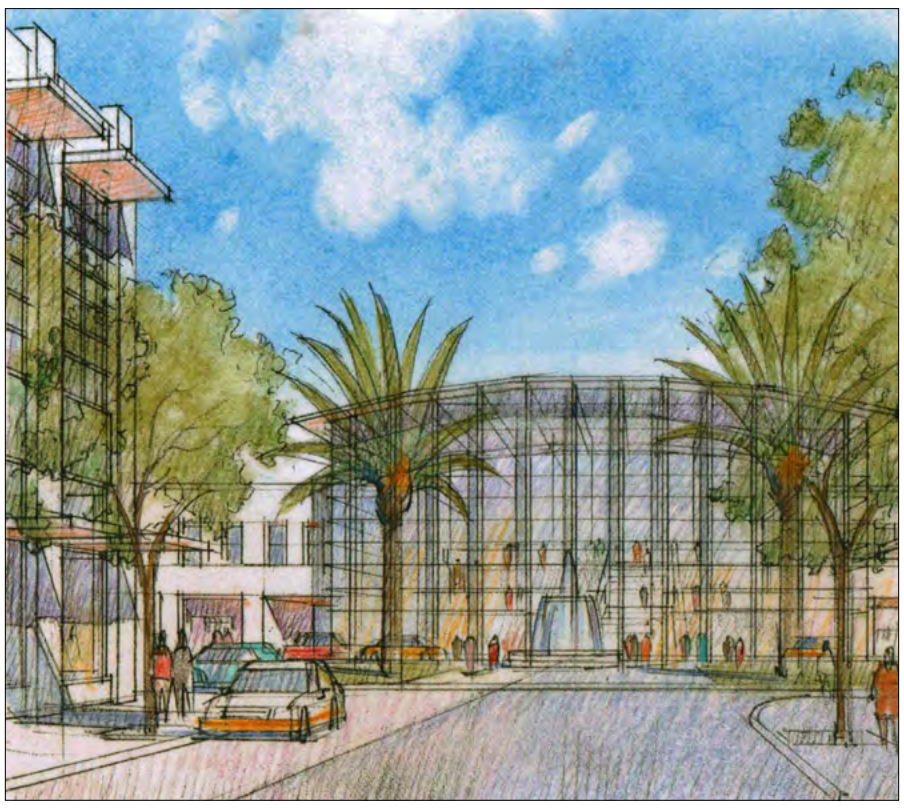
Fulton Corridor Specific Plan

Fresno, California



ADOPTED ON OCTOBER 20, 2016

ACKNOWLEDGEMENTS

MAYOR
Ashley Swearengin

CITY COUNCIL
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Mike Dages, *District 5 (term ended 1/6/2011)*
Henry T Perea, *District 7 (term ended 12/2/2010)*

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Renena Smith, Assistant City Manager
Mark Scott *(Retired)*
Andy Souza *(Retired)*

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Mee Cha
Susana Cruz
Tony Dias
Adriana Figueroa
Isaac Fonseca
Becky Foore-Hayden
Socorro Gaeta
Daniel Guerra
Roger Hanke
Darlene Holland
Dominga Huerta
Booker T Lewis
Bertha Lopez
Dorthy Lucatero
Chuck Manock
Patience Milrod
Gary Nachtigall
Ivan Paz
Doug Reitz
Jeff Sands
Phil Skei
Dasen Thao
Lisa Van de Water
Mike Wells

Staff Team

CORE WORKING GROUP
Dan Zack, *Assistant Director, DARM*
Wilma Quan, *Assistant City Manager*
Sophia Pagoulatos, *Planning Manager*
Danielle Bergstrom, *Special Policy Advisor*
Lupe Perez, *Downtown Revitalization Manager*
Talia Kolluri, *Supervising Deputy City Attorney*

DEVELOPMENT AND RESOURCE MANAGEMENT
Jennifer Clark, *Director*
Mike Sanchez, *Assistant Director*
Bonique Emerson, *Planning Manager*
Brian Leong, *Building & Safety Services Manager*
Del Estabrook, *Parking Manager*
Karana Hattersley-Drayton, *Historic Preservation Project Manager*
Michelle Zumwalt, *Architect*
Michael Andrade, *GIS Specialist*
Lachea DeAmicis, *GIS Specialist*
Casey Lauderdale, *Planner II*
Drew Wilson, *Planner I*
Amber Piona, *Planner I*

TRANSPORTATION
Brian Marshall, *Director of Transportation*

FIRE
Byron Beagles, *Fire Prevention Engineer*

PUBLIC WORKS
Scott Mozier, *Director*
Andrew Benelli, *Assistant Director*
Scott Krauter, *Projects Administrator*
Jill Gormley, *Public Works Manager*
Randall Morrison, *Deputy City Engineer*

PARKS, AFTER SCHOOL, RECREATION, AND COMMUNITY SERVICES
Tony Hernandez, *Parks Manager*

AIRPORTS
Kevin Meikle, *Director of Aviation*
Daniel Yrigollen, *Airports Project Supervisor*

CITY ATTORNEY
Doug Sloan, *City Attorney*
John Fox, *Special Counsel, Aleshire & Wynder*
Kathy Phelan, *Special Counsel, Aleshire & Wynder*

FINANCE
Karen Bradley, *Assistant Controller*
Phil Hardcastle, *Principal Accountant*

REDEVELOPMENT SUCCESSOR AGENCY
Marlene Murphey, *Executive Director*

PUBLIC UTILITIES
Thomas Esquedqa, *Director*
Jerry Schuber, *Assistant Director*
Robert Andersen, *Assistant Director*
Kevin Norgaard, *Supervising Professional Engineer*
Doug Hecker, *Planning Manager*

FRESNO METROPOLITAN FLOOD CONTROL DISTRICT
Jerry Lakeman, *Chief Engineer*
Wendell Lum, *Master Plan Special Projects Mgr.*

SPECIAL THANKS TO THE FOLLOWING FORMER CITY EMPLOYEES WHOSE EFFORTS WERE INSTRUMENTAL IN THE CREATION OF THIS PLAN
Craig Scharton *(Downtown and Comm. Revitalization)*
Elliott Balch *(Downtown and Comm. Revitalization)*
Elaine Robles-McGraw *(Downtown and Comm. Revit.)*
Arnoldo Rodriguez *(Development and Resource Mgmt)*
John Dugan *(Development and Resource Management)*
John Downs *(Transportation)*
Gregory Garner *(Police)*
Brock Buche *(Public Utilities)*
Martin Querin *(Public Utilities)*
Steve Hogg *(Public Utilities)*
Rene Ramirez *(Public Utilities)*
Lon Martin *(Public Utilities)*
Efren Banuelos *(Public Works)*
Scott Tyler *(Public Works)*
Patrick Wiemiller *(Public Works)*

Consultant Team

FINAL PLAN + CODE PREPARATION
Juan Gomez-Novy Consulting
Juan Gomez-Novy, *Principal*

ARCHITECTURE AND URBANISM
Moule & Polyzoides Architects and Urbanists
Stefanos Polyzoides, *Principal*
Juan Gomez-Novy, *Project Manager*
David Sargent
Jason Claypool
Scott Ford
Orlando Gonzalez
Xiaojian He
Damon Herring
Thiago Valente

PLANNING POLICY
Raimi + Associates
Matt Raimi, *Principal*

CODE
Tony Perez Associates
Tony Perez, *Principal*

URBAN ECONOMICS
Strategic Economics
Dena Belzer, *Principal in Charge*
Sujata Srivastava
Sarah Graham

URBAN RETAIL PLANNING
Gibbs Planning Group
Robert Gibbs, *Managing Principal*

TRANSPORTATION/TRAFFIC
Fehr & Peers
Ron Milam, *Principal in Charge*
Rob Hananouchi, *Transportation Planner*

INTERMODAL PLANNING
Nelson Nygaard
Jeffrey Tumlin, *Principal in Charge*
Paul Jewel, *Principal*

SUSTAINABLE INFRASTRUCTURE
Sherwood Design Engineers
Bry Sarté, *Principal in Charge*
Eric Zickler, *Project Manager*
John Lays
Mike Amodeo

LANDSCAPE ARCHITECTURE
Fong Hart Schneider + Partners David Schneider, *Principal in Charge*

HISTORIC RESOURCE ANALYSIS
Historic Resources Group
Christy Johnson McAvoy, *Principal in Charge*
Paul Travis, *Senior Preservation Planner*

CULTURAL RESOURCE ANALYSIS
Cultural Landscape Foundation
Charles Birnbaum, *President*

SURVEY
Precision Civil Engineering
Ed Dunkel, Jr., *President*

ENVIRONMENTAL ANALYSIS & PLANNING/EIR
First Carbon Solutions
Jason Brandman, *Executive Vice President*
Mary Bean, *Project Director*
Michael Houlihan, *Senior Project Manager*

Impact Sciences
Ali Mir, *Associate Principal*

CIVIL ENGINEERS
Lars Andersen & Associates
Daniel Zoldak, *Principal in Charge*

GEOENVIRONMENTAL CONSULTING
Krazan & Associates
Art Farkas, *Environmental Division Manager*
Dean L. Alexander, *Principal Engineer*

CULTURAL RESOURCES CONSULTANT
Greenwood and Associates
Roberta S. Greenwood, *Partner*
John Foster, *Vice President*

CHARRETTE VISUALIZING
Urban Advantage
Steve Price, *Principal in Charge*

WEBSITE DESIGN
Arrowpoint Design
Christopher Ross

3-D MODELLING
Spline Motion Studios
Erik Spikes

MAYOR ASHLEY SWEARENGIN

Dear Fresnans, investors, and visitors:

If you want to see what our city and region are all about, you've come to the right place. Welcome to Downtown Fresno.

For decades, our downtown served as the gathering place for the entire central San Joaquin Valley. People would "go into town" from an hour away for everything they couldn't find in smaller, outlying communities. In Downtown Fresno they found their doctor, banker, lawyer, and dentist. They found merchandise in fancy stores that they couldn't find anywhere else in the area. They found movies and plays and concerts to watch and enjoy.

And, they found each other. Young men and women came to Downtown to show off their cars, their clothes, their hair, and their manners – both good and bad. They came to meet and date and dance with a wider variety of people than they could find in their home communities.

For Downtown, good fun was good business. As people converged here, so did their dollars. That allowed downtown businesses and the City to maintain the place as a vibrant destination.

But as we all know, it wasn't to last. As with cities across our country, starting in the 1950s, Downtown Fresno began telling a different kind of story about our city and region. Fulton Street retail anchors started feeling the draw of suburban shopping centers being planned near new homes under construction farther and farther from the urban core.

Business leaders and the City reacted boldly by trying to give the public more of the suburban experience they seemed to crave. They hired a famous planner of shopping malls and a leading up and coming landscape architect to install the nation's second pedestrian mall on Fulton in 1964. They invested heavily in sculptures, fountains, and other public art. They even recast the street grid and constructed garages with thousands of parking stalls. Their singular goal was to replicate the suburban shopping experience being built on bare dirt just beyond the edges of Fresno and cities across America.

City leaders began to emulate the suburbs in less obvious ways as well. They adopted new land use planning requirements for the growing city that, while written with the suburbs in mind, were forced onto the urban area as well. The new standards did not distinguish between newer, suburban areas and established areas designed in earlier days to bring a mix of uses within walking distance of each other, in buildings old and new. With the wrong rules in place, every new building or street widening that

tried to make downtown more like its suburban counterparts actually eroded the urban core, rather than revitalizing it.

Like the rapidly growing city, Downtown also became a less focused place. With the conception of the freeway triangle in 1957, the notion of downtown grew in size from a few blocks to hundreds of acres. Projects over a mile apart from each other were considered helpful to the revitalization effort, even though there was no synergy or connectivity between them. Meanwhile at ground zero on Fulton, the core of our main street was becoming a different kind of economic anchor, one that was pulling the rest of Downtown down with it.

Much of Downtown Fresno's story of decline is common to cities across America. Yet over the last two decades, many of those cities have been able to revitalize their urban centers — many, like Fresno, despite generations of urban decay.

Now, it is Fresno's turn to revitalize our downtown. Fortunately, we have many successful examples to draw upon. We know the most successful downtowns direct investment and resources to a focused area. Through good urban planning and design, projects in proximity begin to support each other and create foot traffic. Shoppers, diners, and concert-goers can park once and spend hours exploring the benefits that vibrant downtowns offer. As customers walk past storefronts, new businesses open to take advantage of the activity. Historic buildings add unique character, respecting the region's past while differentiating downtown from newer, less distinctive suburbs.

There is no reason these revitalization fundamentals will work differently in Fresno than they have so well, time and again, in other places.

A critical step in this journey: the Fulton Corridor Specific Plan. The Specific Plan and the accompanying new Form-Based Code for development are consistent with the General Plan and new Citywide Development Code and replace the outdated regulations of the City's 1960s-era zoning code with new rules that make it easier than ever to develop great projects based on the best of our past. The new Specific Plan and Code replace the frustration of the stalwart first investors with a new sense of momentum, built symbiotically from one project to another to another, as more and more people invest and develop with ease, as well as confidence.

Well over a century later, Downtown Fresno is still the place to see what our city and region are all about. Except today, more than just the story of our past, Downtown is the story of our future. It is the story of our community coming together, remembering its identity, and choosing to do what it takes to ensure a vibrant future. It is the story of realizing we really can get the fundamentals right and make Downtown Fresno a vibrant asset to our city and region once again.

Under the Fulton Corridor Specific Plan, there has never been a better time to invest in our urban core than today. Welcome to Downtown Fresno.

Sincerely,

Ashley Swearengin
Mayor

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PREFACE

Downtown Fresno is where the city began. From its incorporation in 1885 and through the 1960's, it was the commercial, business and cultural center of the Central Valley: A vibrant and compact place comprised of bustling sidewalks shaded by awnings, successful street level retail stores with offices above, convenient parking, and – until the 1930's – an accessible streetcar system. A great number of historic photographs describe Downtown in this extraordinary traditional urban form.

After the Second World War, Fresno's pattern of development, like that of most American cities, was radically altered. The passage of the G.I. Bill in 1944 enabled returning veterans to purchase homes and establish businesses. In addition, the Federal-Aid Highway Act of 1956, passed during the height of the Cold War, authorized and funded the construction of freeways across the entire United States. These freeways supported military and civil defense operations, facilitated interstate travel and commerce, and, perhaps unwittingly, encouraged the decentralization of America's City Centers. Indeed, the automobile provided easy access to inexpensive land and made it no longer necessary to locate residential, commercial, and business uses in close proximity to one another. The completion of the Mayfair subdivision in 1947, north of the Plan Area, included Fresno's first suburban shopping mall and ushered in an era of development at the suburban fringe. People began to move out of Fresno's pre-World War II residential neighborhoods and scatter into the new, northern subdivisions. Businesses and important institutions, such as Fresno State University, churches, and hospitals, followed, resulting in a slow decline of Downtown and its surrounding corridors.

The leaders of Fresno reacted swiftly to this emerging trend. In 1958, they invited the most famous urban planner of the period, Victor Gruen, to come to Fresno and to frame a vision and plan for modernizing the center of the city. The Gruen Plan was daring for its time. Yet, many of its prescriptions – supporting the building of freeways, pedestrianizing the commercial core of Downtown, encouraging street closures and one way conversions, promoting wholesale building demolition and superblock formation – proved ineffective and failed to revitalize Downtown. Indeed, as the below photo of Fulton Street in the late 1950's shows, Downtown was not completely dead. Many stores still existed and competed for business – primarily because they were visible to passing motorists. The elimination of automobiles from the Fulton Mall removed this flow of potential customers, arguably hastening the decline of the stores that lined its length and contributing to the chronic vacancy of its historic office buildings. In addition, the closure of Fulton Street, Merced Street, Mariposa Street, and Kern Street made Downtown more difficult to navigate.

The Gruen Plan declared the form of the historic Downtown obsolete, but the Modern Downtown it so passionately promoted did not become desirable to the market. Similar planning and "urban renewal" efforts became the norm, yet frequently did more harm than good to established downtowns and surrounding neighborhoods. The failure of these efforts – along with the inexpensive land, wide streets, new schools, and newly relocated retailers found at the city's edge – lured Fresnans to the suburbs in droves. There many found they could live in new houses, move more freely, and exercise a greater range of work, retail, and entertainment choices. For a couple of generations, the development field tipped decidedly in favor of massive suburban growth.

The municipal government also became focused on servicing this kind of suburban growth. Demolition of historic buildings and large scale development that was not designed to fit with its surroundings began to occur Downtown. As a result, Downtown's economy was deeply shaken and its traditional, walkable, human-scale, mixed-use urban form was put into question as it became characterized by high vacancy rates, low land values, a total absence of people once the work day ended, and concentrated poverty in the surrounding neighborhoods. By 1990, Downtown Fresno, including the Fulton Mall, was in a state of physical, economic, and social free fall. According to a study completed in 2008, the Fulton Mall generated about $365,969 in annual property and sales tax revenues. If the Mall were developed and built to its potential, the preparers of the study estimated that it could generate over $6 million annually in City revenues. Therefore, the Mall was contributing only 5.7 percent of its revenue generating potential in 2008.[1]

The great recession of 2008 exposed Fresno's fiscal fragility. With no net source of revenue being generated by property and sales taxes in the center of the city, and Fresno's city-wide finances weakened, major layoffs and drastic reductions in services resulted.

At that critical point in the city's history, the revitalization of its Downtown became a matter of fiscal urgency. Many cities now draw a significant portion of their revenues from an economically vibrant downtown. Will Fresno follow this path?

[1] Market Profiles, "Economic Impact Study Listing of Fulton Mall on National Register of Historic Places," September 2008.

View of Fulton Street at Tulare Street in the 1920s. Credit: Pop Laval Foundation

View of Fulton Street at Mariposa Street looking north (1959). Credit: Pop Laval Foundation

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CHAPTER 1: INTRODUCTION

1.1 SPECIFIC PLAN SUMMARY

The Fulton Corridor Specific Plan is the community's tool for guiding the future development of Downtown Fresno. It is both a visionary document that lays out the community's long-term goals for the Plan Area, as well as an implementation plan for immediate and midterm actions needed to achieve the long-term vision. It provides detailed policies concerning a wide range of topics, including land use and development, historic resources, the public realm, transportation, and infrastructure. These policies provide the foundation for urban and economic growth, as well as the basis for the City to make the tough daily choices regarding growth, historic preservation, housing, transportation, the environment, community facilities, and community services.

The Specific Plan is used by the Mayor and Administration, the City Council, the Planning Commission, and all City departments to guide decisions about the Plan Area's future, to evaluate development proposals, and to make funding and budgetary decisions. It is used by City staff to direct their day-to-day activities, particularly those related to building and development, and the installation and maintenance of utilities. It is used by citizens and neighborhood groups to understand the City's long-range plans and proposals for different parts of the City. Its policies apply to both public and private properties and initiatives and give Downtown businesses and developers certainty about how to invest in their properties and in development projects.

The Fulton Corridor Specific Plan contains the following chapters:

Chapter 1: Introduction.

This Chapter begins with a description of the Plan Area, including its location and boundaries. This is followed by an explanation of the Plan's purpose, including its relationship to other plans and documents. It ends with a summary of the process the City and the community went through to prepare this Specific Plan.

Chapter 2: A Vision for Downtown Fresno in 2035.

This Chapter describes the overall vision, generated by input from Fresnans, for transforming Downtown into a vibrant regional destination. It begins with a vision statement which, in turn, is followed by ten community values for revitalization. It concludes with ten core design principles that are applied to each of Downtown's unique subareas.

Chapter 3: Plan Framework and Goals.

This Chapter begins with a description of the existing conditions and vision for each of Downtown's seven subareas. This is followed by a description of how much development the market can support within the Plan Area. The chapter concludes with a description of what the Plan Area's underutilized land – vacant parcels and surface parking lots – can support under the direction of the Development Code.

Chapter 4: The Fulton Mall.

This Chapter describes the history of the Fulton Mall, the historic significance of the Mall, the existing physical and economic state of the Mall area, a description of the process that resulted in the choosing of the preferred option for the Mall's future (reopening Fulton Street to vehicular traffic), and an explanation of the final design for the reopened Fulton Street.

Chapter 5: Priority Development Projects.

This Chapter describes top priority projects for both the private and public sectors, focused in relatively small areas that will generate the most immediate physical impact, and catalyze economic regeneration. These projects are listed according to first and second priorities.

Chapter 6: Building and Development.

This Chapter describes goals and policies that enable and facilitate Downtown's physical transformation and that ensure that this transformation occurs in a manner that preserves and regenerates Downtown's unique sense of place.

Chapter 7: Historic Preservation.

Every great downtown uses its history as an asset. In this vein, this Chapter includes goals and policies for preserving and reviving the unique history and culture of Downtown. This includes preserving existing buildings and places and ensuring that new development is compatible with the area's historic assets.

Chapter 8: Public Realm.

This Chapter provides an overall vision for increasing Downtown's public space and improving the streetscape. Topics include improving the landscape character of the Fulton Corridor, improving the axis between City Hall and the proposed High-Speed Rail station, transforming Courthouse Park, regenerating and maintaining the urban forest, and increasing comfort to pedestrians through a variety of streetscape improvements.

The Fulton Mall as it existed in 2011.

Fresno's historic office buildings and movie houses provide opportunities for attracting people Downtown.

Chapter 9: Transportation.

This Chapter outlines Downtown's future multi-modal transportation network that accommodates private automobiles, transit, walking, and biking. Key topics include street reconfiguration, transit and bicycle networks, "Park Once" and street parking, and the basic design of the proposed High-Speed Rail station area.

Chapter 10: Sustainability, Infrastructure, and Resources.

This Chapter addresses a range of topics, including water use, energy use, sewer capacity, and the provision of infrastructure. In addition to providing basic services to support future and existing development within Downtown, a forward-looking approach to these topics continues Fresno's role as a statewide leader in conservation and resource management.

Chapter 11: Implementation.

The Plan proposes a development strategy driven by private investors. Plan-wide policies focus on historic preservation, retail and employment, shared parking, the public realm, livable neighborhoods, civic initiatives, and specific plan-implementation initiatives such as fast-tracking desirable development. Private sector development will be driven by residential, retail, and commercial market demand, and by the attraction provided by public improvements, predictable entitlement processes, and Downtown's unique and desirable character.

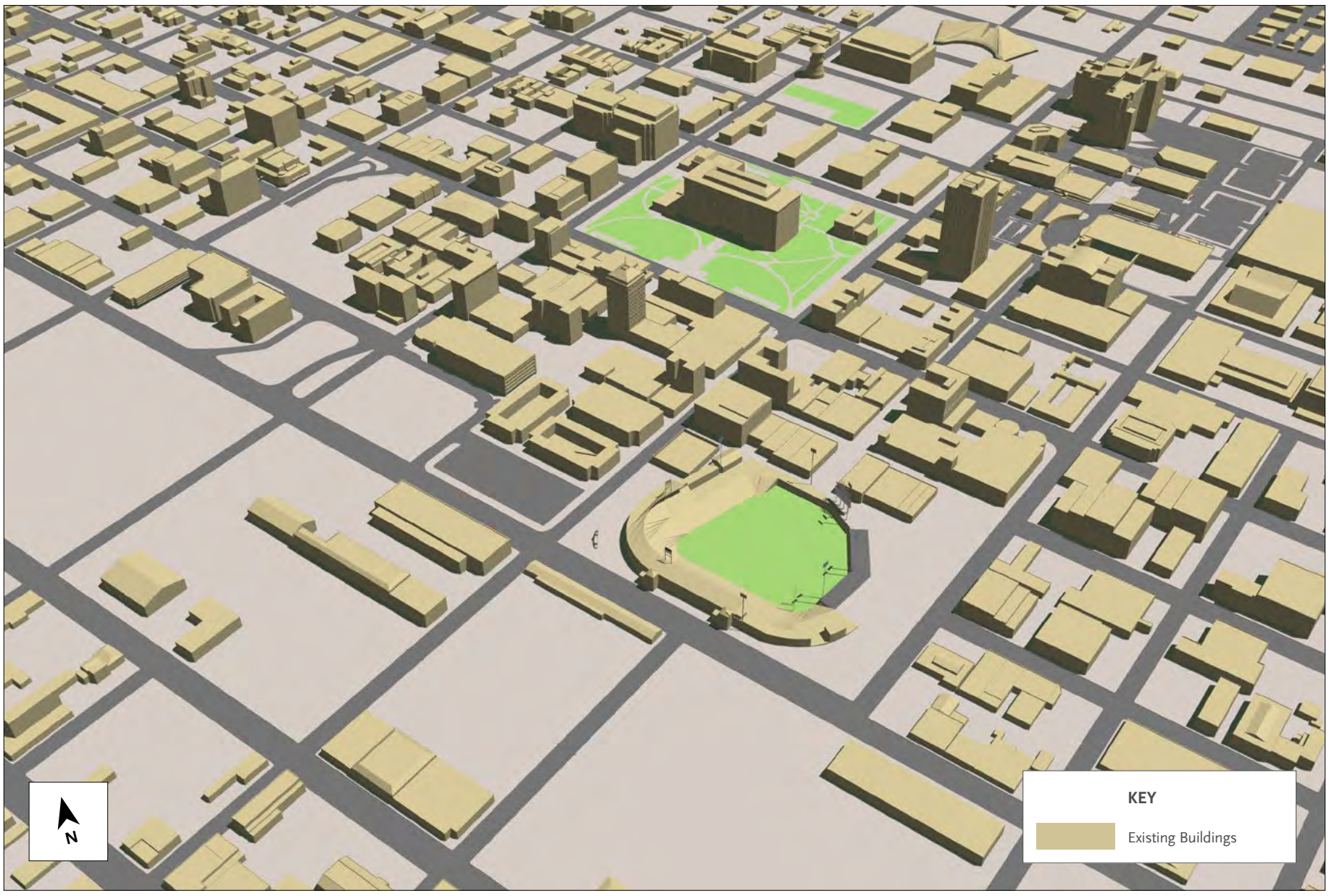
Chapters 6-10 provide goals and policies that provide direction and guidance for transformation, while Chapter 11 lists specific implementation projects and actions for implementing the goals and policies set forth within the previous chapters. These are defined in the gray box at right:

Goals	Broad direction-setting statements that present a long-term vision.
Policies	Support the stated goals by mandating, encouraging, or permitting desired actions.
Implementation Projects and Actions	Discrete tasks, categorized as either projects or actions that the City carries out in order to implement the vision of revitalizing Fresno's core.
	Project One-time physical improvements to a part of the Plan Area (such as implementing traffic calming measures in a certain area).
	Action Specific activities that will be completed by a certain time or at regular intervals (such as creating an ordinance or updating a master plan).

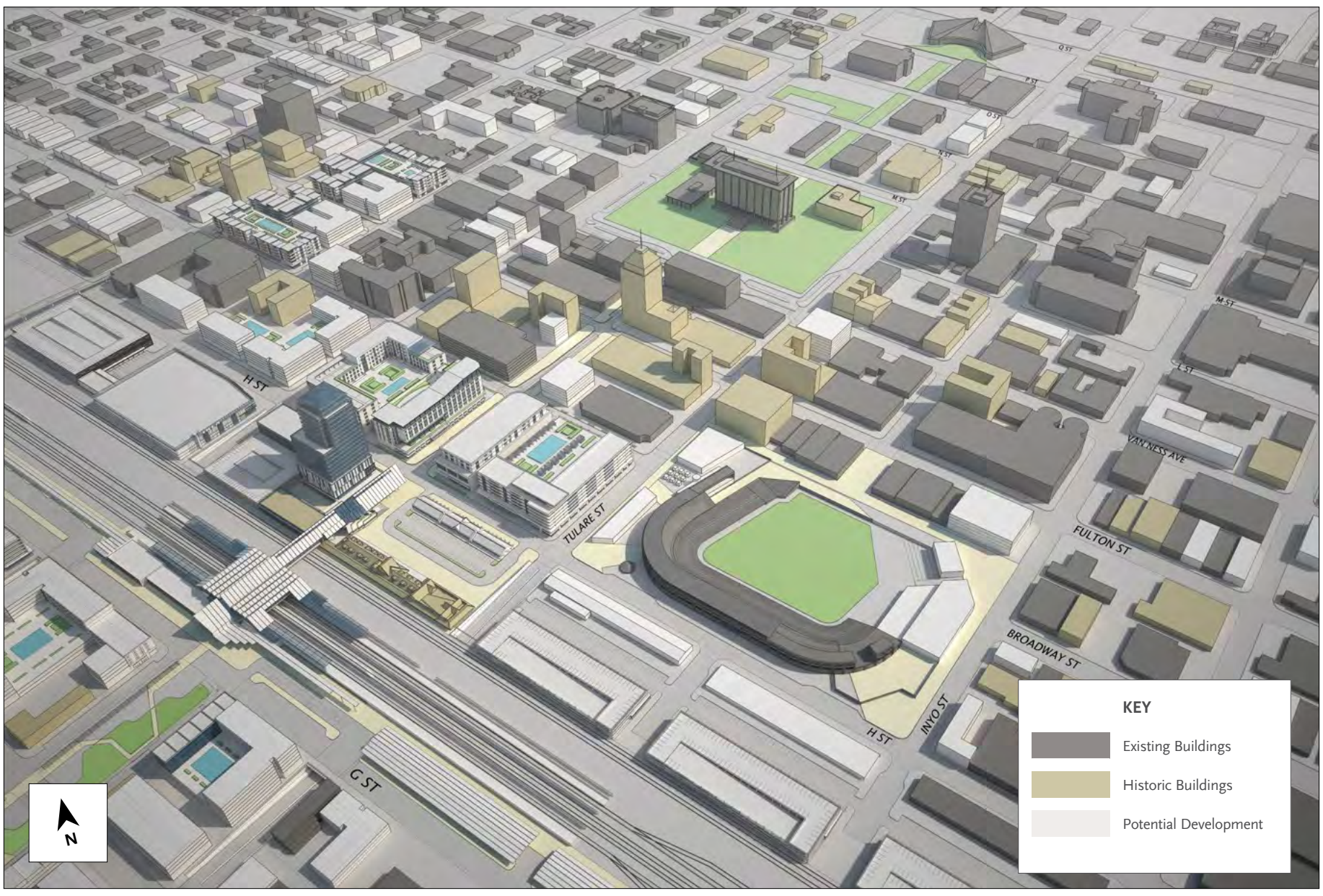
It should be noted that while the successful integration of the proposed High-Speed Rail (HSR) system into Downtown Fresno is of critical importance, there is not a chapter dedicated to this. Rather, the integration of HSR is disbursed throughout this document wherever is is appropriate in order to ensure that all aspects of the document reflect this priority.

Downtown, with its pedestrian-oriented building fabric, serves as the retail, shopping, and entertainment center of Fresno.

Farmers' markets, like this one in the Mural District, provide access to locally grown fruits, vegetables, and nutritious foods.



Birds-eye view of Downtown as it existed in 2010.



Birds-eye view of Downtown as it could exist in 2035 as proposed by this Specific Plan.

1.2 PLAN AREA DEFINITION

A. PROJECT LOCATION AND BOUNDARIES

Fresno is located in the heart of California's San Joaquin Valley, approximately 190 miles southeast of San Francisco and 220 miles northwest of Los Angeles. The Valley is one the largest and most productive farming regions in the world. Fresno, the regional city for the central San Joaquin Valley, is also the gateway to Yosemite National Park, Sierra National Forest, Kings Canyon National Park, and Sequoia National Park. Regional access to Fresno from the north and south is provided by State Routes 99 and 41, from the west by State Route 180, and from the east by State Routes 168 and 180.

The Fulton Corridor Specific Plan (FCSP) Area is located within the southern portion of the City, as shown in **Figure 1.2A**, and is completely surrounded by the Downtown Neighborhoods Community Plan Area, as shown in **Figure 1.2B** below.

The Specific Plan Area covers approximately 655 acres and is generally bounded to the north by Divisadero Street, to the west by State Route 99, to the south by State Route 41, and to the east by N Street, O Street, and the alley between M and N Streets. The Plan Area is divided by the Union Pacific railroad right-of-way. See **Figure 1.2C**.

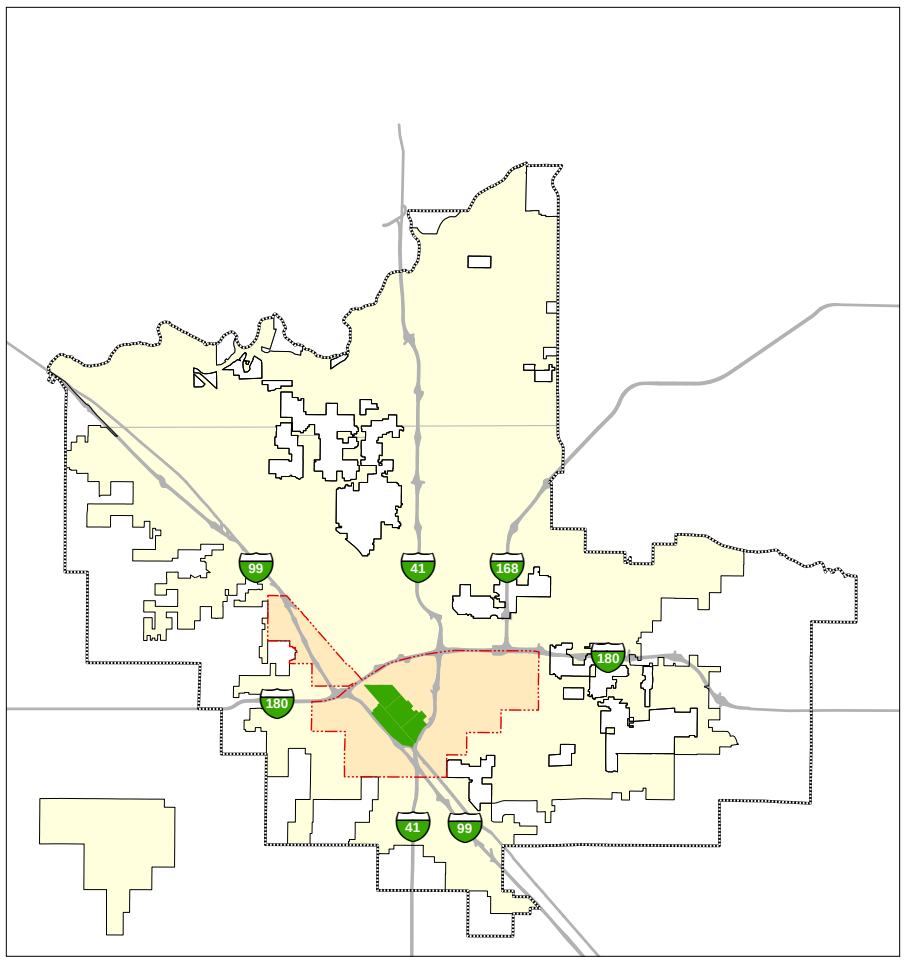


Figure 1.2A Location of Specific Plan within the City of Fresno and its Sphere of Influence.

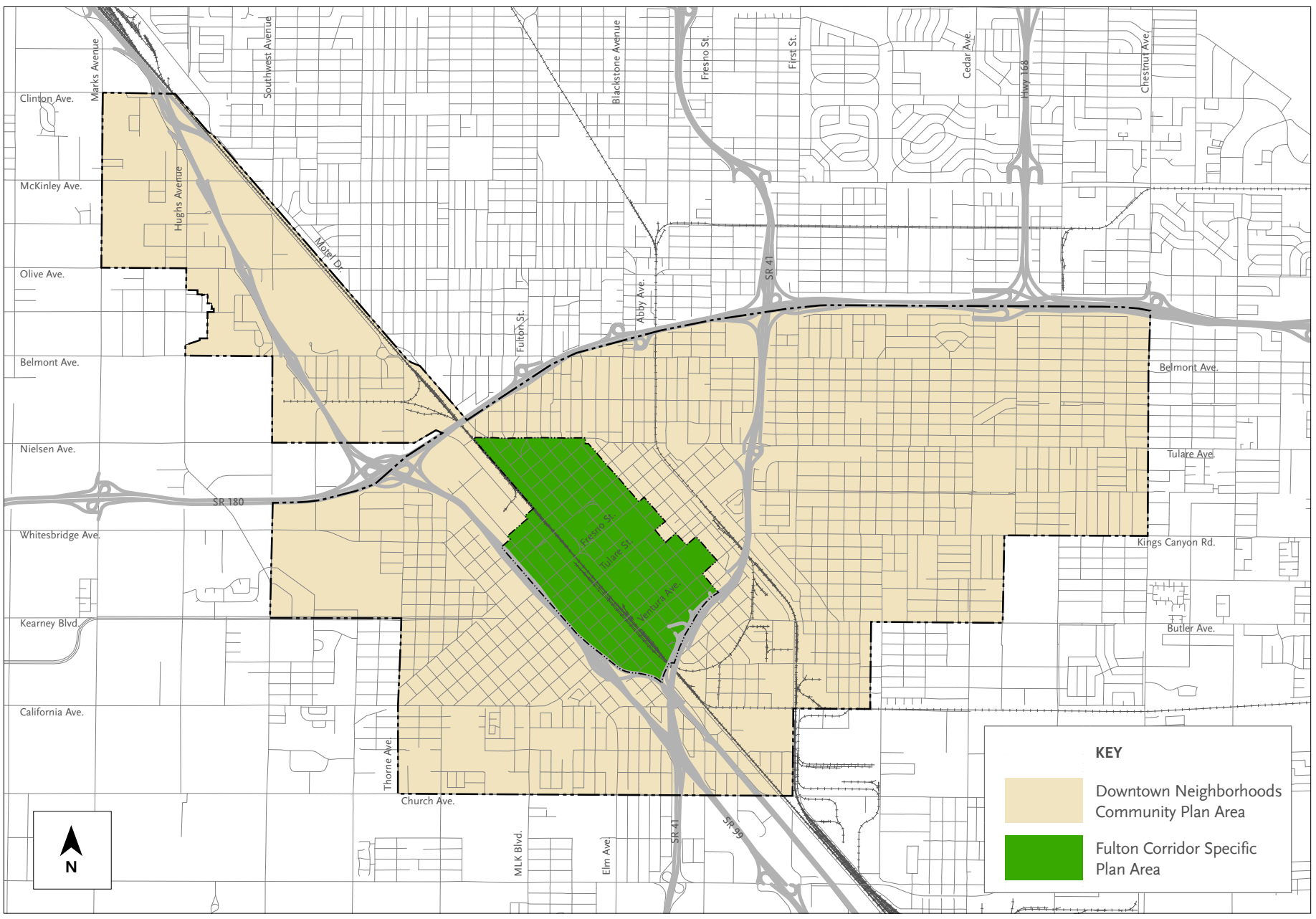
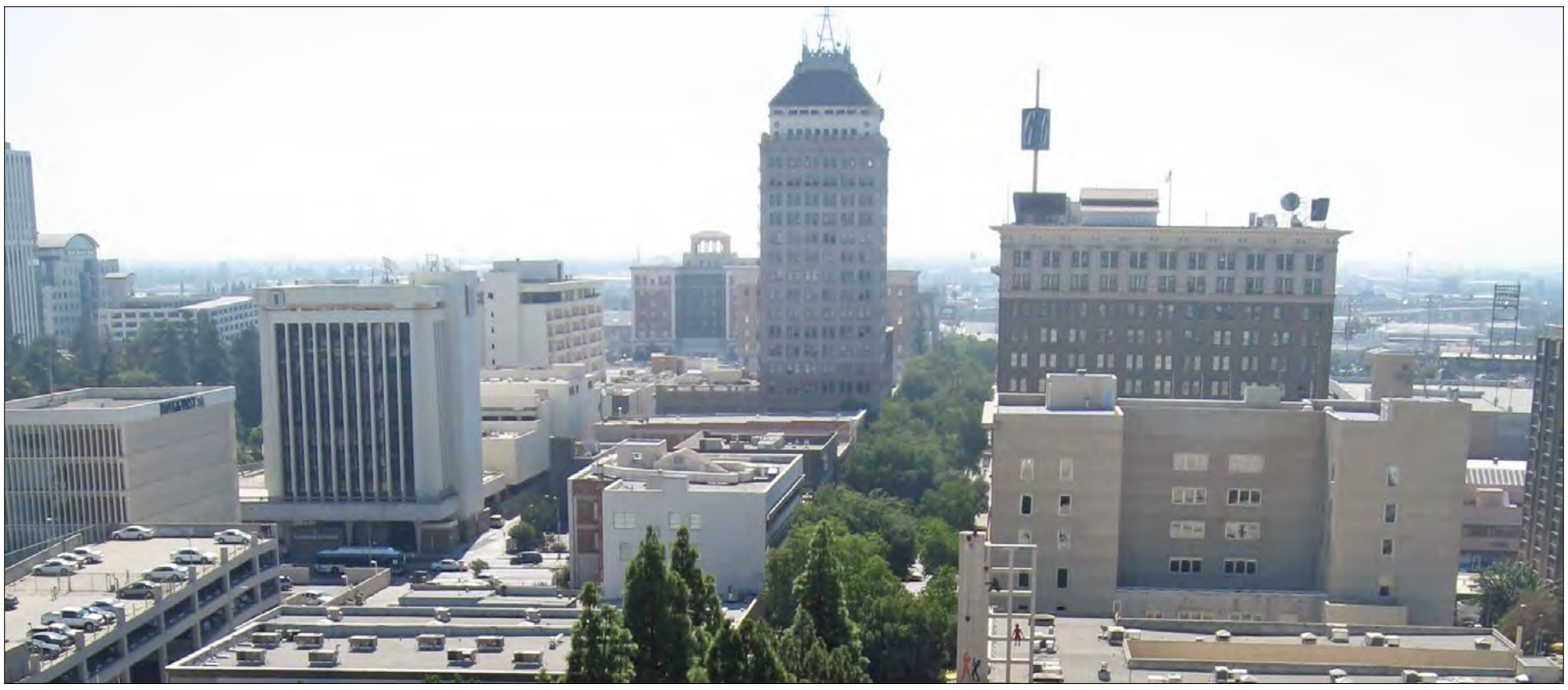


Figure 1.2B Specific Plan Area. *This map shows the boundaries of the Downtown Neighborhoods Community Plan and Fulton Corridor Specific Plan.*

Figure 1.2C Specific Plan Area



The Downtown skyline.

1.3 PLAN PURPOSE

A. PURPOSE

Cities are dynamic and ever-changing places that experience many cycles of physical and economic growth and change over time. The General Plan (updated every decade or so) and associated community plans (historically updated every 20-30 years), provide policy guidance for this on-going evolution, while the day-to-day, neighborhood-by-neighborhood, lot-by-lot "steering mechanism" for changing the built environment is guided by the Development Code (also known as the zoning ordinance) and other related municipal standards. Prior to the adoption of the new Citywide Development Code in 2015, Fresno's zoning standards focused mostly on land use, and included relatively generic, suburban physical design standards that are common to many cities and towns. The existing zoning regulations could not successfully reshape and refurbish Downtown. Improved zoning standards from the new Development Code are temporarily being applied to Downtown, but a Specific Plan and form-based code will ultimately be necessary to achieve the desired revival of the area.

This Specific Plan is enacted on the authority vested in the City of Fresno by the State of California, including but not limited to the State Constitution; the Planning and Zoning Law (Government Code Section 65000 et seq.), and the City's Charter, Municipal Code, and General Plan. The specific plan enables a community to define a clear and specific vision for the future evolution of a specified planning area. This Specific Plan provides a road map for growth and change for the plan area until the year 2035 and beyond. It is comprised of unique and customized standards that enable the City to shape or reshape its streets and public spaces and property owners to develop or redevelop their properties according to the vision of the Specific Plan. It guides public and private reinvestment and construction in a highly coordinated and integrated way in order to yield specific types of urban places that are the result of discussion, debate, and ultimately consensus by a majority of the community.

When development projects within the FCSP area are reviewed by the City, staff will use this Specific Plan as a means of evaluating them. Projects will be judged on their consistency with this Specific Plan's policies and for conformance with its development standards as contained in the Citywide Development Code. For projects within the FCSP area, the policies and standards in this Specific Plan shall take precedence over more general policies and standards applied throughout the rest of the City, pursuant to Fresno Municipal Code (FMC) Section 12-604. In situations where policies or standards relating to a particular subject have not been provided in this Specific Plan, the applicable policies and standards of the currently adopted City of Fresno General Plan, the Downtown Neighborhoods Community Plan, and the Development Code (which implements the goals and policies of this Specific Plan) shall govern. In addition, the noise and safety contour and aviation easement requirements of the Fresno Chandler Downtown Airport Specific Plan take precedence over the FCSP.

The result of extensive community outreach, debate, and consensus building, this Specific Plan guides and focuses public investment over time on essential infrastructure and streetscape projects that, in turn, will incentivize private parties to improve their property with the certainty that they are supported by long-term public commitment.

The primary purposes of this Specific Plan are to define:

1. A vision for the future of Downtown that recognizes the importance of history and tradition while embracing opportunities for continued reinvestment, growth, and beneficial change.

2. Goals and policies that work in tandem with and refine those of the General Plan and the Downtown Neighborhoods Community Plan to achieve the revitalization of the Plan Area.

