered.
- *There are few modern shopping centers in the community.

Recommendations

*It is recommended that existing, deteriorated "freestanding" commercial uses be phased out as the process of public and private redevelopment occurs ~~and replaced by conveniently located modern shopping centers.~~

*It is recommended that neighborhood shopping centers be distributed throughout the planned urban area to serve neighborhood residents in accordance with the proposals of the Edison Community Plan.

*It is recommended that a major community shopping center be developed as a component of the proposed "community center".

*It is recommended that office commercial uses be encouraged to develop along Fresno Street to provide a focus for local services.

*It is recommended that clusters of General Commercial activities be provided around the northeastern end of Fresno Street to provide services along the major circulation corridors in the area.

*It is recommended that the proposals of the Central Area Plan be applied to the "Chinatown" area.

~~*It is recommended that the attached Policies/Design Criteria be utilized in the formulation of a Specific Plan for Elm Avenue. See Appendix, pages 69, 70).~~

~~*It is recommended that the City initiate rezoning of unplanned, scattered commercial sites to a zone classification which would be in conformance with the plan when: a) the existing uses on the sites are relocated or go out of business, or b) in the case of vacant land, or nonconforming development, as soon as possible.~~

INDUSTRIAL

Characteristics

Four of the ten major industrial districts illustrated by the General Plan are located in or near the Edison Community. As shown on the Existing Land Use Map, Figure 2, most industrial development lies in proximity to the community's major regional transportation routes - Freeway 99, Southern Pacific Railway, and State Highway 41 and 180. These districts include the North Avenue Industrial Triangle; the industrial redevelopment areas between Freeway 99 and the Southern Pacific Railway; industrial areas north and northwest of Chandler Airport; and the Fruit-Church industrial area.

Cities have historically planned for more industrial development than is actually anticipated. Fresno is no exception. The local land resources committed to future industrial expansion in the Edison Community exceeds the projections of local industrial development. This is true for both the amount of land currently zoned for industry and the amount earmarked for industrial use by adopted land use plans.

New industrial growth in the metropolitan area is expected to absorb only 38% of the 16,850 acres proposed by the City's General Plan. This gap between historical commitments and anticipated growth will be especially evident in the Edison Community due to the trends of industrial development in other parts of the metropolitan area i.e., the light industrial development around the Fresno Air Terminal, and the heavy industrial development along the southerly portions of Freeway 99.

The Community is bounded on three sides by planned industrial concentrations. Generally it is not possible to enter the community from any other portion of the city without crossing an industrial corridor. The appearance of such industrial uses are often unappealing, thus creating a negative image of the Edison Community. In most cases the commitments to industrial uses or facilities cannot be changed, but their adverse impacts may be minimized by development of strict performance standards, proper site design, and the application of available measures to buffer and separate incompatible land uses.

Scattered industrial development outside planned industrial districts is another major problem in the Edison Community. Some of the most blighting industrial uses involving low property investment, such as salvage yards, may be eliminated or relocated for the benefit of the community. Where investments are so great that relocation is infeasible, the adverse impacts of such industrial development should be minimized.

The area designated for industrial development in the Community Plan generally agrees with the Fresno-Clovis Metropolitan General Plan. The community plan modifies the areas depicted for industry in two areas. Those two section area: 1) the area lying north of Whitesbridge Avenue, between Brawley and Marks Avenues: 2) the area lying east of Elm Avenue, and south of Jensen Avenue.

The land use pattern in the former area is a mixture of agricultural, residential, and industrial activities. The 1974 General Plan sought to eliminate the historical commitment to industrial development in the area by calling for the creation of low density residential development. However, the industrial uses already in this area together with a pattern of industrial zoning indicates that the most appropriate recommendation for this area would be to continue the previously accepted plans for industrial development. Elm Avenue is the second area which requires a restudy of the General Plan's recommendations for industrial development. This street is a major gateway to the Metropolitan Area. However, the area is currently developed with a complex mixture of blighted industrial and commercial activities, and the task of designing a feasible strategy for renovating the area will require detailed study. Therefore, it is appropriate to recommend a specific planning project to investigate ways to improve the aesthetic appearance and economic viability of Elm Avenue, (see Figure 8). Prior to the completion of the specific plan for the area the community plan will reflect the existing land use situation along Elm Avenue. A generalized land use proposal and a set of policies/design criteria for an Elm Avenue Specific Plan are included in the Appendix, pages, 75 and 77.

Assets

- *There are a variety, as well as a large number of sites available for new industrial expansion.
- *The City is willing to provide the necessary improvements for planned industrial development.
- *The planned industrial areas are provided with good access to transportation via State Highways 41, 180,99 and the Southern Pacific Railway.

Liabilities

- *Many of the adverse impacts of the City's industrial development are disproportionately imposed on the Edison residents.
- *Scattered industrial activities are in conflict with existing and proposed residential areas.
- *The community is overzoned for industrial development.
- *The continued development of intense industrial activities, without the establishment of necessary controls to reduce their environmental impact, will seriously affect the desirability of adjacent residential neighborhoods.

Recommendations

*It is recommended that special property development standards be applied to minimize the adverse effects of industries on adjacent residential areas. Such property development standards should include a twenty to thirty foot setback requirement for industrial properties along streets separating industrial and residential districts; requirements for landscape buffers within such setbacks, and requirements for solid masonry walls and landscaping to screen industrial parking, loading, and open storage areas from adjacent residents.

*It is recommended that access to industrial properties along major streets which separate residential and industrial districts be limited, or if possible, prohibited.

*It is recommended that only light industrial uses, which are compatible with the character of residential areas, be permitted where industrial and residential districts interface.

*It is recommended that established industries which cannot be relocated but which pose nuisances of noise, odor, and glare be required to eliminate such adverse conditions if they are to continue operation.

~~*It is recommended that all possible efforts be taken to phase out scattered and/or deteriorated industrial uses which are outside areas designated as industrial districts by the Edison Community Plan.~~

*It is recommended that all possible efforts be taken to minimize the adverse effects of selected industrial land uses and facilities. Particular recommendations include the following:

- ~~- Develop a Specific Plan to eliminate blighting conditions along Elm Avenue, recognizing it as a major gateway to the Fresno Metropolitan Area, and the priority for its renovation should be treated accordingly. The generalized land use alternative for Elm Avenue and the Policies/Design Criteria for an Elm Avenue specific plan included in the appendix should be considered as a starting point for the planning project.~~
- Relocate salvage yards which have a blighting influence on the community through a program of incentives or redevelopment.

*It is recommended that all future industrial development proposals develop in conformance with the Edison Community Plan map and policies.

*It is recommended that the Planning Division include further study in the salvage yard concept ~~in the 1977-78 work program.~~

~~*It is recommended that the City facilitate the relocation of the Hormel Meat Packing Plant to an appropriate planned industrial area.~~

~~*It is recommended that the City initiate rezoning of unplanned, scattered industrial sites to a zone classification which would be in conformance with the plan when: a) the existing uses on the sites are relocated or go out of business; or b) in the case of vacant land, or nonconforming development, as soon as possible.~~

ENVIRONMENTAL RESOURCES AND OPEN SPACE

Agricultural Open Space

A striking feature of the Edison Community is the sharp transition between urban areas and agricultural open space. Within two miles of Central Fresno are open farm lands.

The soils of these farmlands are among the most productive in the entire region, being rich, deep, and well-drained. There are few limitations on the types of crops which may be profitably grown. All of the farmlands within the planning area are served by an extensive network of irrigation canals. Portions of the agricultural land within the planning area are currently subject to California Land Conservation Program contracts which will retain them in agricultural uses.

In 1971, there were approximately 12,100 acres of agricultural land within the Edison planning area. Farm production is dominated by field crops, followed by fruit and nut crops, with the estimated value of crops being approximately \$3,500,000 in 1971.

Agricultural uses are not only of economic importance, they are an important urban amenity. Agricultural land uses within this community form a "greenbelt" of aesthetic value and a buffer between the undesirable characteristics of the City's waste water treatment plant, the sanitary landfill site and the bulk of Edison's population.