3. New land use policies for the Plan Area that will guide upcoming zoning regulations. These new policies are calibrated to deliver new development that is consistent with Fresno's physical character,

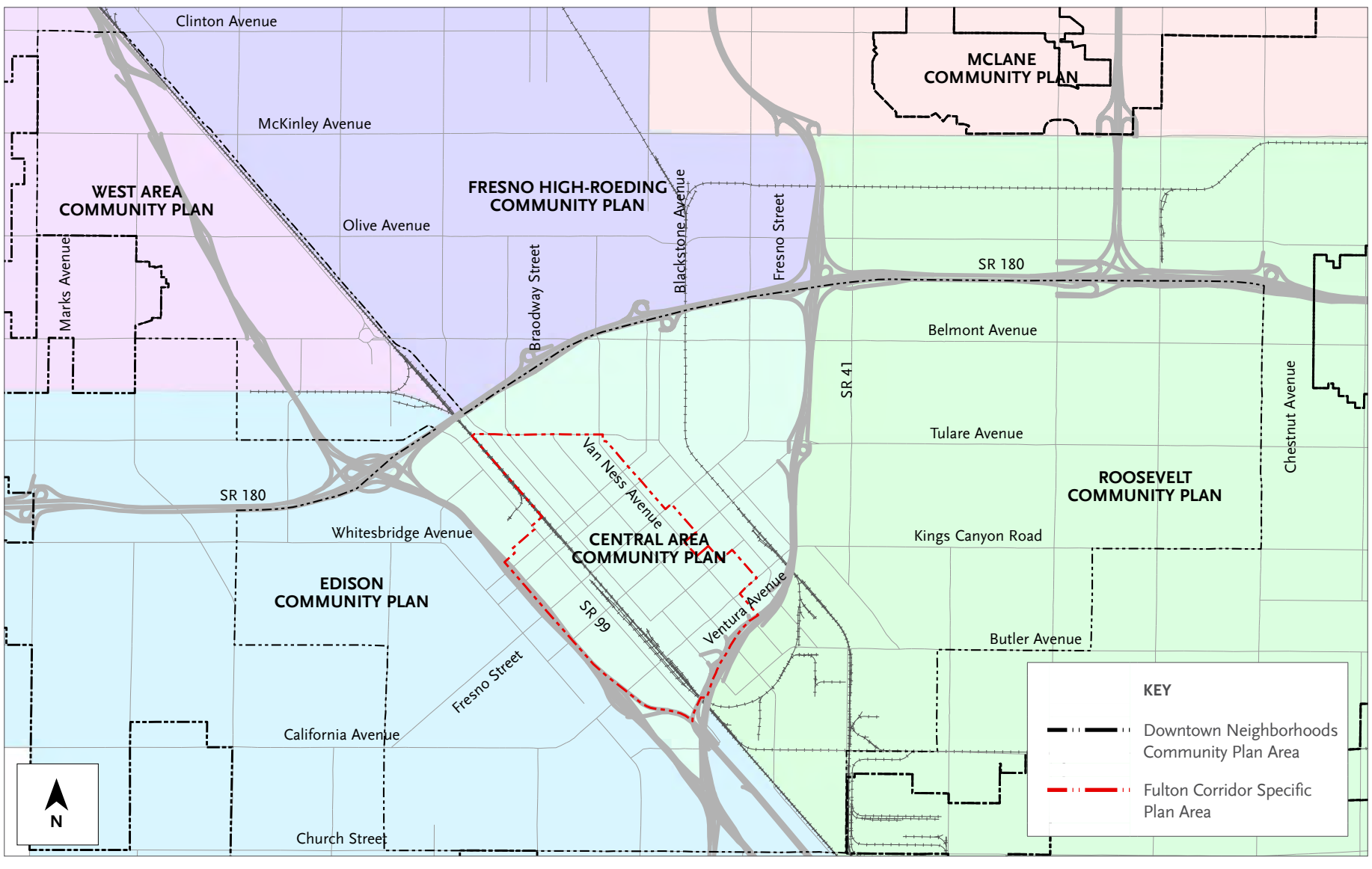


Figure 1.3A Relationship of FCSP to Existing Community Plans.

history, and culture, as well as the community's vision for its future growth.

4. The implementation strategy for transforming the Plan Area's streets, infrastructure, parks, and other public spaces.

The above purposes provide private property owners with a clear understanding of the future context within which they are investing and reinvesting in their properties.

B. RELATIONSHIP OF THIS SPECIFIC PLAN TO OTHER PLANS AND DOCUMENTS

1. **General Plan.** Concurrent with the development of this Plan and the DNCP, the City began preparing an update to the General Plan, which was adopted on December 18, 2014. The intent of this Specific Plan and the DNCP is to further refine and build upon the goals for these plan areas as set forth in the General Plan and provide specific policies, measures, and projects to implement the goals set forth in the General Plan.

The Fresno General Plan is the City's primary policy planning document. Through its twelve elements, the General Plan provides the framework for the management and utilization of the City's physical, economic, and human resources. Each element contains goals, policies, and implementation measures that guide development within the City. The FCSP is designed to meet the goals established in the General Plan by providing a framework for future development within the Planning Area. The Specific Plan provides direct linkage between the City's General Plan and detailed plans for development, and will direct the character and arrangement of future development and land uses within the Specific Plan Area, including:

- Location and sizing of infrastructure;
- Phasing of development and thresholds of development;
- Financing methods of public improvements; and
- In conjunction with the Citywide Development Code, establishing development standards.

The FCSP implements the goals and policies of the General Plan that are guided by the following Overarching Principles of Resilience:

- Quality-of-Life and Basic Services in All Neighborhoods;
- A Prosperous City - Centered on a Vibrant Downtown;
- Ample Industrial and Employment Land Ready for Job Creation;
- Care for the Built and Natural Environment; and
- Fiscally Responsible and Sustainable Land Use Policies and Practices.

These principles are made tangible and ready to implement through the FCSP's goals and policies that address five principal topics:

- Building and Development (including Urban Form and Land Use);
- Historic Preservation;
- Public Realm;
- Transportation; and
- Utilities Infrastructure.

By establishing policies and standards for the plan area, the FCSP is a valuable tool for implementing the General Plan at a site-specific level, as well as providing for orderly development within the planning area. The FCSP identifies such actions on the basis of being near-, mid-, or long-term priorities based on the community's vision.

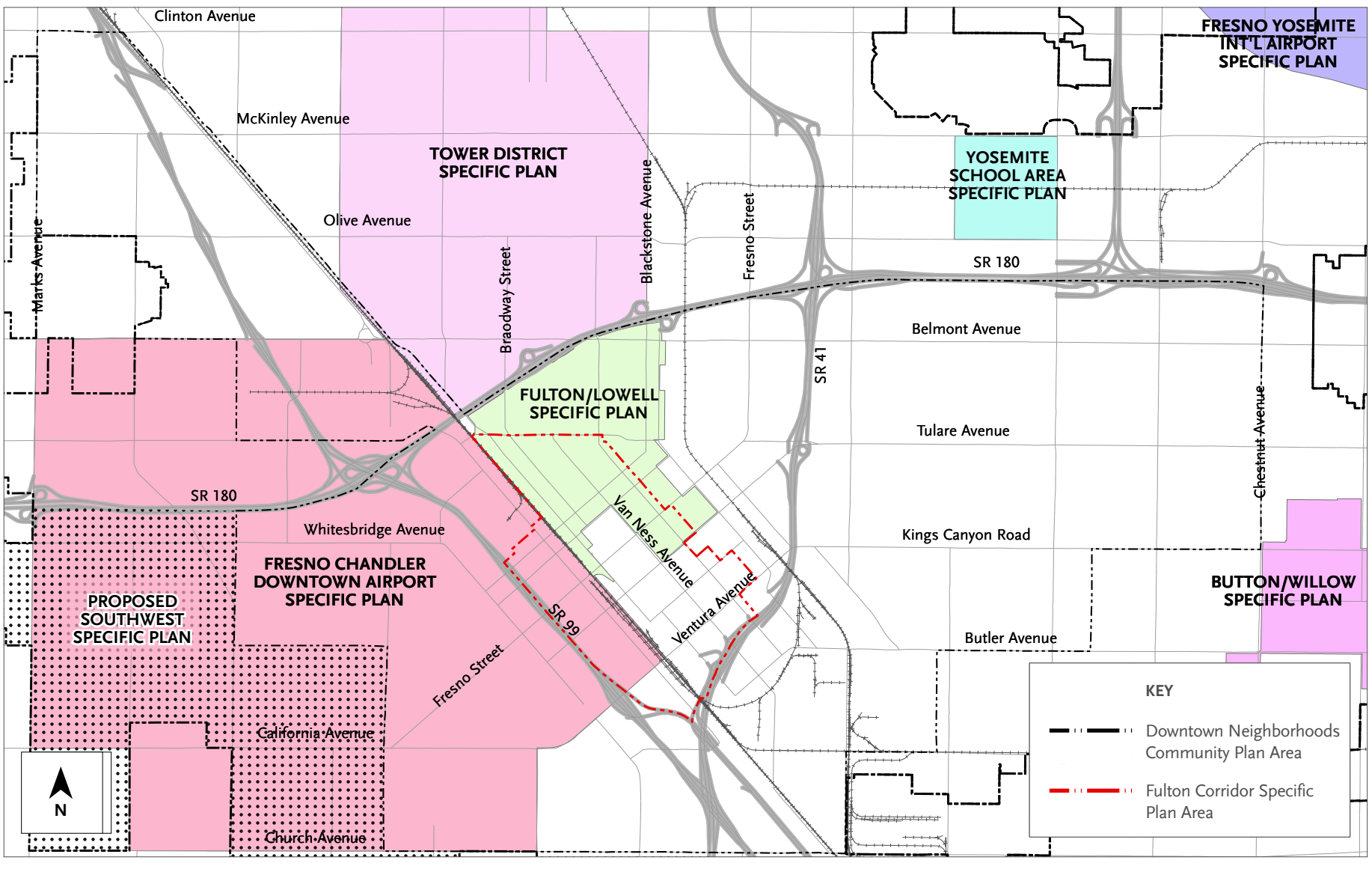


Figure 1.3B Relationship of FCSP to Existing and Proposed Specific Plans.

1.3 PLAN PURPOSE (Continued)

2. **Downtown Neighborhoods Community Plan.** The Downtown Neighborhoods Community Plan (DNCP) is a highly articulated and informed extension of the General Plan. It contains within its boundaries the FCSP Plan Area and provides policy direction for the FCSP Plan Area and the neighborhoods that surround it, as shown in **Figure 1.2B** (Specific Plan Area). The General Plan's direction to generate activity centers and focus reinvestment in the center of the City as the primary activity center is made tangible and ready to implement through the DNCP's goals, policies, and actions. The FCSP further refines these goals, policies, and actions into specific projects, including their time frames, opinions of probable cost, and funding sources.

3. **Other Specific and Community Plans.** The FCSP boundary overlaps portions of one community plan and two specific plans: the Central Area Community Plan (CACP), as shown in **Figure 1.3A** and the Fulton Lowell Specific Plan (FLSP) and the Fresno Chandler Downtown Airport Specific Plan (FCDASP), as shown in **Figure 1.3B**. In addition, the DNCP boundary completely overlaps both the CACP and FLSP boundaries. The CACP and FLSP will be repealed upon the adoption of the FCSP and the provisions of the FCSP and the accompanying DNCP will completely replace the regulations of the CACP and the FLSP. The FCSP continues to be subject to the noise contour and hazard zone information that is described in the FCDASP, and together with the DNCP, provides a vision and policies for the development of the applicable plan areas over time, including the portions of those areas included in the FCDASP.

   As part of the preparation of this Specific Plan, the goals, policies, and actions of the CACP and FLSP were evaluated in relationship to the vision of the FCSP. Those that were supportive of the vision were included in the FCSP, while those that were contrary to the vision were excluded. As a result, the goals, policies, and actions of this FCSP nullify and replace the goals, policies, and actions of these earlier plans.

   In this Plan, goals, policies, or actions that are borrowed from the CACP and FLSP are followed in parenthesis by the preexisting plan initials and the goal, policy, or action number of the respective plan. For example FCSP Policy 4-6-8 is Fulton/Lowell Specific Plan Policy 10-2 and is noted at the end of the FCSP policy as follows: "(FLSP Policy 10-2)." In some cases the original CACP or FLSP goal, policy, or action has been modified and the phrase "modified 2011" is added to the end of the goal, policy, or action. For instance, FCSP Policy 4-3-5 is a modified version of FLSP Policy 2-3 and is accordingly labeled "(FLSP Policy 2-3, modified 2011)."

   The proposed Southwest Specific Plan abuts the Downtown Neighborhoods Community Plan area, but is about a mile away from the FCSP area.

4. **Population in Relation to General Plan and Existing Community Plans.** This Plan anticipates that by the year 2035, the residential population of the FCSP area could increase by as many as 13,593 people to a total of 17,470 residents (**See Table 1.3A,** Residential Population Potential). Combined with the anticipated population of the surrounding neighborhoods, the total population of the DNCP and the FCSP is anticipated to increase by 28,860 people to a total population of 99,081 residents. These population potentials are within the limits established by the Fresno General Plan.

   Population projections were based on the General Plan, which allocated population by Community Plan areas. **Table 1.3B** (General Plan Allowed Population Increase by Community Plan Area) shows the population increase allowed by the 2025 General Plan within each community plan area; the allowed population increase within the portion of each community plan that overlapped the DNCP Plan area; the actual population within the portion of each community plan that overlapped the DNCP Plan area in the year 2000 (per the 2000 Census); and

Table 1.3A Residential Population Potential

	FCSP (Persons)	DNCP (Persons)	FCSP + DNCP (Persons)
Existing Population [1]	3,877	66,344	70,221
New Population			
New Construction [2]	11,958	15,268	27,225
Existing Usable Space [2]	1,635	n/a	1,635
Total Residential Population Increase	**13,593**	**15,268**	**28,860**
Total Residential Population	**17,470**	**81,612**	**99,081**

[1] Source: Claritas, Inc.; American Community Survey 2006-2008; Strategic Economics 2010.3

[2] Assumes 4.1 persons per household for the DNCP and 1.9 persons per household for the FCSP. The City-wide average for persons per household is 3.0. Source: Claritas, Inc.; American Community Survey 2006-2008; Strategic Economics 2010. The DNCP is composed primarily of large families, while the FCSP is home to a much larger proportion of single person households.

Table 1.3B General Plan Allowed Population Increase by Community Plan Area

Community Plan	Allowed Population Increase (Persons)		Population Within Proposed DNCP/FCSP Boundary (Persons)	
	Within Each Community Plan Boundary [1]	Within Proposed DNCP / FCSP Boundary [1]	Year 2000 [3]	Year 2035 [4]
Central Area	12,845	12,845	14,927	27,772
Edison	43,286	7,657	12,356	20,013
Roosevelt	39,036	5,809	35,598	41,407
West Area	73,913	5,447	4,754	10,201
Total	**169,080**	**31,758**	**67,635**	**99,393**

[1] Per 2025 Fresno General Plan Table 1 (Population Projections by Community Plan Area).

[2] Derived by determining the total population projected within the Community Plan areas (Central, Edison, Roosevelt, and West) and calculating the percentage that corresponds to the area that fell within the FCSP and DNCP Plan boundaries. For example, it was calculated that 14.88% of the Roosevelt Community Plan area was within the Downtown Neighborhoods Community Plan boundary. The total allowed residential population within the Roosevelt Community Plan area was 39,036, thus 5,809 people (14.88% of the total Roosevelt Community Plan population) were included within the Downtown Neighborhoods Community Plan boundary. The percentage of community plan areas within the proposed DNCP/FCSP boundary are: Central Area: 100.00%, Edison: 17.69%, Roosevelt: 14.88%, West Area: 7.37%.

[3] Source: 2000 Census. The 2000 Census was used as the basis for the 2025 General Plan growth projections.

[4] Derived by adding together the year 2000 population and the allowed 2025 General Plan population increase for each plan area within the FCSP and DNCP boundaries.

the total expected 2035 population within the portion of each community plan that overlapped the DNCP Plan area. As **Table 1.3B** shows, the anticipated year 2035 population within the portions of the Edison, Roosevelt, and West Area community plans that overlapped the DNCP is within the limits of the General Plan. Note, however, that the CACP permitted only 12,845 additional residents, but the DNCP proposes to allow as many as 14,927 additional residents within the previous CACP area. This increase is based upon the DNCP's – and the accompanying FCSP's – goals of generating a vibrant, mixed-use Downtown by introducing the maximum number of residents within the heart of Downtown, i.e., within the FCSP Plan area. To achieve this end, the DNCP applies the aggregate allowed residential population increase for each portion of the Community Plan areas to the entire combined DNCP boundary as shown in **Table 1.3A** (Residential Population Potential).

5. **Citywide Development Code.** Adopted on December 3, 2015, the Citywide Development Code contains standards and requirements for development and land use activity within the FCSP Plan Area, as well as the surrounding DNCP Plan Area. It enables the variety of intended outcomes described in the Project Vision, providing rules for development which ensure that Fresno's growth will take place in an attractive, orderly manner. Setting forth clear, but fair, criteria for new development, proposals that conform to the new vision will have a streamlined approval process, which, in turn, will boost economic development. To fully implement the visions and policies in this Plan, an amendment to the Citywide Development Code (referred to as the Downtown Development Code) has been prepared. When adopted, it will seamlessly integrate into the Citywide Code to ensure that new development contributes to the revitalization of the Downtown Neighborhoods as put forth by this Plan.

6. **Merger No. 1 Redevelopment Plans.** The Merger No. 1 Project consists of nine Redevelopment Project Areas. The FCSP boundary overlaps eight of the nine Redevelopment Project Areas (Central Business District, Chinatown Expanded, Convention Center, Fulton, Jefferson, Mariposa, South Van Ness, West Fresno I, and West Fresno II), as shown in **Figure 1.3C**. Each project area has its own separate Redevelopment Plan, with separate time and financial limits. The nine Project Areas are linked financially as "merged" Project Areas where tax increment funds generated in a particular Project Area can be spent in other Project Areas. None of the nine constituent redevelopment plans in the Merger No. 1 Project contain any land use, zoning, property development, or circulation requirements or regulations. Accordingly, land use and development standards for all projects within the nine Redevelopment Project areas are subject to this Fulton Corridor Specific Plan and the applicable sections of the Citywide Development Code.

7. **Bicycle, Pedestrian, and Trails Master Plan.** The Bicycle, Pedestrian, and Trails Master Plan (BMP) guides and influences bikeway policies, programs, and development standards to make bicycling in the City safer, comfortable, convenient, and enjoyable for all bicyclists. The goals, policies and actions of the FCSP are completely coordinated, aligned, and incorporated with those of the BMP pursuant to City Council direction set forth in City Council Resolution No. 2010-237. The BMP is currently being updated and, moving forward, will be referred to as the Active Transportation Plan (ATP).

8. **High-Speed Rail Station Area Master Plan.** The High-Speed Rail Station Area Master Plan is an un-adopted internal policy document which examines the area within a roughly ¼ mile radius of the station. It proposes a series of projects and improvements which would maximize the beneficial impacts and reduce the negative impacts of the station on Downtown. The proposals include street improvements, open space, intermodal transportation facilities, infrastructure upgrades, and catalytic development projects. Many of its recommendations have been incorporated into this plan.

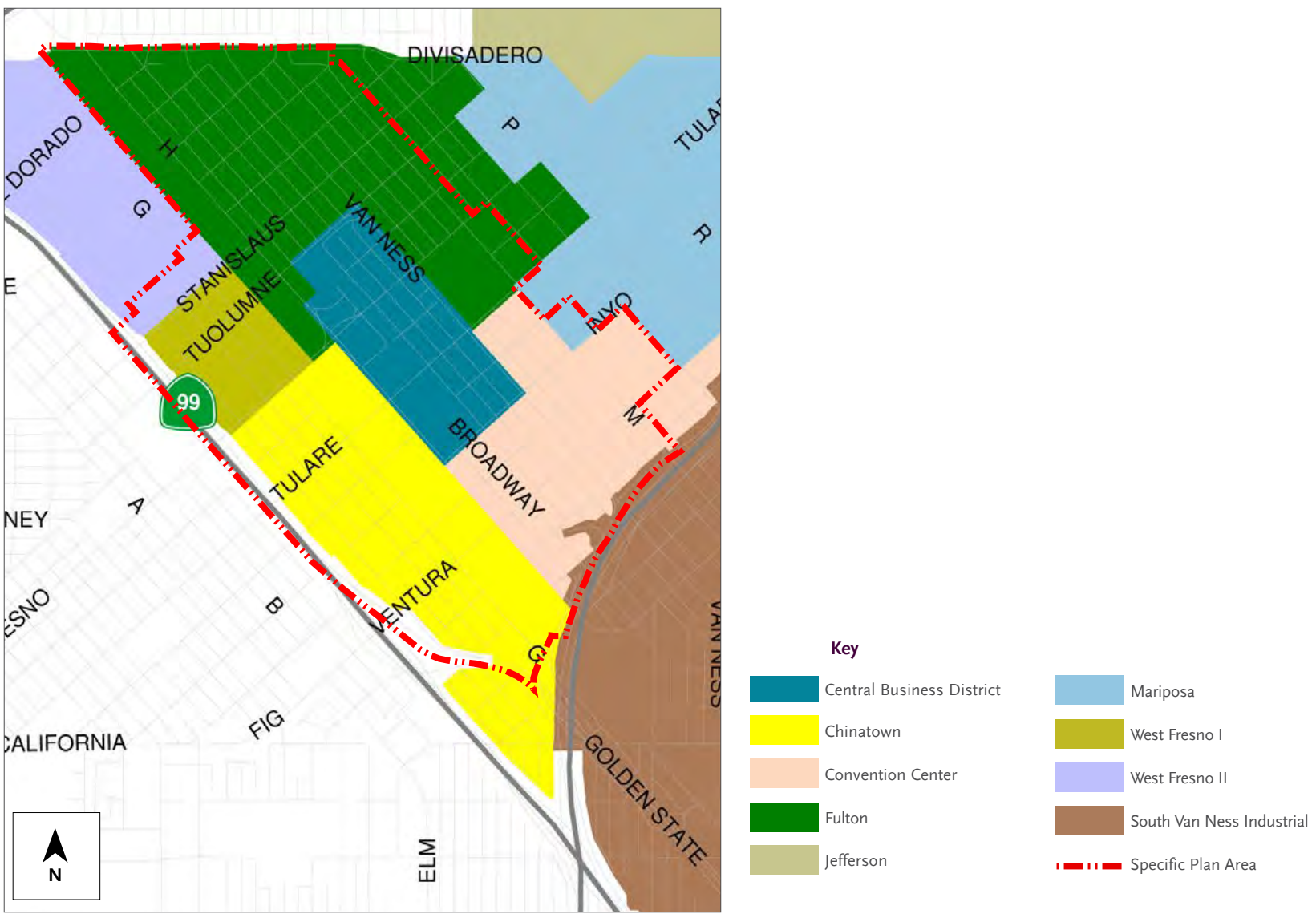


Figure 1.3C Relationship of FCSP to Merger No. 1 Multi-Project Plan.

1.4 PLAN PREPARATION PROCESS

The FCSP is the result of an intense public process which involved residents, business owners, and property owners of the Fulton Corridor area in a series of public meetings and a six-day, open, participatory Design Workshop. The evolution of this plan was based on extensive community input throughout all phases of planning, including: Initial Outreach and Discovery, the Design Workshop, and Follow-up Outreach.

February - September 2010

Initial Outreach and Discovery. The Initial Outreach and Discovery phase consisted of an extensive existing conditions analysis, interviews with a broad range of interested stakeholders (municipal officials, developers, business owners, and community members), and input from the public during three Fulton Corridor Specific Plan Community Advisory Committee (Committee) meetings.

During the March 9, 2010 Committee meeting, the consultant team outlined the upcoming process and described the place-based approach to revitalization that drives this Plan, including the principles of a Form Based Code. The Committee and public also shared their thoughts regarding priorities, issues, and concerns for the Fulton Corridor Specific Plan area.

During the April 20, 2010 Committee meeting, the consultant team presented the findings of its analysis of the planning issues involved, including the preliminary results of the site analysis, a summary of the input received in the departmental and stakeholder interviews, and a description of emerging development opportunities, constraints, and design themes. In addition, various consultant team members presented their initial findings on a variety of topics including the Public Realm (streets and open spaces), Transportation, Historic Resources, Infrastructure (water, sewer, storm drainage), and Economic Development.

During the June 8, 2010 Committee meeting, the public and the consultant team commented on the work that was produced at the Downtown Neighborhoods Community Plan Design Workshop and provided suggestions and recommendations for what policies and standards they would like incorporated in the Draft Downtown Neighborhoods Community Plan and the Draft Fulton Corridor Specific Plan.

During the September 14, 2010 Committee meeting, the Committee, the City, and the project team began exploring alternative ways of revitalizing the Fulton Mall. The Initial Outreach and Discovery phase was brought to a close during two Pre-Design Workshop presentations, one each to the Planning Commission and City Council, in which the consultant team presented its discovery findings.

September 25 - October 2, 2010

Design Workshop. Building upon the input and findings of the Initial Outreach and Discovery phase, the Design Workshop brought the project team to Fresno and allowed focused interaction with all interested parties, including community groups and individual citizens, for seven intensive days of urban policy generation and design. The Design Workshop was interactive with recommendations on each of the design components (Public Realm, Transportation, Infrastructure, Form-Based Zoning Code) being developed simultaneously. Intended to maximize public input, the Design Workshop began with a Visioning Workshop, continued with evening and lunchtime presentations throughout the week, and finished with a final review.

- **Visioning Workshop (Day 1).** On the morning of Saturday, September 25, 2010 the City and project team kicked-off the Design Workshop with a public meeting, facilitated by Travis Sheridan, in which the community developed a transformative vision for the future of Downtown: **A vibrant destination at the core of Fresno and the central San Joaquin Valley that is built on commerce and culture, connects our community, is authentic to our past, and provides opportunities for the future**. Approximately 150 people attended the meeting and agreed upon the vision for Downtown which is summarized and expanded upon in Chapter 2 of this Specific Plan.

- **Evening Presentations (Days 2-5).** On the evening of Monday, September 27, 2010 (Day 2) the consultant team presented the existing conditions of the Fulton Mall's (Mall) various elements (landscape, paving, fountains, artwork), the history of the Mall, the historic significance of the Mall, the economic conditions needed for retail to prosper there, and alternative visions for its future, ranging from doing nothing differently, to restoring the Mall, to introducing a traditional street, to keeping some portions pedestrian-only while allowing vehicular traffic on other portions. Workshop participants, comprised of approximately 400 community members, expressed their likes and dislikes about each option, and provided more than 1,300 written comments on the merits of the various Mall alternatives.

  The remainder of the Design Workshop focused on Downtown and its various subareas. On Days 3 and 5 (September 28 and 30), the design team presented the development strategy for each of these subareas: the Fulton District , the Mural District, the Civic Center, South Stadium, Chinatown, Armenian Town/Convention Center, and Divisadero Triangle. See **Figure 3.2A** on page 3:3. During

Mayor Swearengin kicks-off the Design workshop by summarizing the community's vision for Downtown. Credit: Ryan C. Jones.

Community members review and discuss the various Fulton Mall options during the Fulton Corridor Design Workshop. Credit: Ryan C. Jones.

breakout sessions, community members discussed a variety of topics, including what they believed should be points of initial public and private investment and change, and what type of development is appropriate in each subarea. On Day 4 (September 29), the project team presented open space, landscape, and transportation strategies for Downtown – including incorporating the proposed High-Speed Rail station.

- **Lunchtime Presentations (Days 2-6).** During the noon lunchtime hour, experts on the project team described the theory and practice of each of their disciplines and how it applies to Downtown Fresno: On Day 2, Historic Resources Group provided a brief history of Fresno, the City's legislative framework for preserving historical assets, and a summary of the team's reconnaissance findings. On Day 3, Strategic Economics discussed the economics of jobs, housing, and business, presented the anticipated demand for each over the next 25 years, and proposed steps for revitalizing Downtown. On Day 4, Nelson\Nygaard and Fehr & Peers presented transportation-related city-building strategies, including creating a safe walking and biking environment, managing parking, making the right transit investments at the right time, and planning for the proposed High-Speed Rail service. On Day 5, Fong Hart Schneider described how the elements of the Public Realm (Streets and Open Spaces) can generate a more vital Downtown through the introduction of street trees, street furniture, and activated open spaces. On Day 6, Raimi + Associates described the basics of Form Based Codes, comparing them to conventional zoning codes, and describing the structure of a potential new development code for the DNCP and FCSP Plan areas.

- **Final Review (Day 7).** On the last day of the Design Workshop (October 2), the project team presented development strategies and design interventions that had been identified, with community input, over the course of the previous week. Specific topics included economics, infrastructure, historic resources, transportation, landscaping and open space strategies, as well as the form of buildings appropriate to each of Downtown's subareas. The morning meeting concluded with a panel discussion led by City Manager Mark Scott in which attendees posed questions to members of the project team as well as to City staff.

October 2010 - April 2011

Follow-up Outreach. The Follow-up Outreach phase began with a Community Advisory Committee meeting on October 19, 2010, in which the City and project team presented the results of the Fulton Mall Design Workshop to the community. In addition, the City and project team presented the various Fulton Mall alternatives – including two new ones that were generated in response to comments that were presented at the Design Workshop – as well as the advantages, disadvantages, and probable construction and maintenance costs of each. City staff also provided an overview of the Mall's current physical conditions.

After substantial discourse and considerable input from the public, the Community Advisory Committee selected from among the ten initial Fulton Mall alternatives, recommending three for further study in the planning process. These alternatives, have been studied by the Environmental Impact Report, and are described in **Chapter 4** of this Specific Plan.

On October 14, 2011, the City released the Public Draft of the Fulton Corridor Specific Plan for a 30-day public comment period. During this period, the City Manager initiated the Plan prior to the kick-off of the Environmental Impact Report. In addition, during this period, the Committee convened four public workshops in order to provide the Committee and the public an opportunity to voice their opinion regarding the nature and recommendations of the Plan. Additional opportunities for public comment were provided during an October 19, 2011 Planning Commission Workshop and an October 20, 2011 City Council Workshop.

Fall 2015 - Spring 2016

General Plan Outreach (2010 to 2014). The Fresno General Plan was adopted following a process which lasted more than four years. The creation of the Plan involved significant public outreach, including over 160 interviews with stakeholders, over 20 public workshops, over 100 presentations to community groups, and over 20 meetings of a Citizens Advisory Committee. During this outreach process, policies and goals affecting the entire city were discussed, including many of the concepts in the FCSP.

Environmental Impact Report (EIR). This phase is devoted to the generation of the Environmental Impact Report (EIR) in order to address the requirements of the California Environmental Quality Act (CEQA). The EIR evaluates the potential environmental impacts of the FCSP, the DNCP, and the applicable sections of the Citywide Development Code. A Notice of Preparation (NOP) was initially issued in April 2012. After the FCSP was put on hold in order for the General Plan Update to be adopted, a second NOP was issued in September 2015, which was followed by the release of the public draft EIR on July 27, 2016.

Summer 2016

Continued Ongoing Outreach. In advance of the release of the FCSP to the public on July 27, City staff resumed public outreach on June 15, 2016 by providing a summary of the plan to the Board of the Downtown Fresno Partnership and taking input from the board members. On June 30 and July 6 the plan was presented to Downtown property owners, business owners, and developers. On July 13, the FCSP steering committee members participated in a community workshop, while on August 4 an open house on the plan was held during Art Hop, a monthly art exhibition in Downtown that attracts visitors from across the city. At the August Area Agency Executive luncheon the FCSP was presented to the heads of public agencies in the region to bring them up to date on what was being proposed and to provide input. Workshops were also held at the August 25 City Council meeting and the September 21 Planning Commission meeting. Finally, on September 29, City staff held a workshop for the Downtown Academy, a program run by the Fresno Downtown Partnership to educate the public on how Downtown works and how to participate in its revival.

Plan Adoption. This phase is devoted to navigating the final Specific Plan and EIR through the public hearing and adoption process and includes consideration by the Committee, the Airport Land Use Commisison, the Planning Commission, the Historic Preservation Commission, and the City Council.

During the Design Workshop, approximately 400 community members expressed their likes and dislikes about each Fulton Mall option. Credit: Ryan C. Jones

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CHAPTER 2: A VISION FOR DOWNTOWN FRESNO

2.1 INTRODUCTION

A great downtown is more than the sum of its parts. This Specific Plan is written with the knowledge that if the City of Fresno, the private sector, and our community get the basics right, something phenomenal will happen: a great Downtown that makes everyone proud and is an economic engine for the San Joaquin Valley.

Through an extensive public process that included a week-long Design Workshop and numerous meetings with the Community Advisory Committee, the Planning Commission, and the City Council, a vision for the Fulton Corridor, and the values that should shape its revitalization were established. These statements form the basis for this document and the City of Fresno goals and policies it contains.

The Community's Vision

Fulton is the vibrant destination at the core of Fresno and the central San Joaquin Valley. The vitality of Fulton is built on commerce and culture; it connects our community; it is authentic to our past; and it provides opportunities for the future.

The key to making Downtown great is attracting many people to it: residents, workers, and visitors. This plan sets out to do just that by adding approximately 6,300 residential units, which in turn raises the Plan Area's resident population from 3,877 people to approximately 13,500 people. In addition, the introduction of up to 3.9 million square feet of office space, 1.5 million square feet of retail space, and 145,000 square feet of industrial space will bring in over 18,000 new jobs to Downtown. This translates into approximately 34,000 new non-visitor people in Downtown. The visitor population – restaurant and entertainment patrons, tourists on their way to Yosemite, Sequoia, and Kings Canyon, Fresno Convention Center attendees, proposed High-Speed Rail riders, to name a few – will raise the number of people in Downtown even more. More people translates into vibrancy, vitality, and increased income for the City.

But new residents, workers, and visitors will not come to Downtown unless it is an attractive, appealing, vibrant place with beautiful tree-lined, multi-modal streets; inviting parks and plazas; and handsome buildings – both old and new – that face and are entered from the street and accommodate a variety of uses. This plan is a blueprint for transforming Downtown into such a place.

2.2 COMMUNITY VALUES FOR REVITALIZATION

The community's vision for revitalizing Downtown and transforming it back into a truly great place is based upon ten fundamental values. These values, generated by the community, are:

1. Getting the Basics Right

A great downtown is more than the sum of its parts. But to be great, the basic parts must be in place. In many ways, our Downtown missed being great for decades because our community was missing the basics.

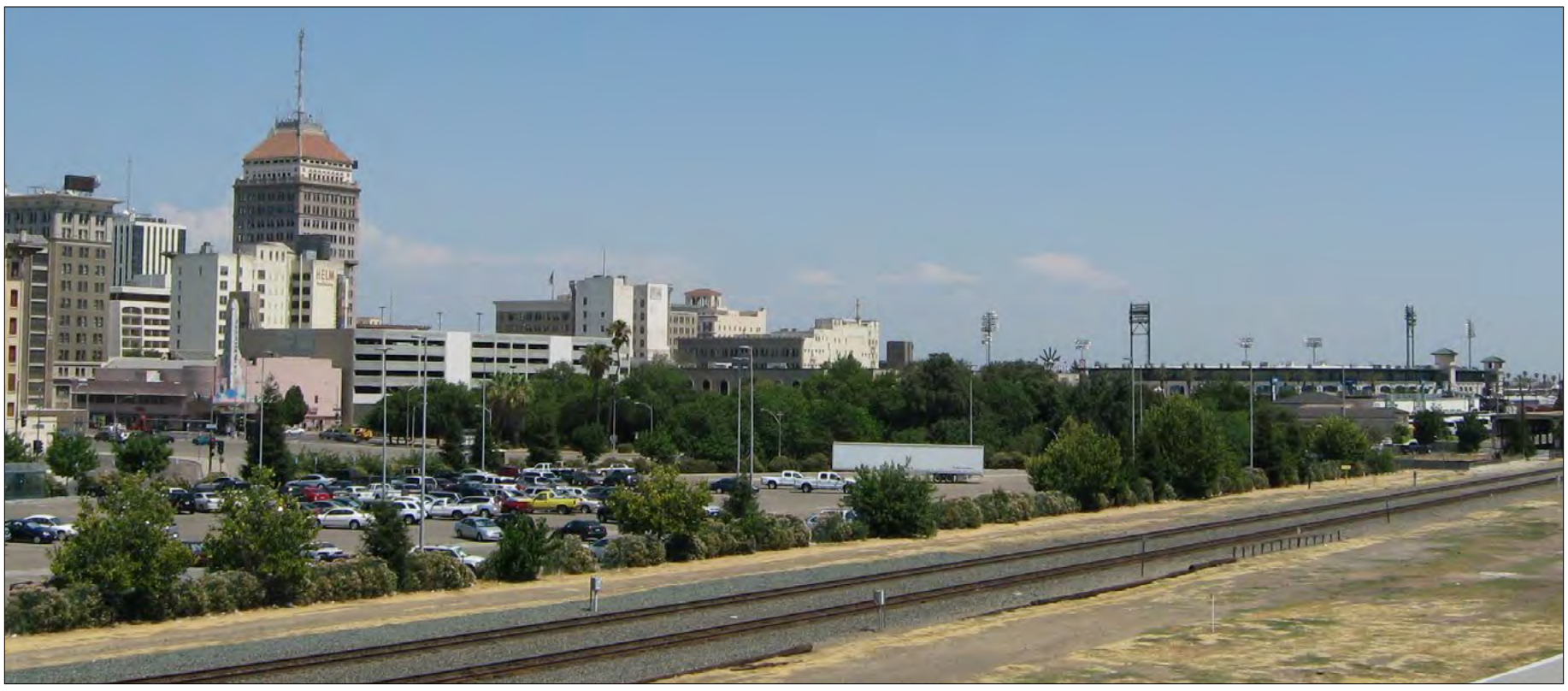
This Specific Plan, with the applicable sections of the Citywide Development Code, brings Fresno back to the basics by introducing a clear vision for revitalization, easy-to-understand rules for urban development, a simplified permitting process, public improvements aligned with private sector investments, and the infrastructure needed for economic growth.

This Specific Plan provides important incentives for investors and property owners to build new buildings, revitalize existing ones, start new businesses, and relocate businesses to Downtown. It guides the parts that make up the sum of what happens in our Downtown. Put it all together, and you have a downtown where investors feel confident about investing, where every taxpayer dollar produces the maximum benefit toward revitalization, and where the urban core becomes an asset rather than a drain on City finances.

2. A Regional Destination

Since its beginning, Downtown Fresno has served the entire central San Joaquin Valley. In its heyday, Downtown was the center of government, banking, commerce, and entertainment. Even today, despite Fresno's suburbanization, Downtown is still a place that offers services and activities that cannot be found elsewhere in the region.

The Fresno community envisions a Downtown whose relationship with the Valley's cities and towns runs two ways. In exchange for the amenity Downtown provides, all the people of the Valley – not just residents of Fresno – support Downtown with the dollars they choose to spend. To rekindle and nurture this economic relationship, Downtown must provide something of value to people throughout the surrounding area. Residents of the metropolitan area, nearby towns, and rural areas are all stakeholders in the revitalization effort.



The Downtown skyline with the Union Pacific right-of-way in the foreground. Chukchansi Park is to the right in the background.

2.2 COMMUNITY VALUES FOR REVITALIZATION (continued)

The public and private sectors must both recognize that the market for almost anything that happens in Downtown extends well beyond Fresno. An event, concert, or other attraction on a weekend evening can and should draw people from the surrounding region – in the 2010 Census, the Counties of Fresno, Madera, Tulare, and Kings, had a combined population of almost 1.7 million people. This Specific Plan provides a blueprint for creating a Downtown that attracts people from this large area by being a unique place, a fun place, and a place where many different kinds of experiences – business, dining, entertainment – can all happen within a short walk in the same visit.

In addition, the presence of Downtown's various government offices, courts, and supporting businesses ensures that thousands of people come to Downtown to work or to conduct government business. This population is indispensable in transforming Downtown into an active, vibrant, popular place. Though currently the majority of this population leaves Downtown at the end of the work day, many are potential residents and after-work and weekend restaurant and entertainment patrons that, as Downtown transforms, will one day live, work, shop, and play in Downtown.

Since the construction of the original Fresno County Courthouse and the original City Hall, governmental offices have been vital to the identity of Downtown Fresno. There is no other location in the City of Fresno or the Central Valley that has the same concentration of government offices. The central location and easy routes of travel into Downtown Fresno continue to be important reasons for various government entities to locate Downtown.

3. An International Destination

Each year, thousands of visitors from all over the world pass through Fresno on their way to Yosemite, Sequoia, and Kings Canyon National Parks. Though they stay overnight in Downtown hotels, the primary reason they do so is that Fresno happens to be the closest big city to these parks. Similarly, thousands of Californians and some from farther afield attend various events and meetings at the Fresno Convention Center. When these visitors venture out of their hotels at night, the streets are virtually empty of people and cars and almost every store and restaurant is closed.

The Fresno community envisions Downtown's transformation into a vibrant, mixed-use place that offers unique restaurants and retail opportunities during the day and the night, making Downtown Fresno a destination that people want to visit on their way to these parks or as a place where they want to hold or attend conventions.

4. Vibrancy and Vitality

The Fresno community envisions a Downtown full of life and energy. The goal of revitalization is to turn the Fulton Corridor back into a prosperous place where people live, work, shop, and have access to a variety of entertainment options. As in other great cities, our Downtown is a vibrant and exciting place, where even the ways to relax are exhilarating.

Much of Downtown's explosive energy comes from mixing extremes together. Downtown is to be a home for lively artistic expression – and a clean, orderly, well-maintained place where people feel comfortable walking around. Downtown is to be a hotbed for small local retail stores – as well as a place for big business that draws in national brands. Downtown is to be a prosperous urban center and a place where Valley residents of any means can enjoy the services that it provides. Downtown is to be a place for every ethnic group, income class, and age bracket to mix together.

Under this Specific Plan, no activity is isolated, and every investment is turned into something larger than itself: a source of vitality for the Fulton Corridor, helping to create a Downtown that functions in a vibrant way.

5. Commerce

Business activity is integral to Downtown's past as well as its future. For many years Downtown was home to a wide variety of professional services, administrative offices of prominent banks, broad retail opportunities from specialty shops to department stores, and entertainment venues that included several elaborately crafted commercial theaters.

The Fresno community envisions a Downtown that once again attracts businesses new and old, large and small. Rather than relying on large "silver bullet" projects, the revitalization of Downtown occurs on the scale of one business and one building at a time.

Through the applicable sections of the Citywide Development Code, this Specific Plan makes it easier than ever before to understand the rules for development in order to obtain an entitlement, rehabilitate a historic structure, or build a new building. The Plan lifts the burden of providing for parking for each business by allowing different buildings to share street parking and garage space. By making it less expensive and easier to invest, this Specific Plan makes Downtown an ideal place for entrepreneurship, while enabling the construction of high quality buildings.

An event at the Fulton Mall brings vitality to Mariposa Plaza.

Outdoor dining and pedestrian activity on Kern Street.

Downtown Fresno will never compete on cost alone, however. A great downtown's biggest incentive for businesses and developers is the ability to make money there. Our community envisions Downtown Fresno as such a place. By building a more vital Downtown that attracts more people, this Specific Plan helps create and sustain the regional demand for retail, housing, dining, entertainment, and other commerce in the Fulton Corridor that will make businesses there successful.

6. Community

The Fresno community envisions a Downtown that serves diverse groups of people with distinct sets of interests. Residents will find opportunities for high-quality housing, food, recreation, health care, and worship. Business and property owners will find organizations formed to support their investment. Artists will find ready outlets for expression. Daytime visitors will find a convenient place to meet many needs at once from businesses, government agencies, and other offices. Evening visitors will find excitement in the form of good food, drink, and entertainment. Those of limited means or special needs will find alternatives to homelessness through the work of effective social service agencies and the proactive management of the urban area. People of different ages, ethnicities, religions, talents, skill sets, incomes, and beliefs will find a place to mix and learn from one another. In addition, various festivals and events, ranging from weekly farmers' markets to seasonal music festivals to annual Chinese New Year's Day parades, will provide opportunities for bringing all these Fresnans together.

Key to making Fresno a vibrant, attractive place is ensuring a sense of safety at all hours of the day and night. Physical design plays an important role in creating such an environment. Buildings are designed to provide "eyes on the street" to watch over the sidewalk. They face and are accessed from the street and provide transparent, street-facing windows. Meanwhile in the public realm, pedestrian and bicycle safety improves as vehicles are slowed down through the introduction of bike lanes, on-street parking, pedestrian bulb-outs, crosswalks, and other amenities.

7. Cultural Arts

The Fresno community envisions a Downtown where the arts are on full display.

Downtown already is home to a rich array of cultural assets, including a remarkable collection of older buildings (including many listed on the Historic Registers), museums, world-class sculptures throughout, and numerous entertainment venues that host a wide variety of genres such as classical, ballet, opera, rock, Mexican banda, and hip-hop. The Valley's rich cultural traditions form the basis for festivals and events such as Cinco de Mayo and the Chinese New Year Parade. But in Downtown Fresno, the arts are not just for special occasions. The Mural District is home to a lively community of local artists, with buildings where artists can live, work, and show. Buildings throughout the area are painted with large murals.

The arts cannot function or exist in a vacuum. Indeed, arts and culture depend heavily on the prosperity of Downtown and our region. As in other sectors, artists have a bottom line: paintings to sell and theater seats to fill. Cultural festivals must be able to attract attendees. It takes money to maintain the public arts that the community treasures, and to invest in good design for the public realm. This Specific Plan helps make all of these things happen by revitalizing the economy of Downtown. In addition, a vibrant, economically successful Downtown helps make Fresno a place that retains and attracts young people who support and engage in the arts over time.

Accordingly, Downtown's economic revitalization is leveraged on its cultural assets. To build vitality, people coming from far away for cultural offerings must find other reasons to stay in Downtown: for a meal, to have a glass of wine, to shop, maybe even to live. This Specific Plan enhances this connection by ensuring that a broad variety of buildings and activities – cultural, economic, residential, hospitality, governmental, financial – take place in proximity to each other and are designed to support each other.

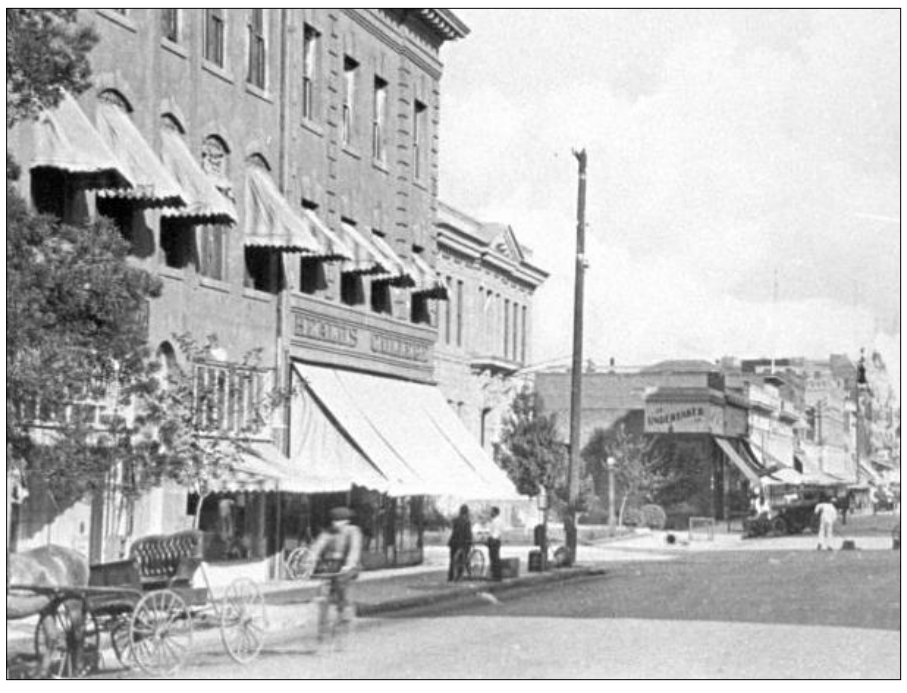
8. Connectedness

The Fresno community envisions a Downtown where people and places are strengthened by their connections to one another.

Connectedness does not happen by accident. While the variety of Downtown's stores, restaurants, residences, and offices is always changing, the underlying street and block structure and the transportation network that uses it is much more constant. This Specific Plan, with the applicable sections of the Citywide Development Code, also regulates and coordinates this street, block, and transportation network.

By improving Downtown, this Plan helps to expand access and make Downtown more inviting and attractive to everyone. Over time, Downtown's wide streets are put to better use, creating space for public transit, bicycles, and pedestrians, and connecting and creating synergy with adjacent neighborhoods and institutions that are within walking and biking distance of Downtown: Lowell, Jefferson, Edison, Jane Addams, and Southeast Neighborhoods, the Tower District, and the Community Regional Medical Center. Street trees make the

Historic resources, such as the San Joaquin Light and Power Company Building (1923) and Warnors Theater (1929) have been renovated.



This historic photo of Broadway Street in 1925 shows buildings with ground floor awnings that shade storefront windows and passing pedestrians during hot summers. Upper floor awnings shade upper floor rooms.
Credit: San Joaquin Valley Library System

2.2 COMMUNITY VALUES FOR REVITALIZATION (Continued)

pedestrian experience pleasant by providing shade as well as generating a sense of place. As vacant lots are developed, they turn from forbidding pedestrian barriers into buildings that add a sense of safety, more light, and more eyes onto the sidewalk. The experience of walking, biking, and driving through Downtown becomes memorable and enjoyable in itself.

Downtown Fresno also connects our Valley's people to one another. Bringing restaurants, performance spaces, and businesses from many cultures together in proximity gives more visitors the opportunity to explore something new. Providing a well-designed place for festivals and public gatherings ensures that more cultures find Downtown an ideal place to celebrate and invite others to join in. Better accessibility on foot and by public transit attracts a mix of those who can and cannot drive, as well as those who choose not to drive. Finally, making Downtown an easy, predictable, inexpensive place to start a business or develop a building helps make it possible for people from different national origins and backgrounds to participate in the vitality of the urban core. Thus, at every step, making connections within our diverse community is embraced as both a deeply held value and an asset for revitalization.

9. Authenticity and Our Past

The unique heritage of Fresno and our Valley is wrapped up in Downtown. The Fresno community envisions a Downtown that embraces this heritage and shares it proudly with the wider world.

Downtown is the oldest part of Fresno and contains some of the area's richest history. What is now the Mural District was once home to some of Fresno's wealthiest citizens. Downtown was also home to various ethnic enclaves, including Armenian Town (in what is now South Stadium), Chinatown, and German Town. The great collection of notable, older buildings in the heart of the Fulton Corridor represents a golden age in Fresno's development.

All aspects of Downtown – from its overall size, to the size of its blocks, to the design of its sidewalks, to the scale of its buildings – were designed with the pedestrian in mind. The public realm of beautiful streets and spacious public parks was just as important as the buildings which defined the public realm's edges. The block pattern and size was walkable, which not only promoted easy navigation, but also provided multiple ways of getting from place to place.

Street-facing building facades were constructed of high-quality and durable materials and expressed the particular uses of the building. Ground floors, generally retail in use, had easily identifiable entrances and large storefront windows to show off their goods. Upper floor windows, smaller in size and usually vertical in orientation, conveyed the residential or office uses that went on inside. Many of the buildings had canopies or galleries which protruded over the sidewalk, providing shade on hot summer days and cover on rainy winter days. Storage and garbage facilities were found at the backs of buildings.

Downtown's history has not been static. Much has changed over the past 125 years. Stately residences in the Mural District were replaced with commercial and industrial buildings. Residents of Armenian Town and German Town were displaced to make way for industry and freeways. Fulton Street, the Valley's main street, was transformed into the Fulton Mall in an effort to compete with suburban shopping centers.

This Specific Plan recognizes that change will always occur – but also that it must occur in a manner that respects the past and serves the City for the long term, not the short term. Downtown's future should build on the best of our past.

For instance, our agricultural prowess – in the past, present, and future – provides the impetus for once again making Downtown the hub for the Valley's agriculture business. It presents opportunities to create festivals that celebrate the Valley's crops, to host world-class farmers' markets, and to introduce a public market, urban gardens, and urban agriculture.

We can also celebrate our climate in ways that Fresnans did a hundred years ago by making our parks and plazas inviting and usable and using passive techniques for shading and cooling buildings. As seen in historic photographs, ground-floor canopies extended over sidewalks to shade passing pedestrians, reduce window glare, and keep interiors cool. This Specific Plan and the Development Code, encourage buildings to be designed to shade ground floor windows with awnings, canopies, arcades, and porches, and to protect upper floor windows with awnings.

Without its past, without the authentic character of our region, Downtown Fresno would be just another urban place in another American city. It is our history that makes Downtown Fresno our own.

The County Courthouse is one of the most recognizable Mid-Century Modern buildings in Downtown.

Downtown is the oldest part of Fresno and contains a great collection of notable, older buildings.

10. Opportunities for the Future

The Fresno community envisions a Downtown that looks forward and welcomes progress toward the future. As Downtown welcomes entrepreneurship and the business owners and investors of the future, Downtown must also be a place for innovation by the public sector and our community.

Innovation in Downtown can and will take many forms. New technology promises continually improving systems for parking management, lighting, signage, and much more.

Innovation can also involve reintroducing the wisdom of the past. As an alternative to outward suburban growth, which consumes taxpayer resources, plows under our agricultural economy, and undermines property values in the central city, this Specific Plan welcomes a "new" approach to planning that builds upon the urban character of our Downtown, encourages foot traffic on the sidewalk, and finds ways to bring Downtown's water use into balance with its water supply. This includes employing building and site design strategies to reduce natural resource consumption, decreasing energy and water use, reducing the money spent on public services infrastructure, and enhancing indoor environmental quality for building occupants.

The result is a lasting city center – innovative in our day, but nothing new. As Downtown Fresno fulfills our community's vision, it becomes more like the great cities people have been building for generations.

Fourth of July fireworks at Chukchansi Park. Credit: Don Davis

2.3 DESIGN PRINCIPLES

Based on the community's vision for the Fulton Corridor, this Specific Plan and the accompanying Downtown Districts sections of the Citywide Development Code apply the following ten principles to the design of the Plan Area's buildings, public spaces, landscape, and infrastructure: infill development, mix of land uses, distinct character, quality of the public realm, interconnected street system, walkability and bikability, housing variety, effective transportation and parking, efficient building and site design, and urban agriculture.

These principles mark a return to the kind of place-making design that has shaped Downtown Fresno for most of its history. The Plan emphasizes designing dwellings, shops, offices, entertainment venues, schools, parks, and civic facilities that are not only within close proximity, but that also relate to one another. Buildings are not isolated objects. They are neighbors that form the public realm, provide "eyes on the street," shape the skyline, create shade, and generate foot, vehicular, and transit traffic. In addition, when development projects are related to their surroundings, each new project builds value for surrounding land and buildings, encouraging spin-off development and hastening the build-out of complete, revitalized areas.

These principles form the basis for the Downtown Districts sections of the Citywide Development Code as well as the goals, policies, and actions that are described in this Plan.

1. **Infill Development.** Effective use of existing private and public land and infrastructure investments.

   Development fills in available urban sites to create a more vibrant public realm. More people within walking distance of multiple uses support a more efficient utilization of services and resources, and create more opportunities for entrepreneurship and for shopping, working, and entertainment close to home.

   In addition, infill development takes advantage of existing infrastructure, including streets, parks, and water, sewer, and storm drain pipes.

The Iron Bird Lofts District introduces higher density housing in the Mural District.

2. **Mix of Land Uses.** Synergistic relationships between a variety of destinations and activities.

   Downtowns and neighborhood centers that accommodate a variety of uses in close proximity to one another utilize land efficiently, provide neighborhood convenience, create a uniquely urban experience, and encourage people to come and go throughout the entire day. The accompanying Downtown Districts section of the Citywide Development Code remove current restrictions and allow and encourage a compatible mix of uses at the neighborhood, district, or corridor scale, and promote shared parking. This yields a rich mix of building types and uses that are accessible in the same visit through many transportation modes. Key to creating this environment is focusing investment and concentrating businesses, offices, visitors, residents – i.e., people – in one area. As the initial area becomes vibrant, activity will expand to the rest of Downtown.

A diverse mix of land uses within close proximity utilizes land efficiently, provides neighborhood convenience, and creates a unique urban experience.

3. **Distinct Character.** Places with their own distinct identity.

   Preservation and renewal of Downtown's unique buildings, districts, and landscapes affirm the continuity and evolution of urban society. New development enriches the quality of existing urban places. New design is a complement to such settings, creating a unique sense of place that reflects history, as well as changing market trends.

Preservation of Downtown's unique buildings affirms the continuity and evolution of Fresno's urban and cultural traditions.

4. **Quality of the Public Realm.** Appealing and heavily used outdoor public spaces between buildings.

   A primary task of all urban architecture and landscape design is the physical definition of streets, squares and parks that serve as places of movement, gathering, and celebration for people. Public open space is designed as a series of outdoor rooms and a landscape that enables public interaction, provides a place to enjoy fresh air and exercise, and improves the physical and aesthetic quality of urban neighborhoods.

   Surrounding buildings naturally keep parks safe by providing eyes on what is happening. In return, parks boost the values of surrounding properties.

Buildings at Civic Center Square face an urban green that provides a place for office workers and convention visitors to gather.

5. **Interconnected Street System.** Access to daily destinations that are reached by multiple routes.

   Interconnected streets reduce congestion by dispersing vehicular traffic rather than concentrating it only on major arteries. They encourage pedestrian activity, provide multiple routes for getting places, and increase the routes emergency personnel can use to reach distressed locations. When open to all – pedestrians, cyclists, and automobiles – they are more active, safer, and better for businesses that line them.

   Alleys provide access to parking and services at the back of building lots, reducing the number of conflicts between pedestrians and vehicles along sidewalks.

Interconnected streets reduce congestion by dispersing vehicular traffic.

6. **Walkability and Bikability.** Compact urban form, environments designed primarily for people, and multiple pedestrian and bicycle destinations within close proximity.

   In urban areas, most daily uses are within a 5 minute walk from home or work. The Downtown Districts sections of the Citywide Development Code direct new building designs to define street edges and corners, enliven street frontages to enhance the pedestrian experience, and create memorable urban places where people enjoy being. Pedestrian-scaled street lighting, street trees, and street furniture further enhance the pedestrian experience.

   An extensive network of bike lanes and trails and their associated amenities, such as bike racks and lockers, extend the reach of daily uses.

Buildings define and enliven the street and sidewalk edge, enhance the pedestrian experience, and create memorable urban places.

2.3 DESIGN PRINCIPLES (Continued)

7. **Housing Variety.** Housing that appeals to a wide demographic across a broad income spectrum within the market.

   A variety of dwelling types – houses, bungalow courts, row houses, live/work units, lofts and apartments – ensure that younger and older people, singles, families, those of limited income and the wealthy may all find places to live.

Downtown Fresno is providing an ever-greater variety of housing choices, ranging from houses to bungalow courts, to lofts in an historic office building, to flats in a mixed-use building.

8. **Effective Transportation and Parking.** Multi-modal streets, built for cars, buses, bicycles, and people, and a variety of parking options that help generate an economically viable, mixed-use Downtown.

   Rights-of-way are more than simply utilitarian channels for the movement of vehicles. They are also places for pedestrians and cyclists. With the goal of generating vibrant, people-filled places, streets accommodate public transit and are designed with narrow widths to promote economic activity, encourage slow vehicular speeds, provide attractive streetscapes, and curb-side public parking.

   Parking is limited by the intensity of development it serves. Parking in intense areas such as the Fulton District – where people can park once and partake in multiple activities, or arrive by bike, foot, or bus – is shared rather than being exclusive to each use or activity.

Multi-modal streets help generate a vibrant, diverse, mixed-use Downtown.

9. **Efficient Building and Site Design.** Smart building and site design strategies, construction techniques, and building operation practices that significantly reduce the money spent on utility bills, improve local air quality, and reduce resource consumption.

   Fresno's older buildings are adaptively reused. New and renovated buildings incorporate passive solar strategies that respond to Fresno's climate; use alternative energy sources; are constructed of permanent building materials; employ low-water use fixtures and appliances; and utilize efficient heating and cooling systems and building envelopes. Efficient stormwater strategies cleanse run-off, recharge the aquifer, and reduce the size of or eliminate the need for storm water pipes, thereby lowering the cost of construction. Drought-tolerant plants and efficient irrigation systems reduce water and pesticide use and reduce utility bills for property owners.

An office building utilizes rooftop solar panels and natural light and ventilation from rooftop light monitors.

10. **Urban Agriculture.** Local agriculture, including within private gardens, community gardens, farmers' markets, market halls, and specialty food stores, that expose and celebrate Fresno's agricultural past and present, provide residents with access to affordable healthy food, promote positive social interaction, create local economic activity, and engender increased physical activity.

    Local agricultural production is introduced within all building types and densities. For more dense types it is incorporated on rooftops, on balconies, and within window boxes. For less dense building types it is introduced in front and back yards and within common yards. Urban gardens and orchards are introduced on vacant parcels, subject to the proper ordinances and procedures.

A rooftop accommodates a colorful flower garden.

CHAPTER 3: PLAN FRAMEWORK AND GOALS

3.1 INTRODUCTION

Over the past 30 years, many California cities have had great success revitalizing their downtowns. The most recent and effective revitalization plans have been those that boldly reposition downtowns within their metropolitan regions and recognize that there is no such thing as a "one-size-fits-all" prescription for revitalizing all parts of a downtown at the same time. The Fulton Corridor Specific Plan builds upon this *tried and true* pattern of revitalization.

The Fulton Corridor Specific Plan recognizes that a downtown as large as Fresno's is not one homogeneous place, but is comprised of various subareas, each with its own particular architectural and functional character and potential.

Development opportunities vary from subarea to subarea. Some subareas are more centrally located, others are more functionally and physically intact. Some are more critical to the future economy of Downtown than others.

This project framework is based on the potential of each subarea to subarea the greatest revitalization boost to Downtown as a whole.

The Fulton District.

The Mural District.

Chinatown.

South Stadium.

3.2 DOWNTOWN SUBAREAS

There are seven distinct subareas within the FCSP boundaries. These are among the oldest, most diverse, and most densely developed areas in the City of Fresno. The boundaries of the subareas, as shown in **Figure 3.2A**, were determined primarily by the unique character of each subarea, which in turn was based largely upon their physical form, when they were built, and the role each played in the context of the city. The seven subareas and their distinguishing characteristics are described in **Table 3.2A.**

Development within the Fulton District over the past century has created a diverse range of architecture and urbanism. The Mariposa Plaza clock tower can be seen in the distance.

Figure 3.2A - Downtown Subareas

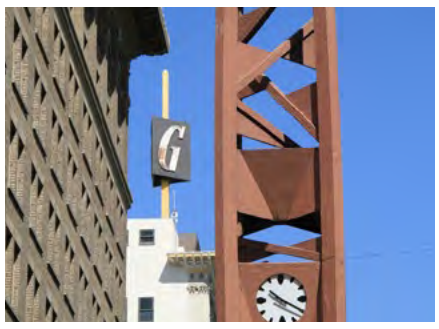
KEY

1. Fulton District
2. Mural District
3. Civic Center
4. South Stadium
5. Chinatown
6. Armenian Town / Convention Center
7. Divisadero Triangle

Specific Plan Boundary

3.2 DOWNTOWN SUBAREAS (Continued)

Table 3.2A - Downtown Subareas

Sub-Area	1 Fulton District	2 Mural District	3 Civic Center
Range of Intended Physical Character			
Location and Boundaries	The Fulton District is bounded by Tuolumne Street to the north, the alley between Van Ness Avenue and L Street to the east, Inyo Street to the south, and the Union Pacific railroad tracks to the west. This is Fresno's traditional business and commercial center. It includes the reopened Fulton Street and its physical configuration is unmistakably that of a metropolitan urban center.	The Mural District is bounded by Tuolumne Street to the south, the Union Pacific railroad tracks to the west, Divisadero Street to the north, and the alley between M and N Streets on the east.	The Civic Center is bounded by Merced Street to the north, the BNSF railroad tracks to the east, Inyo Street to the south, and the alley between Van Ness Avenue and L Street to the west. It is situated adjacent to the Fulton District and within easy walking distance of Fulton Street. Located within its boundaries are many Municipal, County, State, and Federal government buildings, including City Hall, the Fresno Police Headquarters, the Fresno County Free Library, and the County Courthouse.
Vision and Plan	a. Transform the Fulton District into a vibrant district by introducing and mixing high-density housing, office, retail, restaurants, and entertainment uses. b. Revitalize the reopened Fulton Street and promote it as a key asset and urban place. c. Prioritize adaptive reuse of Fresno's unique, older buildings, including those listed on the Local, State, and National historic registers. d. Infill vacant land rather than tearing down distinctive, older buildings or relocating businesses to the suburbs. e. Capitalize on Downtown's adjacency to the proposed High-Speed Rail (HSR) station, as well as its proximity to the freeway system. f. Encourage the development of a dense combination of hotel, office, residential, and retail uses near the proposed HSR station.	a. Continue the transformation of the Mural District through the introduction of mixed-use development. b. Establish the District as Fresno's center for art and culture by encouraging the introduction of new galleries, museums, murals, and performing arts venues. c. Adaptively reuse buildings along Van Ness Avenue and Fulton Street. d. As the District continues to grow, accommodate and manage parking through shared facilities. e. Introduce new streetscapes within the District.	a. Establish a stronger axial connection between the County Courthouse and the proposed High-Speed Rail station. b. Landscape Merced Street, Fresno Street, Tulare Street, and Kern Street in a prominent and formal pattern that directs pedestrian activity towards Fulton Street. c. Design the Civic Center District's streets to maximize pedestrian and bicycle comfort, while facilitating wayfinding for motorists and enabling economic development by opening up closed streets and converting one-way streets to two way. d. Reinforce the concentration of government offices – Municipal, State, Federal, foreign – in this district.
Reference for Area's Information	See **Section 3.2.1**	See **Section 3.2.2**	See **Section 3.2.3**

4 South Stadium

South Stadium is bounded by SR 41 to the south, the Union Pacific railroad to the west, Inyo Street to the north, and the alley between Van Ness Avenue and L Street to the east.

a. Transform South Stadium into a mixed-use district that introduces a diversity of new uses, including housing, creative businesses, and specialty retail businesses, while embracing its raw, industrial charm.

b. Permit South Stadium businesses to advertise their presence by way of architectural design and signage that recalls the older automotive-related signs of Fresno's early motoring era.

c. Improve the image of gateway streets such as Ventura Avenue and Van Ness Avenue.

d. Revitalize and reuse the existing older buildings that currently line Fulton Street. Introduce commercial and retail on grounds floors, and residential, office, and hospitality uses on upper floors.

See **Section 3.2.4**

5 Chinatown

Chinatown, established in 1872, originally comprised the area bounded by what is now State Route 99 to the west, Ventura Avenue to the south, H Street to the east, and Fresno Street to the north. This Plan modifies the boundaries by extending the boundaries northward to include the properties just north of Stanislaus Street, southward to where Golden State Boulevard intersects State Route 41, and establishing the eastern boundary at the Union Pacific railroad tracks.

a. Revitalize Chinatown in conjunction with the proposed High-Speed Rail station.

b. Infill Chinatown's many vacant lots with sensitively scaled, mixed-use, pedestrian-friendly buildings that accommodate a variety of uses.

c. Establish F Street as Chinatown's "Main Street," a street that accommodates local-serving shops and restaurants and provides a safe and pleasant environment for shoppers.

d. Continue to capitalize on Chinatown's unique historic assets, including the former Fresno Buddhist Temple, the Bow On Tong Association Building, and its extensive underground basement network.

e. Create a new park along Mariposa Street near the proposed HSR station.

F. Create an intermodal transit center along G Street near the proposed HSR station.

See **Section 3.2.5**

6 Armenian Town / Convention Center

Armenian Town/Convention Center is roughly bounded by Inyo Street to the north, O Street to the east, SR 41 to the south, and the alley between L Street and Van Ness Avenue to the west. As its name suggests, it comprises the remaining half of what was Armenian Town and contains the Fresno Convention Center.

a. Transform this area into a walkable and bikable mixed-use place by infilling vacant parcels with pedestrian-friendly, mixed-use buildings.

b. Introduce larger office buildings with local serving retail concentrated along Ventura Avenue.

c. Connect the Fresno Convention Center and DoubleTree Hotel to the Fulton Corridor with clear pedestrian linkages and wayfinding signage.

See **Section 3.2.6**

7 Divisadero Triangle

The Divisadero Triangle is roughly bounded by Merced Street to the south, the BNSF railroad tracks to the east, Divisadero Street to the north, and the alley between L Street and Van Ness Avenue to the west.

a. Transform this area into a walkable mixed-use place by infilling vacant parcels with shopper-friendly buildings.

b. Introduce office and local-serving retail uses along M, Divisadero, Tuolumne, and Stanislaus Streets.

c. Consolidate and relocate isolated older buildings from throughout Downtown within the Divisadero Triangle.

See **Section 3.2.7**

3.2 DOWNTOWN SUBAREAS (Continued)

1. FULTON DISTRICT

The Fulton District is comprised of rectangular blocks oriented parallel to the Union Pacific Railroad tracks. The historic interconnected street network is disrupted by the railroad tracks, and has been closed down to traffic at several locations, most notably Mariposa Street east of the County Courthouse. All of the streets within the Fulton District are two-way, with the exception of Tuolumne Street, which is one-way. This street and block pattern, coupled with inadequate way-finding signage, confuses many Downtown drivers, especially those not familiar with the Fulton District.

A considerable amount of the Fulton District's building fabric has been demolished and replaced by either vacant land or parking lots. An important exception to this is Fulton Street, where, with the exception of its northern end, the adjacent building fabric is well intact. Vacancies and blighted conditions persist throughout Downtown, and many of the area's largest buildings remain shuttered and in disrepair.

View of the former Fulton Mall looking south towards Tulare Street.

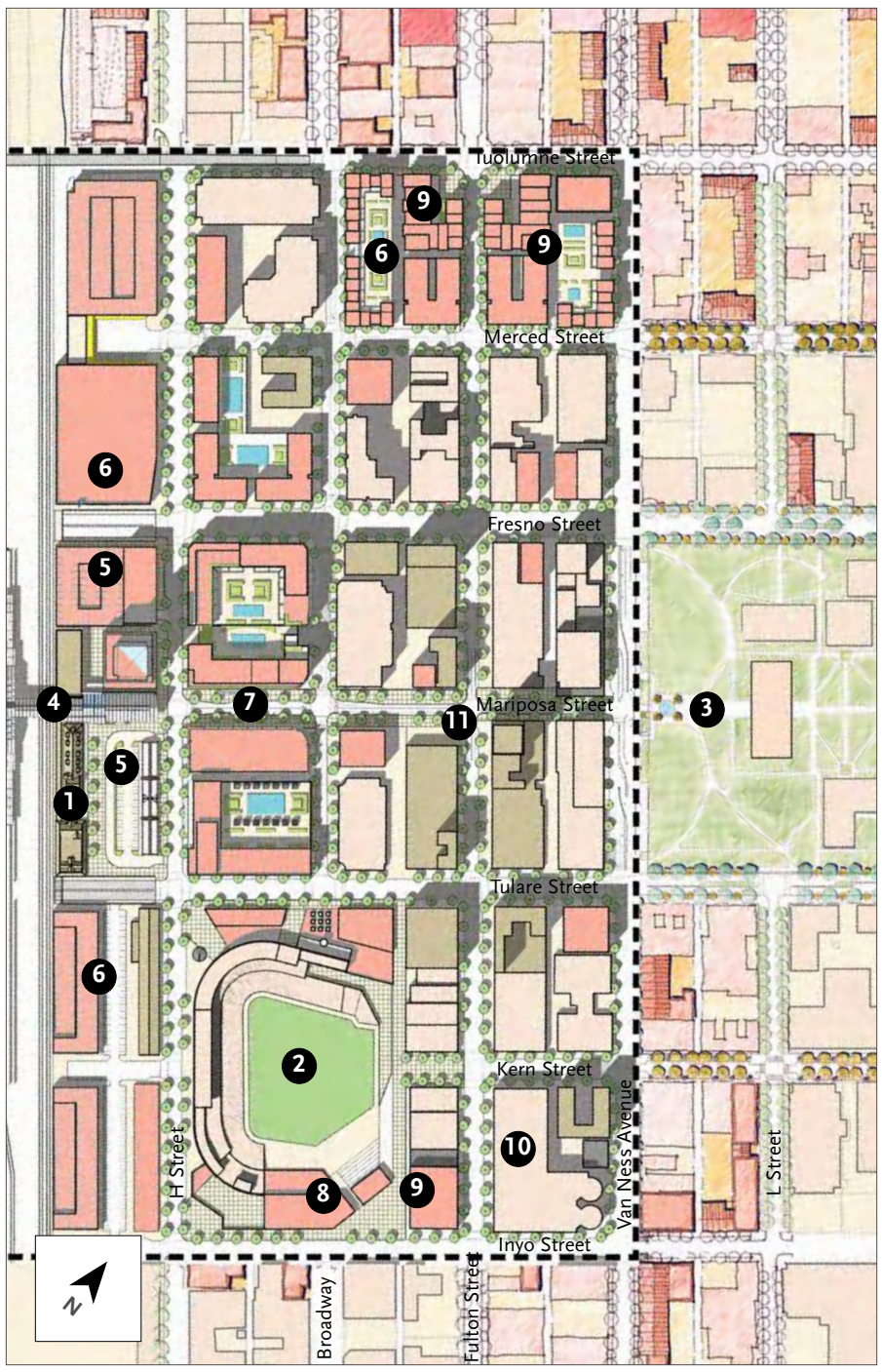
View of a reopened Fulton Street looking south towards Tulare Street with a new mixed-use infill building with rooftop uses.

Model view of the Fulton District showing the general massing and development intensity anticipated by the Plan at full implementation. The general massing and development illustrates one possibility of how the area could develop.

This illustrative site plan shows one of many ways the Fulton District could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur.

KEY

1. Existing Southern Pacific Depot
2. Existing Chukchansi Park
3. Existing Courthouse Park
4. Proposed High-Speed Rail Station
5. Proposed HSR Market Square, Transit Plaza, and Parking
6. New Lined Parking Garage w/ Office and retail
7. New Mixed-Use Buildings w/ Office or Hotel above Retail
8. New Multi-story Hotel or Residential
9. New Mixed-Use Buildings w/ Office or Residential above Retail
10. New Public Market
11. Revitalized Mariposa Plaza



Illustrative Plan of the Fulton District.

3.2 DOWNTOWN SUBAREAS (Continued)

A. Vision. The Fulton District is transformed into a walkable, mixed-use, district that is the center of the San Joaquin Valley. It becomes a place that attracts visitors from abroad as well as local residents. It becomes a place where people stay after work, where people visit at night, where people participate in multiple activities (such as eating dinner and then watching a movie), and where people can experience an urban lifestyle or live in an urban setting.

The historic buildings that line Fulton Street are refurbished and re-inhabited. Vacant parcels are infilled with pedestrian-friendly buildings and the adaptive reuse of its historic buildings is promoted, while their demolition is avoided. Buildings are encouraged to employ architectural elements, such as awnings, canopies, and arcades that are well-suited to Fresno's hot summers.

Housing that accommodates a variety of income levels (market rate, affordable, and workforce housing) and in a number of configurations (rowhouses, lofts, flats, apartments, condominiums) is introduced as are new resident and tourist-serving uses, including retail, restaurants, and supermarkets. Existing entertainment venues are enhanced and new venues, such as movie theaters and nightclubs, are introduced. Annual events and festivals are accommodated, and new events are introduced. On the business side, incentives are created to attract private sector jobs to the Fulton District. Additional cultural and educational institutions are introduced.

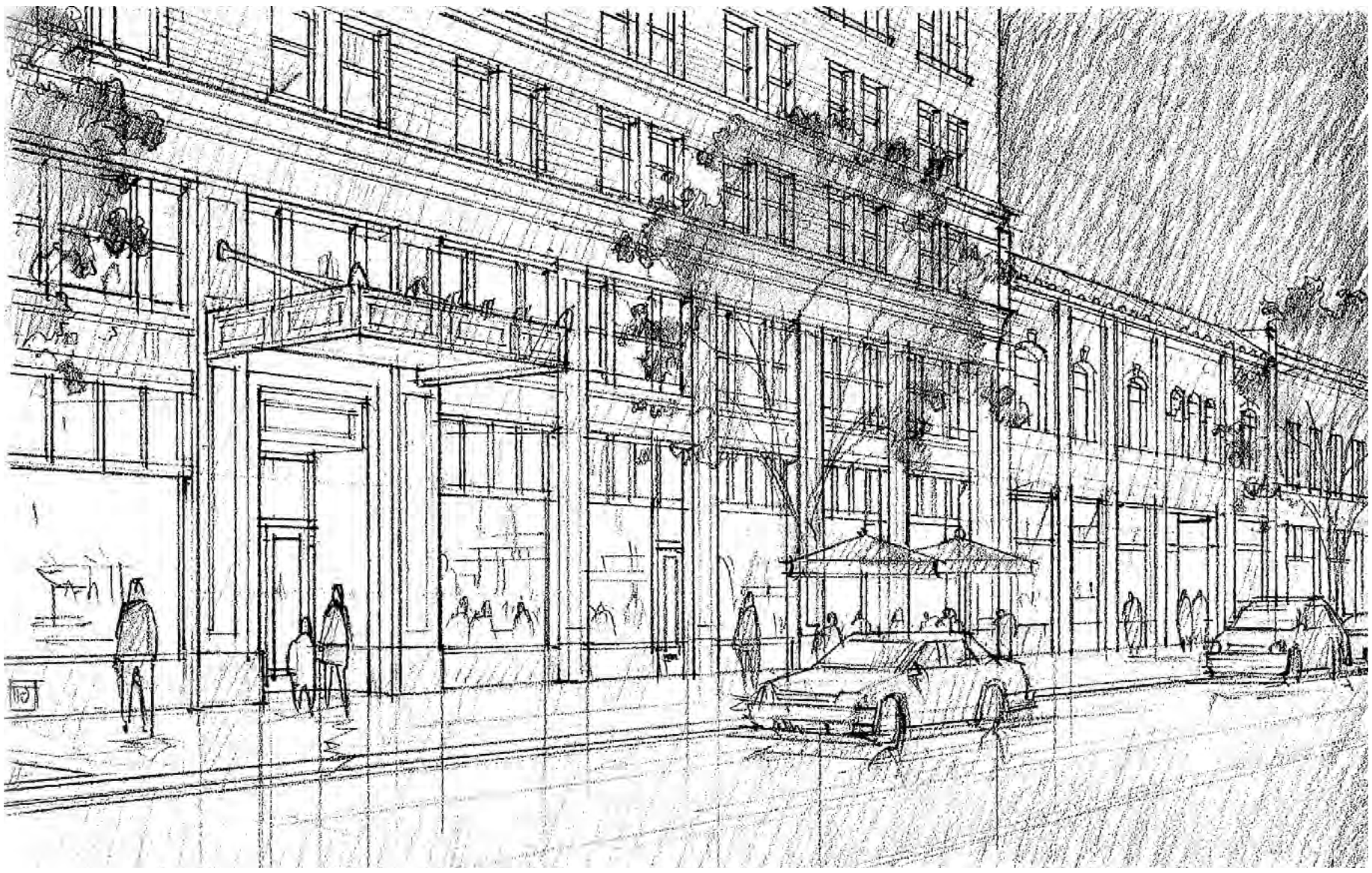
As the Fulton District begins to transform, more hotels, including full-service hotels that have a spa and a gift shop, are established in order to attract more people to Downtown, keep them in Downtown, and enable institutions such as the Fresno Convention Center to attract larger, more varied conventions.

Downtown's architectural and cultural heritage is promoted to tourists and to movie studios who wish to film in Fresno. Its historic buildings, venues such as Warnors Theater and the Rainbow Ballroom, are promoted.

The Fulton District's streets are made more walkable through the introduction of shade-producing street trees, improved pedestrian facilities, including benches, street lighting, curb bulbouts, and improved cross walks.

B. Plan. In contrast to the strategy that has been so prevalent in recent years of dispersing public investment in scattered projects, this Plan requires that public resources and actions be concentrated in a limited geography and in a small number of Priority Projects of limited scope within Downtown. There are four key Priority Projects, summarized below, that are provided as part of a coordinated reinvestment and revitalization strategy. They are defined primarily by the existing economic and physical conditions of their particular sites, by the overall urban configuration of Fulton District, and generally prioritize restoration and adaptive reuse of associated historic buildings, while mixing in new construction.

The first and most important such project is revitalization of Fulton Street, including Mariposa Plaza. Until Fulton Street is brought back to life on a 24-hour basis, Downtown will not fully revitalize. This transformation includes redesigning the existing space at the intersection of Fulton and Mariposa Streets as a world class public space, and incentivizing the gathering of prime restaurant and entertainment venues of the Fresno region around it in order to create a center of vitality at all hours. See **Chapter 4** (The Fulton Mall) for a discussion of Fulton Street's revitalization.



View of a reopened Fulton Street looking north from Mariposa Street.

The next two projects reconnect Fulton Street to the Mural District to the north and South Stadium to the south. The pairs of blocks at either end of Fulton Street, as of 2016, are frayed, offering unusual opportunities for substantive redevelopment. The north end is dominated by parking lots and several buildings built over the last 30 - 40 years that are incompatible with the urban character of the rest of Fulton Street. The south end offers access to Chukchansi Park and contains a number of lots and buildings ripe for reuse and preservation. The success of these two projects provides very high levels of synergy and access both north-south and east-west, reconnecting many partially revitalized pockets in the vicinity of the Fulton District. See **Chapter 5** (Priority Development Projects) for more information.

In addition, in order to create a stronger connection between Chukchansi Park and the Fulton Street, the primary entrance to the stadium is moved from H Street to Kern Street and Home Run Alley.

The last initiative is the proposed California High-Speed Rail system. Upon its construction, Downtown Fresno would be privileged by the location of a station within walking-distance of its 100 percent commercial corner at the intersection of Fulton and Mariposa Streets. Such a prospect would, in turn, generate strong demand for office, hospitality, and some limited residential uses, in the form of a mixed-use, Transit Oriented Development. The entire western flank of the Fulton District, an area left undeveloped since the 1960's, would be regenerated.

All four Priority Projects are launched with the expectation of spurring continuing redevelopment in their immediate vicinity. They will incrementally transform the Fulton District into a walkable, mixed-use place that attracts local residents as well as visitors from afar, where people stay after work, where people visit at night, where visitors participate in multiple activities (such as eating dinner and then attending a show), and where people can choose to live.

View of Fulton Street at Merced Street.

3.2 DOWNTOWN SUBAREAS (Continued)

2. MURAL DISTRICT

Located adjacent to the Union Pacific Railroad tracks, the Mural District dates to the founding of Fresno in 1872. The area around Van Ness Avenue and L Street originally was one of Fresno's wealthiest residential neighborhoods. After 1910 the area began to change, as commercial buildings and warehouses were built along Broadway and H Streets and automobile-related businesses and boarding houses began to replace some of the residential buildings. In addition, a number of entertainment venues were constructed, including the Wilson Theater, the Warnor's Theater, and the Fresno Natatorium, Fresno's first indoor swimming pool (which in the 1940's, became a dance hall, and is now the Rainbow Ballroom). By 1950 only 24 single-family residences remained, while over 60 properties were occupied by auto-related uses and commercial buildings. Today, the Mural District, comprised primarily of smaller urban buildings that house industrial and commercial businesses, is being reclaimed with stylish new housing and mixed-use projects, major cultural organizations, and artists' studios.

The Mural District's street grid is comprised of pedestrian-scaled blocks oriented parallel to the Union Pacific Railroad tracks. Like the majority of Downtown, the Mural District's streets are wide, have too many lanes, and can accordingly be easily transformed to accommodate bike lanes and on-street, angled parking. Stanislaus Street, Tuolumne Street, and M Street are one-way streets. The District also sits at the junction between the railroad street grid and the due north/south and east/west grid, opening up many opportunities on corner lots to introduce buildings and facades that mark entrances into Downtown

The majority of the buildings within the Mural District are commercial or industrial in character and are sited in a pedestrian-friendly manner: built to the sidewalk with parking located at the side or at the rear. As with the rest of Downtown, there are a significant number of vacant lots and parking lots that offer opportunities for infill development.

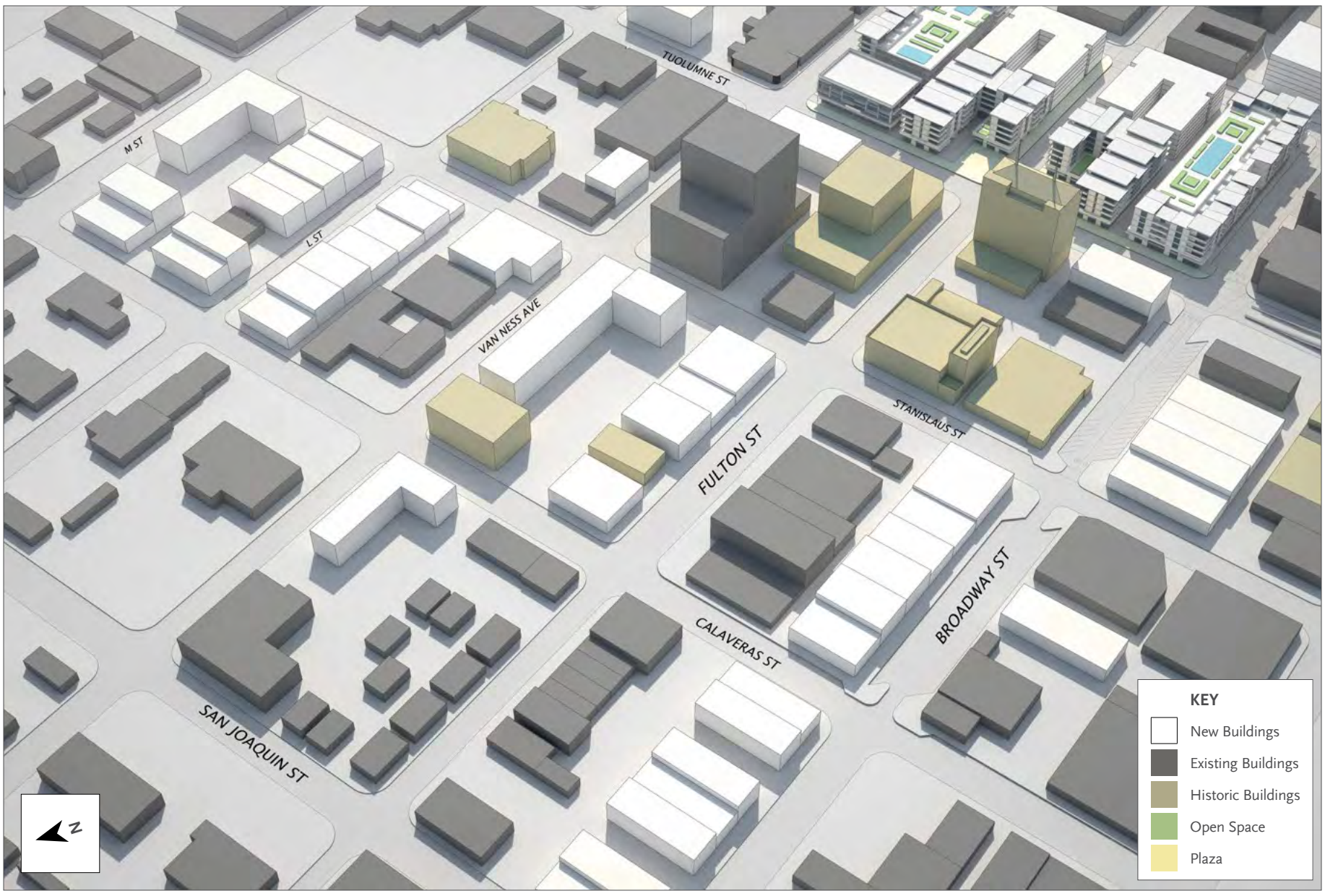
Until construction began recently on the Mural District Park, there was no public open space within the Mural District's boundaries, although Dickey Playground is within a 1/4 mile walk of properties east of L Street. In addition, Arte Americas Cultural Center has a plaza that provides open space during business hours to its visitors.

A. Vision. The transformation of the Mural District that has been underway for over a decade is continued and accelerated. The District's presence as the center for art and culture in Fresno is enhanced through the introduction of new galleries, museums, and performing arts venues and through the continued accommodation of murals. Vacant parcels and parking lots are infilled with pedestrian-friendly residential and office buildings up to five stories in height. As with other parts of Downtown, the creation of a sidewalk-centered mixed-use environment and diversification of uses, including retail and restaurant businesses, attracts more people to the District and to Downtown as a whole.

B. Plan. The Mural District's location between Downtown and the Tower District is strengthened with new mixed-use infill development and adaptive reuse of buildings along Van Ness Avenue and Fulton Street. Parking for additional uses is accommodated with on-street, angled parking. As more development occurs in the long term and demand for parking increases, park-once lots and garages are introduced. Possible locations include the parcels near the corner of Tuolumne and Broadway Streets and between the Union Pacific tracks and H Street.

Open space is introduced in the form of a linear park on the land between the Union Pacific Tracks and H Street. The park provides a number of open space uses, including tot lots, dog parks, and playing fields, along with parking for the Mural District (see **Chapter 6** for more information).

View of Fulton Street looking north from San Joaquin Street. New multi-family and mixed-use buildings bring vitality to north Fulton Street.



The Mural District is revitalized through infill of various sites, primarily along Van Ness Avenue. The Grand is seen at top right.

*This illustrative site plan shows one of many ways the Mural District could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur. A linear park that accommodates a number of open space uses is introduced adjacent to the Union Pacific railroad tracks (see **Chapter 6** for more information).*

KEY

1. Existing Wilson Theater (Cornerstone Church)
2. Existing Fresno Scottish Rite Temple
3. Existing Arte Américas
4. Existing First Presbyterian Church
5. New mixed-use Development at North End of the former Fulton Mall
6. New linear park adjacent to Union Pacific Railroad tracks
7. New mixed-use buildings with retail, office, and residential
8. New multi-family housing
9. New housing
10. Recently constructed housing
11. New Mural District Park

3.2 DOWNTOWN SUBAREAS (Continued)

3. CIVIC CENTER

The heart of the Civic Center is the portion of Mariposa Street that connects the County Courthouse to City Hall along Mariposa Street. The current design of Mariposa Street dates as far back as 1918, when the French-trained architect and planner Charles Henry Cheney proposed a master plan which envisioned the Civic Center as a unified series of buildings and landscapes that framed terminal vistas of important civic buildings. Today, Mariposa Street is lined by an assortment of municipal buildings, some with immense architectural value, and others with minimal architectural character that have been haphazardly placed without any architectural or landscape element to unify them.

The Civic Center's street grid consists of rectangular blocks oriented parallel to the railroad tracks. Portions between M Street and N Street and between O and P Street are pedestrian only, while the portion between and N and O Street is open to vehicular traffic. This hampers vehicular connectivity by forcing cars to drive a further distance to go around each block. The lack of vehicular traffic also reduces the real and perceived safety of pedestrians who walk along the Mall, especially at night and on weekends.

Beyond Mariposa Street, the rest of the Civic Center is relatively well built-out with the exception of several surface parking lots which compromise the visual and pedestrian character of the area. Eaton Plaza is an important public park located between the Memorial Auditorium, Fresno Library, Federal Courthouse and Fresno Police Station. It hosts a number of events and activities, including food truck events and movie nights.

A. Vision. A stronger axial connection between City Hall and the County Courthouse is created in order to highlight the many mostly government-related landmarks that line both sides of Mariposa Street as well as to improve vehicular and pedestrian circulation, and perceived safety, between City Hall and the County Courthouse, Fulton Street, and the proposed High-Speed Rail station.

The various parking lots along Fresno Street and Tulare Street are infilled with pedestrian-oriented buildings.

B. Plan. A wide median flanked by one-way traffic lanes (one in each direction) is planted with trees that are arranged in a manner that allows visibility of City Hall and the Courthouse from both ends of Mariposa Street. Accordingly, slow vehicular traffic is introduced along the entire length of Mariposa Street between City Hall and Courthouse Park. The Mariposa axis is carried through Courthouse Park, across Van Ness Avenue, at grade, to Fulton Street, terminating at the proposed High-Speed Rail station.

The various parking lots Mariposa Street are infilled with pedestrian-oriented civic buildings, with their entrances fronting Mariposa Street, and their parking located beneath or behind them. Eaton Plaza is expanded to encompass the entire block bounded by O Street, Mariposa Street, N Street, and Fulton Street.

Existing older buildings on Van Ness Avenue are preserved and revitalized with a rich mix of uses, commercial and retail on the ground floor, residential and office on the upper floors. Empty lots are infilled with buildings that have highly accessible commercial ground floors.

The remaining thoroughfares of the Civic Center area, from Merced Street to the north to Kern Street to the south are streetscaped in a prominent and formal pattern, to match the current landscape character of Kern Street. Their traffic and parking lane configurations are designed to maximize pedestrian comfort. See **Chapter 8: Public Realm** and **Chapter 9: Transportation** for more information.