A major threat to viable agricultural operations is the problem of continued land parcelization. Much of the open land bordering the urban areas of Edison is held in parcels under twenty acres in size; a considerable amount is now in parcels of less than five acres. Such parcelization not only breaks up agricultural lands into uneconomic farm units, but also poses obstacles to the orderly transition of open space areas to urban uses. A parallel problem is the existence of uses (primarily agricultural related industries) within agricultural areas which are inconsistent with the long-term conversion of such areas to urban uses. Firm policies are necessary to preserve agricultural land uses within the Edison planning area, as well as to ensure urbanization in an orderly manner.

The Edison Community Plan illustrates those areas proposed for long-term preservation of agriculture. Included here are irreplaceable agricultural lands as well as those areas which should be preserved for interim agricultural uses until such time that urbanization can occur in an orderly manner.

Major Urban Environmental Issues

Within the Edison Community a number of land uses and facilities exist or are proposed for development which are essential to the welfare of the entire metropolitan area, but may potentially contribute to an adverse image of the community. In most cases the commitments to such uses or facilities cannot be changed, but their adverse impacts can be minimized. The land uses and facilities which require such consideration include the following:

Transportation Facilities

Of major concern to Edison citizens are the existing and potential adverse effects of major transportation facilities (Chandler Downtown Airport and proposed Highway 41 and 180). More detailed consideration of necessary measures to minimize such effects are discussed in the Transportation section.

In general, such mitigation measures involve the buffering of planned residential areas from the physical and visual effects of the facilities. The Kearney Boulevard Specific Plan report recommends open space and landscape treatments to screen Chandler Downtown Airport from surrounding residential areas. Noise barriers and landscaping within rights-of-way would generally be recommended to buffer abutting residential neighborhoods, are to be constructed at grade or elevated. However, solutions to the problems of residential neighborhoods adjacent to the planned freeways is complicated by the uncertain status of the local freeway construction program in Fresno.

The Edison Community Plan includes land use proposals for a "freeway" as well as "no freeway" situation. (See Figure 10.) Specific plans to develop solutions for buffering those residential areas should be undertaken after the freeway issue is resolved.

Industries

Dominant districts of industrial development exist in or near the Edison Community. Public and private commitments to these industrial uses are such that their relocation to industrial districts in other portions of the metropolitan area is infeasible.

Major industrial clusters which may influence the Edison Community are the areas generally east of Elm Avenue south of Jensen Avenue, including the North Avenue Industrial Triangle east of proposed Freeway 41; the area generally north of Whites Bridge Avenue; and the Fruit-Church industrial area.

Specific plans have already been prepared and adopted for the Fruit-Church industrial area and the North Avenue Industrial Triangle which should minimize the adverse influences of such industrial development

on the Edison Community. Additional specific plans should be completed for the areas along Elm and Whites Bridge Avenues. One of the objectives of such specific plans should be the protection of abutting planned residential districts through controls on the types and design of industrial uses and the development of landscape buffers.

Sanitary Landfill Site

A major concern of local residents is the impact on the community of the City's sanitary landfill site. It is located southwest of Jensen Avenue on West Avenue in the path of the community's planned growth. Present plans include expansion of the present 110 acre site by an additional 80 acres. Although current practices of sanitary landfill have overcome virtually all nuisances traditionally associated with waste disposal, the negative image of the facility's operation may remain for some time. The County of Fresno is developing a comprehensive regional plan for waste disposal, oriented toward recycling of solid waste is underway and the Park and Recreation Services section of this element recommends the conversion of the site to a major outdoor sports and recreation area. However until these measures are completed and implemented, the sanitary landfill must remain in operation. During the interim period the sanitary landfill should be buffered from planned urban uses by agricultural land uses.

Waste Water Treatment Plant

The City of Fresno's waste water treatment plant, located south of Jensen Avenue and west of Cornelia Avenue, is viewed by many of Edison's citizens as a liability to the community, although it is located well beyond the present urbanized area. Major concerns are odors from the facility and the potential adverse impacts of its operation on the quality of the community's groundwater supply. The current program of expansion and modernization discussed in greater detail in the Public Facilities and Services section, will effectively eliminate those problems.

The Community Plan proposes substantial separation of the treatment plant from the planned urban area with agricultural land use buffers. Such separation and improvements to the facility assure that the existence of the waste water treatment plant will not create a problem for the urbanized areas of the Edison Community.

Salvage Yards

There are twenty commercial wrecking and salvage yards within Edison Community varying from one to twenty-two acres in size. Fifteen of the salvage yards are automotive in nature. The remainder involve the open storage of used tires, furniture, appliances, buses, drums, steel, and industrial machinery.

In general, the salvage yards are operations involving minimal private investment. The typical yard consists of 2.5 acres, has an assessed land value of \$3,300 and an improvement value of \$375. The only structures usually found on the property are poorly constructed parts storage buildings, often in a deteriorated condition. Adequate screen fencing and landscaping are notably lacking.

There are three concentrations of these salvage enterprises. The first is in the vicinity of Whites Bridge Avenue, between Fruit and Marks Avenues. The second is southwest, partly along California Avenue in the vicinity of Church Avenue near Fruit and West Avenues. The third is in the vicinity of Elm Avenue south of Jensen Avenue.

These concentrations of salvage enterprises are situated within the path of planned urban growth and act as barriers to desirable development in the Edison Community. People who enter the community on Elm Avenue or Whites Bridge Avenue are given an unfavorable impression of Fresno, because of the number of salvage yards along these major entrances to the city.

The Salvage Yards, A Challenge to Community Renewal report identifies a desirable approach to amelioration of the problem of salvage yard operations within the Edison Community. The major recommendation within the report is the relocation of the existing scattered sites to a major salvage center, situated in a planned industrial district with access to major transportation facilities including rail. The feasibility of such a salvage center in conjunction with a site for the reuse of the city's solid waste should be ascertained as a part of the County's comprehensive regional plan for waste disposal.

Such a program should be initiated to eliminate the major problem which salvage yards pose to well-planned development within the Edison community.

Parks and Recreation Services

Organized and informal social-recreation services in the Edison Community are provided by the City of Fresno. Facilities housing these activities include three playgrounds or recreation centers (Fink-White, Ball, and Neilsen), two neighborhood centers (Hinton and Ivy), three parks (Carver, Bigby and Hyde), and one pocket park. In addition, recreation programs are conducted at school facilities within the community including Edison, Irwin, Teilman, Columbia, Bethune, Franklin, King, Carver, Kirk, and Ivy. Such programs result from joint powers agreements between the City and the respective school districts. Roeding Park, although located outside the planning area, is the metropolitan park facility used most extensively by Edison Community residents.

In comparison with other community areas within the metropolitan area, relatively more neighborhood facilities and social-recreation program activities are provided and the rate of user participation is relatively greater within the Edison Community. Within the Edison Community, where incomes are generally lower and the percentage of youth is generally higher than the city average, social-recreation services must be viewed not as a luxury but as a necessary function of city government.

Recreation programs provided to the residents of the Edison Community are diversified. In addition to sports activities, the City's Parks and Recreation Department has attempted to provide expanded social and cultural experience programs to enrich opportunities for youth in the community. Programs provided aim primarily toward the youth population with programs for the elderly provided at Hinton Center. A deficiency identified with many community residents are social and skills development, recreation opportunities for the young adult and adult population.

The Community Plan includes few recommendations for additional parks and recreation facilities within the community. Instead, it is proposed that existing facilities be more fully utilized to meet the needs of various age groups. As an example, special social and skills development programs should be provided by the City for young adults at various activity centers during evening hours when the demand for youth oriented programs are reduced. Appropriate locations for such young adult oriented programs might be Edison High School and Ivy Center.

A major proposal of the community plan is the development of the City's existing solid waste disposal site as a major outdoor sports and recreation area. A plan should be established as soon as possible to encourage the staged development of this facility in conjunction with the ongoing operation of the landfill.

The Urban Open Space System

The urban open space plan for the Edison Community is to serve as a guide for the development of an integrated and functional open space system (see Figure 6). The planned open space system keys upon the utilization of existing and proposed open space resources and design measures to change existing environmental liabilities to distinct community assets. The key features which serve as the basis for the open space plan are as follows:

- Utilization of existing and proposed school sites as community open spaces.
- Utilization of existing and proposed flood control ponding basins as community open spaces.