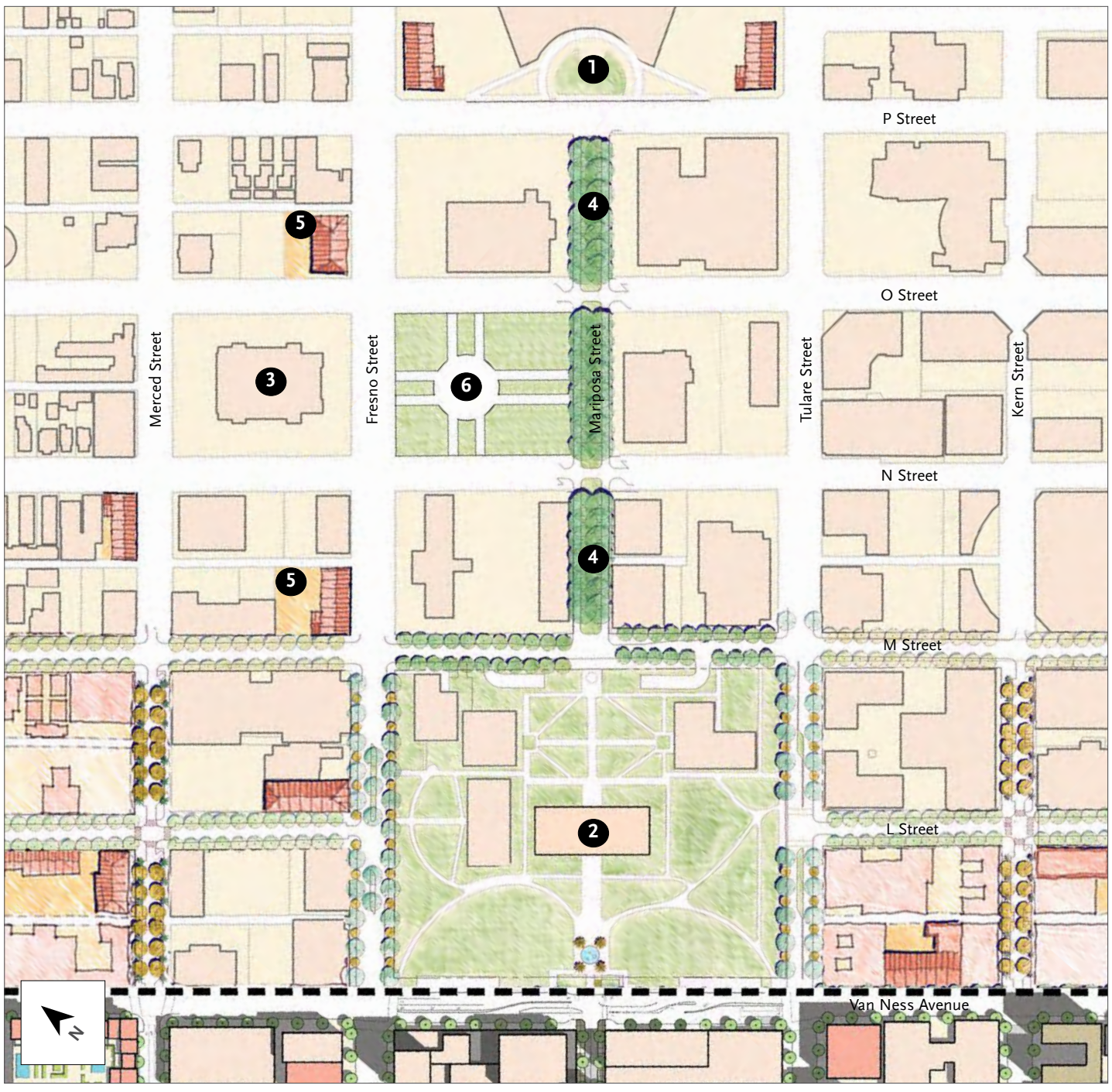
Perspective view of the 1918 Cheney Plan for the Civic Center envisioning the Civic Center as a unified series of buildings and landscapes that framed terminal vistas of important civic buildings.

The Civic Center is revitalized through infill of various sites and appropriate massing and frontages that are important to the creation of a continuous Mariposa Street.

This illustrative site plan shows one of many ways the Civic Center could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur.

KEY

1. Existing City Hall
2. Existing County Courthouse
3. Existing Fresno Memorial Auditorium
4. Reopened Mariposa Street
5. New Mixed Use Building
6. Eaton Plaza



Mariposa Street is opened between M Street and P Street and is transformed into a 3-block long boulevard with a wide median and one-way streets with parking on either side.

3.2 DOWNTOWN SUBAREAS (Continued)

4. SOUTH STADIUM

South Stadium contains the western portion of Armenian Town, an ethnic enclave that occupied the area between Kern Street, Los Angeles Street, Broadway Street, and O Street. South Stadium prospered culturally, socially, and economically between 1915 and 1939, although between 1918 and 1920, many of the Armenian-occupied residences were demolished and replaced with the commercial and light industrial buildings that are present today. This area is largely contained and isolated by the Union Pacific railroad tracks, State Route 41, and historically, the Fulton Mall – resulting in a reduction of its connectivity to the adjacent districts, although the reopening of Fulton Street will improve connectivity.

Like the rest of Downtown, South Stadium's street and block network is oriented to the railroad tracks and consists for the most part of rectangular, pedestrian-scaled blocks with alleys down their centers. Though well connected to the Fulton District, South Stadium is isolated from Chinatown by the Union Pacific Railroad tracks and from South Van Ness by Highway 41.

South Stadium is occupied mainly by one- and two-story buildings that house primarily industrial, warehousing, manufacturing, auto repair, and sales uses. Over the years many buildings have been demolished and replaced with parking lots and service yards. Numerous buildings have historic associations with the automotive industry, functioning over the years as auto repair or service garages, manufacturers or distributors of automotive parts and supplies, or automobile showrooms and dealerships. The South Stadium area is also home to many social service organizations. There is currently no public open space in the South Stadium subarea.

A. Vision. South Stadium is transformed into a mixed-use district that promotes loft housing, creative offices, and specialty retail and restaurants, while embracing its raw, industrial roots. It capitalizes on its proximity to Chukchansi Park, Fulton Street, and other Downtown locations, as well as its adjacency to SR 41.

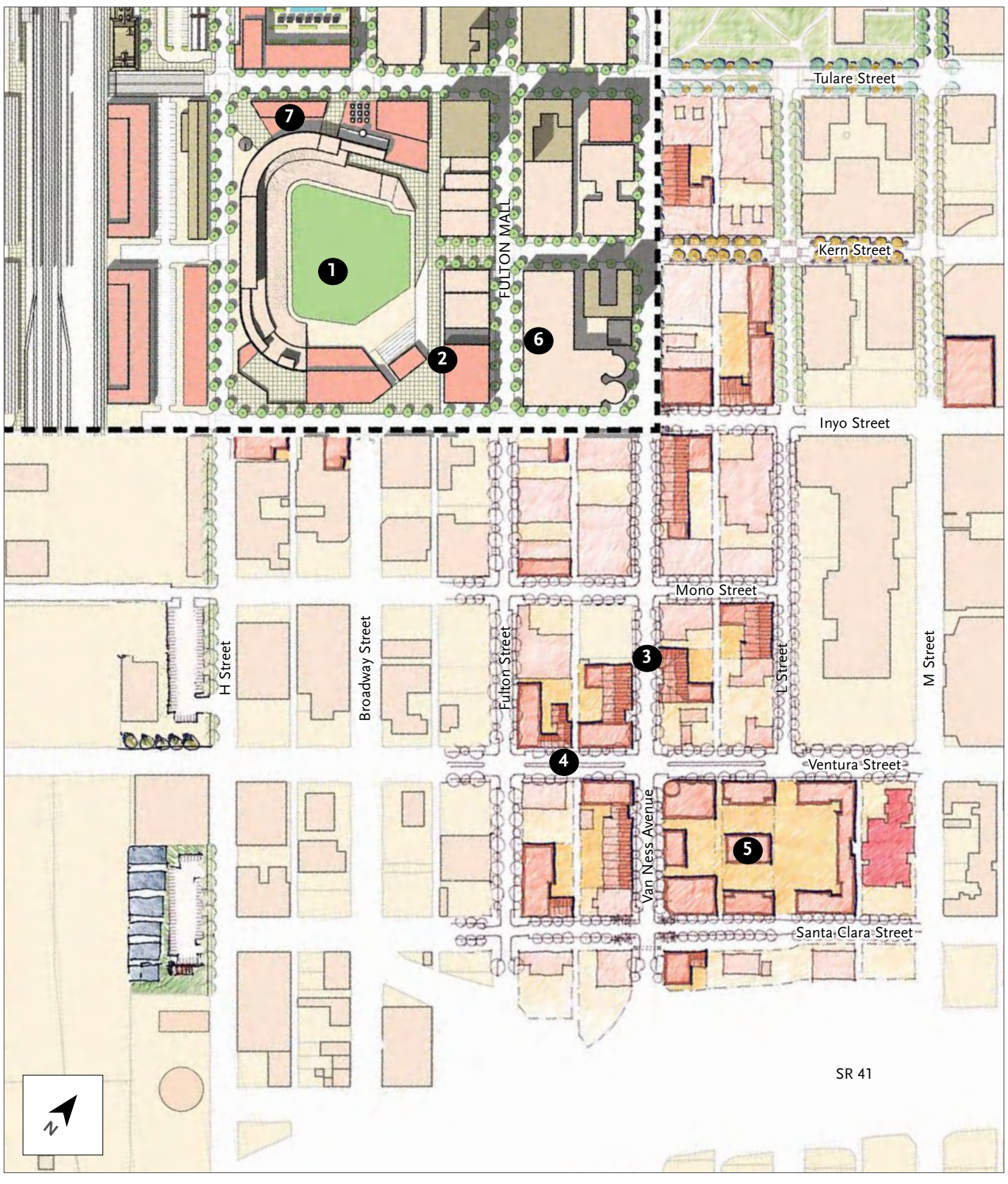
B. Plan. Vacant parcels are infilled with new buildings, up to 6 stories in height, and located at or near the street with parking in shared lots or on-site. Existing manufacturing, industrial, and auto-related uses are allowed and encouraged to continue, while additional retail and residential uses are introduced. South Stadium businesses are permitted to advertise their presence by way of architectural design and unique, creative signage, in order to entice people driving by on local streets and along SR 41 to patronize these businesses.

Street trees and angled parking are introduced, and the image of gateway streets such as Ventura Avenue and Van Ness Avenue are improved through the introduction of new sidewalks, new street trees, new pedestrian-scaled street lights, and bike lanes in some locations.

South Stadium's automobile-related history is acknowledged and celebrated through the expansion of an existing automobile dealership on the corner of Ventura Avenue and L Street.

South Stadium is revitalized through the restoration and adaptive reuse of its industrial buildings. This building on the corner of Inyo Street and Fulton Street is transformed with the addition of canopies and awnings.

As shown in the massing model, South Stadium is revitalized through infill along Fulton Street and Van Ness Avenue.



This illustrative site plan shows one of many ways South Stadium could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur, particularly along Van Ness Avenue.

KEY

1. Existing Chukchansi Park
2. New Mixed-Use Buildings with Residential above Retail
3. Revitalized Van Ness Avenue
4. Revitalized Ventura Avenue
5. Expanded Automobile Dealership
6. New Public Market.
7. Retail "Liner" Buildings to Activate the Sidewalk.

3.2 DOWNTOWN SUBAREAS (Continued)

5. CHINATOWN

Over the years Chinatown harbored many of Fresno's cultural and ethnic communities, including Japanese, Italian, German, Chinese, African-American, Armenian, Basque, and Mexican immigrants. Chinese immigrants, drawn to the area to work on the construction of the Central Pacific railroad, made up one-third of Fresno's earliest population.

It accommodated all the needs of neighboring residents, including a hospital, churches, schools, and more diverse retail. One of the oldest areas of Fresno, Chinatown truly represents the great ethnic, cultural and architectural diversity of Fresno. Although it is one of the most historically significant areas of Fresno, Chinatown has also experienced the greatest abandonment and dilapidation. Less than 20 percent of Chinatown's original buildings remain, many in a very poor state of repair – although several are listed on the Local Register of Historic Resources. In addition, it is isolated from the Fulton District by the Union Pacific railroad tracks and from the Edison Neighborhoods by State Route 99.

Chinatown is built upon a well-connected network of pedestrian-scaled blocks with alleys servicing most blocks. However, due to the freeway and railroad tracks, Chinatown is isolated from both Downtown and Edison's residential neighborhoods.

The original, historic portion of Chinatown between Fresno Street and Ventura Avenue consists of a patchwork of vacant lots, parking lots, and isolated buildings, although F Street, Chinatown's main street, is relatively intact, particularly between Tulare Street and Inyo Street. From 1960 onwards, many of Chinatown's older buildings were demolished, although nine structures are now listed on the Local Register of Historic Resources. In addition, many buildings are in disrepair and the upper floors of many buildings have been removed to conform to building safety requirements. Chinatown is also home to a network of interconnected basements.

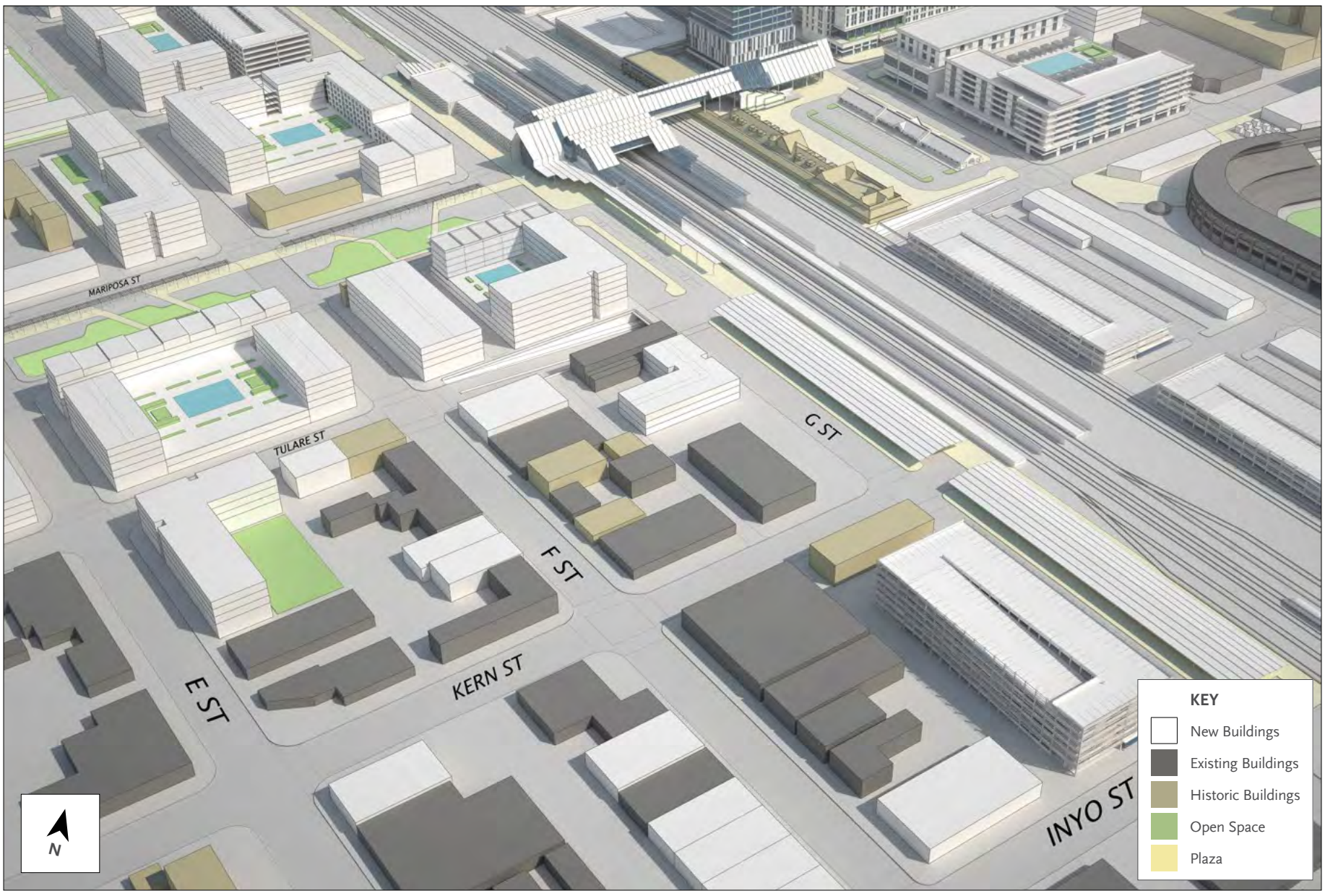
North of Fresno Street, Chinatown consists of relatively large-scale commercial and industrial buildings surrounded by parking lots. South of Ventura Avenue, it consists of a mix of single-family homes and industrial buildings.

Chinatown does not have any public parks, although the abundance of vacant land and parking lots provides good opportunities to be transformed into parks as the need arises. In recent years, Chinatown has hosted a number of annual events, including the Chinese New Year Parade and the Chinatown Music and Arts Festival.

Recent revitalization efforts have resulted in improved street lighting, new street banners, facade and street improvements, new landscaping, and the preservation of several buildings.

View of the intersection of Mariposa Street and F Street in its present condition.

View of intersection of Mariposa Street and F Street. A park is proposed for Chinatown along Mariposa Street between E Street and G Street. Chinatown is revitalized through adaptively reusing notable older buildings and introducing new ones on an infill pattern. The Basque Hotel is seen at right in the foreground.



Model view of the Fulton District showing the general massing and development intensity anticipated by the Plan at full implementation. The final form of the proposed HSR alignments and stations statewide, as well as mitigation of the system's identified environmental impacts, has been determined by the California High-Speed Rail Authority.

This illustrative site plan shows one of many ways Chinatown could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur.

KEY

1. Proposed High-Speed Rail Station
2. New infill with retail, office, and/or hotel uses
3. New Lined Parking Garage w/ Office above Retail
4. Revitalized F Street
5. Existing former Fresno Buddhist Temple
6. New Infill that is sensitive to existing older buildings
7. Existing Chinatown Fire Station
8. Proposed Lofts
9. Existing California Dairies Plant
10. Intermodal Transit Center
11. Chinatown Park

3.2 DOWNTOWN SUBAREAS (Continued)

5. CHINATOWN (continued)

A. Vision. Chinatown is revitalized in conjunction with the proposed High-Speed Rail station. It is transformed into a place where people want to visit and stay. Chinatown's recent revitalization efforts (new street lights, facade and street improvements, etc.) are continued and building owners are incentivized to maintain their properties, through facade improvement programs.

Chinatown's existing events and festivals are fully accommodated, new events are introduced, and old ones are revived. Chinatown's ethnic heritage is celebrated by way of the aforementioned events and the establishment of businesses, such as ethnic niche markets, that attract people from the entire region.

B. Plan. South of Fresno Street, vacant lots are developed with mixed-use buildings that accommodate retail, service, office, residential, and hotel uses. New buildings are up to 5-stories in height. Development is incremental, one small project at a time, with the initial focus of revitalization directed along F Street, Chinatown's "Main Street." Chinatown's older buildings and resources, including its extensive underground basement network, are revitalized and promoted state-wide; tours are regularly organized, in conjunction with organizations such as the Chinatown Revitalization, Inc.

Since Chinatown's streets are laid out according to the railroad grid, deciduous street trees are specified in order to take advantage of the southern solar exposure during the winter months. Tulare Street is emphasized as a gateway into Chinatown from Downtown, particularly if the High-Speed Rail is built.

An urban park is introduced along the south side of Mariposa Street between E and G Streets, in conjunction with the proposed High-Speed Rail station. With the presence of the High-Speed Rail station and the addition of a large resident and office worker population, the need for open space will increase – and the presence of this population in buildings, businesses, and housing that face the park will ensure that the park is occupied, used, and safe. A pedestrian connection to Downtown through the proposed HSR station may generate the kind of access that has eluded Chinatown since its inception.

North of Fresno Street the urban fabric of the district is frayed and the few existing industrial buildings are large in scale. The form of development anticipated here is of larger commercial/office buildings that depend on their car orientation and highway visibility for their market success.

6. ARMENIAN TOWN/CONVENTION CENTER DISTRICT

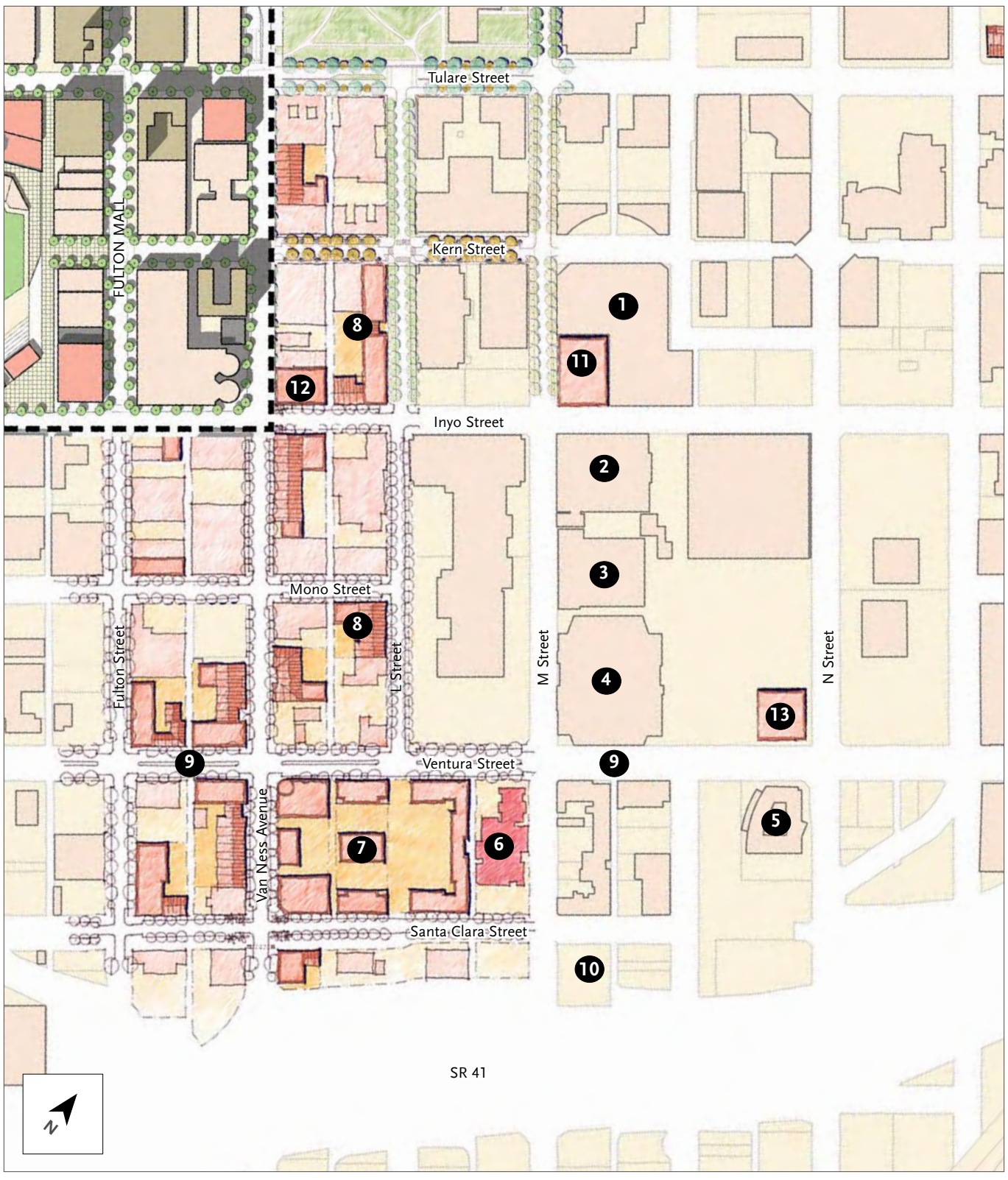
The Armenian Town/Convention Center's street and block network is oriented to the railroad tracks and consists for the most part of rectangular blocks, although the pedestrian-scale of its blocks has been compromised by the creation of several megablocks. Mono Street between L and P Streets and N Street between Capitol Street and Ventura Street have been closed in order to accommodate the Fresno Entertainment and Convention Center and the DoubleTree Hotel.

As a consequence of applying suburban zoning standards on traditional urban fabric, much of it has been developed with buildings located at the center of the block, surrounded by large surface parking lots. In addition, several streets have been removed, creating megablocks that inhibit both vehicular and pedestrian access. Meanwhile, the portion south of Ventura Avenue has been harmed by the construction of State Route 41, which cuts through what was once the heart of Armenian Town, and more recently by the delay of the Old Armenian Town redevelopment project. Portions south of Ventura Street consist primarily of 1- and 2-story commercial and light industrial buildings. Portions north of Ventura Street are primarily occupied by large-scale multi-story buildings that, together with their parking, occupy the entire block.

A. Vision. The Armenian Town/Convention Center is transformed into a walkable and bikable, mixed-use place by infilling vacant parcels and parking lots with pedestrian-friendly buildings, introducing pedestrian and bicycle amenities, and adaptively reusing older buildings throughout. It is infilled with larger scale buildings that house office, residential, and retail uses.

B. Plan. Armenian Town/Convention Center is infilled with buildings that accommodate housing, office, and retail. Buildings are built close to the sidewalk, are entered from the sidewalk, and have street-facing windows. Its streets, particularly Ventura Avenue, are improved through the introduction of new sidewalks, new street trees, and new pedestrian-scaled street lights. In addition, bike lanes are introduced along Inyo Street, transforming it into a key east-west bicycle corridor.

This illustrative site plan shows one of many ways Armenian Town/Convention Center could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur, particularly along Van Ness Avenue.



KEY

1. Existing Convention Center
2. Existing Saroyan Theater
3. Existing Valdez Hall
4. Existing Selland Arena
5. Existing Court of Appeals Building
6. Existing Holy Trinity Armenian Church
7. New Automobile-Oriented Retail
8. New Mixed-Use Buildings w/ Office or Residential above Retail
9. Revitalized Ventura Street
10. Relocated Historic Armenian Homes
11. New Hotel
12. Existing Mixed-use with Affordable Housing and Retail
13. New Cosmopolitan Restaurant

3.2 DOWNTOWN SUBAREAS (Continued)

7. DIVISADERO TRIANGLE

The area around Van Ness Avenue and L Street originally was one of Fresno's wealthiest residential neighborhoods. Several residences from the neighborhood's early years remain along L Street, including the Helm Home; the Bean Home; the Kutner Home; and the Swift Home (now Lisle Funeral Home). Many are on the local Historic Register. Like much of the Plan Area, many of the older buildings within the Divisadero Triangle have been demolished and replaced by parking or vacant lots.

A. Vision. The Divisadero Triangle is transformed into a walkable and bikable, mixed-use place by infilling vacant parcels and parking lots with pedestrian-friendly buildings, introducing pedestrian and bicycle amenities, adaptively reusing older buildings throughout, and accommodating small-scale residential buildings that could provide much needed housing for employees and visitors to Fresno Community Regional Medical Center.

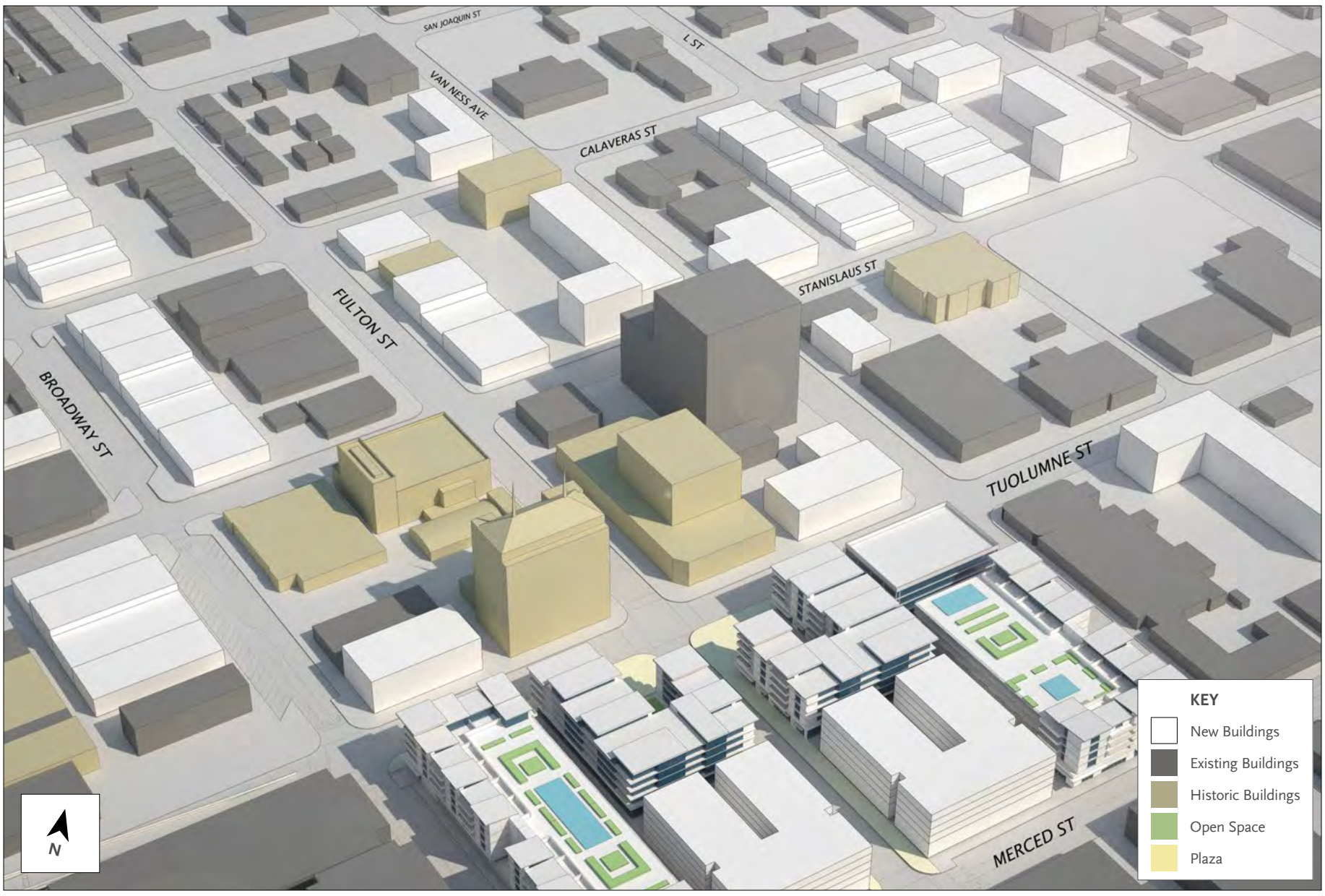
B. Plan. The Divisadero Triangle accommodates housing in significant numbers, in a number of configurations (lofts, flats, apartments, condominiums), and for a variety of income levels. Office and local-serving retail uses are introduced, on M and Divisadero Streets, Tuolumne and Stanislaus Streets, and particularly at their intersections. L Street and its unusual number of marginally maintained pre-World War II houses is used as a heritage site for consolidating and relocating isolated older buildings from throughout Downtown.

Streets are improved through the introduction of new sidewalks, street trees, and pedestrian-scaled street lights.

View of M Street near Stanislaus Street.

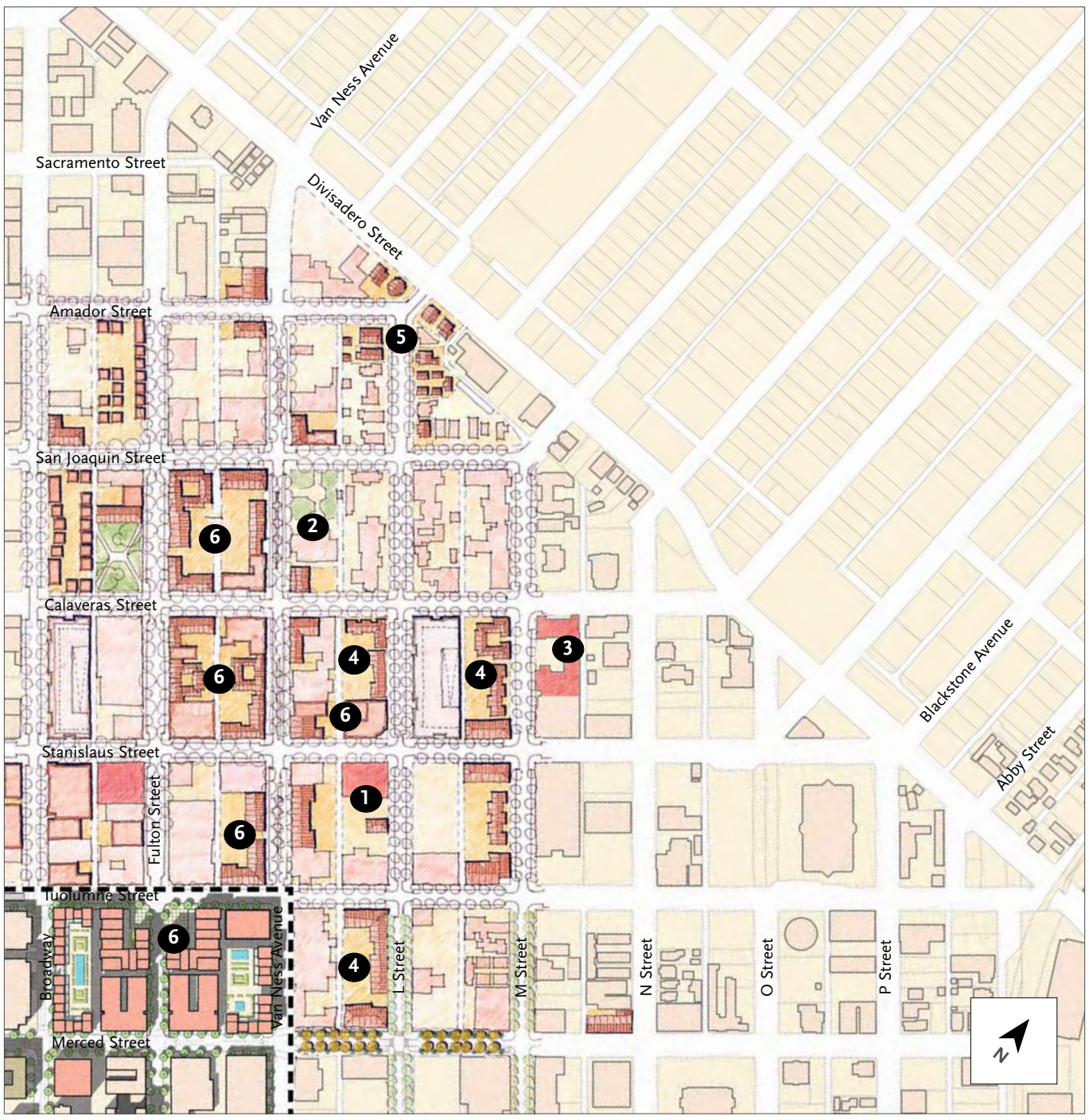
View of M Street near Stanislaus Street with a road diet.

View of M Street near Stanislaus Street. The existing surface parking lot on the west side of the street is replaced with courtyard housing. Parking that is currently located in the parking lot could be accommodated on-street, via a shared parking arrangement, or some other sort of arrangement.



Massing model showing potential development in the Divisadero Triangle.

This illustrative site plan shows one of many ways the Divisadero Triangle could develop over time, based on the provisions of the Development Code. Opportunity sites are infilled in the general locations where development is likely to occur.



KEY

1. Existing Fresno Scottish Rite Temple
2. Existing Arte Américas
3. Existing First Presbyterian Church
4. New multi-family housing
5. New or relocated housing
6. New mixed-use buildings

3.3 DEVELOPMENT CAPACITY

As part of the preparation of this Specific Plan, a series of market and economic analyses were prepared to provide a solid foundation upon which to build a development program and public investment strategy for the FCSP Area. These included a regional demographic and economic analysis; a market analysis for housing, office, and retail/entertainment uses; case studies of retail/entertainment districts; and a financial feasibility analysis. The principal findings of these work are summarized below.

A. REGIONAL ECONOMIC CONTEXT

Fresno County and the central San Joaquin Valley region – that is, Fresno, Madera, Tulare, and Kings Counties – are growing economies. The region added approximately 120,000 jobs from 1990 to 2009, and Fresno County received approximately half of that job growth.

The regional economy continues to shift from a resource-based to a service-based economy. Much of the economic growth in Fresno County has occurred in resident-serving sectors. In addition to larger national and structural trends, these changes have been fueled in large part by the region's expanding population, the conversion of agricultural land to housing development, and more efficient, less labor-intensive farming techniques.

Downtown Fresno is the largest job center in the region, holding over 30,000 jobs, or approximately 14 percent of the total jobs in the Fresno/Clovis metropolitan area.

B. HOUSING MARKET ANALYSIS

Most development in Fresno in recent decades has consisted of detached single-family homes, predominantly in Fresno's northern areas. During the housing boom, the market's delivery of higher density units was limited to a small number of rental projects.

As the Market Analysis shows, there is market demand for approximately 4,000 to 7,000 units in the Specific Plan Area from 2016 to 2035, although this number could potentially increase if Downtown's revitalization is successful. This is equivalent to an average annual absorption of 150 to 250 units.

Though there has been recent development of multi-family units Downtown, nearly every residential project in Downtown has received some form of subsidy from local government sources. The bulk of recent development activity in the Plan Area has been concentrated in the Mural District.

The market for higher density buildings will take time. There are significant financial feasibility challenges to building housing in the Plan Area, due to the continued popularity and affordability of suburban detached single-family housing compared to higher cost multi-family units.

C. OFFICE MARKET ANALYSIS

The Plan Area continues to be an attractive location for government offices, legal firms, advertising agencies, other professional firms, and medical offices. Downtown Fresno features a stable base of employment due to its concentration of Municipal, State and Federal government office buildings. However, the Plan Area must increasingly compete with North Fresno and office parks for new office tenants and development.

The Plan Area's office market faces challenges including persistent high vacancy rates in its older and historic structures, perceptions of Downtown being unsafe, difficult access by car, a lack of amenities, a location distant from residential areas, and a perceived lack of parking. The vacancy rate for the designated historic office buildings along Fulton Street is estimated at over 70 percent. The reuse of these buildings is challenging due to limited auto access, the cost of renovation, and lack of maintenance.

The Plan Area can potentially capture demand for between 2.5 million and 3.9 million square feet of new office space between 2016 and 2035, net absorption of new and vacant spaces. The ability of the Plan Area to be able to attract private development will depend on a host of factors such as the availability of amenities to support office workers, the successful rehabilitation and reuse of existing vacant office buildings, and the improvement of circulation and access throughout the Plan Area. With the reopening of Fulton Street to vehicular traffic, some of the aforementioned barriers have already started to be removed.

There is strong potential in attracting "creative" businesses. These firms are often small and entrepreneurial, seek inexpensive space, and prefer the kinds of unique or raw interiors that can be provided within rehabilitated older buildings. The success or Bitwise Industries has shown that Downtown has tremendous potential to develop a strong technology sector.

The proposed High-Speed Rail station will be a significant amenity for Downtown Fresno and the greater region.

The historic Hotel Fresno currently sits across from a recently built office building that is leased to the Federal government.

D. REGIONAL RETAIL/ENTERTAINMENT USES

The Plan Area has the potential to become a regional retail and entertainment destination. Given the addition of new housing and office space in the Plan Area, as well as the considerable growth in population projected in the greater 45-minute drive time market area, there is an opportunity for the Plan Area to leverage its existing assets to draw more retail and entertainment uses.

The Plan Area has the potential for the development of between 1.3 million and 1.6 million square feet of new retail and entertainment space in the next 25 years. The types of supportable retail that will help Downtown include food stores, eating and drinking places, general merchandise, and other retail. Regional retail entertainment development should be focused near existing anchors and attractors such as Chukchansi Park, Club One Casino, the proposed HSR station, the former Fulton Mall, and the Plan Area's historic theaters.

While Downtown must compete with other town centers, such as River Park, The Marketplace at El Paseo, Campus Pointe, and Fancher Creek, it is replete with historic, entertainment, and urban attributes that these other places do not have.

E. ROLE OF HIGH-SPEED RAIL ON DEVELOPMENT

The proposed HSR station offers an opportunity for higher-density, pedestrian-oriented development projects to be focused in the Plan Area. In addition to the train station, there have also been discussions about locating a maintenance facility for the rail cars within Fresno south of the Plan Area. The facility would create new jobs in Fresno, and create some ripple effects to suppliers of materials in the City and the central San Joaquin Valley region. The ability of the Plan Area to capitalize on the economic activity will largely depend on the proximity of the facility's location to existing employment nodes, and the economic benefits to suppliers of locating near the facility.

F. SUMMARY OF DEVELOPMENT PROGRAM

Table 3.3A summarizes the demand-based development program for the Specific Plan Area based on the market analysis.

TABLE 3.3A - Market Demand in Specific Plan Area Through 2035[1]

Land Use	Development Potential	
	Low	High
New Housing Units (units)	4,060	6,960
New Housing Units (s.f.)	4.9 million	8.4 million
Office (gross s.f.)	2.5 million	3.9 million
Regional Retail and Entertainment (s.f.)	1.3 million	1.6 million
Total Residential and Commercial (s.f.)	**8.7 million**	**13.9 million**

[1] Strategic Economics, "Market Analysis Report: Fulton Corridor Specific Plan," April 25, 2011.

The documented presence of a market for new housing, office, and retail and entertainment space is a point of departure for the revitalization of Downtown Fresno. The numbers suggest that Downtown can grow substantially by taking advantage of its location, its urban character, and its many commercial, civic, and institutional assets.

This projected demand for housing, office, and retail and entertainment space exists despite the past state of disinvestment in Downtown and the development community's preference in past years for suburban sites. However, to achieve the desired results as quickly and efficiently as possible, the City must continue to focus all possible investment towards Downtown and to be consistent in implementing this Plan's development strategy for many years.

Policies of the mid 20th century resulted in streetscapes that were lifeless, unfriendly to pedestrians, and which discouraged commerce.

This view looking south on Fulton Street towards the former Fulton Mall.

3.4 DEVELOPMENT POTENTIAL

The development demand anticipated by the market and economic analysis correlates closely to the development intensities (in essence, the "supply") allowed under this Specific Plan and the accompanying Development Code.

To examine the level of development potential under this Plan, individual underutilized parcels were identified within the Specific Plan area. The parcels shown in **Figure 3.4A** consist of vacant lots, parking lots, lots that contain underutilized non-historic buildings, and buildings with parking lots in front of them.

A floor area ratio (FAR) range, derived from the FAR of the building types allowed within each parcel's respective zone in the Development Code, was then applied to each of the underutilized parcels. The range of possible project types consisted of:

1. Low capacity: the FAR of the least dense building types allowed within the zone.
2. Medium capacity: the FAR for the average of all the building types allowed within the zone.
3. High capacity: the FAR for the most intense building types allowed within the zone.

The existing building square footage currently present within these parcels was subtracted from the proposed square footage. The total net new square footage for each zone was then apportioned among the uses projected within the Plan Area according to the market demand development potential (see **Table 3.3A**). The low, medium, and high development potential for these sites based on the Development Code is summarized in **Table 3.4A**. The total amount of available space also reflects the addition of roughly 1.5 million square feet of vacant, but usable, space estimated by the City to exist in existing multi-floor buildings in the Plan Area divided up into 860 residential units and 467,621 square feet of non-residential uses. Negative development potential for industrial uses in the "low" and "medium" scenarios is attributed to existing industrial uses that are assumed to be replaced by non-industrial uses.

Note that both the "medium" total anticipated space supplied, including the reuse of vacant building space (approximately 8.7 million s.f.), and "high" total anticipated space approximately 13.2 million square feet) fall within the range of development demand, based on the projected market demand of 8.7 to 13.9 million square feet. This suggests that the Development Code correctly reflects the economic capacity of the Plan Area.

TABLE 3.4A - Development Potential in Specific Plan Area

Land Use	Development Potential		
	Low	Medium	High
Residential Uses			
New Construction (units)	1,605	3,477	5,433
Adaptive reuse of existing multi-floor buildings (units)	860	860	860
Total residential (units)	**2,465**	**4,337**	**6,293**
Total residential (s.f.)	**2,957,707**	**5,204,651**	**7,551,600**
Non-Residential Uses (s.f.)			
Office - New Construction	729,144	2,090,598	3,505,904
Adaptive Reuse	390,975	390,975	390,975
Retail - New Construction	222,361	835,965	1,467,253
Adaptive Reuse	119,233	119,233	119,233
Industrial - New Construction	(79,422)	30,428	187,672
Adaptive Reuse	(42,587)	(42,587)	(42,587)
Total supply of non-residential developed space (s.f.)	**1,339,704**	**3,424,612**	**5,628,450**
TOTAL			
Residential and non-residential (s.f.)	**4,297,411**	**8,629,263**	**13,180,050**

The "high" capacity development potential, by land use, for each of Downtown's districts is shown in **Table 3.4B**. Negative development potential for industrial uses in certain districts is attributed to existing industrial uses that are assumed to be replaced by non-industrial uses.

Underutilized, vacant land adjacent to the Union Pacific railroad tracks at Tuolumne Street can better serve the community by being used as open space, parking, or accommodating building development.

The now demolished Droge Building was one example of the many vacant, historic buildings in Downtown Fresno.

Figure 3.4A - Underutilized Land

Key

- Vacant parcel
- Public parking surface lot
- Private parking surface lot
- Underutilized parcel(s)
- Adaptive Reuse of existing, multi-floor building

Note: While the specific parcels identified on this map were used to calculate development potential, the specific locations of new or adaptively reused buildings were not intended to be limited to these parcels.

TABLE 3.4B - Development Potential by Downtown District (High)

Land Use	Fulton District	Mural District	Civic Center	South Stadium	Chinatown	Armenian Town/ Convention Center	Divisadero Triangle	Total
Residential (units)	1,338 [1]	1,719	191	691	1,587	447	320	**6,293**
Office (s.f.)	1,338,402	1,172,463	57,775	290,845	891,318	206,191	-60,115	**3,896,879**
Retail	483,053	662,143	35,385	108,058	246,541	32,280	19,026	**1,586,486**
Industrial	-	-42,180	-	-848	204,062	-15,949	-	**145,085**

[1] Includes 860 units within existing vacant buildings.

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CHAPTER 4: THE FULTON MALL

4.1 INTRODUCTION

At the time of this writing, the Fulton Mall has been largely demolished, and the new Fulton Street is under construction. The work began on April 4, 2016 and the street is expected to open in May of 2017. This chapter describes the evolution of Fulton from a multimodal main street to a pedestrian mall and back to a multimodal main street once again.

The design which was selected is described in detail on the following pages. Appendix A of this document includes the other design alternatives that were considered and several technical analyses that assisted policy makers in making their final decision. It should also be noted that the Fulton project was cleared in a separate project-level environmental impact report which was certified by the Fresno City Council on February 27, 2014.

A view of the Fulton Mall at its opening. Credit: Fresno Historical Society Archives.

A civic celebration in Mariposa Plaza. Credit: Joe Moore.

A farmers' market in Mariposa Plaza.

Fulton Mall patrons sit beneath one of the trellis structures. One of several mosaic installations is seen behind the bench.

4.2 BACKGROUND

A. PEDESTRIAN MALLS IN AMERICAN DOWNTOWNS

In 1959, Kalamazoo, Michigan, installed the nation's first downtown pedestrian mall. In the 25 years that followed, an estimated 200 or more pedestrian malls were installed in other cities across the United States.

The reason was clear: The shopping malls that began appearing on the edges of American cities in the 1950s were a hit. Business on Main Street showed signs of slowing down, and merchants became nervous about losing their customers for good.

Cities that followed Kalamazoo's lead thought they had the solution: bring a slice of the suburban mall to the central business district. Remove the "gritty" combination of vehicle traffic and foot traffic found on a traditional urban street. Almost overnight, Main Street would turn from the epicenter of Downtown's hustle and bustle into a refuge from it.

But as it turned out, hustle and bustle was the lifeblood the businesses needed to keep their lights on. In the years since 1959, most downtown pedestrian malls in America have failed and have been removed. In fact, only an estimated 30 of the original 200 remain today. Virtually all of those that remain have been redesigned to better support commercial activity by guiding pedestrian behavior toward storefronts, accommodating public transit, or both. Some have even been redesigned to accommodate vehicle traffic if desired in the future.

Of perhaps ten or fewer downtown pedestrian malls that remain and are successful, most are located in a university setting (such as in Madison, WI, or Boulder, CO, or Burlington, VT), near a state capitol (such as in Denver, CO, or Madison, WI), or in an area with otherwise very heavy foot traffic (such as in Miami, FL, or Santa Monica, CA, or Brooklyn, NY).

Two of the original four blocks of the Kalamazoo pedestrian mall have been reopened to automobiles since the malls construction in 1959.

Boulder, Colorado's pedestrian mall is four blocks long and largely successful because of its proximity to a university.

The economy rebounded quickly along Fayetteville Street in Raleigh, NC (above right), when the street was reopened in 2006 after 30 years as a closed pedestrian mall (above left). The reopening of the four blocks cost $9.3 million. "With the reopening of the street, our city can come back home to Fayetteville Street," Raleigh Mayor Charles Meeker told the crowd of some 35,000 at the reopening celebration. For several years the city celebrated the reopening with an annual festival.

B. HISTORY OF THE FULTON MALL: EARLY YEARS

From its inception at the corner of Mariposa Street and J Street in the late 1800's, and well into the post-World War II era, Fulton Street was the epicenter of Fresno's commercial and business activity. Served by the streetcars of the Fresno Traction Company and traffic on Highway 99, which was then located on Broadway Street, Fulton Street became a bustling hub of commercial activity and remained so well into the post-war era. The streetcars brought people into Downtown, but they also laid the groundwork for Fresno's northward and eastward expansion, as development sprouted along their various routes.

The completion of the Mayfair subdivision in 1947, northeast of the Plan Area, included Fresno's first suburban shopping mall and ushered in an era of development at the suburban fringe. The automobile provided easy access to spatially dispersed destinations and made it no longer necessary to locate residential, commercial, and business uses in proximity to one another. People began to move out of Fresno's residential neighborhoods and scatter into the new, northern subdivisions. Businesses followed, resulting in Downtown's decline. This trend accelerated with the opening of the suburban Manchester Center Mall in 1955.

In the mid 1950's, Downtown Fresno merchants and elected officials sought to address Downtown's decline with a bold new plan to remake the Fulton Corridor. They hired famed shopping mall architect Victor Gruen to develop a long term plan to rebuild the core of the City. The plan included a recasting of Downtown according to modernist planning principles, and its centerpiece was an 80 acre pedestrian-only "superblock" surrounded by a one way street loop (see below). Pedestrians and cars were separated from each other and so were all uses. While the Plan was never fully realized, its centerpiece, the Fulton Mall, designed by the prominent landscape architect Garrett Eckbo, opened in 1964 to national acclaim and initial commercial success. It was the nation's second downtown Pedestrian Mall, and helped spur a wave of similar projects in other American cities throughout the 1960's and 1970's.

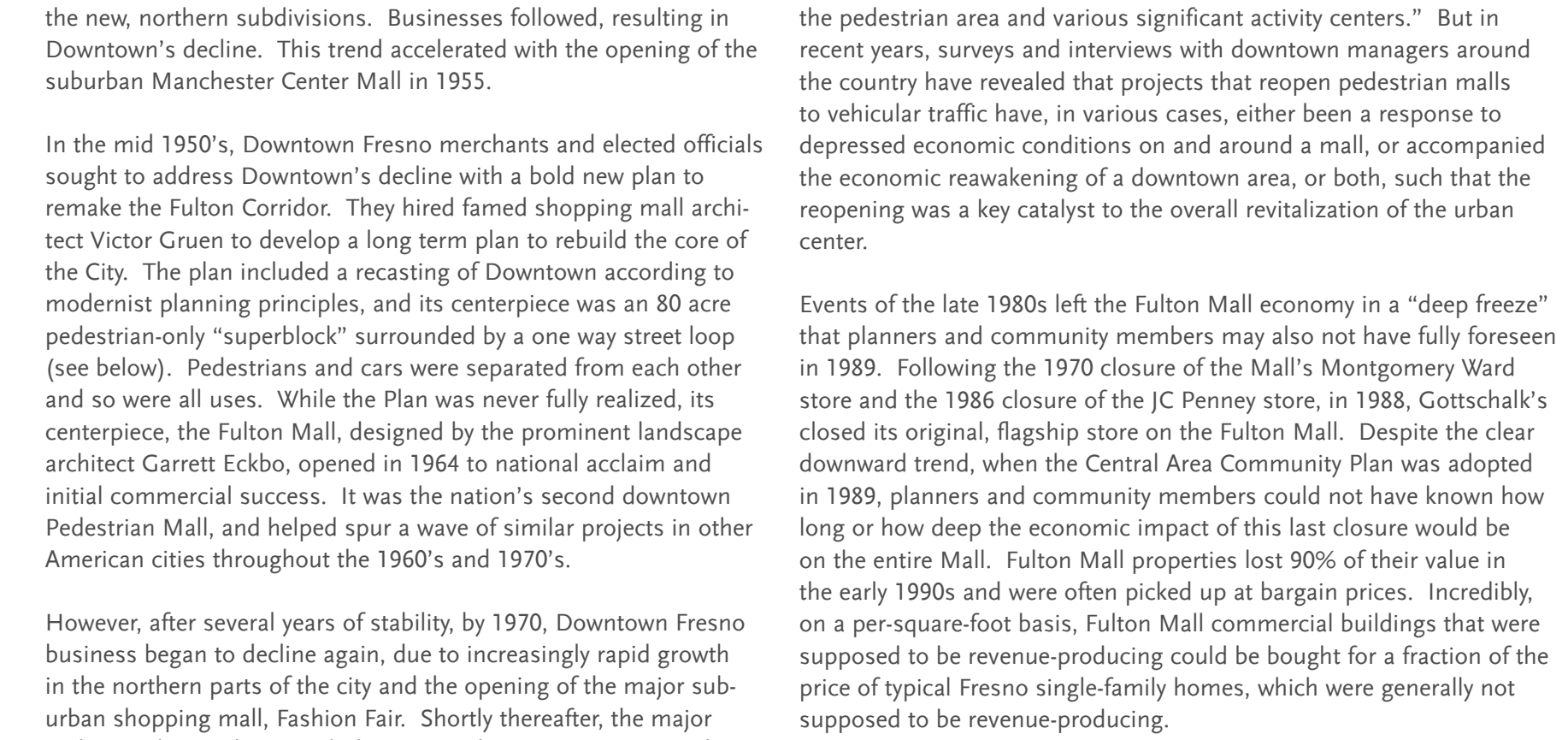
However, after several years of stability, by 1970, Downtown Fresno business began to decline again, due to increasingly rapid growth in the northern parts of the city and the opening of the major suburban shopping mall, Fashion Fair. Shortly thereafter, the major and specialty retailers – including iconic department stores such as Gottschalks and JC Penney – left Downtown Fresno, and the Fulton Mall, known for its world class collection of public art, became home to vacant storefronts, empty office buildings, and a small collection of retailers.

C. HISTORY OF THE FULTON MALL: 1989 TO PRESENT

The City of Fresno adopted the Central Area Community Plan in 1989, at the midpoint in the life of the Fulton Mall from 1964 to the present. Most of the pedestrian malls that would be installed in American downtowns had by then been constructed and, as the 1989 Plan language alludes to, some malls that were unsuccessful had already started being reopened to vehicular traffic. This trend continued briskly in the years after the 1989 Plan adoption. A 2013 pedestrian mall survey by the Downtown Fresno Partnership, which includes 70 malls known to have been reopened, finds that 17 had been reopened by 1989, 38 were reopened in 1990 or later, and 15 others were reopened at a date uncertain. Planners and community members may or may not have anticipated the trend continuing and accelerating in the late 1980s, but it is unmistakable in retrospect today.

The 1989 Plan indicated that the success or failure of American and European pedestrian malls "is not determined by the presence or absence of motor vehicles, but rather, by the overall economic health of the area in which a mall is located, and the relationship between the pedestrian area and various significant activity centers." But in recent years, surveys and interviews with downtown managers around the country have revealed that projects that reopen pedestrian malls to vehicular traffic have, in various cases, either been a response to depressed economic conditions on and around a mall, or accompanied the economic reawakening of a downtown area, or both, such that the reopening was a key catalyst to the overall revitalization of the urban center.

Events of the late 1980s left the Fulton Mall economy in a "deep freeze" that planners and community members may also not have fully foreseen in 1989. Following the 1970 closure of the Mall's Montgomery Ward store and the 1986 closure of the JC Penney store, in 1988, Gottschalk's closed its original, flagship store on the Fulton Mall. Despite the clear downward trend, when the Central Area Community Plan was adopted in 1989, planners and community members could not have known how long or how deep the economic impact of this last closure would be on the entire Mall. Fulton Mall properties lost 90% of their value in the early 1990s and were often picked up at bargain prices. Incredibly, on a per-square-foot basis, Fulton Mall commercial buildings that were supposed to be revenue-producing could be bought for a fraction of the price of typical Fresno single-family homes, which were generally not supposed to be revenue-producing.



Victor Gruen's Plan for Fulton Street and surrounding blocks.

4.3 STATE OF THE FULTON MALL AT 50

A. A HISTORICALLY SIGNIFICANT LANDSCAPE

Prior to the construction of the pedestrian mall, Fulton Street was Fresno's main commercial corridor. A large number of mid-rise and hi-rise office buildings were constructed in the boom years prior to the Great Depression, as well as most of Fresno's large department stores and clothiers, including Gottschalks, JC Penney, Rodder's, Coffee's, Walter Smith, Roos-Atkins, Berkeley's, and Cooper's. With its central location, and dense collection of retail and commercial uses, Fulton Street was Fresno's "main street" and the heart of the city.

The Fulton Mall was comprised of the Garrett Eckbo-designed landscape as well as the buildings that face it. Representative of several 20th Century development trends spanning over seventy years, the six blocks of Fulton Street between Tuolumne and Inyo streets comprised an important regional commercial corridor for much of the 20th Century. Its concentration of commercial uses, including most of Fresno's finest retailers, established Fulton Street as Fresno's "main street" prior to World War II. Most of the buildings on Fulton were built prior to the construction of the pedestrian mall, many of which underwent ground floor facade renovations and modernizations after Fulton Street was pedestrianized. Seven properties have been designated by the City as historic resources.

The landscape of the Fulton Mall was the masterwork of Garrett Eckbo, one of the most prominent American landscape architects of the 20th century. It was listed on the California Register of Historical Resources, was found eligible for the National Register, and was potentially significant as a National Historic Landmark, both as the work of a master and a rare surviving example of his work with a high degree of design integrity.

In addition to Eckbo's contributions, the Mall was significant for the visionary leadership of the Downtown Mall Art Selection Committee, chaired by O. J. Woodward II, and the public display of modern art that grew out of that committee's patronage. The art was fully funded by private citizens, with the intent to provide "an outdoor Museum of Art." The combination of sculpture, mosaics (drinking fountains and benches), and clock tower, which cost over $200,000 in 1964, was an early, if not the first, large-scale display of Contemporary Art by both internationally-recognized and local artists, not physically attached to a Museum as a sculpture garden. In 2011, and again in 2015, a fine art acredited expert valued the art collection to be in excess of $2.5 million.

B. PHYSICAL CONDITIONS

The Fulton Mall consisted of six blocks bounded by Van Ness Avenue to the east, Inyo Street to the south, Broadway Street to the west, and Tuolumne Street to the north. Fulton Street, Merced Street, Mariposa Street, and Kern Street were pedestrian-only, while Fresno Street and Tulare Street continued to bear traffic, dividing the Mall into three equal portions. The Fulton Street portion of the Mall was 2,670 feet long. Together with the three shorter cross Malls, the total linear dimension of the Fulton Mall complex was 4,620 feet.

All of the Fulton's right-of-ways are eighty feet wide, building to building. Ribbons of seeded aggregate bands roughly eight inches wide crossed each right-of-way at frequent intervals, sometimes gently curving and sometimes angular, suggesting, by alternate accounts, the contours of the Valley floor or Asian rice paddies.

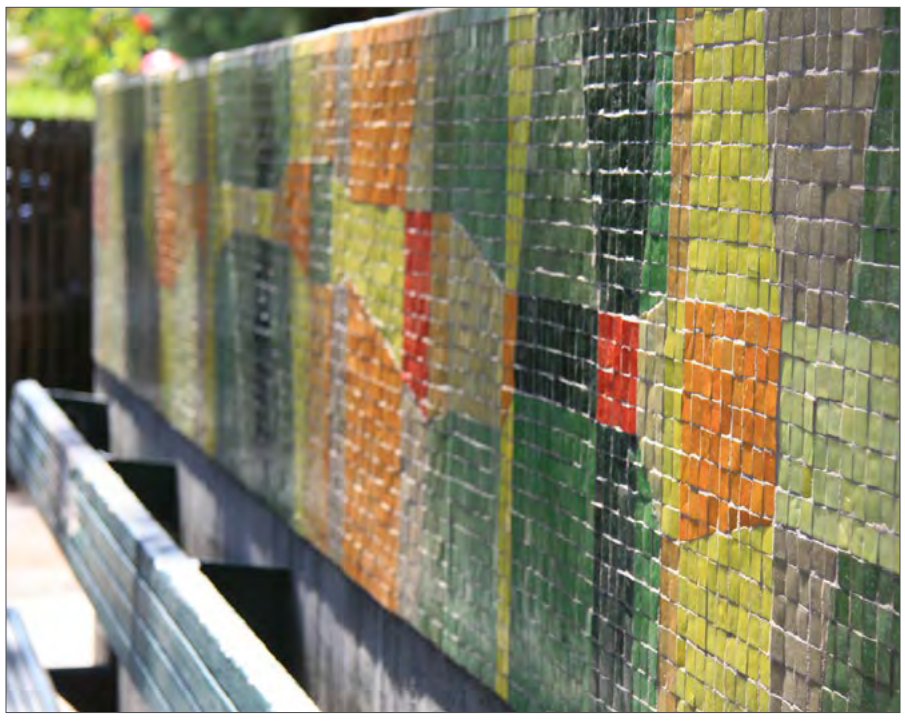
Interspersed throughout the Mall were the following, arranged in a harmoniously designed asymmetrical whole:

- 140 trees and a large number of shrubs and flowers in planting beds of many shapes, sizes and elevations;
- 23 sculptures;
- 80 seating areas of various sizes and configurations, 18 of which are two-sided benches with brightly colored mosaic backs;
- Two tot lots;
- 20 water features, among them pools, fountains and flowing streams; and
- 26 sculpted ceramic pipes that are part of the water features.

The high design character of the Mall was in stark contrast with its state of advanced physical deterioration. Partly because of its age, and partly because of poor maintenance over several decades, most of its design features were beginning to fail. The Mall's pavement was cracked throughout and in many locations was heaving due to interference by tree roots. Many planter walls and curbs were cracked and light pole bases were broken. Many fountains leaked, and consequently sat empty, their plaster cracked, their skimmers not operational, and their lights in disrepair. Electrical vaults were filthy and clogged with debris, damaged due to leakage, and infested with cockroaches. Distribution panels were breached by roots and foliage. Most electrical boxes had missing covers and exposed wires, and some were being overtaken by roots. The state of disrepair was so extreme, that it was often difficult for the casual observer to appreciate the design value of the Fulton Mall.

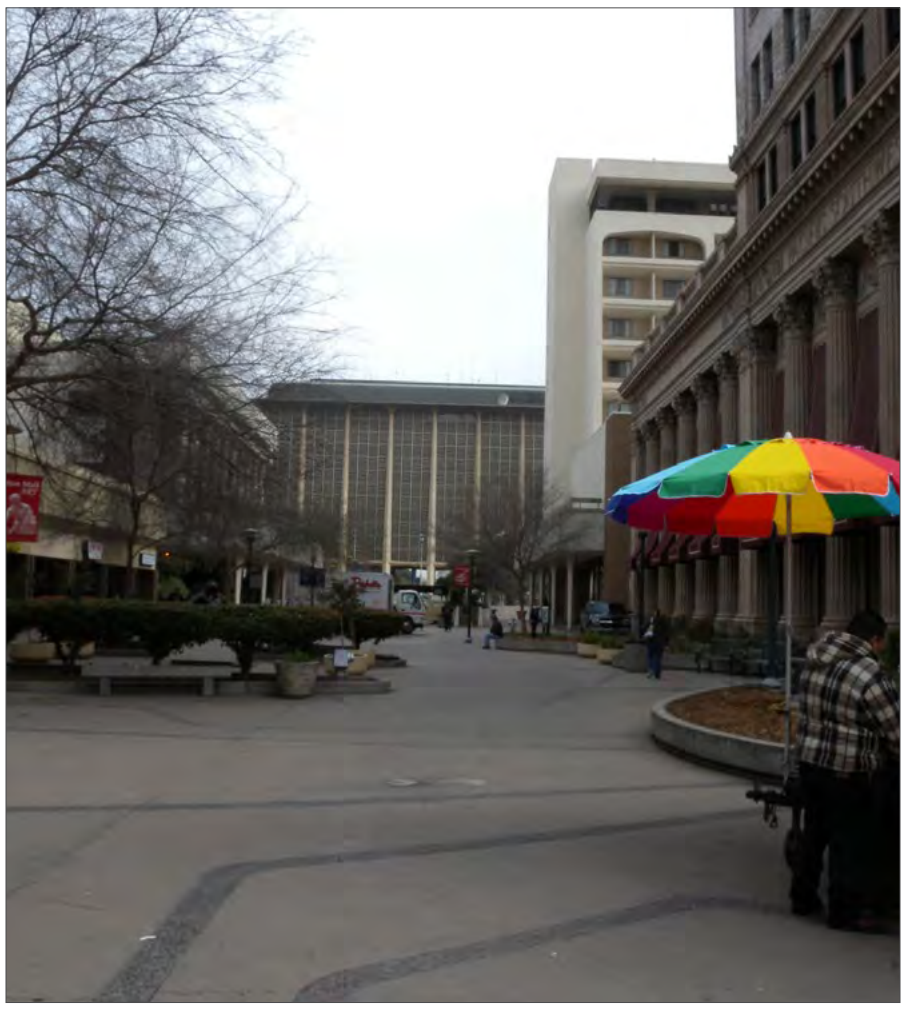
The Mariposa Plaza stage.

This view north of the Fulton Mall at Mariposa Street at noon on a Saturday in September 2010, looks to be vacant of pedestrian activity.



Benches with mosaic installations, one of many pieces of artwork sprinkled throughout the Fulton Mall, provided character, color, and places to sit.

The paving pattern of the Fulton Mall echoed the contours of a natural landscape.



The pedestrian connection between Fulton and the Fresno County Courthouse is made less apparent by an underground crossing at Van Ness Avenue.

In addition to artwork, numerous water features ran through the Fulton Mall.

Many ground floor storefronts have been changed over the last fifty years.

Leaky and empty fountains and missing irrigation gave the Mall an abandoned look.

4.3 STATE OF THE FULTON MALL AT 50 (continued)

Maintenance funding for the Mall came from the City General Fund and Community Sanitation ratepayer funds. In 2010, the Fulton Mall staff of seven was reduced down to two persons serving all of Downtown. In 2011 the City made a concerted effort to combine scarce resources from different departments in new ways in order to raise the level of maintenance. While not changing many of the root causes of disrepair, this effort was successful in getting lights to work again temporarily, clean the Mall's surfaces daily, fill a limited number of fountains and keep them running, and trim the trees on an appropriate schedule. Through the Downtown Fresno Partnership, Downtown property owners contributed to this effort with added investments in beautification measures.

The state of buildings along the Mall projected a similarly forbidding image. In particular, most of the seven buildings along the Mall listed on the Local Register of Historic Places suffer from disinvestment, vacancy, and disrepair. In 2010 the City of Fresno estimated that the seven large historic office buildings on the Fulton Mall, representing nearly 745,000 square feet of office space, were 71 percent vacant. Meanwhile another six large historic buildings adjacent to the Mall, representing 573,000 square feet of space, had a combined vacancy rate of 35 percent. The prospects for the Mall's older buildings, including those listed on the Local, State, and National Historic registers, were bleak in the absence of economic conditions that make it profitable to invest in restoring and maintaining them.

C. ECONOMIC CONDITIONS

Like many other American pedestrian malls, the Fulton Mall saw its share of severe decline. By 2010, 21 years after the adoption of the Central Area Community Plan, the Fulton Mall economy had continued to decline after the loss of its anchor stores in the 1970s and 1980s.

Because of demographic and population shifts, the Mall's only real usage was during business hours. After 5 p.m., it was largely dormant. This was a problem for the retailers in place, City revenues, and the overall image of the City of Fresno. The Fulton Mall's commerce was grossly under-performing, especially given the region's large population, diverse demographics, and large number of Downtown employees.

A 2012 urban decay study found the vacancy rates of office and major retail space along the Fulton Mall were 46.1% and 34.9%, respectively, which was more than triple the rates for Downtown's office market and the nearby Kings Canyon retail corridor. A 2010 survey found historic buildings were 71% vacant along the Mall, versus 35% elsewhere in Downtown. These high vacancies harmed the image and the reality of activity in the area. The 2012 study also found that office lease rates along the Mall averaged $1.03 per sq. ft. per month, much lower than the average citywide ($1.68) and Downtown ($1.41). The study found retail sales on the Mall were $79 per sq. ft. per year, much lower than on the Kings Canyon corridor ($203) or citywide ($274). Such low revenues harmed Mall business owners and yielded less working capital for building upkeep.

The Mall suffered by other measures as well. The rate of reported graffiti incidents per acre during a six-month period in 2012 was 3.2 times greater along the Fulton Mall than in the rest of Downtown. The 2012 urban decay study found the rate of reported larceny/theft crimes per acre in the Fulton Mall area was 19 times greater than the citywide average.

In 2011, the vacancy rate in the Fulton Mall's nearly 500,000 square feet of ground floor space was estimated at 26%. However, only an estimated 57% of the ground level space present was actually occupied by retail stores, retail services, or restaurants (as opposed to office use or vacancy). Not surprisingly, the existing businesses are principally focused towards modestly priced goods and services.

A number of conditions that were built into the design of the Mall prevented it from improving its market performance. The lack of "convenience parking" (spaces in front of stores for faster visits) and drive-by vehicular traffic were unsustainable for the small and independent retailers who cannot afford advertising budgets to offset the small number of pedestrians passing by.

In addition, the Mall was surrounded by wide arterial streets and was flanked by cross streets such as Tulare Street and Fresno Street that prohibited curb-side parking. There was no clear view into the Mall from its ends, and the landscape largely blocks views into storefronts. The Mall's principal pedestrian path was along its center and was separated from adjacent business by obstacles such as planters, fountains, and furniture.

Finally, the dilapidated appearance of the Mall due to many years of low maintenance hampered retail activity, particularly by Fresnans driving in from the suburbs or by tourists on their way to visiting the National Parks near Fresno. Lack of proper lighting, dirty pavement, overgrown plants, and abandoned plantings all suggested to potential visitors and patrons that this is an uninviting and unsafe place.

The overgrown foliage in a planter that used to be a fountain blocks views into storefronts.

A Fulton Mall building remodeled for ground floor office use sits vacant. Even when full, it may not generate significant foot traffic.

Retail development and leasing success is highly dependent on the quality of the location and its access to potential customers, and the nature of tenants attracted to a given site is influenced strongly by the quality and quantity of those customers. The Downtown area in general currently generates a large retail sales volume relative to its resident population, but this is due primarily to the presence of 30,000 daytime employees, who leave the area at night.

Without significant changes to the current nature of the Mall environment and its customer base, it was unlikely that additional quality retailers could have been attracted to the site without significant public subsidy, and the level of retail activity along the mall could have deteriorated further.

D. SUMMARY OF THE CURRENT CHALLENGES

After decades of decline, Downtown Fresno and the Fulton District today face very different challenges from those confronted by the local civic and business leaders in the late 1950s and early 1960s who boldly undertook the pedestrian mall experiment. Then, the challenge was one of fortifying a successful, well-known urban "Main Street" from suburban competition. At the debut of the "Fresno Mall" and in the few years following, visitors from throughout the region were being asked to continue coming to a place they had grown up with, whose stores they knew well, now in a setting redesigned to mirror the tranquil, suburban shopping mall experience that customers seemed newly to be craving.

Today Downtown leaders face the challenge of reintroducing Fulton and its buildings and businesses to a Fresno community and region that largely has grown accustomed, over the course of two generations, to avoiding the area on most days of the year. This challenge is not unique to Fresno; it is the same one American cities have faced time and again, in response to the post-World War II suburban development boom. But it is a challenge that requires doing things differently. Being serious about attracting new visitors and customers means making businesses and buildings along the Mall accessible and visible to the greatest possible array of Fresnans, not just the most intrepid, who arrive and browse by the mix of travel modes that reflects their lives generally. Relieving Fresnans of their reliance on automobiles is an important goal in light of local air quality and obesity challenges, but even among cities with more advanced public transit systems and widespread transit use, multimodal streets are the norm, and pedestrian malls that exclude automobiles are rare.

Pedestrian mall surveys reveal that over and over, cities have found that the reintroduction of a mix of vehicle, bicycle, and pedestrian travel modes on their Main Streets, alongside public transit, has been an important component in successful efforts to reawaken economic activity, foot traffic, and investment in their downtowns. These cities have discovered that despite — or perhaps because of — the proliferation of suburban amenities such as monolithic shopping centers, Americans love their downtowns and find unique value in the bustle and walkability of a vibrant Main Street. In fact, stories of mall developers remodeling their properties to replicate an urban, mixed-use, multimodal street character have begun appearing in the suburban areas of cities across the country.

The policies in this Plan all aim for the revitalization of the Fulton District. As so many other cities have by now discovered, this goal will be best served by the reopening of the Fulton Mall as a street once again.

4.4 CHOOSING A FUTURE

The restoration of the Fulton Corridor into a prosperous, vibrant place is the most critical component of Downtown's revitalization. Without resolving the fate of Fulton, substantive change in Downtown will occur very slowly or not at all, and Downtown's rich collection of older buildings will fall into further, irreversible disrepair.

The core question that needed to be addressed at the onset of the current revitalization effort was to strike a balance between the original character and value of the pedestrian-only Mall, and its importance as the economic engine of Downtown.

In order to gain a thorough understanding of the challenges associated with the revitalization of the Fulton Mall, the City's consultant team studied its current physical state, its aesthetic attributes, and its economic potential. Based on this work, a wide range of options were generated, ranging from leaving the Mall in its then current state, to restoring it in its entirety, to completely removing it and replacing it with an enhanced street, to leaving some portions pedestrian-only while opening up others to vehicular traffic.

The construction costs for the various options were also conceptually estimated.

The consultant team first interacted with the public on the subject of the future of the Fulton Mall on September 14, 2010. During a scheduled Fulton Corridor Specific Plan Community Advisory Committee (FCSPCAC) meeting, Committee members and the public voiced their values, concerns, and initial ideas about the Mall's future, and discussed at length the competing issues of commercial development versus historic preservation.

On September 27, 2010, in a major evening session during the Fulton Corridor Specific Plan Design Workshop, the design team presented eight Fulton Mall options to the public, describing the existing conditions of the Mall's various elements (landscape, paving, fountains, artwork), the history and the significance of the Mall, and the economic and physical preconditions for its revitalization. Key presenters included Charles Birnbaum, a landscape architect, preservationist, and founder of The Cultural Landscape Foundation, an institution dedicated to increasing the public's awareness and understanding of the importance and legacy of cultural landscapes such as the Fulton Mall, and Robert Gibbs, an urban commercial real estate consultant and founder of Gibbs Planning Group, one of the foremost urban retail planning consultancies in America. Workshop participants, including approximately 400 community members, voiced their opinions on the respective merits of the options and submitted over 1,300 comments in writing.

On October 19, 2010, the City and project team presented ten Fulton Mall options to the FCSPCAC at a noticed public meeting attended by over 125 members of the community, including two new options that were generated in response to comments received at the Design Workshop - one that incorporated Charles Birnbaum's Design Workshop recommendations and another that included a one-way street configuration. The presentation included photos showing the present degradation of the Mall's surfaces, fountains, and electrical systems, and a discussion of the advantages, disadvantages, and probable construction and maintenance costs of each option.

After considerable input from the public, the FCSPCAC voted from among the ten initial Fulton Mall options to recommend three that they would like to see studied in greater detail by the Environmental Impact Report prepared for this Plan. These chosen options consisted of a pedestrian-only option and two vehicular traffic-only options, but did not contain a hybrid in which some blocks are kept pedestrian-only and others are opened up to traffic. The three options to be further studied, in order of the CAC's recommendation vote, were:

1. **Reconnect the Grid on Traditional Streets.** Completely remove the existing Mall and introduce a narrow, two-lane, two-way enhanced street with oversize sidewalks, stately trees, and on-street parking, throughout the Fulton Mall and its cross streets. This option received 17 FCSPCAC votes.

2. **Reconnect the Grid with Vignettes.** Introduce a two-way street through the Fulton Mall, keeping selected original features in their original Mall contexts ("vignettes"), in a manner that provides improved retail visibility and some on-street parking. Transform Kern, Mariposa and Merced into enhanced streets with narrow traffic ways, ample sidewalks, stately trees, and on-street parking. This option received 10 FCSPCAC votes.

3. **Restoration and Completion.** Keep Fulton Street, Merced Street, Mariposa Street, and Kern Street Malls pedestrian-only. Renovate and repair them in their entirety, including their landscape and hardscape, and restore the artwork. This option received 8 FCSPCAC votes.

These three options are described in further detail in **Appendix A**. All ten original Fulton Mall options – including the opinion of probable construction and maintenance costs, the opinion of parking revenues, an assessment of the Mall as a cultural landscape, and a retail summary – are also presented in **Appendix A**. Several of these, and some additional concepts, were included as alternatives under state- and federally mandated environmental and historic resource impact analyses of the Fulton Mall Reconstruction Project in 2013 and 2014.

A view of Fulton Street in the 1920s. Option 1 would remove the Fulton Mall and replace it with a street of approximately half the width shown here. Credit: Pop Laval Foundation

A view of the Fulton Mall at its opening. Option 3 provides the opportunity to restore this landscape to its original state. Credit: Fresno Historical Society Archives.

Stakeholders in the Plan Area have spoken clearly that they are in favor of significant change to the way the Fulton Mall operates:

- The PBID Partners of Downtown Fresno board of directors, representing property owners on the Mall and throughout the Downtown Property and Business Improvement District, voted on October 4, 2011, to make Option 1 their favored option and Option 2 their second choice.

- The Fulton Corridor Specific Plan Community Advisory Committee (CAC), in selecting the three options described in this chapter on October 19, 2010, voted most strongly in favor of Options 1 and 2. The CAC is comprised of Plan Area business owners, property owners, and residents.

- A majority of Fulton Mall property owners in 2010 expressed their objection to listing the Fulton Mall on the National Register of Historic Places, indicating that they question whether the preservation of the Fulton Mall's current form and function is the ideal vision for the Mall's future.

In the October 2011 draft of this document, and in public presentations culminating in a February 27, 2014, hearing at the City Council, Mayor Swearengin and her administration advocated for the selection of Options 1 or 2. Beyond the stakeholder support described above, the Administration presented the following reasons for this position:

- The Administration believes strongly in the goal of revitalizing Downtown's economy, and believes this is impossible without a healthy economy on the Fulton Mall. The most pedestrian-friendly environments are not necessarily the ones without vehicle traffic; they are the ones that attract the most pedestrians. Generally the urban places with the most pedestrians are those with the most vibrant economies. No other area of Downtown Fresno is built with the density to support many people working, shopping, and living in a concentrated space — to be our traditional "Main Street" and the anchor of Downtown's economy.

- The Administration feels compelled to protect the beloved landmark historic buildings along Fulton that have symbolized our city for most of its history. A 2010 City analysis showed that the major historic buildings near the Mall had an unacceptably high vacancy rate of 35%. But the vacancy rate in landmark buildings on the Mall was an alarming 71%. This is a crisis. Without leased space, an owner has no revenue to put back into a building, and over time the building decays further and becomes more and more difficult to ever restore. Landmark buildings that sit vacant along the Mall are not only in danger themselves as investment continues to pass them by; they serve as emblems of a failed economy that discourage many Fresnans from coming Downtown at all.

- From a consumer perspective, example after example of pedestrian malls around the country that have been reopened successfully to vehicle traffic indicate that Americans prefer environments where there is a mix of transportation modes that maximizes the visibility of the streetscape and sidewalk to as many eyes as possible. In the case of the Fulton Mall, empirical evidence from cities across the country suggests that investments in changes to the function of the street could make for a place that is more desirable to its users.

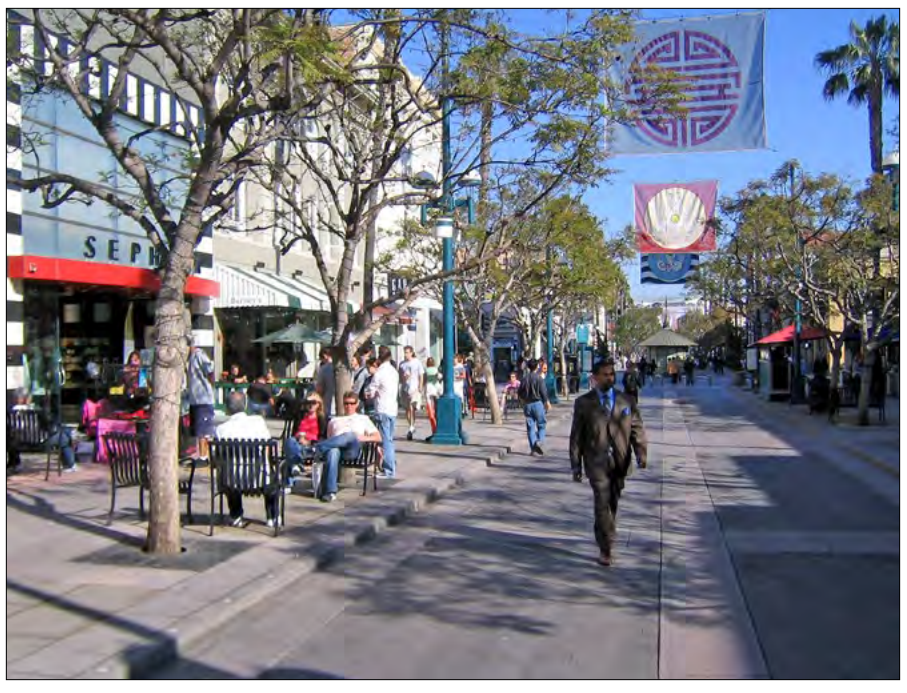
In the 2011 draft Specific Plan, the Administration recommended that the Council select Option 2 for the Project. The rationale at the time was as follows:

- The selection of Option 2 offered a balance of significantly improving the economic function of Fulton, while preserving key features of the existing landscape. Option 2 kept most fountains in place, in addition to keeping all existing sculptures present in the Fulton District. Even remnants of the Garrett Eckbo landscape are retained in areas (called "vignettes") surrounding the fountains, allowing visitors to experience examples of this Midcentury Modern design. As the economy of the area improves and more visitors are encouraged to come to Fulton, the ability to access and appreciate the art works and these design elements will also increase.

- Option 2 enabled a well-established best practice for downtowns across the country of providing parking at facilities within 1/2 to 1 block of the main street. The Fulton Mall has the ideal parking infrastructure to make this work, with at least 3,352 off-street parking spaces existing today within a block of the Mall. Access to these facilities improves dramatically when drivers on Fulton Street can turn off the street to find parking after they identify their eventual destination. In addition, the metered on-street spaces in front of the businesses would provide the choice of "convenience parking" to customers planning a short visit to a business.

As the design process got underway, however, it soon became apparent to the Administration, the design team, and many members of the community that Option 1 could better achieve the hoped-for outcomes, both economic and cultural, from the Project. For this reason the Administration recommended that the City Council embrace Option 1 for the construction of the Project, and on February 27, 2014, the Council did so after certifying the Project's Environmental Impact Report.

Burbank, California, successfully reintroduced automobile traffic and on-street parking onto its pedestrian mall in 1989.



The 3rd Street Promenade in Santa Monica remains a successful, albeit reconstituted, pedestrian mall nearly fifty years after its inception.

4.5 THE DESIGN OF FULTON STREET

A. PROCESS

In August 2013 the City retained a team led by landscape architects Royston, Hanamoto, Alley & Abey (RHAA) and local civil engineers Provost & Pritchard to design the project. The team also included experts in fountain repair and operation, artwork conservation, community outreach, electrical and structural engineering, event management, and urban forestry, among others. RHAA was founded by Robert Royston, the onetime partner and lifelong friend of Garrett Eckbo, and the team as a group had previous experience working on updates to other historic landscapes in California.

The design team's first charge was to improve all three options recommended by the Community Advisory Committee and described conceptually in the 2011 draft of this document (see **Appendix A**). The team set to work surveying the landscape from the perspectives of all the relevant disciplines, and speaking with community members about design values through a series of onsite visits, workshops at sites throughout the community, and more formal Steering Committee meetings held at the TW Patterson Building. The result was the Alternatives Analysis Report published in November 2013, providing extensive background information on the Mall landscape features, and preliminary engineering drawings of the three options.

Options 1 and 2 in particular evolved in important ways through this process from the initial concepts found in Appendix A. (Option 3 continued to be the reconstruction of Fulton in pedestrian mall form.) More of the Eckbo landscape paving pattern was incorporated: in Option 1, through the use of the banded sidewalk pattern throughout the landscape, and similarly in Option 2, through the extension of parts of the "vignette" preservation concept throughout the landscape. The curves of Option 2 were designed to meet both traffic safety requirements and the desire to preserve more large fountains in-place. This balance led to some difficult implications for sidewalk width, tree canopy consistency, and the presence of on-street parking. Meanwhile, Option 1 evolved from a street down the center of the right-of-way to one offset to the west side. This provided a number of benefits, as described in the subsection below, and led the City Administration to change its recommendation from the initial concept of Option 2, to Option 1 as it was being designed.

The design process occurred over the course of approximately nine months, and always in the context of other events occurring simultaneously with important implications for the project. For example, in early September 2013, the City learned that it had been awarded a $15.9-million Transportation Investment Generating Investment Recovery(TIGER) grant from the US Department of Transportation, a grant which was specifically for reconstruction of the Fulton Mall as a complete street. The City's process for environmental impact analysis under CEQA, which became focused on the project after the TIGER award announcement, was generating public documents and hearings from November 2013 to February 2014. Federal reviews under a variety of laws w ere proceeding in much the same timeframe.

B. DESIGN FEATURES

The chosen design for the new Fulton Street, Option 1, achieves a balance of commerce and culture through the introduction of a straight, narrow street through Fulton. An expanded sidewalk or "promenade" on the east side of the street allows for the planting of more trees to provide afternoon shade, and the placement of relocated (and reconstructed) fountains and artwork. Sidewalks on both sides will accommodate outdoor dining and merchandising. Here's how Fulton Street will compare to the Fulton Mall:

Plan view of Fulton Mall with a enhanced street running down its entire length. Enhanced streets are also introduced on Merced, Mariposa, and Kern Streets.

	Fulton Street	Fulton Mall
Transportation modes	Vehicles, bicycles, pedestrians	Bicycles, pedestrians
Parking	190 or more spaces	0 spaces
Pedestrian-only width (typ.)	42 feet	80 feet
Sculptures present	23	23
Tile benches present	9	9
Fountains present	16	20
Trees present	154 or more	140
Potential event booths in center	90	46

The City Council on February 27, 2014, took action to select Option 1 as the preferred build alternative for the street. In its resolution making that selection, the Council cited the following benefits of Option 1 compared to others considered, namely Option 2 (a curved street) and Option 3 (rehabilitation as a pedestrian mall):

- Compared to Option 2, Option 1 provides greater benefits with respect to safety, in that the straight street that Option 1 creates will be easier for drivers to navigate and understand; and the greater number of on-street parking spaces will serve to slow vehicle traffic while providing a consistent buffer between vehicles on the street and pedestrians on the sidewalk.

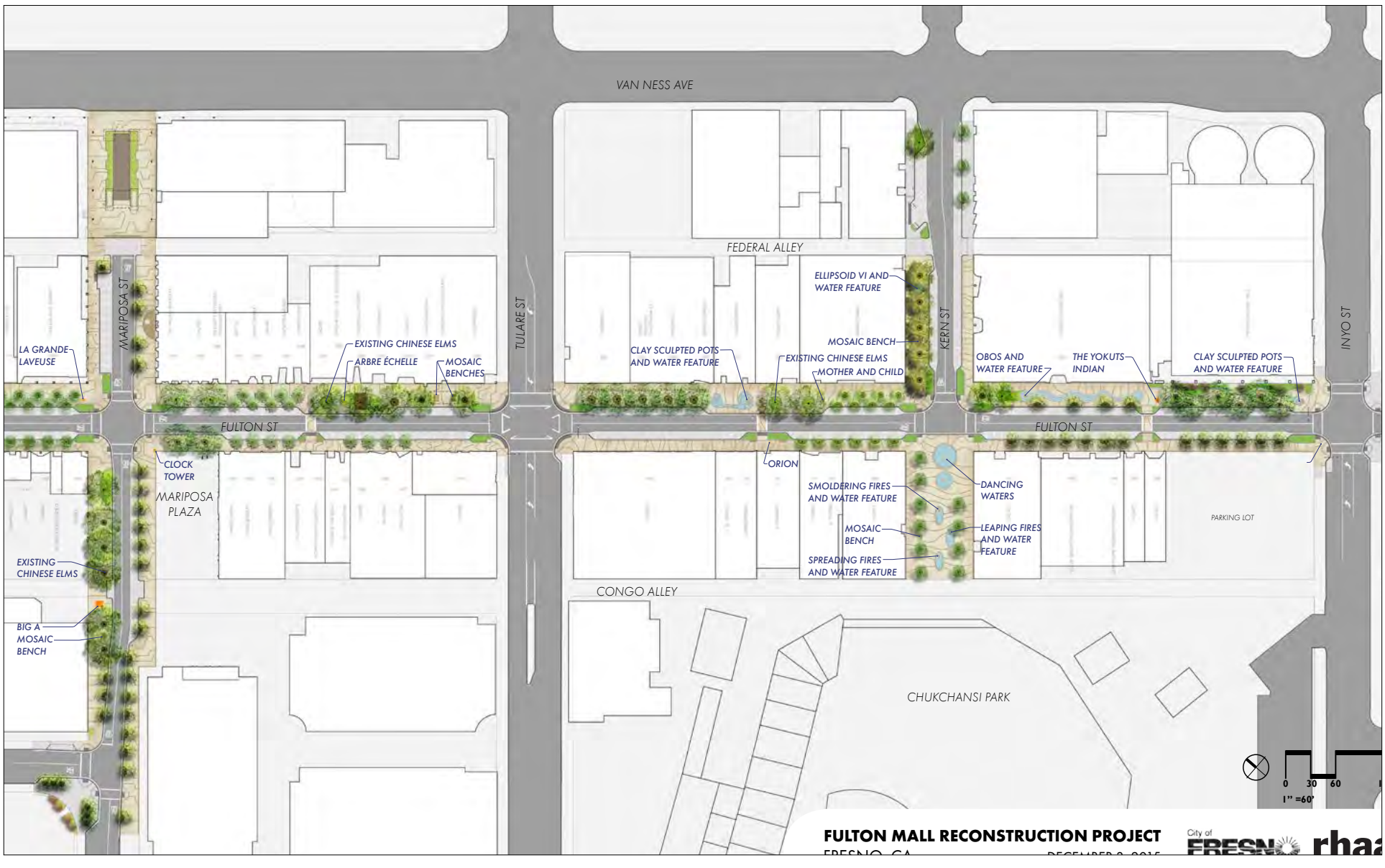
- Compared to Option 2, Option 1 provides greater benefits with respect to economics and functionality, in that Option 1 creates approximately 190 new on-street parking spaces within the Fulton Mall area, as opposed to approximately 82 spaces in Option 2; these on-street parking spaces can double as vendor booth spaces during events, accommodating more event activity; the ease of navigating the straight street accommodates more scanning by drivers of the area's sidewalks and storefronts; and the straight street layout accommodates larger delivery vehicles.

- Compared to Option 2, Option 1 provides greater benefits with respect to the pedestrian experience and landscape character, in that Option 1 creates a consistent area of at least 28 feet in width for pedestrian travel, artwork, and seating, better maintaining the linear feel of a pedestrian mall; Option 1 provides more space for new artwork to be installed over time; the uniformly wide 28-foot promenade area creates more opportunities to plant trees away from basements and provide afternoon shade to the eastern sidewalk; the rescaled fountains more typical of Option 1 will better fit proportionally with the width of this promenade reduced from 80 feet; the straight street of Option 1 never creates the illusion of vehicles driving toward the sidewalk near curves, as can occur in Option 2; and Option 1 avoids the narrow sidewalks that occur in several instances in Option 2.