- Creation of open space corridors, pedestrian paths, bicycle paths and boulevard along local and major street systems.
- Linkage of existing and proposed community open spaces with the open space corridors as a comprehensive and accessible open space system.
- Buffering nuisance uses from surrounding neighborhoods through landscaping and open space treatment.

Assets

- *Substantial agricultural open space exists within the Edison Community.
- *Numerous resources--vacant land, expansion or conversion of existing public facilities, the newly upgraded high school--exist in the Edison High School-Hinton Center area for its substantial growth and expansion as a community focal point.
- *Many established neighborhoods within the Edison Community are well-landscaped and aesthetically pleasing.
- *Substantial vacant land exists within the Edison Community.

Liabilities

- *Many existing uses within the Edison Community adversely impact surrounding areas. These uses include industrial development, Chandler Downtown Airport, sanitary landfill, wastewater treatment plant, unimproved flood control basins, and wrecking yards.

Recommendations

- ~~*It is recommended that the maximum amount of agricultural land within the Edison planning area be preserved. The Plan illustrates areas to be maintained in permanent agricultural uses. Fresno County should zone all such areas for exclusive agricultural purposes and encourage property owners to seek tax benefits under the provisions of the California Land Conservation Act. Areas illustrated as appropriate for ultimate urban development, but currently in agricultural use, should be preserved through use of the joint city-county policies on urban growth, subject to the EIR and Urban Growth Management process and developed in accordance with the plan map.~~
- *It is recommended that all possible measures be taken to minimize the adverse effects of selected land uses and facilities. Particular recommendations include the following:
- Relocate salvage yards which have a blighting influence on the community to more suitable location.
 - ~~- Develop a Specific Plan to eliminate blighting conditions along Elm Avenue.~~
 - ~~- Develop studies to determine economically feasible alternatives for guiding and upgrading development along Whites Bridge Avenue.~~
 - Buffer and control industrial districts that are adjacent to planned residential areas.
 - Buffer major transportation facilities (proposed freeways and Chandler Airport) from adjacent residential areas.
- *It is recommended that the City continue to monitor and improve the operation of the waste water treatment plant to minimize or eliminate any negative impact on Edison's air or water quality.
- *It is recommended that the present sanitary landfill site at Jensen and West Avenue be converted to a major outdoor metropolitan sports and recreation complex. A plan for its ultimate design should be prepared to allow a staged development of the landfill's ultimate form.
- *It is recommended that the facilities and concepts illustrated in the proposed Open Space Map be implemented as soon as possible. It is especially important to encourage the conversion of existing ponding basins into usable recreation facilities, and the development of the sanitary landfill site into an outdoor recreation area. ~~Although not shown by the community plan maps, pocket parks should also be developed throughout the community.~~

*It is recommended that the social and recreation services within the Edison Community be improved through efficient utilization of existing facilities including scheduling of activities at neighborhood centers and school sites for extended hours use; development of flood control basins as park facilities; conversion of sanitary landfill sites to meet long-term recreation needs.

Because of the need defined by citizens involved in the planning program, it is recommended that the Parks and Recreation Department pursue special social and skills development programs for young adults and adults.

*It is recommended that public and private development be encouraged to develop suitable land uses on the existing vacant land within the Edison Community.

*It is recommended that the findings of the Parks and Recreation Element of the General Plan be adopted and implemented in the community.

*It is recommended that the City encourage the retention and protection of existing, mature non-agricultural trees within the community.

PUBLIC FACILITIES AND SERVICES

The primary function of local government is to provide and coordinate a set of urban services and facilities which will promote and maintain public health, safety and welfare. The coordination of service delivery systems requires careful attention to their orderly development, in order to insure the appropriate allocations and expenditure of public funds.

Emergency Services

Fire Protection

The Edison Community is served by three separate fire protection agencies. The City operates two fire stations which serve the bulk of the urbanized area, Station 3 at Fresno and "E" Streets and Station 7 at Church and Holly. The unincorporated portions of the community are served by North Central and Mid Valley Fire Protection Districts. Mid Valley has two stations serving portions of the Edison Community from locations outside of the community at Cherry and Lincoln, and Drummond and Sierra Vista. North Central's station is located west of Marks on Nielson.

Because of the substantial number of older structures in the Edison Community, problems within the community are more severe than in newer portions of the City. However, the activities of the City of Fresno and the Fresno Redevelopment Agency to renew the community have substantially improved conditions.

Properties within the City are provided with excellent fire protection. Because of its excellent fire department and water system, the City has achieved a Class 2 fire insurance rating, unsurpassed by any city in the state. The fire insurance rating within unincorporated areas of the community is generally Class 8, primarily because of the problems of an inadequate system.

The service area of Stations 3 and 7 are overlapping based upon modern service standards. In order to correct this problem the site of Fire Station No. 7 is proposed to be relocated from Church and Holly to Jensen and Cherry.

Police Protection

Protection services within the Edison Community are provided by the City of Fresno Police Department, Fresno County Sheriff's Office and the California Highway Patrol. There are four City police beats in the Edison Community and at least one patrol unit per beat is available for 24-hour service. The City provides full police services, including enforcement of traffic laws, criminal law, and domestic complaints. Within the unincorporated area, the Highway Patrol enforces traffic laws and the Sheriff's Office responds to criminal and domestic complaints. The level of police protection provided within the City is far superior to protection provided in unincorporated areas due to the City's larger number of officer's per 1,000 population (1.8 officers per 1,000 in the City vs .55 in the unincorporated areas).

The Edison Community experiences a disproportionate rate of activity in all categories of crime than other parts of the Metropolitan area. Many factors which seem to contribute to a higher rate of criminal activity, such as high unemployment, low-income, a high percentage of one-parent homes, and substandard living conditions, present problems to some segments of the Edison Community.

There is a common belief in the Edison Community that a double standard of justice and protection exists within the community--one for "blacks" and one for "whites".

On one hand, police officials are faced with demands for increased protection and service within the community. On the other hand, the community perceives patrol practices necessary to respond to this demand to be too aggressive. The result is the potential for increased tension and hostility.

The Fresno Police Department has responded to this problem by the establishment of a Neighborhood Police Service Center in the community. The center's activities are designed to improve communications and to develop a working relationship with the citizens in the community. It also provides information and services designed to reduce burglaries and other criminal activities.

The major problem of police protection within the Edison Community, both now and within the foreseeable future, does not relate to the quality of service in terms of the allocation of manpower and resources. Instead it relates to strengthening of communications and understanding between the Police Department and the community. A Neighborhood Police Service Center is an important first-step in improving police and community relations.

Emergency Health Service

Emergency health services throughout the metropolitan area are now provided at the acute care hospitals. Patients must be transported to the facilities for adequate emergency care.

Recent experience in Southern California has proven that a dramatic reduction in emergency related deaths and disabilities can result from the placement of well-trained, immediate response paramedical units throughout the community. In effect, the concept involves moving the "emergency room" to the field. Paramedics at the emergency scene are in contact with doctors at the hospital who advise on the appropriate medical treatment to keep the patient alive until transport to the hospital and appropriate medical treatment are possible.

There are three paramedic units planned for the City of Fresno. Two paramedics are assigned to each of the units, they have been trained and are located at the designated fire stations. The program will become operational, shortly, upon receiving the necessary equipment. The Edison Community will be served from the fire station located at Fresno and "E" Streets.

Education and Community Services

Education

A number of separate school districts currently have jurisdiction for the provision of education services to residents of the Edison Community. Within the urbanized portion of the Edison planning area, two elementary school districts (Fresno Colony and Madison), two high school districts (Fresno Colony and Central Union), and the Fresno City Unified School District have jurisdiction. Each of these separate districts has its own governing body and implements its own policies and programs.

Numerous problems result from this proliferation of jurisdictional authority with respect to educational services. Many students residing in urban areas must commute to rural schools in their district, even though schools of another district may be located much closer to their homes. Mechanisms for interdistrict transfers appear to be inadequate to resolve this problem. Because each school district pursues its own objectives and programs, it is difficult to develop and coordinate programs which comprehensively address communitywide educational and socio-economic problems. The only meaningful long-term solution to such problems is the realignment of school district boundaries so that the entire urbanized Edison Community is under one jurisdiction, the Fresno City Unified School District.

A major problem related to educational services in the Edison Community is racial imbalance in school enrollment--"de facto" segregation which results from disproportionate number of minorities residing within the Edison Community. The U. S. Department of Health, Education, and Welfare has ordered the Fresno City Unified School District to plan and implement programs to achieve racial balance at the earliest possible date.

The District has pursued a voluntary integration program--Project Balance. Project Balance involves a policy of open enrollment for all racially imbalanced schools, both in the Edison Community and predominantly "white" portions of the District. As inducements, special programs are provided at various schools throughout the community, including teacher aides, lower class enrollments, innovative equipment and techniques, special math and reading labs, free lunches, and similar benefits. Such special programs are provided in many Edison Community schools to induce "whites" to attend school in the community and to enrich educational experiences of minority students who wish to attend school within their community.

Although the impact of voluntary integration programs has been striking, the objective of racial balance has not been achieved. The total enrollment of Edison High School was only 472 during 1972, although approximately 1,000 high school aged residents were within Edison High School's service area. The remaining high school aged population had either "dropped out" or were attending high schools outside their community. The ethnic composition of Edison High School was 99.5 percent minority during the same year. Of the junior high school aged population, it is estimated that approximately 35 percent attended schools outside their community during the same year, yet Irwin Junior High had 99.1 percent minority enrollment. The minority enrollment of all Fresno City Unified School District elementary schools in the community was 93.43 percent during the same year. The voluntary integration program has resulted in many minority students attending schools outside their community, but few "whites" are attending schools within the Edison Community.

HEW has asserted that the voluntary integration program has not adequately met the objective of racial balance of schools throughout the District. Although the HEW position is not expected to result in the loss of federal funding for educational programs, such aid for the construction of additional school facilities in the Edison Community may be in jeopardy. The objective of racial balance throughout the school system challenges a traditional premise of urban planning--that school facilities should be provided for residents of identifiable neighborhoods and communities.

Currently under discussion is the possibility of initiating a year-round school concept which would allow existing school facilities to be used more efficiently and to serve larger numbers of children while maintaining class size at current levels. Costs involved in such a concept would include air conditioning in all schools and added transportation costs. However, the school district could reduce the demand of building new school sites as population shifts occur. The eventual resolution of educational planning, cost, and racial balance issues may require a reorientation of school facilities planning in the Edison Community and all other community planning areas in the future.

Until such time that these issues are resolved, the Edison Community Plan reflects the concepts of neighborhood and community school service areas. Major school facility improvements reflected by the Community Plan and based upon the population growth provided for by the plan include the following:

Short-range Improvements:

- Modification of the existing Lincoln Elementary School site to permit improvement of "B" Street.

Long-range Improvements:

- Conversion of Lincoln Elementary School to a junior high school in order to provide for the relocation of Irwin Junior High School away from its current location adjacent to Edison High School.
- Eventual creation of a second junior high school site in the western part of the planning area through the conversion of the existing Sunset Elementary School site.
- The eventual construction of two new elementary school sites.

Neighborhood Centers

In recent years there has been an expanding interest in cities throughout the United States toward the provision of services through strategically located neighborhood centers. Such centers provide a broad range of services to the community including day-care or preschool education services, health clinics, recreation, social activities, cultural activities, library branches, and municipal information services.

The Edison Community has had a history of neighborhood service centers. Two neighborhood centers, built for that purpose, now exist within the Edison Community -- Ivy Center and Hinton Center. The Hinton Center located at Church and Fairview Avenues was constructed in 1968, and serves the central portions of the community. The southern leg of the Edison Community's urbanized area is served by the Ivy Center located on Annadale between Fig and Elm Avenues. A recently approved neighborhood center, to be called Sunset, is scheduled for completion in mid-1976. This center will be located at Eden Avenue adjacent to the Sunset Elementary School.

The Edison Community Plan is attempting to continue to expand upon this history of neighborhood centers by utilizing the General Plan's concept of multiple centers, which would seek to establish community level activity centers throughout the urban area. The proposed community center area for Edison Plan is located around the intersection of California Avenue and Fresno-Walnut Avenues in the vicinity of the Edison High School and the Hinton Center. The Hinton Center and the area around it have a potential for accommodating an expanded range of community services.

To effectively meet the needs of local residents and to implement the General Plan's multiple centers concept, it is desirable to seek the expansion of community level services in this area. Therefore expansion of the Hinton Center's facilities would be appropriate for it to provide a greater range of services to the community.

Public Works

Sewage and Water Systems

Issues of sewage treatment and water quality are closely related. Local sewage disposal involves the transport of wastes by a system of trunk lines to one metropolitan treatment plant--a 1,440-acre facility operated by the City of Fresno which is located approximately five miles west of the urbanized portions of the Edison Community.

The plant provides primary treatment of liquid waste and the effluent is percolated into the groundwater supply, with soils acting as a filter to remove residual organic materials and salts.

Programs to improve sewage collection and treatment facilities and management of the groundwater supply are being undertaken by the City of Fresno to mitigate identified problems. These programs include the following:

- An expansion and improvement of the waste water treatment facility will provide sewer service to all urbanized portions of the metropolitan area. This will require the development of additional major trunk lines, expansion of the infiltration ponding areas, and improved facilities technology to provide secondary levels of treatment prior to percolation of liquid wastes.
- Development of a separate winery waste collection, treatment, and disposal system will accommodate seasonal liquid wastes from various wineries and food processing industries which overload the existing system.
- A system will be developed to pump groundwater from beneath the sewage treatment facility to eliminate the possibility of degraded groundwaters flowing toward the urbanized area. Waters pumped from beneath the facility are to be utilized for irrigation purposes and exchanged for water from sources appropriate for recharge.
- The existing programs to recharge the groundwater supply with surface waters will be expanded to minimize problems of overdraft and to maintain the desirable Northeast and Southwest gradient of groundwater flow. The main recharge site now in operation is Leaky Acres; other sites are to be obtained in the future.

These programs, once implemented, should resolve the water quality and odor problems identified by local residents related to the operation of the waste water treatment plan in the area.

The existing urban portions of the community are well-served by primary systems of trunks and mains for the sewage collection and water distribution. Areas programmed for urban expansion within the next twenty years and beyond may be easily served by minimal expansion of the primary system. Although the activities of the Redevelopment Agency and the City of Fresno have resulted in the replacement of sewage and water lines and pumps, additional replacements are anticipated within the next twenty years. Portions of Edison's water distribution lines are some of the oldest in the City.

Solid Waste Disposal

Solid waste disposal service within the City of Fresno is provided by the City's Waste Disposal Division. Within the unincorporated area of the Edison Community, this service is provided by private solid waste disposal companies.

The City of Fresno disposes of its solid waste by operating a sanitary landfill facility southwest of Jensen and West Avenues. Available land in the 110 acre site has been mostly consumed and present plans include expansion by an additional 80 acres. A comprehensive regional plan for waste disposal, oriented toward recycling of solid waste is being conducted by the County. Until it is completed and implemented, the sanitary landfill must remain in operation to serve local and metropolitan solid waste disposal needs.

Proposals to minimize the adverse effects of the solid waste disposal operation and to utilize the site as an outdoor sports and recreation area are contained within the Environmental Resources and Open Space Element.

Flood Control

The Fresno Metropolitan Flood Control District is responsible for the provision of flood control improvements for most of the metropolitan area, including the Edison Community. Flood control improvements involve the development of drain lines and drainage basins which serve drainage areas, defined by the topography of the area. The Storm Drainage Master Plan (recently adopted by the City) illustrates the appropriate locations for drainage basins throughout the community.

There are presently nine flood control drainage basins located within the Edison Community. Additional basins are to be provided as urban growth occurs. The existing basins range in size from five to forty-five acres. Once fully improved by the flood control district the ponding basins will be parklike in appearance with usable open space and landscaping.

Three of the basins within the community are to be developed primarily to receive storm flows from the Central City. The major local share of costs to develop these sites need not, therefore, be absorbed by community residents. Improvement costs for drainlines and basins which are to serve drainage areas totally within the Edison Community must be absorbed by residents of the community, supplemented by grants-in-aid or funds allocated by the City.