- Compared to Option 2, Option 1 provides greater benefits with respect to construction and maintenance, in that rescaled fountains may reduce maintenance costs and energy and water use over time; smaller transit and paratransit vehicles may find the straight streets with more parking spaces easier to navigate; and the consistent curb line avoids narrow sidewalks over building basements.

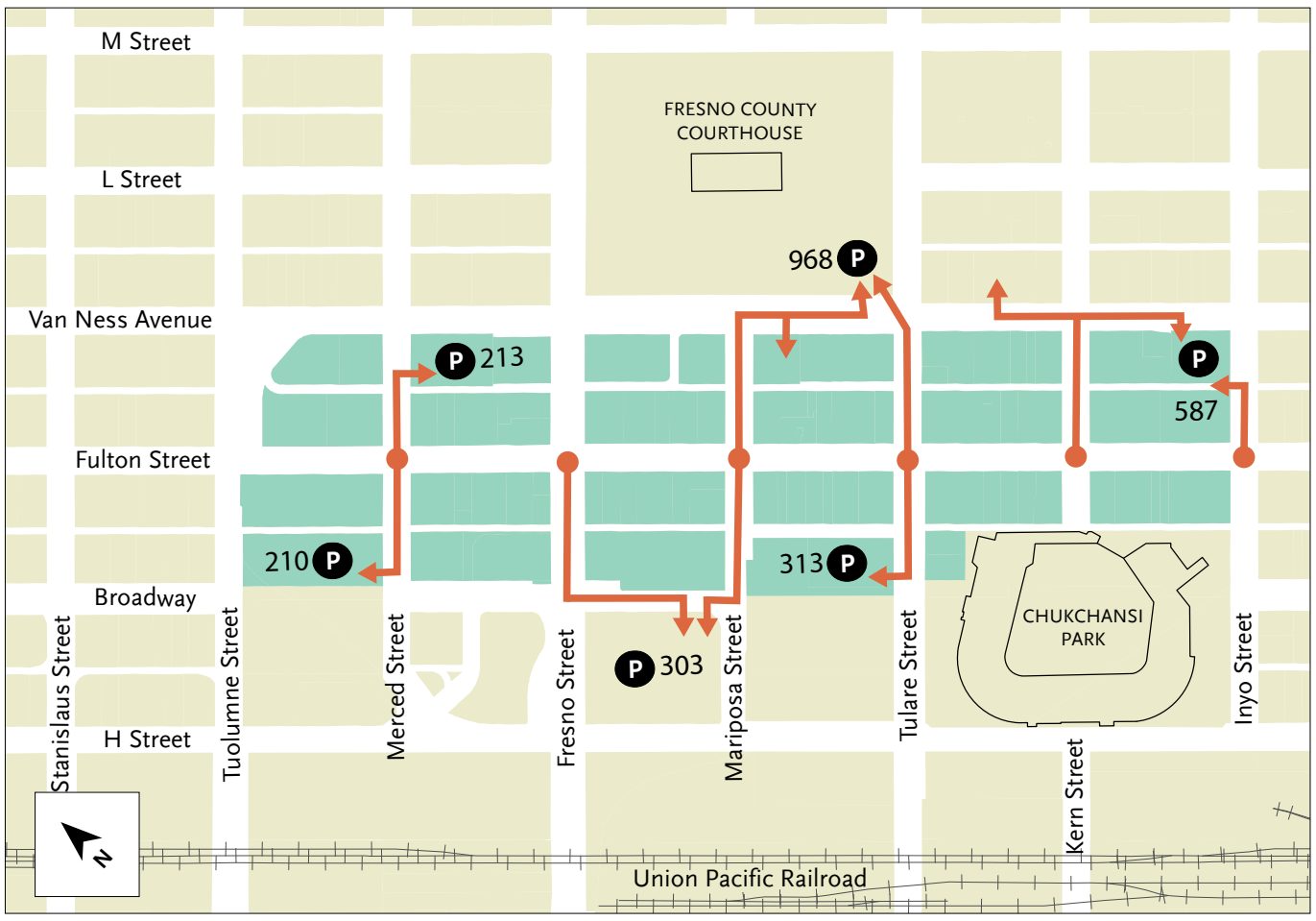
- Option 3 and the other alternatives considered in the Environmental Impact Report do not meet most of the main objectives of the project.

- All three options are comparable with respect to estimated construction costs, with only a seven percent (7%) difference between the highest and lowest of the three options.



4.5 THE DESIGN OF FULTON STREET (continued)

The pedestrian perspective on the new Fulton Street.



The Fulton District includes several convenient parking garages and surface lots within one block of Fulton Street. A parking system that visitors today find difficult to navigate on a broken street grid becomes more intuitive when access is possible from along the system's spine.

Key

- P — Parking garage/ surface lot
- 313 — Number of parking spaces
- Routes to parking from street intersections
- The Fulton Mall Area

Figure 4.7A - Routes to Off-Street Parking

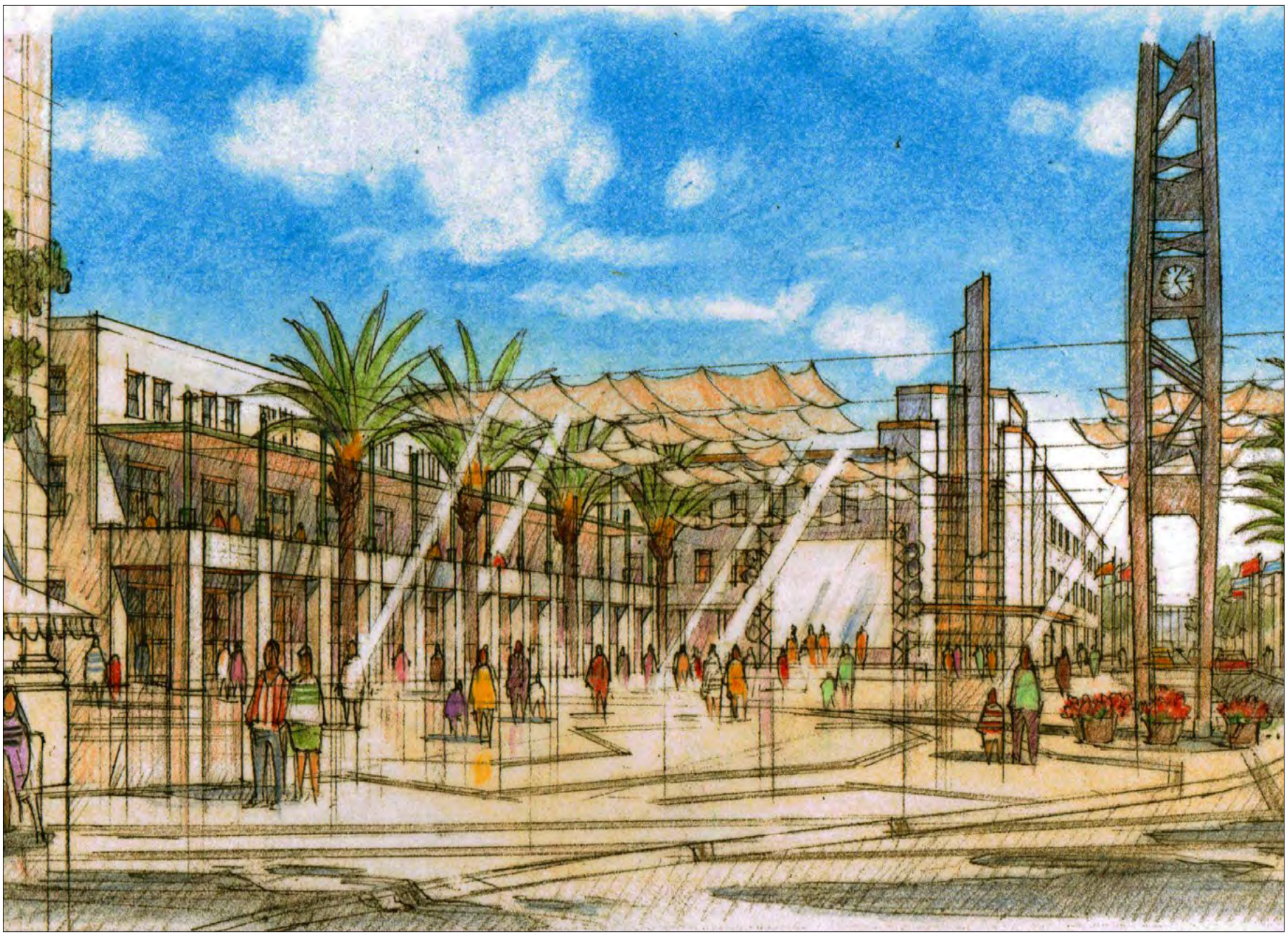
4.6 MARIPOSA PLAZA

What is now Mariposa Plaza was once occupied by the Grand Central Hotel, which was demolished in 1969, after the Fulton Mall was created. Shortly thereafter, its vacant parcel was paved over. To this day, the Plaza is fronted to the south by the blank wall of an adjacent building and to the north by a parking lot and the Helm Building, whose upper floors are currently vacant. Mariposa Plaza was neither conceived nor executed as part of Garrett Eckbo's original Fulton Mall design.

Mariposa Plaza is already being successfully used for occasional festivals that bring tens of thousands of Fresnans into Downtown every year. However, it is not being used to its full potential due to the Plaza's inefficient layout and the less than ideal location of the stage – known as the free-speech stage. The redesign of Mariposa Plaza, which is currently underway, is a key project for revitalizing Downtown.

The crowd at a recent Mexican Independence Day celebration on the Mall illustrates Mariposa Plaza's potential as well as its current limitations. Despite temperate weather, the crowd shows a strong preference for shade while watching the show, leaving most of the space empty. While the built-in stage does provide ample electricity for a major show without the need for additional generators, it is not laid out in a useful way for productions of substantial size, requiring an additional temporary stage to be procured and installed next to it (seen at left). Meanwhile the built-in stage is used to support a sponsor's giant inflatable beer can (center background).

4.5 MARIPOSA PLAZA (continued)

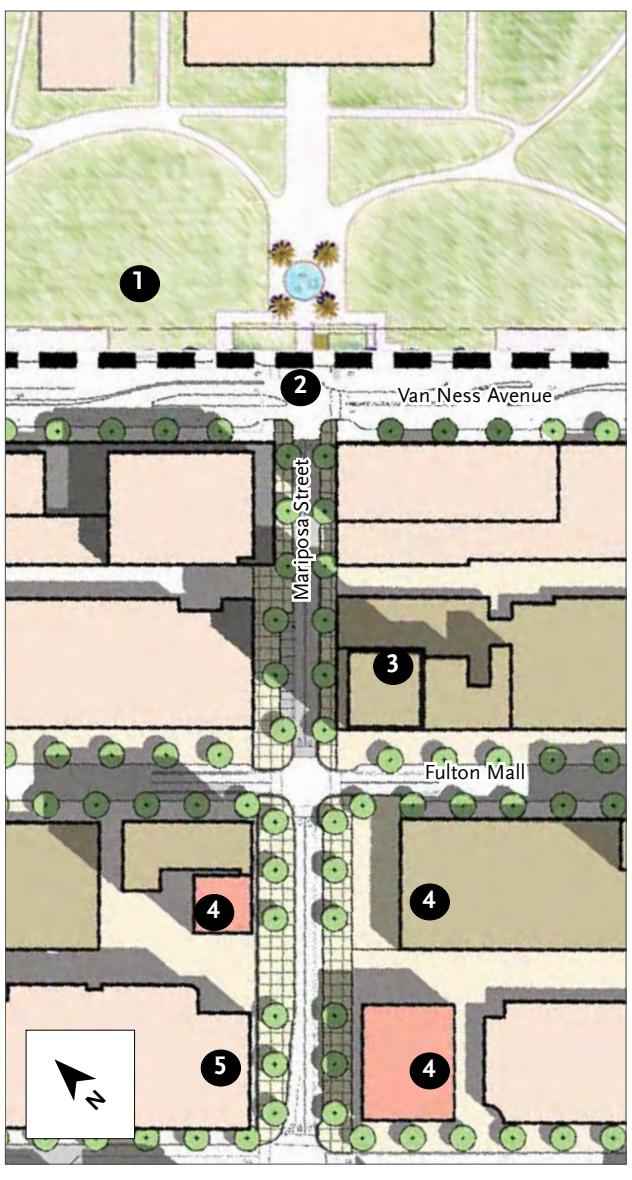


View of Mariposa Plaza transformed into the heart of the Fulton Corridor.

This illustrative site plan shows one of many ways Mariposa Plaza could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur.

KEY

1. Existing Courthouse Park
2. New at-grade crossing and BRT station
3. Existing Security Bank Building
4. New Mixed-use Buildings
5. New active uses introduced on the ground floor of the existing garage



View of Mariposa Plaza as it currently exists.

CHAPTER 5: PRIORITY DEVELOPMENT PROJECTS

5.1 INTRODUCTION

Downtown has one of the largest and best collections of urban buildings in the Western part of the United States. Many are designated as historic, including a substantial number that are on the National Historic Register. Unfortunately over the years, many significant and other simply good urban buildings have been demolished, only to be replaced with vacant land and parking lots. Vacant parcels are especially prevalent along the Union Pacific Railroad tracks and within Chinatown and the Mural District. Although they present infill opportunities, they also contribute to disinvestment, as they convey the perception that Downtown is in a state of abandonment. In addition, there is an estimated 1.5 million square feet of vacant space within existing buildings within the Plan Area.

The introduction of the freeways has diverted pass-through traffic away from Downtown arterial streets. Consequently, virtually all of these streets carry significantly less vehicular traffic than they are designed to accommodate, encouraging vehicular speeding and discouraging walking. In addition, several one-way streets, designed to move automobile traffic rapidly into and out of Downtown, are present within the FCSP area.

As would be expected, under these conditions, lively destinations in Downtown are few and dispersed.

During the course of the six-day Design Workshop, the project team collaborated with stakeholders, representatives of the City's various departments, and the community to come up with alternatives to capitalize on Downtown's assets to transform it into a vibrant, mixed-use place. During the Workshop, the Community's Vision, the ten Community Values for Revitalization, and the ten Design Principles that are described in **Chapter 2** (Plan Vision) were translated into a series of plans, diagrams, and perceptive views that illustrate how Downtown could transform over the next 25 years. Further community engagement through the High-Speed Rail Station Area Master Plan process have refined that vision and identified a series of catalytic public and private investments for the station area. The drawings on the following pages describe a number of projects that will generate the most immediate physical impact, while catalyzing economic regeneration. In short, these projects will kick start the implementation of the Vision. The focus of these projects is to re-establish the Fulton District as the economic, cultural, and educational center of the Central Valley, refurbish and adaptively reuse Downtown's many distinguished older buildings, infill vacant parcels and surface parking lots, and make Downtown's streets walkable.

Fresno's climate sets the stage for a vibrant street life, including lively outdoor cafes.

Downtown's historic buildings and mix of uses provide the setting for streets and public spaces that are full of people.

Fresno's agricultural prowess – in the past, present, and future – provides the basis for hosting a world-class public market or a market hall.

This vibrant, multi-use space, capable of hosting frequent live outdoor concerts, exemplifies what Mariposa Plaza could become.
Credit: Justin Kent

5.2 PRIORITY DEVELOPMENT PROJECTS

The plan on the opposite page shows two types of Priority Projects: Public Infrastructure and Public-Private Partnerships (**Figures 5.2A** and **5.2B**). These projects are further refined by phasing – near term projects that should be accomplished or well-underway in the next 0-2 years (by 2018), and mid-term projects that should be started after the short term projects are completed or nearly completed but should be completed or nearly-completed within the next 3-6 years (by 2022).

In the case of these Priority Projects, both Public Infrastructure and Public-Private Partnerships, the City will direct all relevant resources and departmental actions (in transportation, public utilities, transit, other fiscal incentives, public realm design, etc.) to support their implementation. This consists of investment in infrastructure, including upgraded water and sewer lines to support existing demand and new development, street trees, street lights, street furniture, traffic calming measures, and revitalized alleys. This upgraded infrastructure, as has occurred in cities all across California, will attract private investment. The successful implementation of Public-Private Partnerships and the ability to catalyze future private sector investment depends on the intelligent administration of the applicable sections of the Citywide Development Code, coordination with other public agencies, the private sector, and community organizations, and the coordinated and prompt application of the policies and standards of this Specific Plan by City Departments

Figure 5.2A shows the individual Priority Projects and their order of importance. In the near term (2016-2018), priority projects, public and private, focus resources towards projects within the Fulton District, including the revitalization of Fulton Street and the introduction of the proposed High-Speed Rail station. All projects on this list are in the development pipeline and have completed feasibility studies and/or funding applications that will move them towards implementation. Projects identified in the mid-term (2019-2022) and long-term (beyond 2022) may need additional feasibility work and funding sources identified before they can materialize.

These priorities are based upon the goal of revitalizing Downtown by revitalizing the Fulton District, including the proposed High-Speed Rail Station, first. This area is the heart of Downtown and the intersection of Fulton and Mariposa Streets is its epicenter. The revitalized Fulton Street is the only part of Downtown, with the exceptions of its frayed northern and southern ends that is completely built out and not comprised of vacant lots and surface parking lots. If there is going to be an urban revival, it makes sense to begin that revival at its most urban location. In addition, there are many amenities in proximity to Fulton Street that can help activate it – Chukchansi Park, Club One Casino, Warnors Theater, Bitwise Industries, the Tioga Sequoia Beer Garden, the Fresno Convention Center, not to mention all the jobs that are located near and along the revitalized Fulton Street – the Internal Revenue Service (IRS) building, the County Building, County Courthouse, etc.

While the precise order may vary due to market response and conditions – for instance the southern end of Fulton Street, or South Stadium, may develop first – the general direction is to be followed in order to meet the goal of revitalizing Downtown in a timely fashion. In addition, the designation of the above Priority Projects does not preclude the development of projects outside their purview. There are many vacant and underutilized parcels within the Plan Area. Developing just one of these parcels in accordance with good urban design through the Downtown Districts sections of the Citywide Development Code is one more step towards a more vibrant Downtown.

Another important goal of this plan is to generate significant activity by focusing development, not spreading it out. The Priority Projects are chosen to do just that – catalyze more development, which in turn brings more people. This focus must be balanced, however, without putting too much development in one place. Indeed, the Plan Area's many vacant lots and parking lots currently hamper vitality and walkability. Putting all the development potential that Downtown can support in a handful of tall buildings would mean

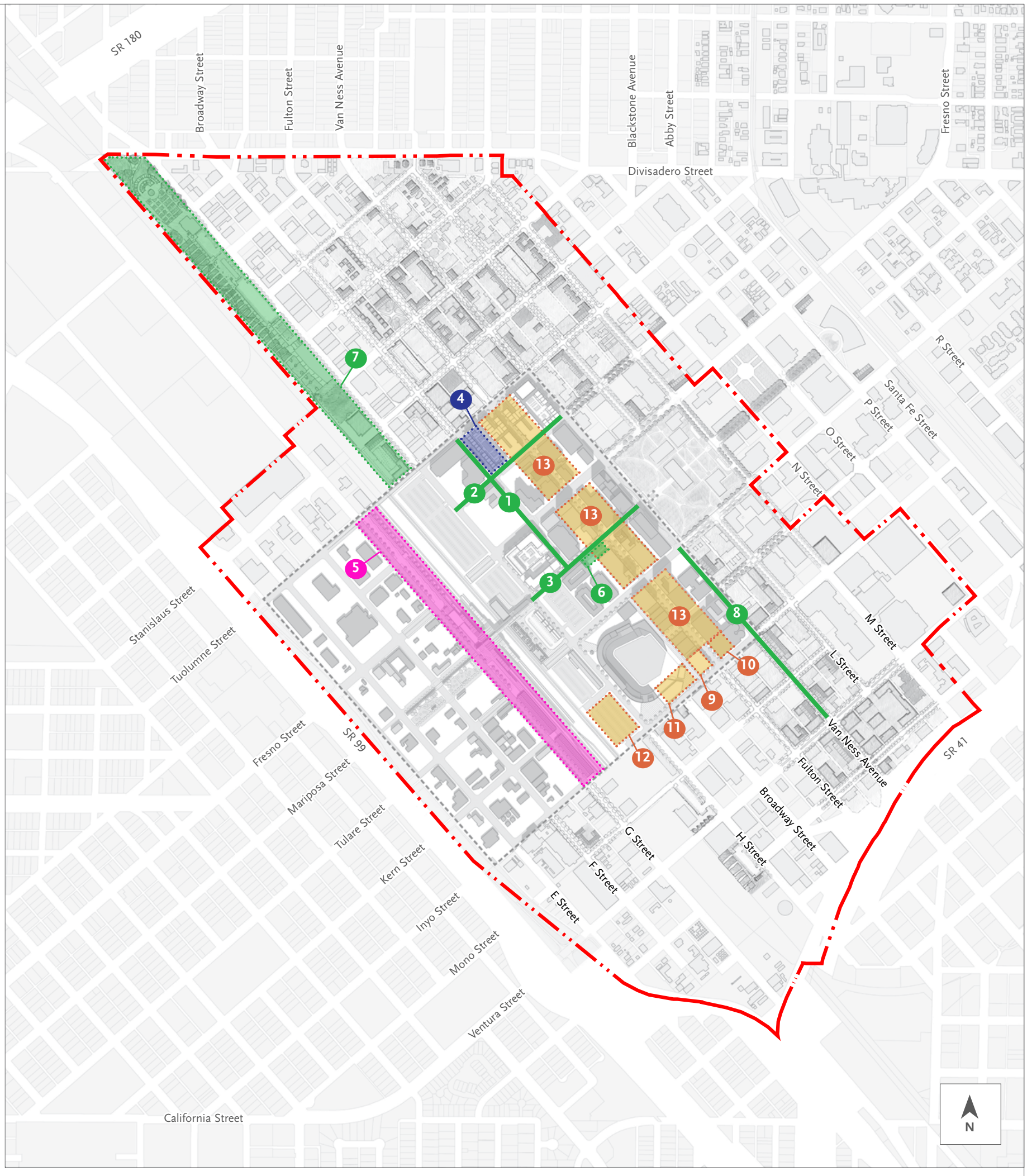
Figure 5.2A - Near Term Priority Projects: 2016-2018

Near Term Public Infrastructure: 2016-2018

1. Reconnect Broadway between Mariposa and Tuolumne as a complete street to provide better access to and catalyze development within the North Fulton District, and provide better connectivity with the Mural District.
2. Reconnect Merced from Van Ness to H Street as a complete street, with wider sidewalks on the north side of the street to maintain consistency with the Fulton Street Reconstruction Project design as well as to provide an additional security buffer for the IRS building at Broadway and Merced.
3. Reconnect and realign Mariposa between H Street and Van Ness Avenue as a complete street with wide sidewalks, on-street parking, sharrows, and vehicular access that restores the historic axis and establishes a view shed between the proposed High-Speed Rail Station and Courthouse Park. Relocate the pedestrian access ramps to the underground parking garage along Van Ness Avenue as stairwells/elevator with access from the sidewalk.
4. Develop the surface parking lot bounded by the Merced alignment, the Broadway alignment, Federal Alley, and Tuolumne Street with a multi-level public parking garage for shared use between the proposed High-Speed Rail Station riders and residents, employees, and shoppers in the North Fulton/Mural Districts. Wrap the garage with ground-floor retail and upper-floor residential and/or office uses.
5. To facilitate better connectivity between High-Speed Rail and other transit providers (BRT, other FAX routes, other regional transit providers, Greyhound, Amtrak, taxis, transportation network companies, rental cars, and a potential future bike share system), secure state and federal financing to develop an intermodal transit center adjacent to the proposed High-Speed Rail Station with access from H and G Streets.
6. Redevelop Mariposa Plaza as a regional cultural space featuring a major public art installation and outdoor seating for eating and concerts.
7. Work with the California High-Speed Rail Authority and Fresno Metropolitan Flood Control District to secure financing to develop the west side of H Street between Tuolumne and Divisadero Streets as a linear park and ponding basin, with green infrastructure to absorb stormwater runoff from the Mural District while providing active park space for Downtown residents and employees.
8. Reconstruct Van Ness Avenue from Ventura to Tulare as a complete street

Near Term Public-Private Partnerships: 2016-2018

9. Continue to support state and other private financing for the South Stadium mixed-use transit-oriented development project on the northeast corner of Fulton and Inyo Streets.
10. Support the development of a public market in the retail portion of the city-owned former Gottschalks building as a regional destination that features locally-grown and locally-manufactured food products and restaurants. Consider the inclusion of an incubator kitchen that will help small cottage food business owners have better access to facilities and resources that can get their product to market.
11. Support the development of the city-owned surface parking lot south of Chukchansi Park as a minimum five-story, mixed-use residential or hotel project.
12. Publish a Request For Proposals (RFP) to develop the city-owned warehouse and surface parking lot at the west side of Inyo and H Streets as a minimum five-story mixed-use development with a public parking structure to be shared by High-Speed Rail riders as well as South Stadium residents, employees, and/or visitors.
13. Support the rehabilitation of existing historic buildings along the Fulton Corridor.



KEY

- # Public Infrastructure Project: Complete Streets
- Public Infrastructure Project: Open Space
- Public Infrastructure Project: Parking
- Public Infrastructure Project: Transportation
- Public-Private Partnerships
- Specific Plan Boundary
- HSR Station Area Master Plan Boundary

This diagram shows one of many possible ways of developing the Plan Area. See opposite page for description of each proposed project. Ultimately, the actual configuration of new blocks and streets, the location and design of buildings and the uses within, will be guided by the Specific Plan and corresponding development standards adopted to implement the Plan and executed by individual entrepreneurs and their architects.

5.2 PRIORITY DEVELOPMENT PROJECTS

that many vacant parcels and parking lots would remain vacant or continue to be used for parking.

Finally, Downtown's transformation will require the incremental introduction of many small projects over several years. One "silver bullet" project alone will not transform Downtown.

Figure 5.2B - Mid and Long Term Priority Projects: 2019-2022 and Beyond

Mid Term Public Infrastructure: 2019-2022

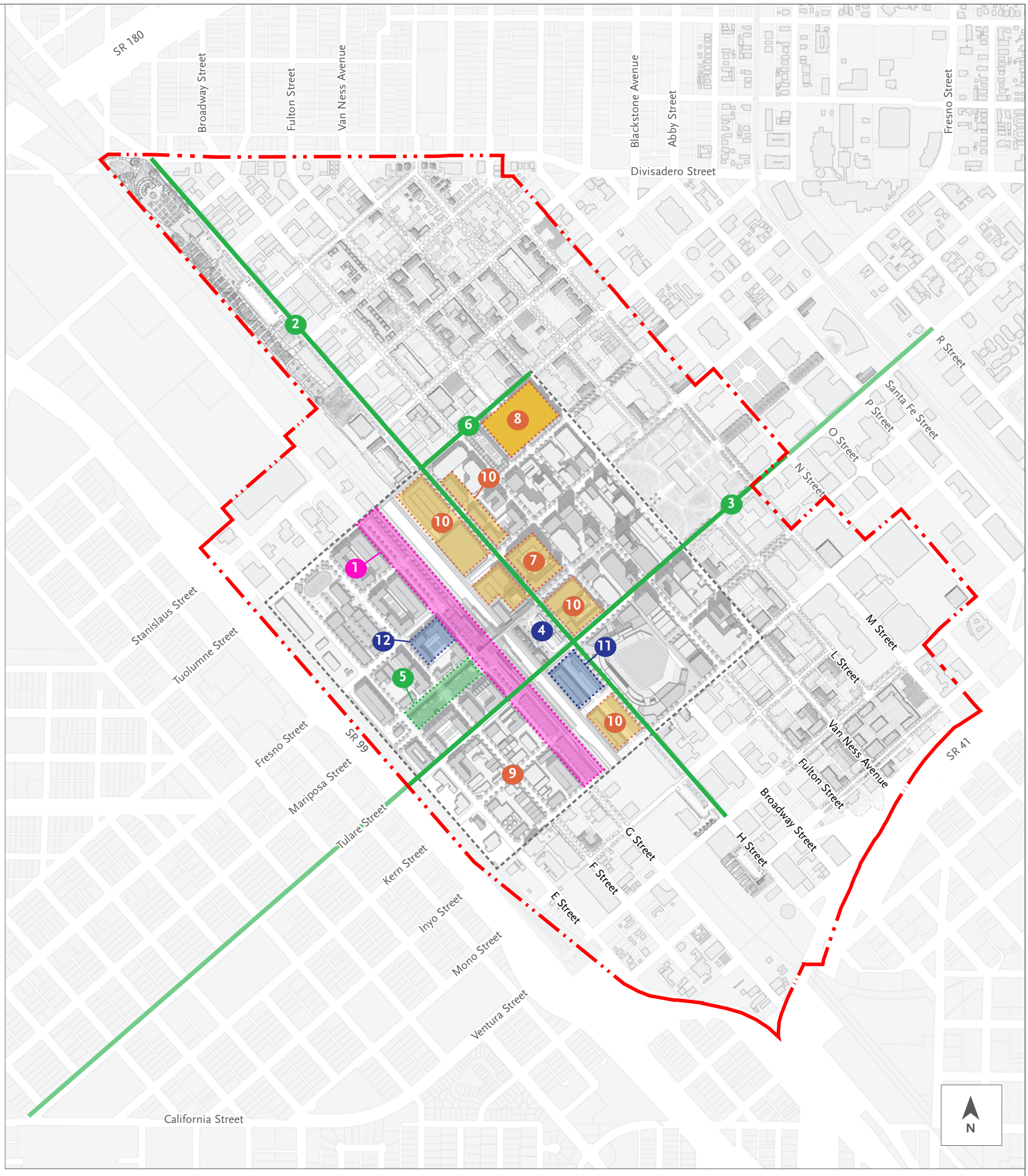
1. Continue to work towards construction of an intermodal transit center adjacent to the High-Speed Rail Station and ensure that local and regional transit service is well-coordinated to facilitate easy transfers between modes.
2. Reconstruct H Street between Divisadero and Ventura Streets as a complete street with wide sidewalks, on-street parking, protected bike lanes, and vehicular travel lanes to facilitate multi-modal access to the High-Speed Rail Station and the intermodal transit center.
3. Reconstruct Tulare Street between California Avenue and R Street as a complete street with wide sidewalks, on-street parking, bike lanes, and vehicular travel lanes to accommodate safer multi-modal access through Downtown and to the High-Speed Rail and Amtrak Stations from the Edison and Southeast neighborhoods. The segment from H Street to R Street should include protected bike lanes. In most places this will preclude on-street parking due to space constraints, although on-street parking should be included where the curb-to-curb width permits it
4. Develop the southeast portion of the High-Speed Rail Station as "Station Market Square", a temporary/short term parking and loading zone that can be closed off to accommodate special events and farmers markets.
5. Secure financing to construct a new linear park in Chinatown that can catalyze improvements to existing historic buildings, stimulate redevelopment of Chinatown, and support development around the High-Speed Rail Station. The park should include green infrastructure to address stormwater runoff and recharge ground water.
6. Reconstruct the south side of Tuolumne Street between H and Van Ness Avenues with a wide sidewalk, street trees, and on-street parking to facilitate active street frontage and catalyze the development of the North Fulton Corridor.

Mid Term Public-Private Partnerships: 2019-2022

7. Support the development of the Merchants' Lot (the parcel bounded by H, Mariposa, Broadway, and Fresno Streets) as a mid-to-high rise mixed-use structure with residential, retail, office, and hotel uses wrapped around a public parking structure that will serve the High-Speed Rail Station and the Fulton District.
8. Support the development of the North Fulton District, including the blocks bounded by Federal Alley, Merced, Van Ness, and Tuolumne as a mid-rise mixed-use development with mixed-income residential, office, and retail uses.
9. Support the rehabilitation of existing historic buildings in Chinatown.
10. Support the redevelopment of regional retail and office uses on vacant or underutilized parcels adjacent to the High-Speed Rail corridor, particularly along H Street.

Long Term Public Infrastructure: Beyond 2022

11. Work with CHSRA to develop a public parking structure to serve the High-Speed Rail Station behind the Fresno Fire Headquarters Building, between Tulare Street, the proposed HSR alignment, and Kern Street.
12. Work with CHSRA to develop a public parking structure to serve the High-Speed Rail Station and Chinatown development on the parcel bounded by G Street, Fresno Street, and F Street, adjacent to existing historic structures.



KEY

- # Public Infrastructure Project: Complete Streets
- Public Infrastructure Project: Open Space
- Public Infrastructure Project: Parking
- Public Infrastructure Project: Transportation
- Public-Private Partnerships
- Specific Plan Boundary
- HSR Station Area Master Plan Boundary

This diagram shows one of many possible ways of developing the Plan Area. See opposite page for description of each proposed project. Ultimately, the actual configuration of new blocks and streets, the location and design of buildings and the uses within, will be guided by the Specific Plan and corresponding development standards adopted to implement the Plan and executed by individual entrepreneurs and their architects.

5.3 AREAS WITH HIGH DEVELOPMENT POTENTIAL

1. NORTH FULTON DISTRICT

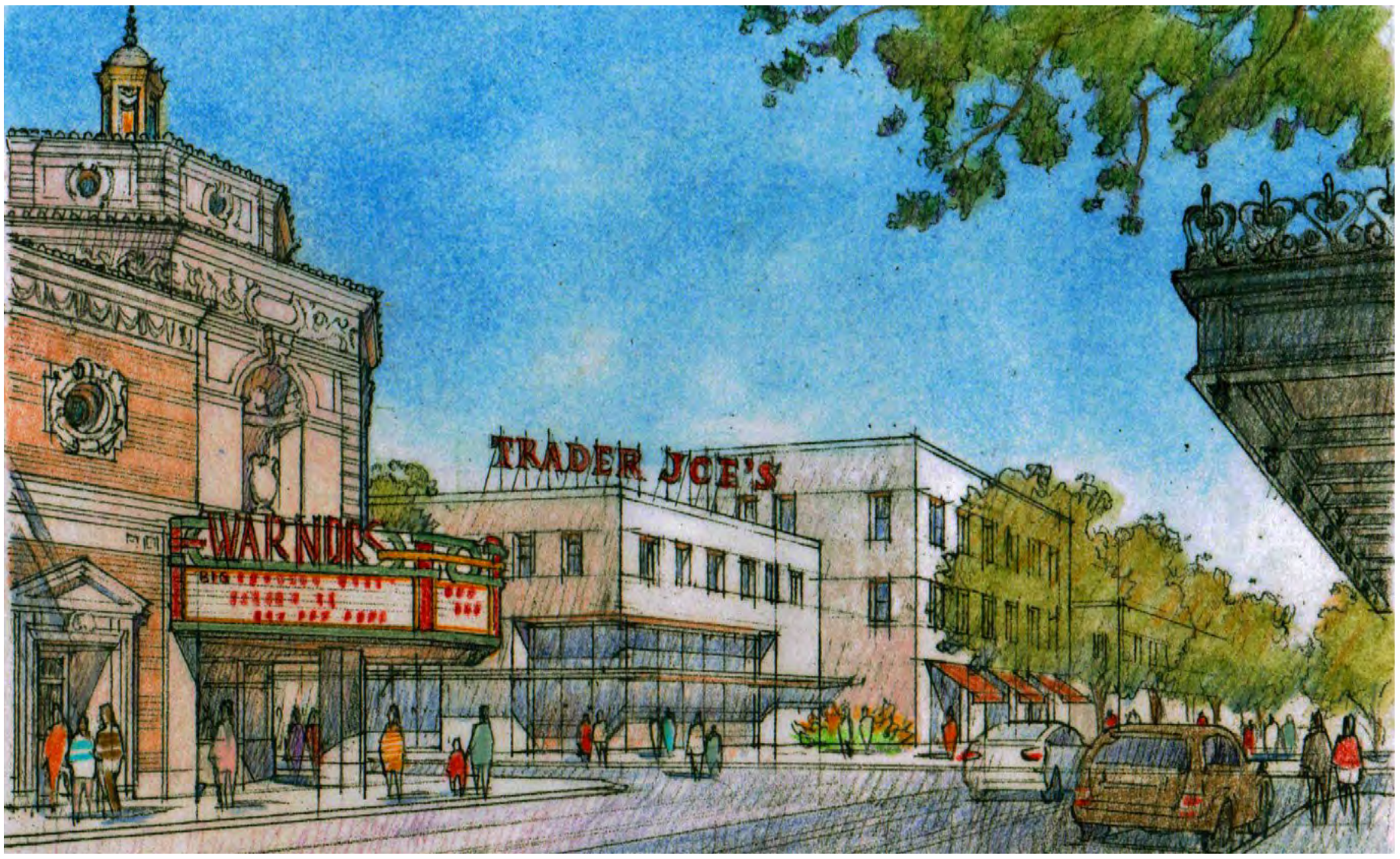
The north end of the Fulton District is currently flanked by two parking lots. In addition, an access road on the south side of Tuolumne Street (the remnant of Victor Gruen's loop road that originally circumnavigated the Fulton Mall), further separates the north Fulton District from the Mural District to the north. The northern third of the Fulton District is also home to newer buildings that, in contrast to the rest of the buildings along the entire length of the Fulton District, do not engage it in a pedestrian-friendly manner. The pharmacy on the east side is entered from its street-facing parking lot and turns a blank face towards Fulton Street. The ground floor of the Fresno Housing Authority building is raised above street level and is separated from the street by a ramp and hedge. These physical conditions create an impression of disconnection and isolation. This area also hosts the Internal Revenue Service (IRS) building, located at the corner of Tuolumne Street and the Broadway alignment. Federal buildings such as the IRS building are subject to stringent safety buffer and setback requirements in relation to surrounding public streets and rights-of-way.

A. Vision. A reopened Fulton Street reconnects the Fulton District to the Mural District and the introduction of mid-rise, mixed-use, pedestrian-oriented buildings on both sides of Fulton Street at Tuolumne Street create an iconic gateway into the Fulton District. Ground-floor storefonts and upper floor windows face Fulton Street, Tuolumne Street, and Merced Street. The north end of Fulton Street becomes a safe and delightful place to visit and enjoy at all times of the day and night. The historic street grid is restored, opening up Broadway and Merced Streets where they were closed off before and squaring off the intersections of Tuolumne Street and Van Ness Avenue to generate a more pedestrian-friendly environment.

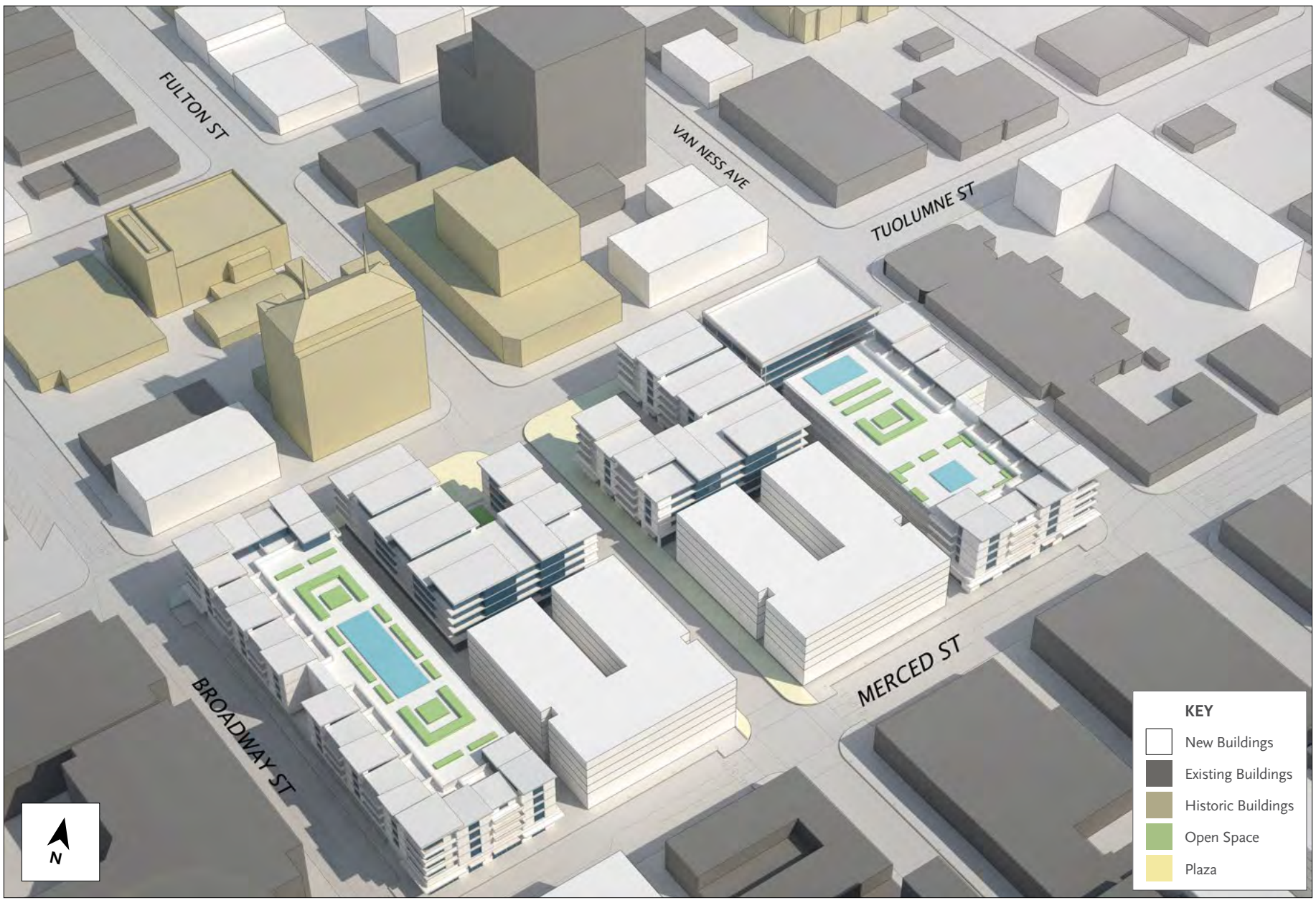
B. Plan. A parking garage lined with ground floor retail uses and upper floor residential or office uses is introduced on the parking lot across from the IRS building. Mid-rise, iconic buildings providing retail, housing, office, and/or entertainment uses are introduced on the pharmacy site and, if feasible, the Housing Authority building site, placing more pedestrian-friendly, urban neighbors across the street from the historic Warnor's Theater and The Grand buildings. The new parking structure will accommodate the parking needs for the proposed High-Speed Rail station, the new development, and the Mural District

Broadway is reintroduced from Tuolumne Street to Mariposa Street and Merced Street between Broadway and H Street is reopened, restoring access for all modes of traffic, alleviating traffic volumes on other Downtown streets and providing a more pedestrian-friendly environment that helps to unlock the development potential in the North Fulton District. The restored street grid defines sites for the parking structure and mixed-use development Mural District and improves access to the historic Hotel Fresno and Crest Theater buildings. The west side of Broadway between Merced and Tuolumne Streets and the north side of Merced Street between Broadway and H Street have especially wide sidewalks to meet the IRS's safety buffer requirements

View of the north end of the Fulton Mall in its present condition.



View of Fulton Street in front of the Warnor's Theater looking south. The parking lots accross from the theater are infilled with mixed-use, pedestrian-oriented buildings.



This illustrative site plan shows one of many ways Fulton Street at Tuolumne Street could develop over time, based on the provisions of the Development Code. Opportunity sites are shown to infill in the general locations where development is likely to occur. Most of the property fronting Fulton Street north of Merced Street is currently underutilized as surface parking lots.

KEY

1. Existing Wilson Theater (Cornerstone Church)
2. Existing Warnor's Theater
3. Existing IRS Building
4. New Mixed-use buildings with active ground floor uses
5. New Parking garage lined with office
6. Revitalized Hotel Fresno

Illustrative Plan of the north end of Fulton Street.

5.3 AREAS WITH HIGH DEVELOPMENT POTENTIAL (continued)

2. SOUTH FULTON DISTRICT AND SOUTH STADIUM

The south end of Fulton Street, between Kern Street and Inyo Street, is occupied on its east side by the potentially historic, and architecturally distinguished Gottschalk's department store and on its west side by various one- and two-story buildings. Chukchansi Park, just to the west, is within walking distance and can be accessed from Kern Street. South of Chukchansi Park from Inyo to State Route 41, otherwise known as South Stadium, is home to many small, old warehouse structures that house both industrial-type uses as well as a growing number of retrofits to office and retail uses.

A. Vision. The south end of the Fulton District and adjacent South Stadium is revitalized for use not only during the baseball season, but throughout the entire year. Better pedestrian and bicycle connections link South Stadium, Chukchansi Park, the Convention Center, and the Fulton District with the proposed High-Speed Rail station. The South Fulton District is transformed into an entertainment and cultural hub for Downtown, accommodating some housing, while South Stadium's existing warehouse buildings are rehabilitated to support the burgeoning tech and office development in that area.