Assets

- *The Neighborhood Police Service Center provides a vehicle for improving police-community understanding and developing working relationships.
- *Numerous park facilities and special community programs are available to residents of Edison Community through the various neighborhood-special program facilities.
- *Existing recreation sites are supplemented by 9 flood control basins, as potential passive recreation sites.
- *The Edison Community has good primary systems for sewer collection and water distribution.
- *Recent rebuilding of Edison High School, construction of two new elementary schools, provide the Edison Community with a very good physical network of school facilities for present needs.

Liabilities

- *Many deteriorated structures remain in the community and pose fire protection problems.
- *Higher concentrations of crime and issues of community relations pose problems to the provision of police protection services in Edison.
- *Numerous school districts with jurisdiction in the community pose obstacles to the provision of quality, uniform educational programs within Edison Community.
- *Schools within Edison remain segregated despite voluntary integration programs.
- *A community services center is needed more centrally located to the residents of Edison.
- *Older portions of the Edison Community are in need of public works improvements.

*The method of financing flood control and other public improvements by the formation of special assessment districts has not been successful and poses additional financial burdens for the residents of Edison.

Recommendations

*It is recommended that the City continue its commitment to provide quality emergency services in the Edison Community. A metropolitan-wide study is underway to determine the optimal fire station locations, and this study may effect the location of Fire Station No. 7. Proposals contained within the Specific Plan for the North Avenue Industrial Triangle provide for more efficient standards of service. Programs of code enforcement and redevelopment are encouraged to improve structural conditions and thus reduce fire service demand.

*The major focus of improving police services should be crime prevention and mechanisms to improve police-community relations; establishment of the Neighborhood Police Service Center is an excellent start. The concept of paramedic units to improve emergency health care services to the community should be endorsed and become an operating service of city government in the Edison Community.

~~*It is recommended that existing school facilities be upgraded and new school facilities be provided as redevelopment and new development occurs. As a high priority item the relocation of a portion of Lincoln Elementary School should occur to permit the necessary improvement of "B" Street. As long-term plan proposals, the Irwin Junior High School site adjacent to Edison High School should be phased out and the existing Lincoln Elementary and Sunset Elementary Schools should be developed as junior high schools as the need develops to accommodate the population growth provided for the plan. Two additional elementary schools are also proposed by the community plan, to be provided as new development occurs, one in the vicinity of Hyde Park and Church Avenue and one near the intersection of Madison and Hughes Avenues.~~

*It is recommended that the Edison High School-Hinton Center area be recognized as the Community Center. Substantial expansion of community level services and the facilities of the Hinton Center should be sought. The functions included within the community center area could eventually include: day care, health clinic, recreation, social and cultural activities, a library branch, and city information or community liaison services.

*It is recommended that capital improvements which will benefit the Edison Community be pursued in a timely manner. Improvements to the waste water treatment facility and continuation of the City's ground-water management program, should be defined as priority items for the metropolitan area. Of more local significance are necessary improvements or replacement of obsolete sewer and water lines, deteriorated concrete improvements, and drain lines.

In cases where the burden of an assessment district would be excessive, and where redevelopment action is not possible, alternatives should be considered for a portion of the necessary project costs to be assumed by the City.

~~*It is recommended that the City notify the Area 1 Neighborhood Council Chairperson of their intent to develop City-owned property so that the residents of Area 1 can be fully aware of proposed developments within the West Fresno Community, and that other governmental bodies be encouraged to do likewise.~~

~~*It is recommended that the abandoned site of Fire Station No. 7, at Church and Holly, be considered for eventual use as a neighborhood facility and furthermore, that the City consult with Area 1 Neighborhood Council before a final decision on such a use.~~

*It is recommended that all public facilities in the Edison Community be maintained on an equal quality basis with facilities in the metropolitan area.

~~*It is recommended that the City clarify the fact that ponding basins illustrated in the agricultural portions of the community are suggested to service urban development up stream and do not imply urbanization in the areas recommended for long-term agricultural activity.~~

*It is recommended that the FCMA Bikeways Plan be implemented in the Edison Community following adoption of the community plan and that upon completion of the bikeways, they be maintained on an equal quality basis of other bikeways throughout the FCMA.

TRANSPORTATION

The movement of people and goods is a basic requirement of a complex urban community. Planning for transportation systems is an on-going process which must continually adapt to changing needs and desires for movement. It involves both the public sector, through such features as street development and maintenance, transit, and traffic control. Private businesses are involved through the movement of goods and the movement of people in taxis, trains, buses and private automobile. Transportation systems involve each individual as a motorist, bus rider, cyclist or pedestrian.

Streets and Highways

Planning for the transportation needs of the community cannot be separated from the context of the entire metropolitan transportation system. This is particularly true for streets and highways, which provide the basic linkages throughout the metropolitan area. No major changes in the Circulation Element are anticipated by the community planning effort.

The recently amended General Plan reaffirms the local commitment to a network of freeways to improve movement within and through the metropolitan area. Portions of this freeway system would fall within the Edison Community. However, severe funding constraints have seriously jeopardized the possibility of developing the freeway system even within the urbanized area. (An alternative plan proposal for a "no-freeway" situation has been included in the Appendix page 75). It is unlikely that Freeway 41 south of Freeway 99 and Freeway 180 leading to the west of Freeway 99 will be constructed within the planning period of twenty years. If those freeway segments are built, it would be essential to buffer planned residential areas from adverse noise and visual effects.

Lacking development of Freeway 180 and Freeway 41, Whites Bridge Road (180) and Elm Avenue (41) will continue to serve as the major access corridors from the west and south. It is essential that improvements in these routes be made to meet traffic demands and improve safety. In the past these streets have been shown as serving a collector function, since they were located in proximity to planned freeway corridors. The Edison Community Plan proposes changing their designation on the Circulation Element to arterial streets, in recognition of the traffic volume and characteristics of trips carried on those streets. Improvements to those streets will assume a higher priority if the freeways are not developed. Specific plans are proposed for Elm Avenue and Whites Bridge Avenue to resolve issues related to adjacent land use and to establish an appropriate Gateway design treatment to these major entrances to the Metropolitan area (see Figure 8). These two state highways are also proposed to be linked along the alignment of "B" Street. The Lincoln School site is a significant obstacle to the completion of this proposed link. The existing school site is built on the public right-of-way for "B" Street causing a

blockage of "B" Street at Ventura Avenue. It is important that a way be found to redesign the Lincoln School site to remove this obstacle.

Much of the street system in the Edison Community is old and in need of repair. Such basic features as curbs, gutters, and intersection controls are lacking in some areas. Accident rates are lower than other portions of Fresno simply because the total traffic volume is lower. A coordinated effort of street improvement and redesign between the City of Fresno and Fresno Redevelopment Agency has been underway for several years. These efforts are being focused on arterial and collector streets and are observable on such streets as Elm, Fruit, and California Avenues.

Local residents are concerned about the frequency of truck traffic and the speed of through traffic along lengthy stretches of collector streets. The proximity of industrial and agricultural land and the location of the waste disposal site make truck traffic unavoidable. The improvement of some major streets designated as truck routes should serve to limit the extent of adverse neighborhood impacts. Innovative ways of controlling or redesigning streets should be sought to limit speeds adjacent to schools and residences. Awaiting those changes, interim measures could be taken to offer stronger protection to children in the vicinity of schools such as additional crossing guards or intersection controls.

Public Transit

Effective public transportation is critical to the Edison Community. Income and automobile ownership are lower and many residents are dependent on public transit as a primary means of travel or as an alternative to the purchase of a second car. The area is serviced by five routes with transfer connections to all other routes in the Central Business District.

Transit routes have been planned to offer services to concentrations of population and to community centers such as North Avenue, Hinton, Trinity Street, and Ivy. These centers are also served by a small bus system which was instituted as a pilot program for senior citizens and has been expanded for the handicapped. A large number of people within the community are in particular need of expanded bus services and represent a target population for innovative programs for public agencies.

The major problems perceived by local transit users are the time between buses and the need for extended evening and weekend service. The City of Fresno is involved in efforts which have the objectives of reducing the time between buses to fifteen minute intervals and increasing the hours of evening and weekend service. Increased frequency of buses is dependent upon the delivery of additional buses which are being purchased through a grant from the federal government. Hours of service can be extended with the existing number of buses, although this increases maintenance and operations costs. Extending the hours of service is likely to be the next area of improvement made, despite those costs. Additional routes will be developed with the financial participation of Fresno County to service Highway City

and the industrial areas around Malaga.

Non-Motorized Transportation

The Fresno-Clovis Metropolitan Area Bikeway Plan has been adopted by the City Council and will be implemented over a period of years. The plan includes lanes on California Avenue, Kearney Boulevard, Nielsen Avenue, Hughes Avenue, Thorne Avenue, and Fresno Street as shown on Figure 7. Demand for bikeways has not been high in the Edison Community; many needs have been identified which more directly impact the quality of life and therefore, have greater urgency for the residents. Nevertheless, the proposed bikelanes will provide added safety to the primarily youthful cyclist in the Edison Community and will provide linkages between Roeding and Kearney Parks and to the rest of the Metropolitan Area. Bicycle riding is a low-cost transportation alternative which is available to many people. The provision of a bikeways system with expanded safety education will increase the predictability and safety of street traffic.

Pedestrian movement in the Edison Community is accommodated through the provision of sidewalks in the street design, as in the rest of the city. Sidewalk modifications for wheelchair users will be included in new sidewalk development throughout the city. The Redevelopment Agency has also designed an extension of the downtown Mariposa Mall into the community which will provide an interesting and pleasant connection between the two areas.

Chandler Downtown Airport

The Fresno Chandler Downtown Airport has served Fresno since 1929. It served as both commercial and private aircraft until 1947 when commercial aircraft use was shifted to Fresno Air Terminal. It remains an important facility for use by private and executive aircraft, however, with annual operation, i.e., take-offs and landings, exceeding 126,000 in 1971. Because of the importance of Chandler Downtown Airport to air traffic movement within the region and the investments the City of Fresno has made toward its improvement, its removal or relocation is not economically feasible.

Chandler Downtown Airport is surrounded on three sides by existing and planned residential development. The noise resulting from its operation and the drab appearance of the facility adversely affects these surrounding neighborhoods. The issue of safety has been resolved by the purchase and clearance of land within the southeastern approach to the airport's runways.

Proposals which would make Chandler Downtown Airport a better neighbor are included within the Kearney Boulevard Specific Plan report. Such proposals include additional landscape treatment within the abutting rights-of-way of Kearney Boulevard and Thorne Avenue, the development of a "Chandler Green" in the vicinity of the southeastern approach

to the runways, and an "Airplane Observatory Park" and landscape screen abutting the airport to the northeast. Commitments to such landscaping and beautification measures would minimize the adverse effects of the airport on surrounding residential neighborhoods.

Assets

- *Development is compact and traveling distances are thus minimized for trips within the community.
- *Access to the downtown shopping and Civic Center services is good.
- *The compact nature of the community and existing community centers has led to the development of pilot projects to increase the mobility of specified groups.
- *The older areas provide many pleasant traveling environments.
- *Major street systems are receiving substantial redesign due to the designation of the community as a renewal area.

Liabilities

- *The conflicting grid systems present a confusing and disorienting pattern to the unfamiliar traveler.
- *Uninterested collector streets encourage high speed traffic through residential areas.
- *Concentrations of industrial land uses and the location of the solid waste disposal site cause many trucks to travel through the community.
- *The location of the Chandler Airport results in noise which is disruptive and irritating to adjacent residential areas.
- *Low income residents have reduced mobility and are often dependent on public transit or expensive taxi service. Edison Community populations account for 40 percent of all taxi revenues.
- *Transit service is oriented too narrowly to the Central Area. Service to the industrial area is deficient.
- *Transit service should be expanded both in hours of service and frequency of service.
- *Transportation services are needed at a higher level to serve those persons who cannot afford to own an automobile.

Recommendations

*It is recommended that improvements to Elm Avenue (Freeway 41) and Whites Bridge Road (Freeway 180) as four lane, divided arterial streets be given high priority. These streets must serve as the major entrances to Fresno from the south and west until the local segments of the proposed freeway system are constructed and they should both be the subject of a City wide study to establish a gateway treatment for the major entrances to the metropolitan area.

*It is recommended that the local street system within the Edison Community be improved as redevelopment activities occur. Such improvements should include providing permanent paving, improved sidewalks, curbs, and gutters; and redesign, using traffic diverters and "greenway" development where through-traffic poses problems within residential neighborhoods.

*It is recommended that efforts be taken to minimize high speed and through-traffic vehicles, particularly trucks, on collector streets within the Edison Community which traverse residential areas. Possible approaches might include redesign to break the continuity of the collector street system within the community if determined to be feasible as a result of the City's ongoing review of the Fresno-Clovis Metropolitan Area Circulation Element, or the designation of truck routes peripheral to residential areas.

*It is recommended that improvements to transit service within the community, including increasing the frequency of pickups and the hours of service, be accomplished as soon as possible.

*It is recommended that the F.C.M.A. Bikeways Plan be implemented in the Edison Community as funding is available.

*It is recommended that proposals contained within the Kearney Boulevard Specific Plan report be implemented to minimize the adverse effects of the Chandler Downtown Airport on surrounding residential neighborhoods.

APPENDIX

APPENDIX

URBAN GROWTH MANAGEMENT

The City of Fresno has developed an Urban Growth Management Program to manage the location and timing of growth in the City's fringe areas and it is the intent of this plan that the new process be utilized in the evaluation of development proposals on the fringes of the metropolitan area. The objective of the process is:

To encourage urban development to occur in such a way that the expansion of urban service delivery systems can be accomplished in a fiscally sound manner, while still providing required City services on an equitable basis to all community residents.

The Urban Growth Management process builds upon existing City and County policies relating to the development of vacant land. Key elements of the process are:

(1) a procedure for determining how City services will be delivered to new development, and (2) an analytical method of assessing the costs and revenues associated with new development.

Urban Growth Management Area

The Urban Growth Management process is applied to land in and around the City's fringe which is either undeveloped or predominantly agricultural in use and lacks most, if not all, municipal facilities, improvements, or services. This area, known as the Urban Growth Management Area, is delineated on the City Zone Map.

The Urban Growth Management Area includes both City fringe areas and County land within the City's sphere of influence. Inclusion of County land areas is consistent with the expressed policy of both City and the County that new urban development should occur under City jurisdiction. Of crucial importance is the County referral policy. If property for which development is proposed can be feasibly annexed (i.e., within one-half mile of the city limits), annexation proceedings may be instituted, and development requests will be processed in the City. If property may not be feasibly annexed, action would be taken by Fresno County. In unincorporated, urban areas, the County will entertain requests for development that represent "infilling" of the existing area; areas which are undeveloped or underdeveloped will be placed in a "holding zone", representing an urban reserve for future city expansion.

Urban Growth Management Process

The Urban Growth Management process augments existing development review procedures with a formal Service Delivery Review and Cost/

Revenue Analysis, and provides for final action by the City Council.

Each proposed development is reviewed by the Service Delivery Review Committee, which is composed primarily of the head of the City service delivery departments. The Service Delivery Review Committee will determine the approach to the delivery of services and the conditions required for development. This determination is guided by a set of specific urban service delivery policies that establish rules by which City services will be delivered to new development.

Following Service Delivery Review, a Cost/Revenue Analysis is performed. This measures the fiscal impact (costs and revenues) of the proposed development upon the City General Fund.

The Urban Growth Management process is applied to development requests in one of two ways, depending upon the nature of the proposed development. For residential subdivision, the Service Delivery Review and Cost/Revenue Analysis are performed prior to the filing of a tentative tract map. The results of the Service Delivery Review and Cost/Revenue Analysis are forwarded with the subdivision application to the Planning Commission for their recommendation, and then to the City Council for final action.