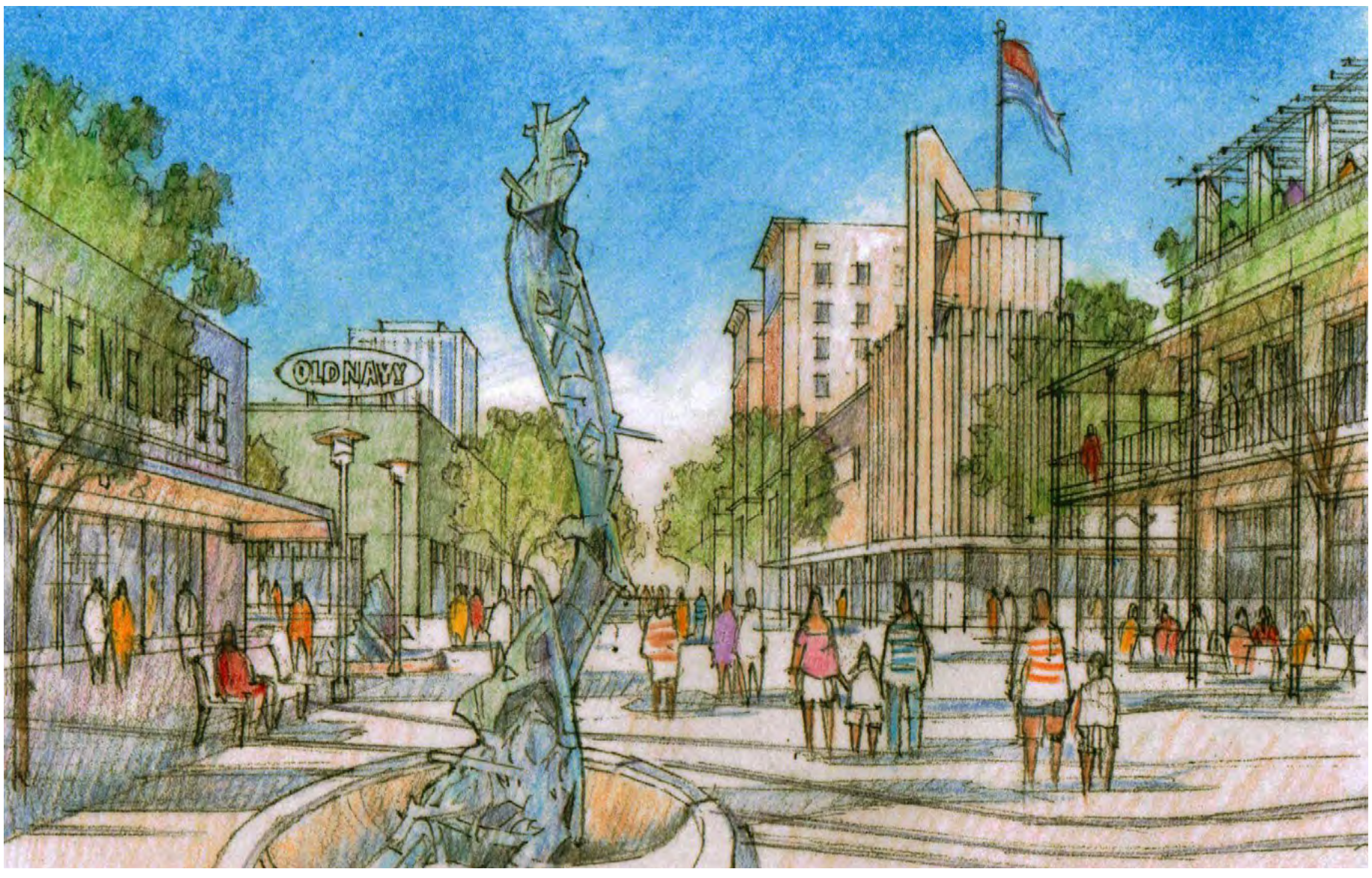
B. Plan. The Gottschalk's building is adaptively reused as a public market. New skylights and light wells are introduced to bring natural light into the building's interior. Retail frontages are introduced along Kern and Inyo Streets, enabling ground floor stores to better service passing pedestrians.

The west side of Fulton Street between Kern and Inyo Streets is redeveloped with a mixture of new multi-story, mixed-use buildings and adaptively reused existing buildings such as the Berkeley Building – all with upper floor views of Chukchansi Park. A new building with ground floor retail and restaurant uses and upper floor residential units is introduced at the northwest corner of Fulton and Inyo Streets. The existing building located on the southwest corner of Fulton and Kern Streets is transformed into a multistory restaurant and entertainment venue with rooftop bar that overlooks the entrance into the ball park.

South of Inyo Street, existing warehouses will be adaptively reused as offices, small manufacturing space, and retail uses, with a multi-story residential structure at the southeast corner of H and Inyo Streets with views into Chukchansi Park.

For all projects, parking is located either underground or at podium level, or served by the public garage located along Inyo Street between Van Ness Avenue and Fulton Street (Parking

View of the south end of the Mall in its present condition.



View of the south end of Fulton revitalized through the adaptive reuse of older buildings and the refurbishing of the plaza that provides access to the eastern entrance to Chukchansi Park.

Garage 7). A future multi-level parking garage may be built on the west side of H Street at Inyo Street that will serve both future High-Speed Rail riders as well as new development in South Stadium and the South Fulton District.

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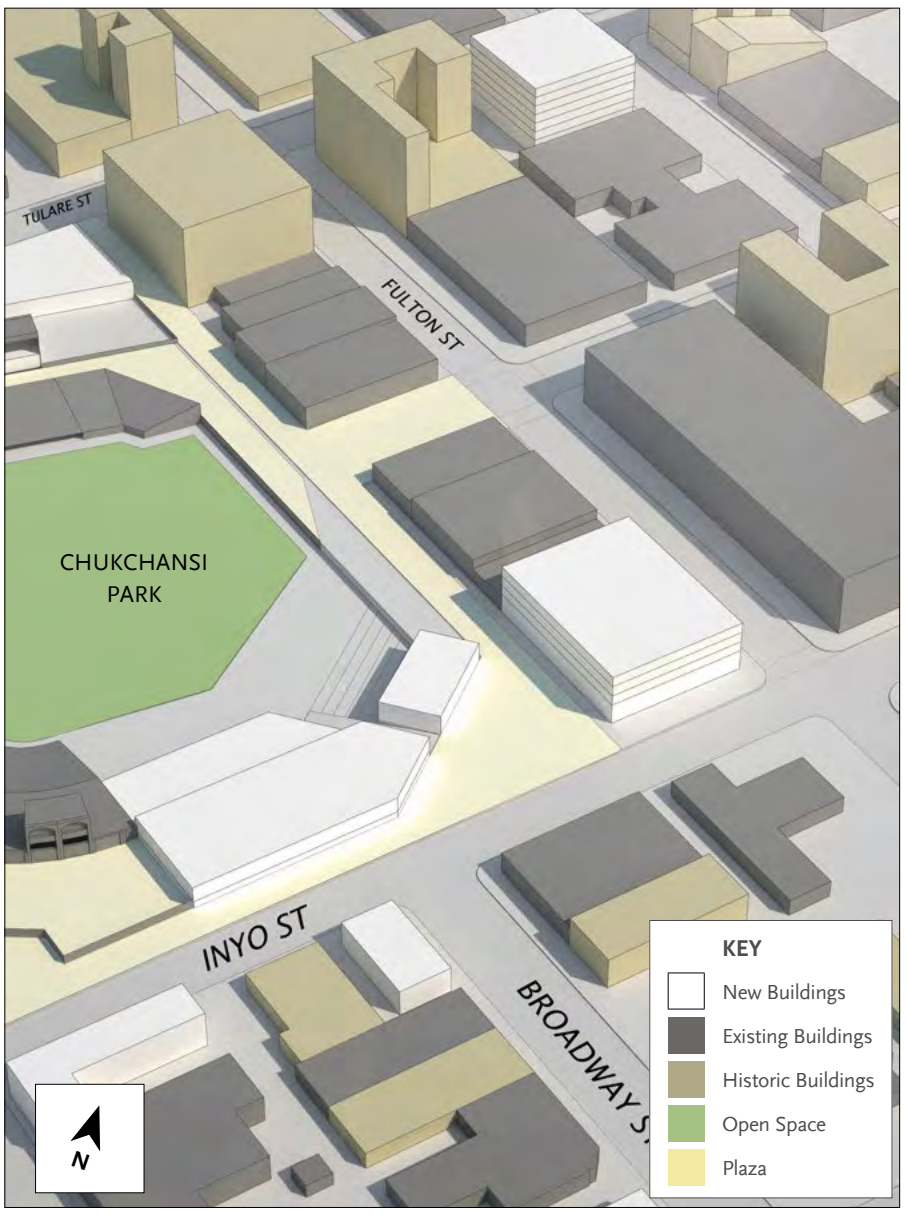
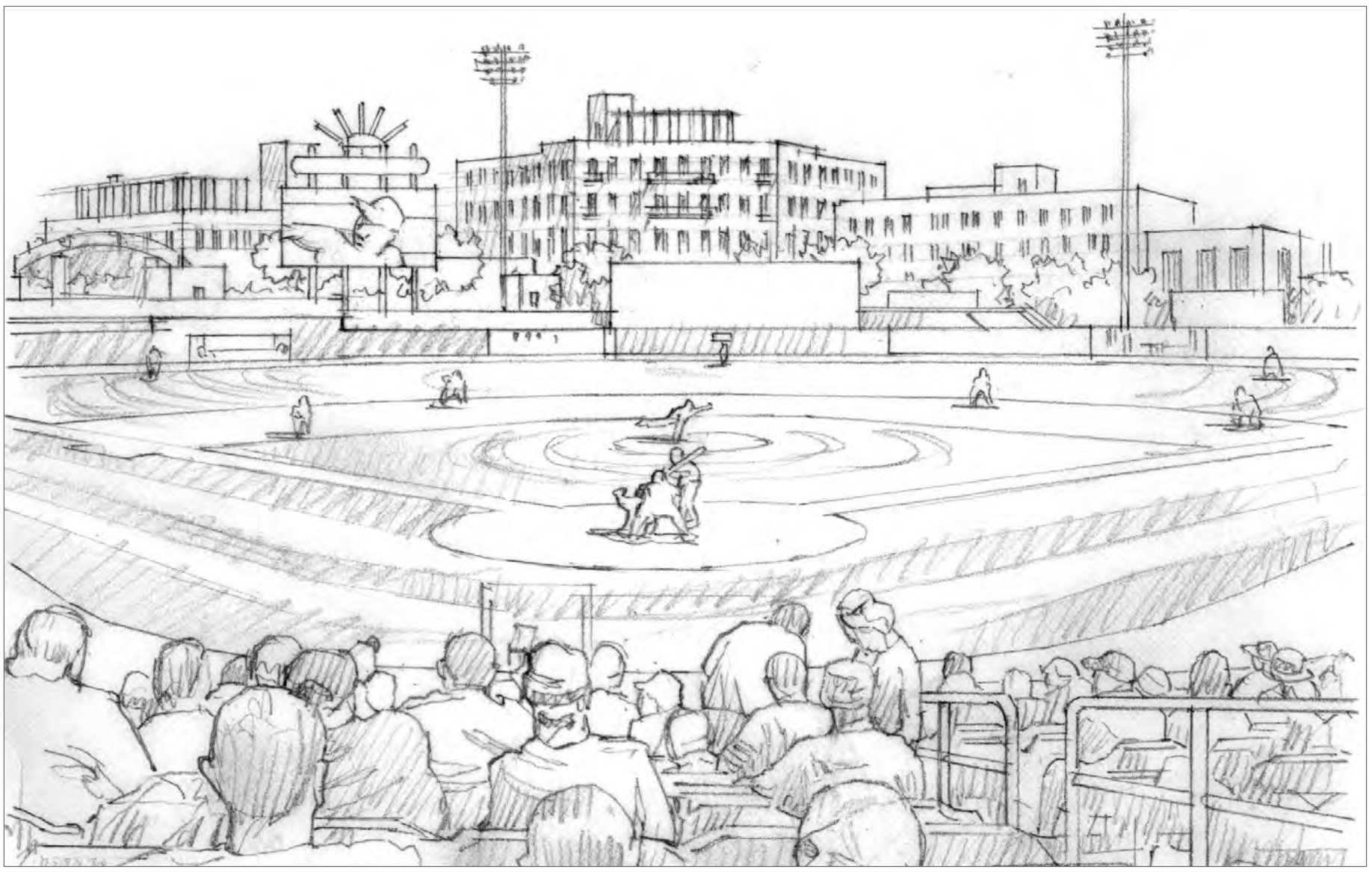


Model view showing the general massing and development intensity to occur at the south end of Fulton Street adjacent to Chuckchansi Park. Mixed-use buildings, including a hotel, frame the outfield.



New mixed-use buildings on the west side of Inyo Street and Fulton Street provide ground floor retail with upper level residences and hotel rooms overlooking the sports activities of Chukchansi Park.

5.3 AREAS WITH HIGH DEVELOPMENT POTENTIAL (continued)

3. HIGH-SPEED RAIL (HSR) STATION

With the ceremonial groundbreaking of the California High-Speed Rail system in January 2015 in Fresno, and the official groundbreaking later that year, high-speed rail construction has made substantive progress with more than 100 miles of the system already underway. The proposed Fresno High-Speed Rail station will be the first of the system's 26 stations to open – making it the first HSR station in the nation, located in the center of the Fulton Corridor. Based on California High-Speed Rail Authority estimates in the Draft 2016 Business Plan, the travel time from Fresno to San Jose via High-Speed Rail will be approximately one-hour.

The location of Fresno's proposed HSR station is near the center of the Fulton District, bounded by H, Fresno, G, and Tulare Streets, with entrances facing onto Mariposa from both Downtown and Chinatown.

A. Vision. The station complex is an urban, pedestrian-oriented station that bridges between Downtown and Chinatown and becomes a "front door" into Fresno. The existing Southern Pacific Railroad Depot and adjacent Pullman shed are preserved in their current locations. While the station will have some retail passenger amenities within the complex itself, the vision is to develop the area around the station with regional retail, hotel, office, institutional and residential uses to encourage Downtown foot traffic and better utilization of existing businesses and public plazas in the Fulton Corridor – stimulating a more vibrant, active destination, which can catalyze further development. The goals and aspirations of the Fresno station area are as follows:

1. **Be Fresno's front door.** Shape the arrival experience for visitors and residents.
2. **Be Downtown's common ground.** Bring together districts of Downtown and residents of the region.
3. **Be Downtown's dynamo.** Elevate Downtown's image and fuel its resurgence by bringing visitors and vitality.
4. **Be a gateway to the region.** Be the transfer point to Yosemite, the Central Valley, and other visitor destinations.
5. **Have a renewed relationship with rail.** Rekindle Fresno's relationship with rail that is at the heart of its identity.
6. **Be a 24-hour district.** Active day, evening, and night-life are complementary and necessary.
7. **Be Fresno's new postcard image.** New HSR Station and public realm will be iconic and world-class.
8. **Be a model of success.** Serve as the national model for successful HSR station areas.
9. **All equitable flow of benefits.** Balanced attention and investments on both sides of the tracks.
10. **Make the most of Downtown's resurgence.** Bring back housing, celebrate agri-business, and expand tech, sports, and entertainment.

The grand entrance to the proposed High-Speed Rail Station as seen from a new urban park at the front door of the station's west entry. The Station, located on axis with the County Courthouse and City Hall, employs a contemporary design that is substantial enough in size to hold the western terminus of the Mariposa Street axis.

B. Plan. The proposed station design shall conform to the following principles:

1. The proposed HSR station must have two entrances – one serving Chinatown and neighborhoods west, and another serving Fulton Street, the Civic Center, and neighborhoods east. The station should be located on-axis with Mariposa Street while preserving the character and scale of the Historic Depot and Pullman Shed.

2. Mariposa Street should (again) serve as the City's grand arrival corridor and connect the east and west sides of the station – an F Street to Fulton Street connection is critical.

3. Chukchansi Park should have clear and improved connections to the station as well as an active interface with Fulton Street by making the stadium's Kern entrance more prominent.

4. The station area should have an iconic, memorable plaza that serves as its focal point and shapes the arrival experience of HSR riders.

5. Parcels located within a five-minute walk must capture added value that proximity to HSR will provide them – i.e., cluster retail/homes/jobs with no surface parking. Parking garages will be lined with continuous ground retail or office space.

6. Within a five-minute walk, the pedestrian environment has priority – controlled intersections, pedestrian way-finding signage, lighting, restoring the historic street grid, etc. Getting people to and from the proposed HSR Station is critical to ensuring the area's success.

7. Maximize connections and access to Fulton Street. Its successful reconfiguration is symbiotically tied to that of the station area.

8. Convention and meeting facilities should have easy and quick access to and from the proposed HSR station.

9. Prioritize programming vacant and underutilized parcels to achieve a complete Opening Day experience and a long-term signature gateway development.

10. The proposed HSR corridor cannot become a barrier – "soften" the edges with landscaping, add amenities, and connect streets across the tracks where feasible.

11. Provide shared parking arrangements between Downtown and HSR to maximize efficiencies. Parking is critical to the station area's success, yet also burdensome to provide.

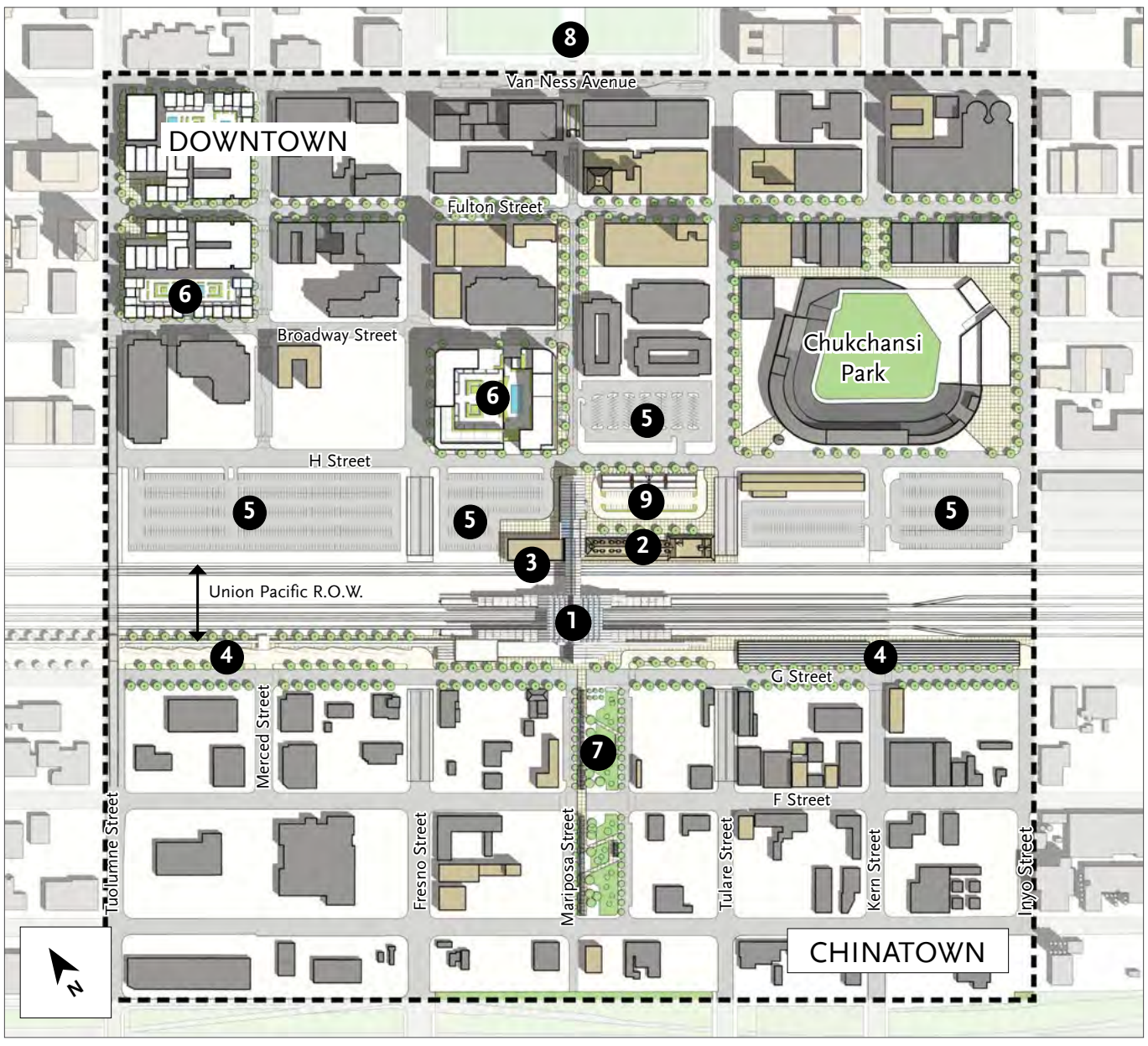
12. The station area should make connections to the Amtrak at the Santa Fe Depot clear, intuitive, and easy; and provide interfaces for all modes of mobility: pedestrian, bicycle, regional bus, BRT, local bus, and future transit options.

This illustrative site plan shows how the High-Speed Rail Station area could look like when the station begins service in the year 2025. The existing Southern Pacific Railroad Depot building and Pullman Shed are retained and a new two-block long park is introduced in the heart of Chinatown. Parking is accommodated primarily in surface parking lots along H Street and a new parking structure on the northeast corner of Mariposa Street and H Street. Over time the parking garage will be lined with active uses and the parking lots will be infilled with buildings and additional lined parking garages.

KEY

1. Proposed High-Speed Rail Station
2. Existing Southern Pacific Depot
3. Existing Pullman Shed
4. Intermodal Transit Center
5. Surface Parking Lot
6. New Parking Garage
7. Proposed Chinatown Park
8. Existing Courthouse Park
9. Station Market Square

– – Station Area Boundary



Illustrative Plan of the High-Speed Rail station area on the opening day of HSR service in 2025.

5.3 AREAS WITH HIGH DEVELOPMENT POTENTIAL (continued)

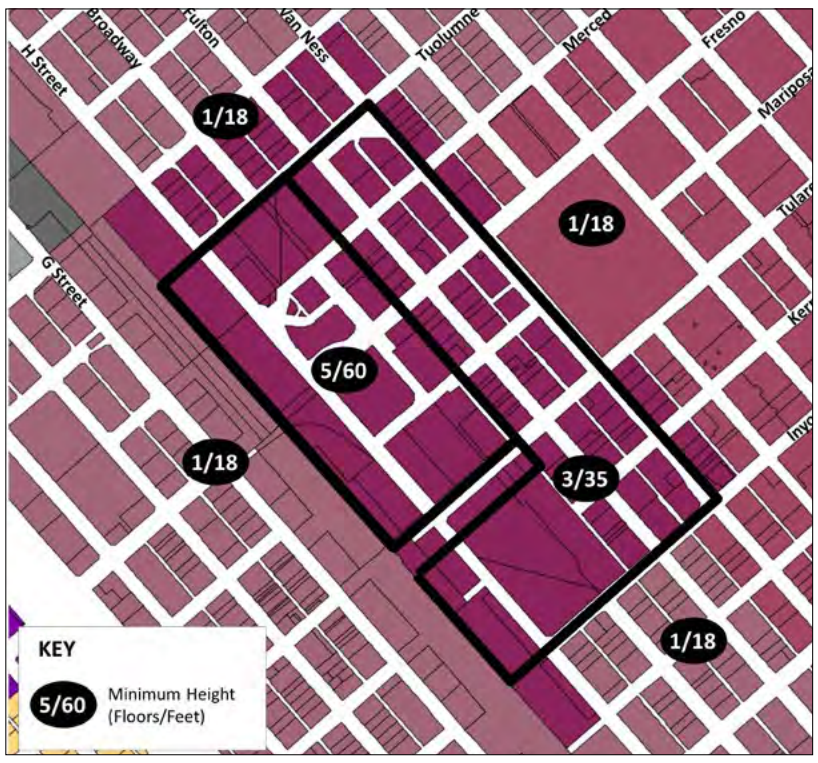
4. EAST OF THE HSR STATION

Immediately surrounding the proposed High-Speed Rail Station, there are several vacant and underutilized parcels that represent a long-standing cluster of disinvestment in Downtown. Over 50% of the land in the Station area is underutilized – in the area east of the station, there are over 1.6 million square feet in vacant and underutilized parcels with an estimated 4.6 million square feet in commercial, residential, hotel, and institutional development opportunity.

A. Vision. A revitalized Mariposa corridor is critical to the High-Speed Rail station's success – and if done correctly can help activate the Fulton corridor while ensuring safe and pleasant multi-modal access between the High-Speed Rail station and other destinations. Similarly, the several large vacant parcels along H Street present ample opportunity for regional-scale retail, institutional uses, or sports-related uses to locate around the station, maximizing the access that the location provides.

B. Plan. Directly across the street from the High-Speed Rail Station is the Merchants Lot, bounded by H, Mariposa, Broadway, and Fresno Streets, currently a vacant surface parking lot. This parcel is a key gateway to Fresno for visitors entering from the rail and should help riders develop a robust urban first impression upon arrival at the station. The parcel should be developed as a mid-to-high rise structure (minimum 5-7 stories) with hotel, residential, office, and ground floor retail, enveloped around a multi-level parking structure with several hundred parking stalls to serve the proposed HSR station and the new development. With Mariposa and Broadway Streets reconnected and redesigned with wide sidewalks, on-street parking, and sharrows, the public realm will be much more supportive of strong development that can anchor the station.

North of Fresno Street and west of H Street are several large surface parking lots and vacant or underutilized parcels. Several of these could be developed as urban big-box retail stores with parking garages that serve both the High-Speed Rail station and the new development; or, an outdoor retail mall, or other institutional uses such as health care facilities or higher education. Further south on H Street between Kern and Mono Streets is an old warehouse building surrounded by surface parking that could be adaptively reused as office space, a restaurant, or a brewery. The surface parking could be redeveloped as mid-rise office or residential uses with a parking structure to serve the High-Speed Rail station, the new development, and the greater South Stadium and Fulton District



In order maximize the beneficial synergies between the proposed HSR station and the underdeveloped land to the east, new development should comply with the minimum heights shown above.

A revitalized Mariposa Street corridor lined with mixed-use buildings with active ground floor retail, restaurant, and other commercial uses, provides an urban, vibrant, and robust first impression upon arrival in Fresno.

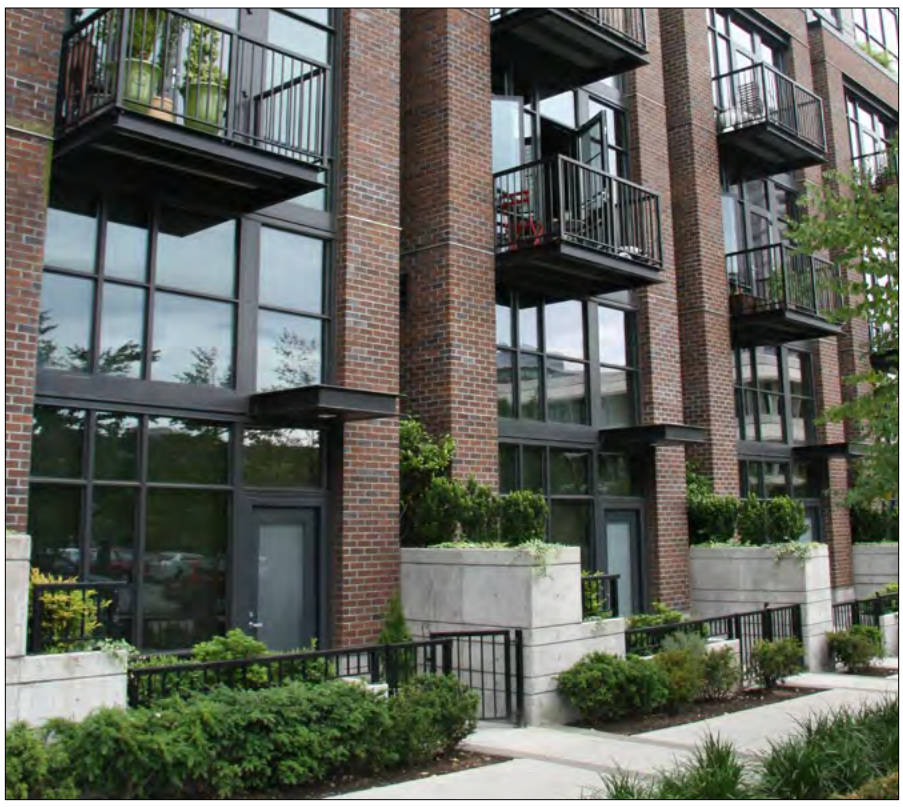
CHAPTER 6: BUILDING AND DEVELOPMENT

6.1 INTRODUCTION

Increasing the amount of development and the diversity of land uses is critical to the revitalization and reemergence of Downtown Fresno. This chapter lays out a policy framework for how Downtown can be transformed over time into a vibrant, economically healthy and beautiful area.

The massing and facade of the corner retail store embodies a strong presence where it is most important to be visible from afar.

Successful urban mixed-use projects provide a variety of uses, in this case ground floor retail and a variety of housing types above.



Ground floor Live/Work units with patios and entrances set back from the sidewalk. Upper floor flats and townhouses have balconies facing the public realm.

Storefronts and pedestrian-scaled signage compliment this vibrant streetscape of wide sidewalks and lush street trees.

6.2 DEVELOPMENT STRATEGIES

As is discussed in **Section 3.3** (Development Capacity) and **Section 3.4** (Development Potential), the Specific Plan area has significant development capacity. In order to realize this potential, investment from a variety of funding sources must be made in order to spark development in Downtown in the short term and maintain a steady pace of growth over the long term. The following development strategies should be followed to attract new development within Downtown:

1. **Make early investments in "place making" that have best potential for private market activity.**

   Beyond the reopened Fulton Street and the Near Term Priority Projects, the Mid Term and Long Term Priority Projects will require a significant amount of "up-front" investments in the form of infrastructure improvements, as well as enhancements like street trees, street lights, and green spaces in order to "unlock" the potential for development. These investments will be more cost-effective if they are implemented in areas that have the best prospects for attracting private development. For example, areas like the Mural District, which have already benefited from private sector investment, are more likely to experience increases in value over time and are good candidates for obtaining returns on investment.

   In addition, the initial investments in these "up-front" infrastructure improvements will lay the groundwork for future development in the form of Follow-Up Projects, add value to adjacent properties, and benefit multiple development projects, rather than merely subsidizing one developer at a time, as is done via financing methods such as "gap financing" and the like. Cost, timing, and responsibility for these capital improvements are described in more detail in **Chapter 11** (Implementation). For a more detailed discussion of the Fulton Mall, Near Term Priority Projects, Mid Term Priority Projects, and Long Term Projects, see **Chapter 4** (The Fulton Mall) and **Chapter 5** (Priority Development Projects).

2. **Simplify the Rules.**

   This Plan, in combination with the Development Code, provides streamlined and clear direction which will alleviate uncertainty and make good projects easier to build in Downtown. The Downtown Districts sections of the Citywide Development Code, which guide new development within the Fulton Corridor Specific Plan Area, are a form based code that provide unambiguous, easy-to-understand requirements for all forms of development within the Plan Area. The Downtown Districts regulate the introduction of market-based buildings in locations, intensities, uses and forms appropriate for urban redevelopment.

   As a result, entitlement of projects that are responsive to the provisions of the Development Code will be swift with administrative approval for projects that meet the Development Code's requirements.

3. **Focus future higher-density housing types near existing job centers.**

   Research in other regions suggests that higher-density development located in proximity to major employment districts commands higher values. Downtown Fresno, one of the primary job centers in the region, is a prime candidate for new higher density housing development, as well as commercial development.

   It is important to target Fresno's efforts to specific sub-areas within Downtown in order to maximize the impact of private investments, and generate a "critical mass" of housing that can encourage more private sector projects.

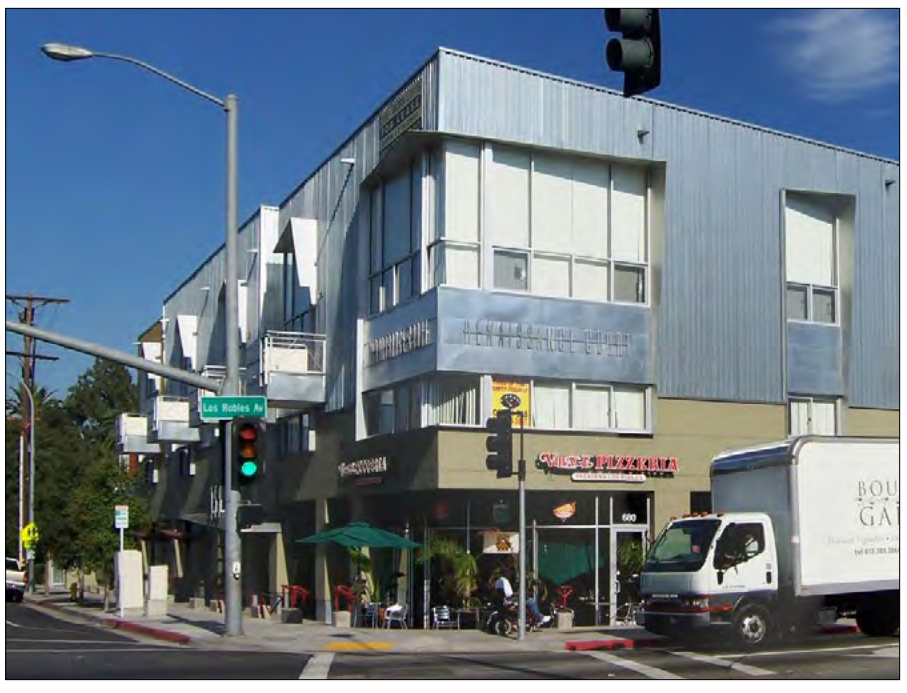
4. **Increase the number of small, creative industry businesses in Downtown.**

   Small creative firms in industries like graphic design, marketing, advertising, architecture, and engineering may be attracted to office spaces in Downtown's older office buildings as well as adaptive-reuse of Downtown's vacant industrial buildings. Fresno's economic development efforts shall focus on identifying and interviewing these businesses to determine the marketability of existing office spaces to these firms.

5. **Attract new office tenants by reusing existing buildings and infilling vacant parcels and parking lots with compatible new buildings.**

   Attracting new office development involves two main strategies: reusing existing buildings and providing new buildings that fit into the fabric of Downtown's existing and historic buildings. For Downtown to become a vibrant urban center again, it is imperative that existing older buildings be occupied – whether through rehabilitation or adaptive reuse to other functions. At the same time, existing buildings may not meet the needs of larger office tenants due to relatively inefficient and small floor-plates of older office buildings. As a result, attracting new development that integrates with its surroundings is an important complement to rehabilitation, and may be necessary to attract certain larger tenants. New construction also replaces Downtown's many vacant parcels and surface parking lots with buildings full of people, putting more people on Downtown's sidewalks and within its open spaces during all hours of the day and night, providing workers for Downtown's businesses and government offices, and creating patrons for Downtown's retailers, restaurants, and entertainment venues.

A new mixed-use building brings dining, shopping, live/work, and housing to the Mural District.



A mixed-use building with direct access into ground-floor commercial uses.

6. Intensify the presence of government tenants within the Plan Area.

Government services anchor the office market Downtown. Not only do government tenants occupy large privately- and publicly-owned buildings, but they also attract a base of related businesses such as law firms. Ongoing retention and attraction of government facilities provides a base of employment that contributes to the Plan Area's office market.

7. Coordinate public and private interests to stimulate revitalization.

Public investments in infrastructure reduce costs and uncertainty for individual projects, allowing private developers to operate at the volume and speed necessary to revitalize the Plan Area. Direct City financial assistance for private projects is unsustainable as a blanket strategy and shall only be provided as resources are available and in limited, specific, strategic ways to implement the vision of this Specific Plan.

The policy direction set forth in this Plan involves many City departments, and the issues are often complex and multidisciplinary in nature. Public and private projects should be judged from each department's perspective, but with the end goal of revitalization foremost in mind.

8. Coordinate public support of private sector efforts.

Consistent with the vision and policies of this Plan, the City shall encourage businesses, government agencies, investors, and event promoters to locate and operate within the Plan Area as the most ideal place in the city and region for new investment and economic activity.

The City shall, whenever possible, support privately and publicly-led efforts to attract the public from throughout the central San Joaquin Valley to patronize Downtown Fresno, and the Plan Area in particular, as the most important and ideal center for activity in the region.

9. Expand retail opportunities in the Plan Area for both residents and visitors.

Fresno, like most U.S. cities experienced a severe decline in its Downtown over the past 50 years. As middle and upper income people moved out of urban neighborhoods, so too did retailers, who followed many of their customers to suburban developments far from Downtown. While it makes economic sense that retail development focuses on growth areas, this trend has left many Downtowns with little or no retail options for their remaining residents.

Utilizing a variety of economic development strategies, including infrastructure improvements, streetscape improvements, and transportation improvements, this Plan seeks to bring more investment and more people back to Downtown. As more people come, retail development will follow. However, this growth will take time. Accordingly, the City will need to take an active role in attracting retail development to Downtown, especially in the short term. These strategies include:

- Targeting and recruiting types of retailers that have been identified for growth such as food stores, eating and drinking places, general merchandise, and other retail; and
- In order to ensure a critical mass of activity, which is essential to retail success, focusing major retail, dining, and entertainment uses in the Fulton District and in other limited areas with established retail or strong potential for such uses, as shown in **Figure 6.2A** (Retail Priority Streets).

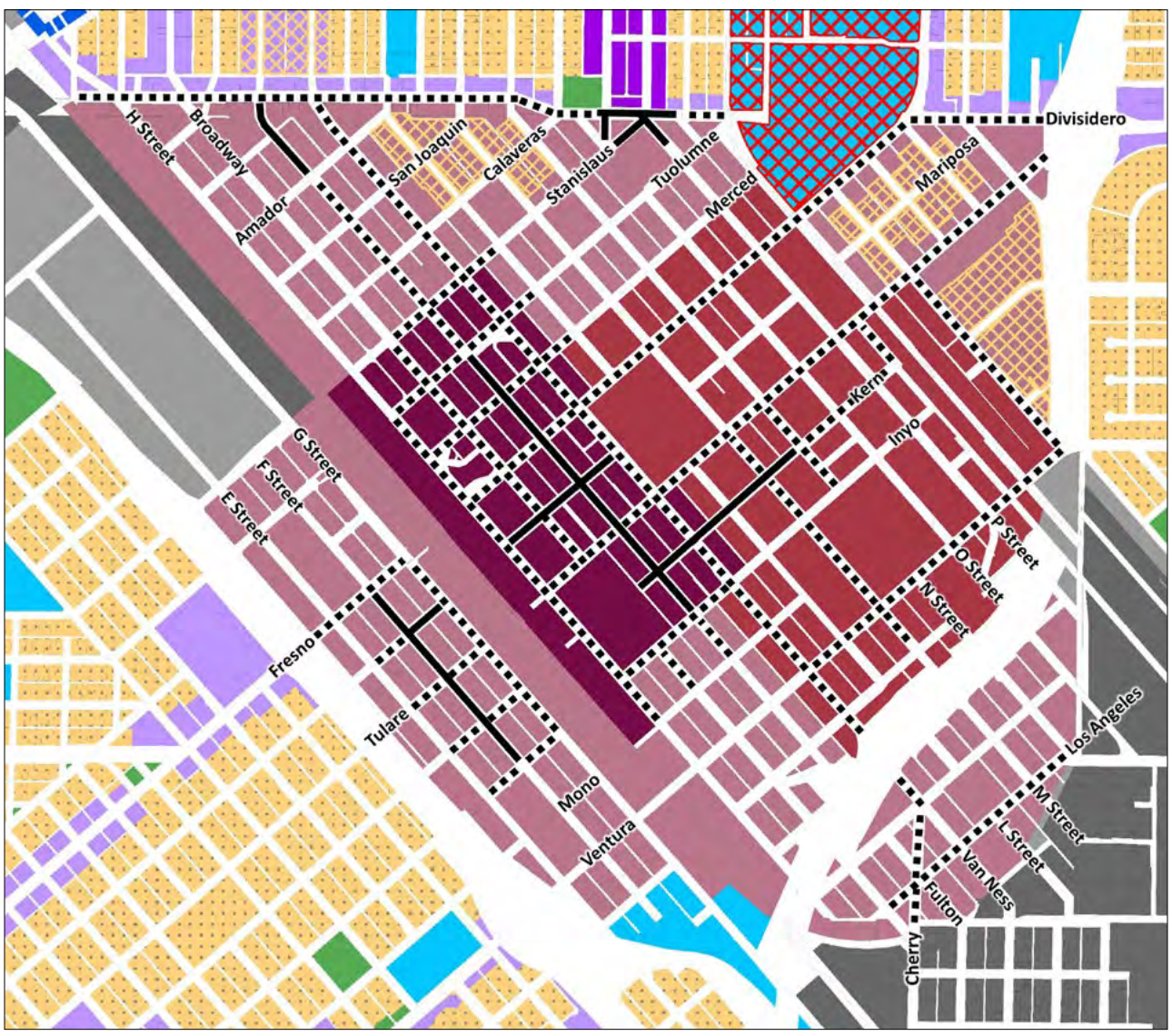


Figure 6.2A - Retail Priority Streets.

6.3 DEVELOPMENT FRAMEWORK

The following goals and policies apply throughout the Fulton Corridor Specific Plan (FCSP) Area, providing standards and policy guidance for future real estate development and building activity. The goals and policies range from those that are more general and all-encompassing, to those that are more specific. The first set of goals and policies apply to the Plan Area as a whole. These are followed by goals and policies that apply to particular aspects of the Plan Area, including increasing the amount of housing, attracting private businesses and government agencies, rehabilitating the Plan Area's infrastructure, and inserting relevant, pedestrian-friendly buildings. The goals and policies at the end of this section guide how each of the Plan Area's individual subareas are to transform over the next 25 years.

Goal 6-1 Allocate the necessary resources to stabilize and then revitalize Downtown Fresno as the economic and cultural heart of the City and the Region.

Policies

6-1-1 Introduce new buildings in conformance with the Development Code that generate a safe, positive, and attractive mixed-use environment that encourages neighborhood pride and identity. (FLSP Goal 1, modified 2011)

6-1-2 Improve the vitality and diversity of businesses and commercial services in Downtown to ensure a unique, competitive, urban retail environment. (FLSP Goal 2)

6-1-3 Prioritize the renovation of Downtown's historic theaters as entertainment venues that attract people to Downtown and generate foot traffic.

6-1-4 In order to create a stronger connection between Chukchansi Park and Fulton Street, reorient the entrance to Chukchansi Park by moving the stadium's H Street-facing facilities to the Kern Street at Homerun Alley.

Goal 6-2 Transform Downtown into a vibrant set of neighborhoods and districts.

Policies

6-2-1 Introduce higher-density housing, office, retail, restaurant, entertainment, and hotel uses.

6-2-2 Infill Downtown with buildings that are compatible with the existing physical, cultural, and historical context and that mitigate Fresno's climate.

6-2-3 Develop Mariposa Plaza as Downtown's center of activity.

6-2-4 Revitalize the Fulton District and promote it as a key asset and urban place.

6-2-5 Capitalize on Downtown's adjacency to the Amtrak, Greyhound, and proposed High-Speed Rail stations, as well as its proximity to the freeway system and Fresno Chandler Executive Airport.

6-2-6 Create a seamless connection between the proposed High-Speed Rail station and Downtown by introducing urban development that frames the public realm and activates adjacent sidewalks.

6-2-7 Revitalize Chinatown in conjunction with the construction of the proposed High-Speed Rail station and by capitalizing on its unique historic assets, including the former Fresno Buddhist Temple, the Bow On Tong Association Building, and its extensive underground basement network.

6-2-8 Transform the Mural District into a regional center for the arts and culture by encouraging the introduction of new galleries, museums, murals, and performing arts venues.

6-2-9 Transform South Stadium into an area that continues to accommodate existing and new industrial uses, office, small-scale retail, and multi-family housing, and capitalizes on its proximity to Chukchansi Park and Fulton Street.

6-2-10 Transform the Armenian Town/Convention Center into a walkable and bikable mixed-use district.

6-2-11 Revitalize the Divisadero Triangle into a walkable and bikable mixed-use neighborhood.

Storefronts, street furniture, and pedestrian-oriented signage contribute to a an active sidewalk.

Sidewalk dining contributes to an active street life.

Goal 6-3 **Build new buildings according to the provisions of the Development Code in order to make Downtown a safe and inviting place to live, work, and visit.**

Policies

6-3-1 Promote passive security on streets ("eyes on the street") by:

a. Designing buildings that face the street, are accessed from the street, and that provide transparent windows overlooking the street.

b. Introducing pedestrian-scaled street lighting on all streets within the Plan Area.

c. Designing front yard fences that do not block views between buildings and the sidewalk.

6-3-2 Promote perceived and actual security on and around building sites by requiring new development to provide sufficient lighting along street- and alley-facing frontages and in shared open spaces.

6-3-3 Promote passive security in parks ("eyes on the park") by:

a. Ensure that all new development includes:

- Building facades that face parks and other open spaces – whether the new buildings are across the street or immediately adjacent to the park or open space;
- Ground floor frontages, windows, and entries that face the park or open space;
- Upper floor windows that face the park or open space; and
- Encourage upper floor balconies to face the park or open space.

b. Allowing beneficial commercial activities, such as cafes in parks and open spaces and encouraging sidewalk cafes on adjacent and surrounding sidewalks.

c. Removing, when feasible, planting and other landscape features that block views and access into parks from surrounding streets and sidewalks.

d. Prohibiting planting and other landscape features that block views and access into parks from adjacent streets and sidewalks.

e. Providing sufficient lighting.

6-3-4 Create a safe environment for pedestrians and cyclists by implementing the following measures when feasible:

a. Repairing cracked and broken sidewalks and introducing tree wells that are level with the sidewalk in order to minimize tripping hazards and provide a pedestrian environment that is accessible to all users.

b. Introducing planted medians along 3- and 4-lane roadways in order to beautify Downtown's streets, reduce the urban heat island effect, and enable two-stage pedestrian crossing.

c. Introducing bulbouts along high volume pedestrian routes and vibrant mixed-use areas in order to shorten pedestrian crossing distances.

d. Installing high visibility crosswalks at uncontrolled intersections and mid-block crossings in order to remind and alert motorists of crossing pedestrians.

e. Narrowing street widths by implementing road diets.

f. Introducing bike lanes and bike racks per the Bicycle, Pedestrian, and Trails Master Plan (BMP).

6-3-5 Renew the interactive partnership between area merchants and the public sector, especially the Police Department, to ensure a continuous positive attitude towards communication and crime prevention. (FLSP Policy 2-3, modified 2011)

6-3-6 Provide public restroom facilities in Downtown.

6-3-7 Enforce existing panhandling laws.

6-3-8 Promote the disbursement of services and facilities for the homeless population throughout Downtown Fresno and the entire City. (CACP Action 3-2)

This park-once garage is hidden from the view of the street by occupied uses: retail on the ground floor with upper floor offices.

The massing of this multi-family building is broken down into smaller house-scale volumes. The building's architectural elements add interest to the overall building design.

6.3 DEVELOPMENT FRAMEWORK (Continued)

6-3-9 Require new social services facilities to be designed to blend into the surrounding context.

6-3-10 Collaborate with Plan Area employers to create programs that promote training and hiring of local residents.

Goal 6-4 Create a regulatory environment and development process that makes development decisions predictable, fair, and transparent.