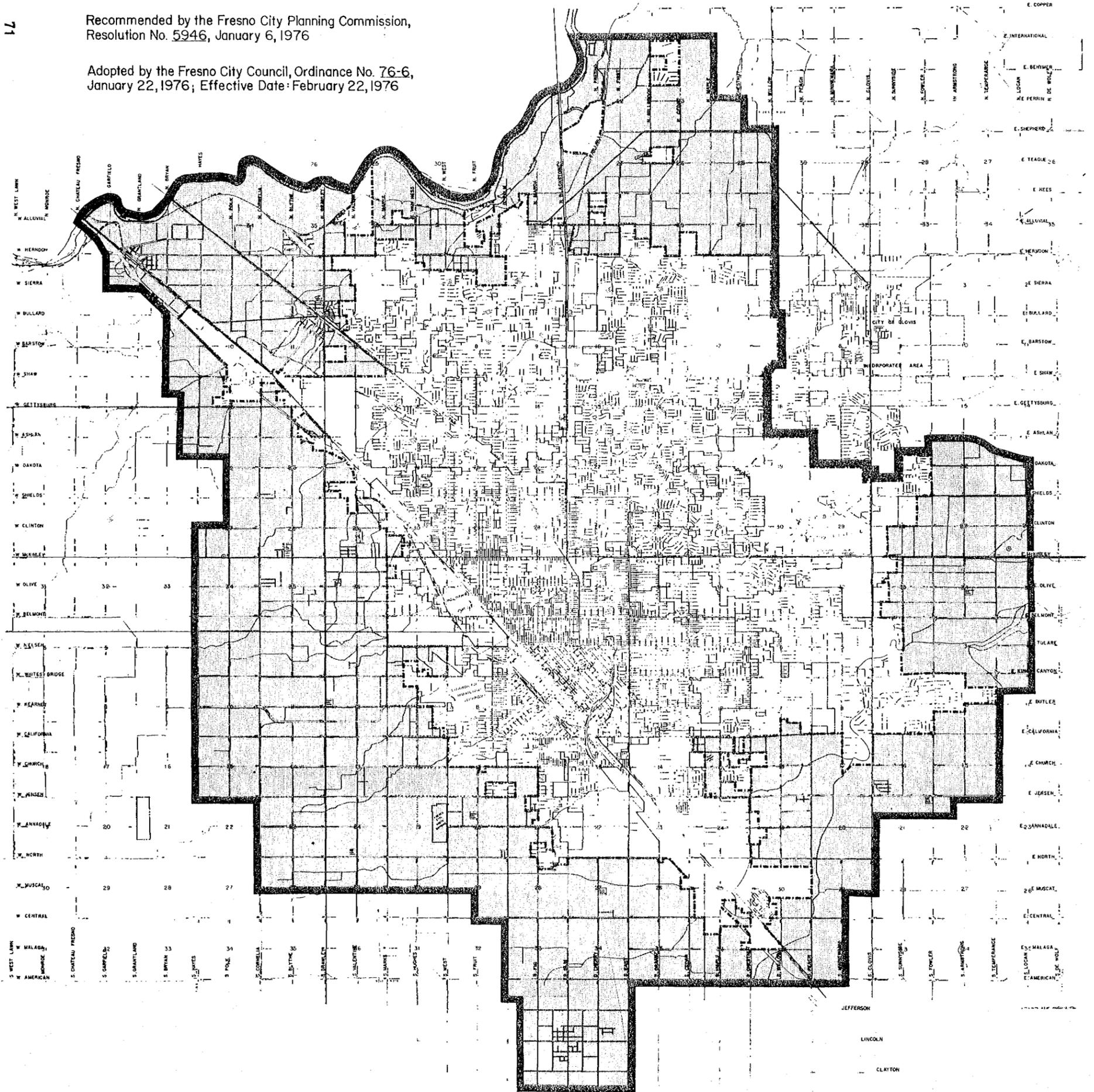
For most other types of development, an Urban Growth Management (UGM) permit is required prior to development. A set of specific exclusions is contained in the process, representing those developments of minor consequence to the method of service delivery extension. When a UGM permit is required, an application must first be filed with the Director of Planning and Inspection. The resulting staff report is then forwarded to the Planning Commission for their recommendation, and to the City Council for final action.

Fresno, California

Urban Growth Management Area

Recommended by the Fresno City Planning Commission,
Resolution No. 5946, January 6, 1976

Adopted by the Fresno City Council, Ordinance No. 76-6,
January 22, 1976; Effective Date: February 22, 1976



LEGEND

- Urban Growth Management Area
- Fresno City Sphere of Influence Boundary
- Urban Growth Management Area Boundary
- Fresno City Limits

0 3000 6000
Approximate Actual Feet
City of Fresno
Department of Planning & Inspection
Planning Division
May 6, 1976 wly

Figure 9

POLICIES/DESIGN CRITERIA FOR AN ELM AVENUE SPECIFIC PLAN

Goal

Elm Avenue should be recognized as a major gateway to the Fresno Metropolitan Area and the priority for its renovation should be treated accordingly.

Design Policies

A gateway "design treatment" should be established utilizing techniques such as:

- Boulevard area overlay zone/with special tree planting
- Back-on treatment for planned industrial areas
- A sign ordinance
- Special street lighting

Special effort should be made to create a compatible transition between the urban area and the agricultural lands to the south.

Land Use Policies

The "generalized land use alternative for Elm Avenue" attached to this report should be considered as a starting point for further study.

Viable commercial activities which are physically sound should be preserved to form the base of new commercial service centers in the area.

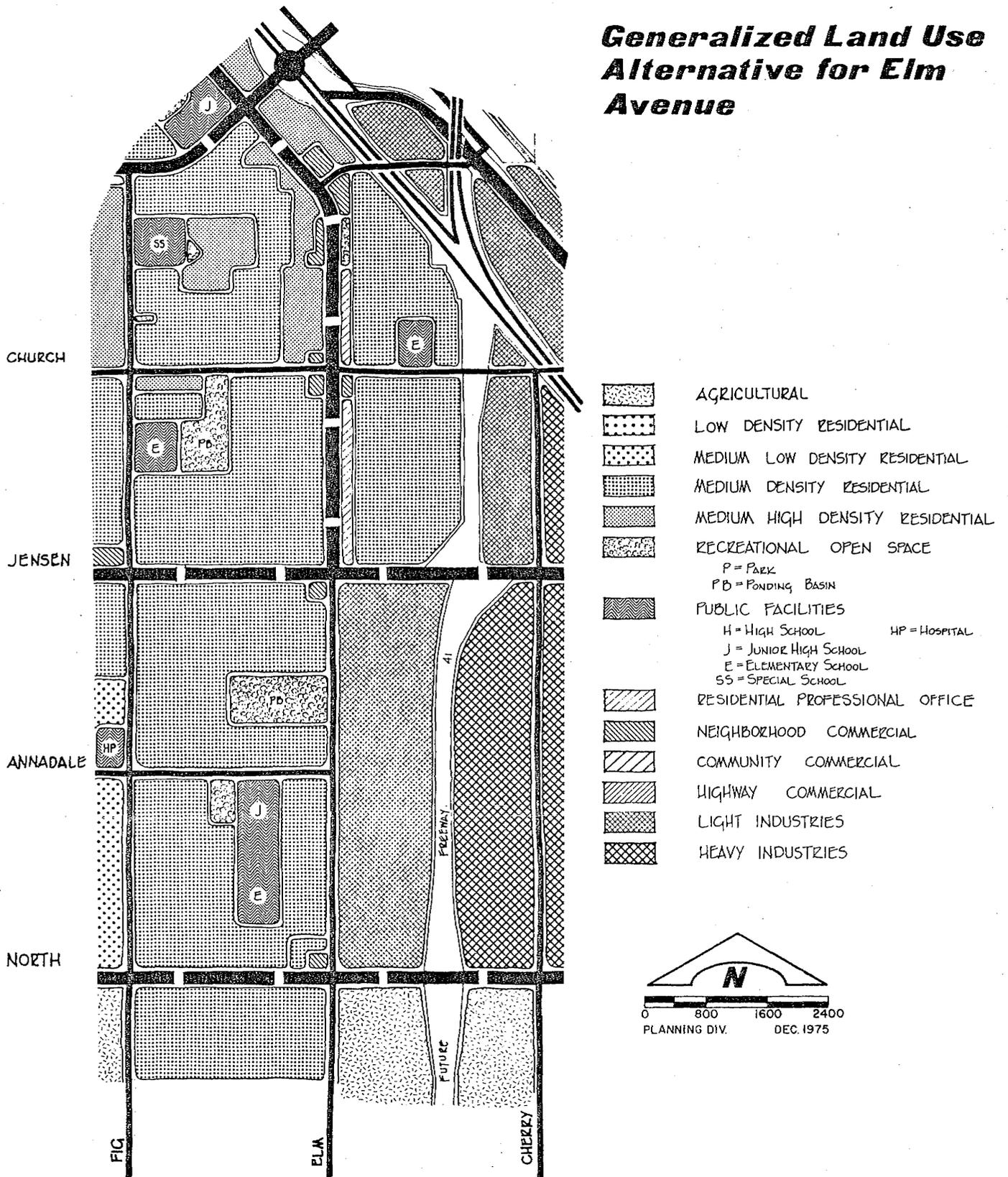
Implementation

Studies should be conducted to determine economically feasible alternatives to the underutilized commercial and industrial zoning in the area.

Various combinations of public and private action programs should be investigated to rehabilitate or phase out the deteriorated development in the area.

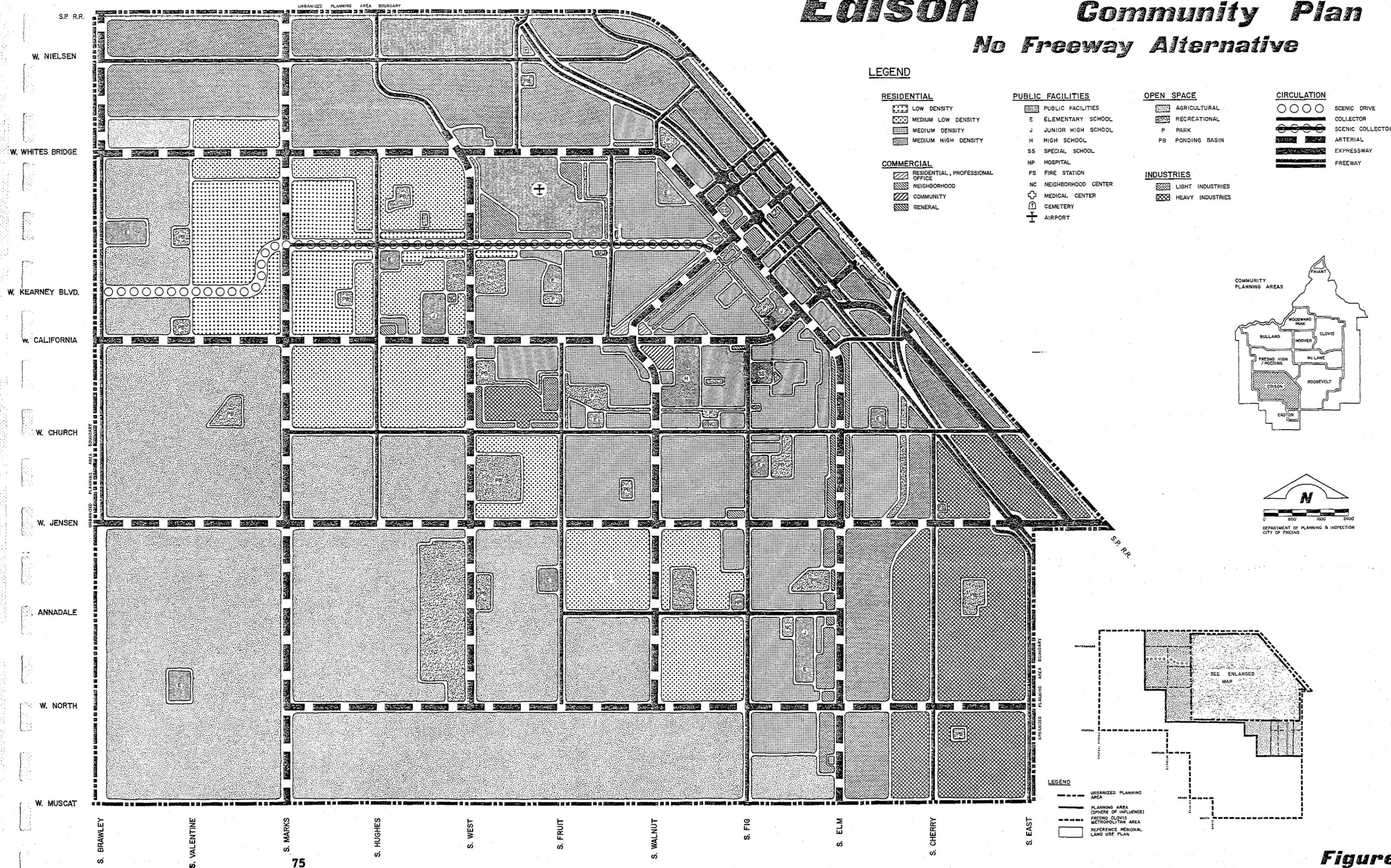
As an interim measure there should be a vigorous program of code enforcement to alleviate the worst of the unsafe and blighted conditions.

Generalized Land Use Alternative for Elm Avenue



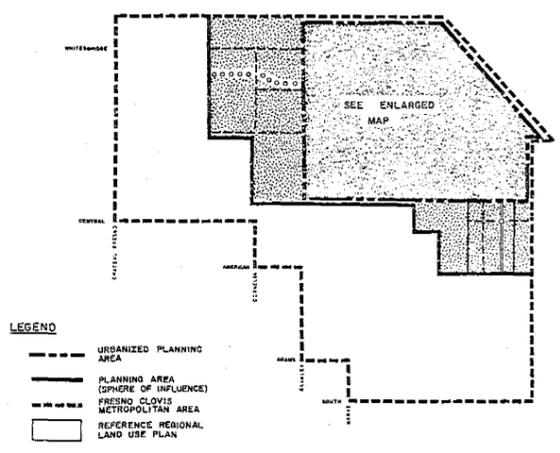
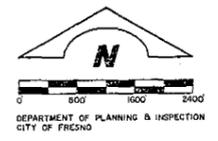
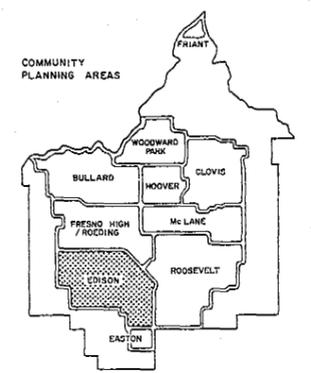
Edison Community Plan

No Freeway Alternative



LEGEND

- | | | | |
|--|--|---|--|
| <p>RESIDENTIAL</p> <ul style="list-style-type: none"> □ LOW DENSITY □ MEDIUM LOW DENSITY □ MEDIUM DENSITY □ MEDIUM HIGH DENSITY <p>COMMERCIAL</p> <ul style="list-style-type: none"> □ RESIDENTIAL, PROFESSIONAL OFFICE □ NEIGHBORHOOD □ COMMUNITY □ GENERAL | <p>PUBLIC FACILITIES</p> <ul style="list-style-type: none"> E ELEMENTARY SCHOOL J JUNIOR HIGH SCHOOL H HIGH SCHOOL SS SPECIAL SCHOOL HP HOSPITAL FS FIRE STATION NC NEIGHBORHOOD CENTER ⊕ MEDICAL CENTER ⊕ CEMETERY ⊕ AIRPORT | <p>OPEN SPACE</p> <ul style="list-style-type: none"> □ AGRICULTURAL □ RECREATIONAL P PARK PB PONDING BASIN <p>INDUSTRIES</p> <ul style="list-style-type: none"> □ LIGHT INDUSTRIES □ HEAVY INDUSTRIES | <p>CIRCULATION</p> <ul style="list-style-type: none"> ○ ○ ○ ○ ○ SCENIC DRIVE ○ ○ ○ ○ ○ COLLECTOR ○ ○ ○ ○ ○ SCENIC COLLECTOR — — — — — ARTERIAL — — — — — EXPRESSWAY — — — — — FREEWAY |
|--|--|---|--|



- LEGEND**
- URBANIZED PLANNING AREA
 - PLANNING AREA (SPHERE OF INFLUENCE)
 - FRESNO-CLOVIS METROPOLITAN AREA
 - REFERENCE REGIONAL LAND USE PLAN

Figure 11