Policies

6-4-1 Implement the Fulton Corridor Specific Plan through responsive, form based development standards in the applicable sections of the Development Code that enable the variety and cohesive character described in the vision. The Code addresses the following:

- Administrative processing of applications that is predictable and efficient;
- New construction that conforms to Downtown's urban pattern of interconnected streets that define walkable blocks lined by buildings that face, are accessed from the street, and complement Downtown's older buildings;
- The facilitation of small, creative industries to locate in Downtown;
- Parking standards that support the variety of uses described in the vision, including requiring shared parking for non-residential activities and promoting creative parking alternatives;
- Land use standards that allow as many compatible combinations of land uses within a building and/or on a site as practical;
- Land use standards for entertainment, night club, bar-oriented establishments that identify clear operating requirements in exchange for a 'by right' permit process;
- Property frontage and streetscape components that shape the public realm;
- Building size, scale, and massing requirements for the variety of building types envisioned in the planning area; and
- Exterior building materials, and their application, that complement Downtown and implement the vision of this Specific Plan.

6-4-2 Allow non-conforming uses to continue, but require conformance to the Development Code when significant building additions or changes occur.

6-4-3 Coordinate the resources and actions of City departments in support of revitalizing the Fulton Corridor.

6-4-4 Enable reuse of older buildings by funding a fire and life safety improvement loan program to make very low or no interest loans for fire sprinkler and life safety upgrades available to businesses who want to reuse or change existing buildings in the plan area when funding is available. See **Chapter 11** (Implementation) for information on funding sources.

6-4-5 Encourage a long range partnership between the public and private sectors that are committed to development and revitalization. (FLSP Implementation Action 1-2-5)

Goal 6-5 Increase the number and diversity of housing units in Downtown

Policies

6-5-1 Increase the residential population in Downtown by introducing a wide range of buildings that accommodate a variety of dwelling types. Strive for 6,293 new housing units in Downtown by the year 2035.

6-5-2 Encourage home ownership in Downtown. (FLSP Implementation Action 1-3-5, modified 2011)

Goal 6-6 Allow for a wide variety of commercial businesses in Downtown to support the vision of making Downtown the commercial heart of the Region.

Policies

6-6-1 Expedite the rehabilitation of older and historic buildings to support new businesses in Downtown.

A mixed-use building employs varied massing and pedestrian-oriented elements (awnings, balconies, stairs, doors, and windows) that are proportioned in relation to each other and to the building as a whole.

A new building (at right) fits into a single-family Craftsman era residential neighborhood by providing compatible massing and porch frontages.

6-6-2 Identify and recruit small, creative industry businesses well-suited to Downtown's older building stock, particularly its pre-World War II office buildings.

6-6-3 Allow an unlimited number of compatible activities in a building or property as long as it supports the overall vision of this Specific Plan.

6-6-4 Promote unique, competitive retail environments reflective of Downtown's diverse subareas. (FLSP Policy 2-1)

6-6-5 Encourage commercial uses that are open for business during evenings and weekends. (FLSP Implementation Action 2-4-1)

6-6-6 Allow land uses such as bars, cocktail lounges, nightclubs, and rooftop bars within the Specific Plan Area, subject to compliance with all applicable requirements.

6-6-7 Establish an environment that provides artists, crafts people, and entertainers the option to combine their place of residence with their place of work. (FLSP Policy 10-2)

6-6-8 Determine land use conflicts at the earliest stages of the development process by identifying existing industrial and commercial businesses that use, store, or handle hazardous materials (e.g., business with hazardous materials permits from the Fresno County Health Department and the Fire Department) that are within 1,000 feet of new residential, office, retail, hospitality, recreation, education, and public assembly developments or adaptive reuse projects.

6-6-9 Partner with diverse local cultural organizations, community groups, venues, entertainers, and others to promote community cultural and entertainment events in Downtown. (FLSP Implementation Action 2-4-5, modified 2011)

6-6-10 Standardize and streamline the process and procedures for obtaining permits for community, cultural, and entertainment events, including those that occur in the public right-of-way.

6-6-11 Standardize and streamline the process and procedures for obtaining permits for outdoor dining.

Goal 6-7: Promote Downtown Fresno as the government center for City, County, State, Federal, and other public agencies. Retain and attract new government offices to locate in the Plan Area.

Policies

6-7-1 Prioritize the area bounded by Divisadero Street, R Street, State Route 41, State Route 99, Stanislaus street, and H Street for retention of existing, new, or relocated government office uses (see **Figure 6.3A**). Place a priority on attraction of government office tenants in privately owned office space. (FLSP Implementation Action 4-2-1, modified 2011)

6-7-2 Maintain and encourage a partnership with Federal, State, and local governments and public agencies to strengthen the working relationship and knowledge that adequate space and facilities can be provided. (FLSP Implementation Action 4-1-1)

6-7-3 Consistent with the safety requirements applicable to government buildings, provide a continuous and inviting public realm adjacent to and in front of all government buildings.

Goal 6-8 Support new development in Downtown through investment in public infrastructure.

Policies

6-8-1 Prioritize systematic investment in public infrastructure that serves all users (water and sewer lines; new sidewalks, bulbouts, street trees, street furniture, street lights; road diets that introduce bike lanes and on-street parking) as opposed to the current practice of investing in individual

A body shop addresses the street edge by extending its walls and roof to the sidewalk.

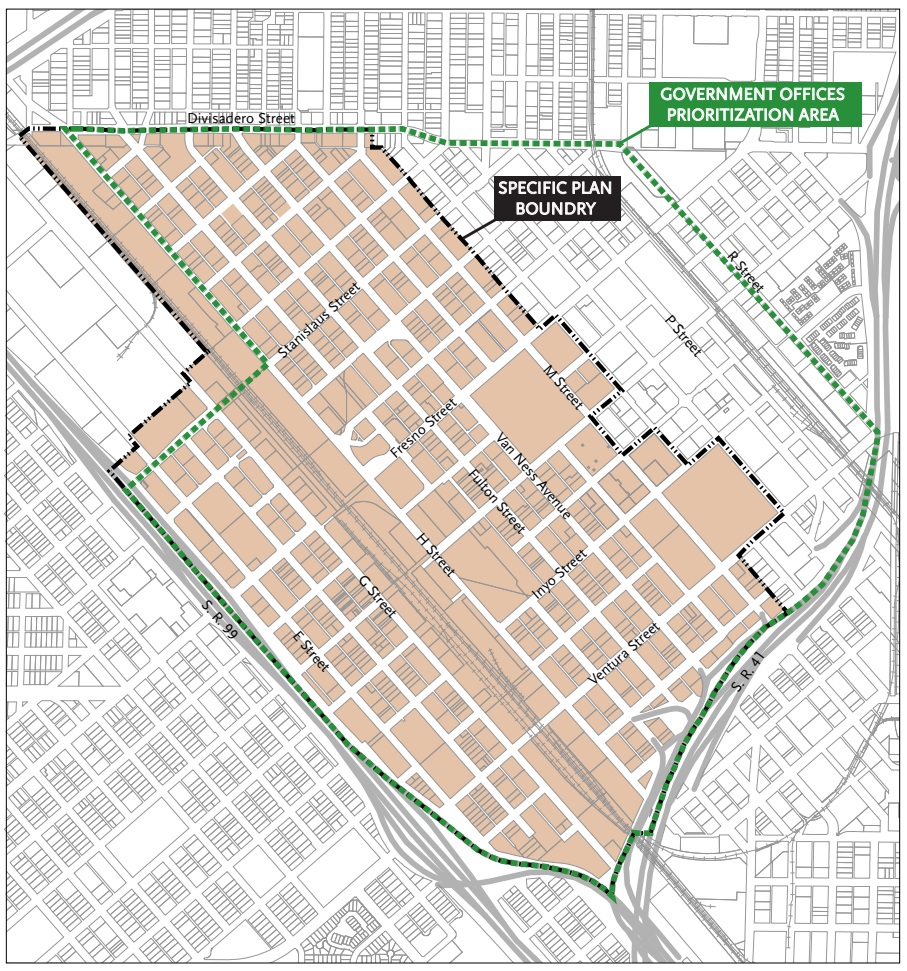


Figure 6.3A - Government Offices Prioritization Area.

6.3 DEVELOPMENT FRAMEWORK (Continued)

private development projects in order to stimulate revitalization.

Goal 6-9 Require high-quality building design.

Policies

6-9-1 Permit new buildings with contemporary and innovative architectural designs, provided they utilize high-quality materials and contribute to a walkable attractive, urban enviornment.

6-9-2 Require new buildings or modifications to existing buildings to utilize a combination of materials and finishes which articulate a high quality appearance. Acceptable finishes and materials include stucco, brick, stone, corrugated metal, finished metal, concrete, and glass. Unacceptable materials include siding made of any unsustainable materials such as plywood or particle board (i.e., T-111). In addition, materials that unintentionally discolor due to weathering or corrosion are discouraged. Materials that discolor naturally, such as copper, are encouraged.

6-9-3 Require building renovations or alterations to use exterior building materials that are consistent with the building's original design and construction. Prohibit "stucco wraps" of buildings originally designed with wood siding or shingles.

6-9-4 Require that all new buildings, additions, and renovations be compatible with surrounding buildings, maintain a similar scale, relate to Fresno's historical and cultural context, and respond to Fresno's climate through their massing, orientation, and use of building frontages (porches, arcades, etc.) and architectural elements (canopies, awnings, trellises, overhangs, etc.).

6-9-5 Promote infill development that is compatible with and complementary to existing older buildings, particularly those listed on the Local, State, and National registers. (FLSP Implementation Action 1-1-4)

6-9-6 Require building massing comprised of simple, well-proportioned volumes.

6-9-7 Avoid placeless, franchise or 'formula' architecture and signs that are not rooted in Fresno's culture and traditions.

6-9-8 Screen service areas, storage areas, mechanical equipment, or garbage areas from public view from the street or pedestrian ways.

6-9-9 Require fence and wall design to be consistent with the architecture of the building. Avoid fencing that, through design or use of materials, promotes a "fortress" environment (barbed wire, wrought iron pickets with sharpened spears at top, electric fencing, blank concrete masonry unit walls, etc.).

6-9-10 Introduce new buildings that employ passive cooling and heating strategies, including frontage types (porches and arcades), architectural elements (overhangs, awnings, shutters, louvers, canopies, and trellises), and strategically-placed shade trees to minimize or increase solar heat gain according to the season.

6-9-11 When considering providing funding, letters of support for grant applications, other assistance to projects, give priority to projects with high quality workmanship, materials, articulation, and amenities.

Goal 6-10 Generate high quality, pedestrian-oriented public space in Downtown.

Policies

6-10-1 Require buildings to face and be accessed from the street and be pedestrian-scaled.

6-10-2 Encourage sidewalk cafes, small shops, and other pedestrian-oriented uses through a standardized permitting process. (FLSP Implementation Action 2-1-3, modified 2011)

A roof-top restaurant and bar encourages activity both day and night.

Theaters and playhouses of all sorts provide one of many forms of entertainment Downtown, visible by pedestrians, bicyclists, and automobiles passing by.

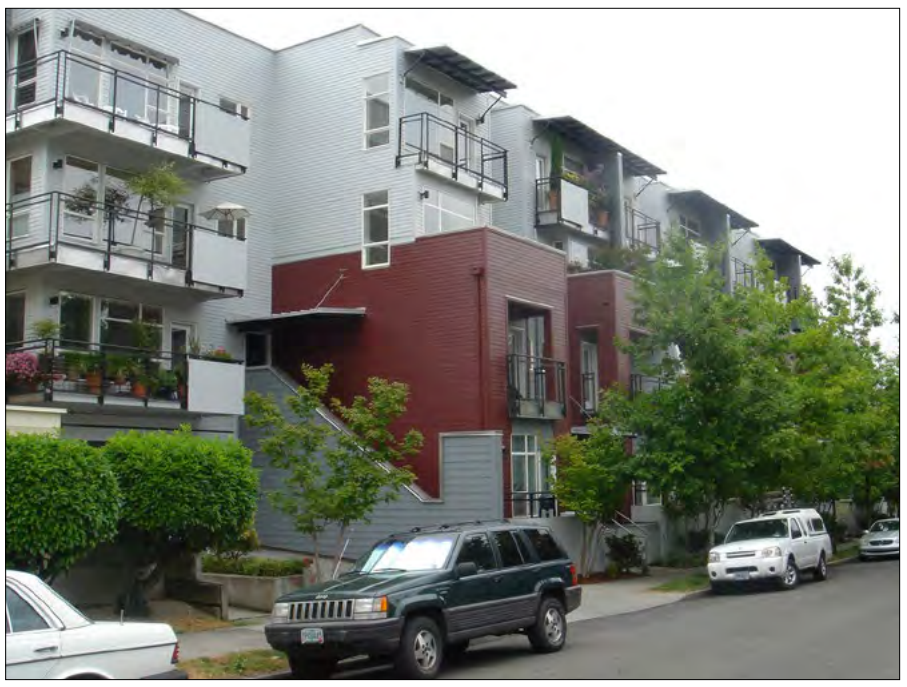
6-10-3 Enhance the visual continuity of streets to be pedestrian-oriented, promoting activity at the street level. (CACP Action 1-4, modified 2011)

6-10-4 Require that parking structures constructed adjacent to any street frontage or pedestrian way contain ground floor tenant spaces and human-scale design elements of public interest along the sidewalk level. (CACP Action 2-2, modified 2011)

6-10-5 In conformance with the Development Code require parking and services to be accessed from alleys.

6-10-6 Prohibit the erection of new billboards within the Specific Plan area, with the exception of billboards on city-owned property which are part of an agreement to eliminate multiple billboards in other places. (FLSP Implementation Action 14-1-2)

A mixed-use building with direct access into ground-floor commercial uses through shopfront frontages on both street facades.



A multi-family building provides street facing and accessed units. Architectural awnings add interest and provide protection from summer sun.

A mixed-use building provides transparent storefronts and awnings over the sidewalk to provide an enticing and comfortable environment for pedestrians.

A multi-family building provides a friendly face to the street by way of plentiful window and door openings as well as entrance stoops that provide access to each unit directly from the street. Entry doors are protected from the elements by canopies.

6.4 LAND USE DESIGNATIONS, OVERLAYS, AND PLANNED LAND USE MAP

1. Purpose and Establishment of Land Use Designations and Overlays.

This section establishes the land use designations and overlays to implement the FCSP for property and right-of-ways within the FCSP boundaries. Property and right-of-ways subject to the FCSP shall be divided into the land use designations and overlays identified in Section 6.4.2.

2. Land Use Designations and Overlays.

All parcels within the boundaries of the FCSP as identified in **Figure 6.4A** are subject to the following land use designations and overlays. See **Table 6.4A** for more detailed descriptions of each land use designation and overlay.

a. Downtown Land Use Designations.

i. Downtown Core.
ii. Downtown General.
iii. Downtown Neighborhood.
iv. Downtown Neighborhood – Apartment House Overlay.

b. Employment Land Use Designations.

i. Light Industrial.
ii. Heavy Industrial.

3. Relationship to Citywide Development Code (CDC).

This Specific Plan and the accompanying applicable sections of the Citywide Development Code will guide the transformation of Downtown by directing new buildings, whether public or private, to contribute positively to the streets, open spaces, and existing building within each particular neighborhood and district and the community. The applicable sections of the Citywide Development Code have been drafted to be fully consistent and harmonious with the goals, intent, and policies of this Specific Plan and shall serve as the primary mechanism for ensuring the physical development within the Plan's boundaries occurs in accordance with the Plan's vision. In circumstances where City staff conclude that a particular project raises issues that have not been fully addressed in the Citywide Development Code, this Specific Plan shall be controlling in determining the overall intent of the plan as it relates to the particular project or project specific components. The Specific Plan includes the Land Use Designations while the Citywide Development Code includes the associated zoning districts. In order to ensure consistency between the two documents, the regulatory geography of the land use designations found in the Specific Plan is and should remain identical to the regulatory geography of the zoning districts in the Citywide Development Code. The difference between the two is the level of detail. The land use designations are broad descriptions of the intended future character and use and the Citywide Development Code provides detail on development standards including the following:

a. Use Regulations
b. Density and Massing Development Standards
c. Site Design Development Standards
d. Facade Design Development Standards

4. Relationship to Fresno-Chandler Downtown Airport Master and Environs Specific Plan (FCDASP). Upon adoption, the provisions of the DNCP shall take precedence over all of the regulations of the FCDASP, except those regulations related to aircraft noise and safety contours and avigation easements, as outlined in the FCDASP.

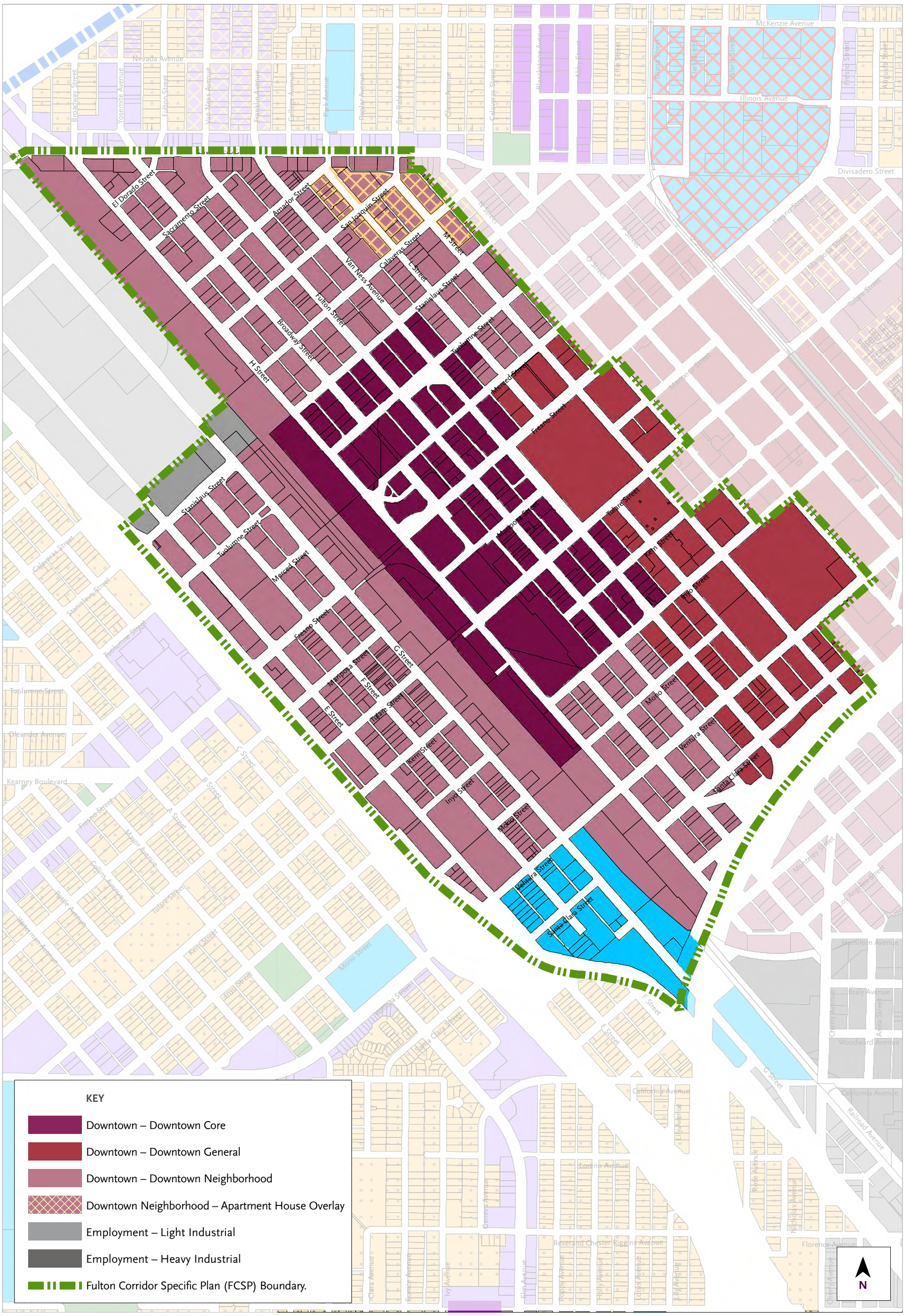
Table 6.4A - Summary of Land Use Designations

	a. Downtown Designations		
	i. Downtown Core	ii. Downtown General	iii. Downtown Neighborhood
EXAMPLES OF INTENDED PHYSICAL CHARACTER The examples are not intended to be interpreted literally as they represent the general range of scale, intensity, site organization and streetscape typical of the identified zoning district.	 	 	 
INTENT AND PURPOSE	The DTC designation encompasses Fresno's cultural, civic, shopping, business, and transit center and is applied to the areas of the Downtown core generally bounded by Stanislaus Street, the Union Pacific tracks, Inyo Street and the alley between Van Ness Avenue and "L" Street. New buildings, which may accommodate up to 60 dwellings per acre with a maximum floor area ratio (FAR) of 7.5, face and are entered from the street and contain a varied mix of uses, including ground floor uses that help activate Downtown's street life. Older buildings are renovated and adaptivity reused.	The DTG designation applies to the areas to the east and northwest of the Downtown core: the Civic Center, Armenian Town and the Fresno Convention Center area, and the portions of Chinatown north of Fresno Street. New buildings, which may accommodate up to 60 dwellings per acre with a maximum floor area ratio (FAR) of 7.5, face and are entered from the street and accommodate a variety of uses that are supportive of Downtown's government employees, Convention Center visitors, and riders of the proposed High-Speed Rail system.	The DTN designation applies to the urban neighborhoods immediately to the north, west, and south of the Downtown core: the Mural District, Chinatown, and South Stadium. New development, which may accommodate up to 60 dwellings per acre with a maximum floor area ratio (FAR) of 5.0, consists primarily of smaller-scale retail, office, workshop, and multi-family housing that serves the Mural District's thriving artist community, revitalizes Chinatown in conjunction with the proposed High-Speed Rail Station, and introduces diverse new uses into South Stadium.
INTENDED PHYSICAL CHARACTER	New buildings are up to 15 stories/190 feet tall, are built to the side property lines, and are located at or near the sidewalk to promote active ground floor commercial activity. Upper stories are expressed as a single volume, generating a consistent streetwall and emulating Downtown's mixed-use and office buildings from year's past. Above the fifth floor, upper volumes are massed as towers that contribute to Downtown Fresno's already interesting skyline.	New buildings are up to 10 stories/140 feet tall, are built to the side property lines, and with the exception of along the Mariposa Mall (Mariposa Street between M Street and P Street), are located at or near the sidewalk to promote ground floor commercial activity. Buildings along the Mariposa Mall are setback from the sidewalk along a continuous build-to line to maintain the formal alignment of buildings that define the axial connection between the County Courthouse and City Hall. Upper stories are expressed as a single volume to generate a consistent streetwall.	New buildings are up to 5 stories/75 feet tall and are accessed directly from the sidewalk to encourage pedestrian activity. Mixed-use and commercial buildings are located at or near the sidewalk and are expressed as single volumes. Residential buildings are set back from the sidewalk behind small front yards; living rooms, dining rooms, and other formal rooms face the street to provide "eyes on the street."
INTENDED FRONTAGE AND STREETSCAPE	Commercial frontages such as galleries, arcades, and shopfronts shape a network of walkable and interconnected streets with wide sidewalks that accommodate high pedestrian activity, street furniture in key locations, and outdoor dining. Street trees, planted in tree wells, reinforce human scale, provide shade, and add distinct character to each street.	Commercial frontages such as galleries, arcades, and shopfronts shape a network of walkable and interconnected streets with wide sidewalks. Street trees, planted in tree wells, reinforce human scale, provide shade, and add distinct character to each street. The streetscape along the Mariposa Mall emphasizes the axial connection between the County Courthouse and City Hall.	Streets and sidewalks are urban and shaped by a variety of frontages, including galleries, arcades, shopfronts, and stoops. Inviting sidewalks support pedestrian and commercial activity. Street trees, planted in tree wells, provide shade and reinforce the human scale of the DTN's urban neighborhoods and its mixed-use streets.
INTENDED PARKING	Most parking is accommodated with on-street spaces and strategically dispersed public garages. On-site parking is located either behind buildings or subterranean. Parking requirements are low to encourage utilization of transit and shared parking.	Most parking is accommodated with on-street spaces and strategically dispersed public garages. On-site parking is located either behind buildings or subterranean. Parking requirements are low to encourage utilization of transit and shared parking.	Most parking is accommodated with on-street spaces and strategically dispersed public garages. On-site parking is located either behind buildings or subterranean. Parking requirements are low to encourage utilization of transit and shared parking.
INTENDED LAND USE RANGE	Ground floors are occupied with retail, restaurant, and other active uses befitting a walkable, metropolitan downtown setting. Upper floors and the floor area behind street-facing active uses accommodate office, civic, lodging, and residential uses.	Ground floors are occupied with commercial, retail, and office uses that support active sidewalks and walking. Upper floors and the floor area behind street-facing active uses accommodate a wide variety of office, civic, lodging, and residential uses.	Buildings are occupied by small scale retail, office, workshop, live-work, and residential uses. In addition, galleries, workshops, and studios cater to the Mural District's artisan community, while limited light industrial and auto-related uses are allowed in South Stadium.

Table 6.4A - Summary of Land Use Designations (continued)

	a. Downtown Designations	c. Employment Designations	
	iv. Apartment House Overlay	i. Light Industrial	ii. Heavy Industrial
EXAMPLES OF INTENDED PHYSICAL CHARACTER The examples are not intended to be interpreted literally as they represent the general range of scale, intensity, site organization and streetscape typical of the identified zoning district.	 	 	 
INTENT AND PURPOSE	The Downtown Neighborhood – Apartment House designation is intended to preserve and enhance the pattern of pedestrian-oriented small-footprint apartment houses, grand homes, and small commercial buildings that exist in some surviving pre-World War II residential areas within Downtown. New buildings are mindful of the massing, scale, and character of buildings within this area that are listed on the Local Historic Register.	The Light Industrial designation accommodates a diverse range of light industrial uses. Light Industrial areas may serve as buffers between Heavy Industrial and other land uses and are generally located in areas with good transportation access, such as along railroads and State routes, and may accordingly generate substantial activity from large cargo or delivery vehicles. New buildings may be designed with a floor area ratio (FAR) of up to 1.5 and within the Specific Plan area are designed according to the needs of the particular light industrial activity, and to the extent possible, provide street-friendly facades, especially when adjacent to commercial or residential buildings.	The Heavy Industrial designation accommodates the broadest range of industrial uses and may generate substantial activity from large cargo or delivery vehicles. New buildings may be designed with a floor area ratio (FAR) of up to 1.5, and within the Specific Plan area are designed according to the needs of the particular industrial activity, and to the extent possible, provide street-friendly facades, especially when adjacent to commercial or residential buildings.
INTENDED PHYSICAL CHARACTER	New buildings are house-scale, up 35 feet in height, and are designed with massing that is respectful of neighboring houses. Attics of buildings with pitched roofs may be inhabited and lit with dormer and gable windows. All buildings are set back from the sidewalk to provide a front yard that is consistent with the existing houses along the street. Buildings are designed to provide "eyes on the street." Multi- family and commercial buildings are compatible in scale and massing and virtually indistinguishable from single-family houses.	New buildings are up to 60 feet in height and may be located anywhere on the lot. Buildings are expressed in single or multiple volumes as determined by the particular function of the industrial activity and, to the extent possible, office and administrative uses are located towards the front of the lot, facing the street.	New buildings are up to 60 feet in height and may be located anywhere on the lot. Buildings are expressed in single or multiple volumes as determined by the function of the industrial activity and, to the extent possible, office and administrative uses are located towards the front of the lot, facing the street.
INTENDED FRONTAGE AND STREETSCAPE	Ground floor residential frontages such as front yards, porches, and stoops face traditional, tree-lined streets. Streetscapes consist of sidewalks separated from the street by parkway strips planted with canopy street trees of varying species that shape the unique landscape character of each individual street and provide shade for pedestrians.	To the extent possible, street-facing building facades provide windows and the primary entry into the building in order to ensure that industrial buildings contribute to a safe pedestrian environment through "eyes on the street." Street trees are present to provide shade while accommodating the needs of large service and delivery vehicles.	To the extent possible, street-facing building facades provide windows and the primary entry into the building in order to ensure that industrial buildings contribute to a safe pedestrian environment through "eyes on the street." Street trees are present to provide shade while accommodating the needs of large service and delivery vehicles.
INTENDED PARKING	On-site parking is located on the rear half of the lot and shielded from view from the public right-of-way. Visitor parking is accommodated with on-street spaces.	On-site parking should be located behind or besides the building, but not within front and street side setbacks.	On-site parking may be located anywhere on the lot except within front and street side setbacks.
INTENDED LAND USE RANGE	Buildings are occupied with residential uses, home occupation activity, and commercial services such as business, professional, medical, and dental offices uses.	Buildings accommodate a diverse range of light industrial uses, including limited manufacturing and processing, research and development, fabrication, utility equipment and service yards, wholesaling, warehousing, and distribution activities. Small-scale retail and ancillary office uses are also permitted.	Buildings accommodate a broad range of industrial uses, including manufacturing, assembly, wholesaling, distribution, and storage activities that are essential to the development of a balanced economic base. Small-scale commercial services and ancillary office uses are also permitted.

Figure 6.4A - Planned Land Use Map



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CHAPTER 7: HISTORIC PRESERVATION

7.1 INTRODUCTION

Downtown Fresno contains an impressive collection of the City's oldest and most historically significant properties. From the initial establishment of a railroad station in 1872 through the ambitious redevelopment efforts of the 1960s, Fresno's Downtown contains buildings, structures, and sites from each period of its development. Downtown's historic-era buildings and resources give it a unique character and cultural depth that are not found in other parts of the City or the central San Joaquin Valley region.

Fresno's identity is connected to its past through the built environment, and the preservation of historic resources has long been an important priority for the City and its citizens. A large number of important Downtown buildings have been designated as local historic resources. Many are listed or eligible for listing in the National Register of Historic Places and the California Register of Historical Resources.

Historic preservation programs are most beneficial when integrated with other land use planning and development approval procedures. In order for preservation to be an effective tool in revitalization, the City can, must, and will comprehensively combine identification, evaluation, and registration of local historical resources with strong local planning powers, economic incentives, and participation by property owners and the general public.

The Fulton Corridor Specific Plan area encompasses the oldest portion of the City, containing the area originally platted in 1872. It contains over 115 of the City's designated historic resources, representing a wide range of property types and periods of development. Several important historic themes that influenced the physical development of Downtown Fresno since 1872 have been identified. These themes provide a way of evaluating important resources by highlighting shared history, important property types, and common development patterns.

Warnors Theatre (1929).

Fresno Buddhist Temple (1920).

Long/Black Home (1907).

Van Ness Gate Entrance (1925).

7.1 INTRODUCTION (Continued)

The following terms are used in this chapter to describe properties that may warrant consideration for their historic significance. The definitions are intended to be specific for this Specific Plan and may deviate from concepts that have been codified in standards and guidelines developed by the National Park Service, the Department of the Interior, and professional practitioners, including historians, architects, archeologists, and urban planners.

Significant Resource means a resource that is one of the following:

1. Listed in the California Register of Historical Resources;
2. Listed on the National Register of Historic Places;
3. Determined to be eligible for listing in the California Register of Historical Resources by the State Historical Resources Commission;
4. A Historic Resource as defined in Section 12-1603(o) of the Historic Preservation Ordinance (HPO), or a local historic district as defined in Section 12-1603(s)of the HPO, or a contributor to a local historic district, unless the resource has been found not to be historically or culturally significant by a preponderance of the evidence pursuant to Section 10(b)(2)(iv) of the Historic Environmental Review Ordinance (HERO), if/when it is adopted by the City Council;
5. Identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, unless the resource has been found not to be historically or culturally significant by a preponderance of the evidence pursuant to Section 10(b)(2)(iv) of the HERO (if/when it is adopted by the City Council; or,
6. A Potential Significant Resource that, after further analysis and review, the City has determined should be treated as a Historically Significant Resource pursuant to the procedures in Section 9(b)(3) of the HERO (if/when it is adopted by the City Council.

Potential Significant Resource means a resource that does not fall within the definition of Significant Resource but meets any or all of the following requirements:

1. It was identified as eligible or potentially eligible for listing in a national, state or local register of historical resources or it was identified as a potential contributor to a potential significant district in a survey that the city formally commissioned or was officially accepted or officially adopted by the Council or the HPC, but the survey does not meet one or more of the requirements of subsection (g) of Section 5024.1 of the Public Resources Code.
2. It is at least 45 years old; or
3. As determined by the Historic Preservation Project Manager, it meets the criteria for listing to the California Register of Historical Resources under subsection (j) of Section 5020.1 or Section 5024.1 of the Public Resources Code.

Notwithstanding the above, a resource shall not be a Potential Significant Resource if within five years prior to submittal of the application for the Project under review: (i) the city in an adopted CEQA finding, determined that the resource was not historically significant for purposes of CEQA or (ii) the Council or the HPC accepted or officially approved a survey that found the resource was not eligible for listing to a national, state or local register.

Significant District is a type of Significant Resource that is a finite group of resources related to one another in a clearly distinguishable way or any geographically definable area which possesses a significant concentration, linkage or continuity of sites, buildings, structures or objects united historically or aesthetically by plan or physical development.

Potential Significant District is a type of Potential Significant Resource that if found to be a Significant Resource would be a Significant District.

Historic Character refers to the general form, appearance, and impression of a neighborhood or area established by extant development from the past. The term is used generally to recognize development patterns from Fresno's past and is not meant to imply officially recognized historic significance.

"Historic-era Building, "Historic-era Resource" is used as a generic term to refer to a building or resource which was constructed in an earlier period in the City of Fresno (as described in sub-sections A though I) but which is not necessarily a "Significant Resource."

Local Historic Resource means, unless otherwise specifically indicated, a resource on Fresno's Local Register of Historic Resources pursuant to Fresno Municipal Code 12-1603(o).

Nothing in this Specific Plan is intended to identify or designate any significant resources, potential significant resources, significant districts or potential significant districts. Identification and designation of resources and districts shall be done consistent with the City's Historic Preservation Ordinance and State and Federal law.

Hobbs-Parson Building (1903).

A. RAILROAD DEVELOPMENT AND EXPANSION (1872-1950)

The location of rail lines established Fresno as a major transportation crossroads and distribution center for the Central Valley's agricultural bounty. Early development patterns favored proximity to the railroad, solidifying the centrality of Fresno's Downtown. The railroad's impact is immediately understood in the northwest-southeast orientation of Downtown's street grid, which paralleled the orientation of the Central Pacific railroad line.

Property types associated with railroad development include rail stations and their ancillary buildings, rail yards, rail lines, and rail spurs and trestles. Early industrial buildings that were constructed in immediate proximity to rail lines and designed to take advantage of rail technology, may also be significant within this context.

Railroad properties that have been designated by the City as local historic resources include the Southern Pacific Depot (1889) at 1713 Tulare St., and the Santa Fe Depot (1899) at 2650 Tulare St.

B. EARLY RESIDENTIAL DEVELOPMENT (1872-1942)

The Fulton Corridor Plan Area included vibrant residential neighborhoods throughout the late 19th century. By the early 20th century, some of these neighborhoods were significantly eroded by expanding commercial and industrial sectors as well as the transportation infrastructure that made it possible for people to live further from the city center. Large-scale redevelopment projects of the mid- and late-20th century continued to erode Fresno's earliest neighborhoods. Today, intact early residential properties in the Fulton Corridor area are comparatively rare.

Property types representing late-19th and early-20th century residential development include large homes for the City's upper and middle classes, and modest houses for working families, as well as a small number of apartment houses and bungalow courts. Carriage houses (granny flats), and other ancillary buildings are also representative of this period. Architectural styles associated with residential development during this period include Folk/Vernacular, Queen Anne, Neo-Classical American Foursquare, Craftsman, Colonial Revival, Mission Revival, and Spanish Revival.

Outstanding examples of Fresno's early residential properties can be found within the St. John's Cathedral District and the northern portions of the Cultural Arts District. The majority of these have been previously identified as potential significant resources or as contributors to a potential significant district. Many have been designated as local historic resources. Residential properties also exist in and around Chinatown; many of these have poor integrity due to alteration or extreme disrepair. Outside of the areas mentioned above, only isolated examples of Fresno's early residential neighborhoods remain.

Over thirty single-family residential properties located in the Downtown area have been designated by the City as local historic resources. Examples include the Vartanian Home (1891) at 362 F Street; the Kutner Home (1901) at 1651 L Street; and the Van Valkenburg Home (1903) at 1125 T Street. Multiple-family residential properties that have been designated by the City as local historic resources include the Maubridge Apartment Building (1911) at 2344 Tulare Street.

C. ETHNIC COMMUNITIES (1872-1960)

Successive waves of immigrant groups have settled in and around Fresno's Downtown throughout the City's history. Areas southwest of the railroad have been settled by Italian, Russian-German, Chinese, Japanese, and African American populations from the mid-19th Century through World War II. After World War II, the community shifted primarily to Hispanic and African-American populations.

Historic ethnic neighborhoods within or overlapping the Plan Area include Chinatown, located between Highway 99 and the railroad along F Street; Fresno's historic Germantown roughly bounded by California Street, Ventura Street, and G Street; the historic Armenian Town located in the southeastern portion of the Plan Area; and the historic Italian community, located southwest of Downtown, spanning the Plan Area and further southwest beyond Highway 99.

Outside of Chinatown, where a small commercial historic district has been identified as a potential significant historic district, only fragments of these historic neighborhoods remain. Property types include single-family homes, ancillary buildings such as the summer kitchens of the Volga Germans, boarding houses, churches, meeting halls, and small neighborhood commercial buildings.

Properties with important ethnic community associations that have been designated by the City as local historic resources include the Bing Kong Tong Association Building (1900) at 921 China Alley; the Holy Trinity Armenian Apostolic Church (1914) at 2226 Ventura Street; and the First Mexican Baptist Church (1924) at 1061 Kern Street.

Three historic buildings facing Tulare Street at Fulton Mall - Rowell Building (1912), T. W. Patterson Building (1922), and Radin-Kamp Department Store (1924).

First Mexican Baptist Church (1924) in Chinatown.

7.1 INTRODUCTION (Continued)

D. LATE-19TH AND EARLY-20TH CENTURY COMMERCIAL DEVELOPMENT (1872-1945)

Commercial enterprise in Fresno expanded dramatically following the arrival of the railroad in 1872, and continued throughout the 19th century. The 20th century saw increased commercial development, particularly in the years between World War I and the arrival of the Great Depression.

While very few 19th century commercial buildings remain, Fresno's early 20th Century prosperity can be seen in the masonry brick, post and beam concrete, and steel frame concrete reinforced buildings that were constructed between 1900 and 1930. These include high-and mid-rise office buildings, hotels, department stores, and low-rise commercial storefront buildings. A handful of Downtown's elegant and impressive theaters remain intact.

Architectural styles represented include Mission Revival, Beaux Arts, Renaissance Revival, Spanish Revival, Art Deco, and Streamline Moderne. Modest vernacular commercial buildings may have minimal stylistic detailing or not represent any particular style. The majority of the large and architecturally distinguished buildings have been designated on the Local Register of Historic Resources, and several are listed on the California and National Registers. A host of new property types developed in relation to the growth of automobile use and auto-related businesses in the first half of the 20th century. A subset of the commercial property types such as auto showrooms, service garages, and service stations are also associated with automobile-related development.

Early commercial properties that have been designated by the City as local historic resources include the Bank of Italy (1917) at 1001 Fulton; the Rustigian Building (1919) at 701 Fulton Street; and the Radin-Kamp Department Store (1924) at 959 Fulton.

E. LATE-19TH AND EARLY-20TH CENTURY CIVIC AND INSTITUTIONAL DEVELOPMENT (1872-1930)

A considerable portion of Downtown Fresno's development is associated with the public sector and non-commercial interests such as religious and social groups. With the construction of the first County Courthouse in 1874, a Civic Center was established and government buildings have generally clustered northeast of Van Ness Avenue around Mariposa Street ever since. Religious and social organizations located their facilities in various parts of the Plan Area. The oldest of these were often associated with early residential neighborhoods.

Architectural styles associated with late-19th and early-20th century civic or institutional development in Downtown Fresno include Mission Revival, Spanish Colonial Revival, Renaissance Revival, and Classical Revival. Property types include city halls, courthouses, post offices, libraries, schools, and buildings associated with public infrastructure agencies such as those providing power and water. Non-governmental institutional buildings include churches, meeting halls, and other buildings associated with social organizations such as the YMCA.

Important early civic buildings such as the first County Courthouse (1874), the first City Hall (1907), and the Carnegie Library (1904) are no longer extant. Early civic and institutional properties that remain extant and have been designated by the City as local historic resources include the Old Fresno Water Tower (1894) at 2444 Fresno Street; the Old Post Office Sub-Station (1921) at 2422 Kern Street; and St. John's Cathedral (1902) at 2814 Mariposa Street.

F. INDUSTRIAL FRESNO (1890-1950)

Fresno's status as a major transportation and distribution center gave rise to a robust industrial sector with fruit packing, food processing, and businesses servicing the agricultural industry dominating. Industrial buildings in Fresno range from the late-19th century through the mid-20th century. Properties include warehouses, processing plants, factories, associated offices, and ancillary buildings and structures. These properties are typically clustered along rail lines in areas where adjacent blocks developed into defined industrial zones.

In general, industrial development in Fresno is not associated with particular architectural styles. Vernacular industrial buildings of brick and reinforced concrete are the predominate form, and significance is frequently derived from historic association rather than from aesthetic qualities. Industrial properties that have been designated by the City as local historic resources include the Hobbs Parsons Produce Company Warehouse(1903) at 903 H Street; the Berven Rug Mills building (1917) at 616 P Street; and the State Center Warehouse (1918) at 747 R Street.

G. DEPRESSION-ERA CIVIC AND INSTITUTIONAL DEVELOPMENT (1933-1942)

The domestic policies of the administration of U.S. President Franklin Delano Roosevelt in the 1930s – popularly called the "New Deal" – marshaled direct government investment to alleviate the problems of poverty, unemployment, and the disintegration of the American economy associated with the Great Depression. Projects funded through the Public Works Administration (PWA) begun in 1933 and the Works Progress (later Work Projects) Administration (WPA) begun in 1935, fun-

Fresno Photo Engraving Building (1946).

Fresno County Courthouse (1966).

neled significant financial resources to communities across the United States for the construction of roads, bridges, parks, and civic and institutional buildings.

The New Deal transformed Fresno's Civic Center where five new buildings were constructed between 1936 and 1941. These projects include the Fresno Memorial Auditorium, the U.S. Post Office, the Fresno County Hall of Records, the Fresno Unified School District Administration Building, and the old Fresno City Hall. In addition to monumental civic projects, the New Deal benefited Fresno through park improvements, street improvements, and fire stations.

Architectural styles represented by these buildings include Art Deco, Moderne, and Modern. Non-governmental institutional buildings of the period were also designed in these styles. Depression-era civic and institutional properties that have been designated by the City as local historic resources include the Fresno Memorial Auditorium (1936) at 2425 Fresno Street; Fresno Fire Station No. 3 (1939) at 1406 Fresno Street; and Fresno City Hall (Annex) (1941) at 1406 Fresno Street.

H. MID-20TH CENTURY COMMERCIAL DEVELOPMENT (1945-1970)

Unprecedented suburban growth, aided by the ascendance of the automobile as the preferred transportation mode and a greatly expanded highway infrastructure, threatened the health and vitality of Fresno's Downtown in the years after World War II. To combat the effects of suburbanization, the City and Downtown business and property owners embraced some of the most advanced ideas of the era in architecture, urban design, and planning to revitalize Downtown in order to stay competitive with new development in the burgeoning suburbs.

Property developers constructed new buildings in a range of modernist styles and many older buildings were revamped with new facades. The embrace of modernist ideals to transform Downtown Fresno culminated in the adoption of the Victor Gruen plan and construction of the Fulton Mall.

Downtown Fresno contains an impressive collection of mid- 20th century commercial buildings that reflect Fresno's extensive revitalization efforts of the 1950s and 1960s. Associated property types include office buildings, department stores, hotels, modest one- and two-story commercial retail and/or office buildings, and parking facilities. Architectural styles exemplified in these buildings include Late Moderne, International Style, Mid-Century Modern, Corporate Modern, Googie, and New Formalism. Very few of Downtown Fresno's modern commercial buildings have been designated as local historic resources.

Scottish Rite Temple (1937).

I. MID-20TH CENTURY CIVIC AND INSTITUTIONAL DEVELOPMENT (1945-1970)

The expansion of government during the second half of the 20th century dramatically increased the presence of the public-sector in Downtown Fresno. Continuing the expansion of the Civic Center that began in the 1930s, several new buildings were erected and several blocks of Mariposa Street were closed to traffic and converted into a pedestrian mall designed by landscape architect Garrett Eckbo.

Civic and institutional buildings in Downtown Fresno reflect the City's adoption of modernist architecture and planning in the mid- 20th century. Architectural styles include the International Style, Mid-Century Modern, and New Formalism. Very few of Downtown Fresno's modern civic and institutional buildings have been designated as local historic resources.

Baskin's Auto Supply Sign (1956).

7.2 PRESERVATION STRATEGIES

Historic preservation is a critical component of Downtown's revitalization. All successful revitalization efforts have incorporated historic preservation as a cornerstone for transformation. Well-maintained historic properties convey reliability and stability, making the community more attractive to new businesses, residents, and visitors. In addition, Downtown's rich array of historic buildings can only be found in Downtown, creating an experience that cannot be found anywhere else in Fresno.

Using the City's existing built environment as a catalyst, a preservation-based community development plan not only protects Fresno's heritage, but can also strengthen and support a wide range of the City's economic goals. Historic preservation can be employed to create and preserve affordable housing, generate jobs, retain existing businesses, attract new ones, enhance environmental sustainability, and bolster a community's sense of place. Areas rich in historic resources are also more attractive to visitors. Studies have shown that trips are more memorable for travelers if they include a heritage activity such as visiting a historic attraction, ethnic or ecological heritage site. Culture and heritage visitors also stay longer at their destinations and spend more money, on average, than other types of travelers.[1]

Preservation is a cost-effective development strategy. The rehabilitation and maintenance of older buildings and neighborhoods can mean savings in money, energy, time, and raw materials. The money spent rehabilitating existing buildings is generally less than the money needed for comparable new construction. Rehabilitation can also shorten lengthy development review processes by avoiding local neighborhood opposition. In addition, in the City of Fresno, buildings constructed before 1954 do not need to provide additional parking.

Because rehabilitation is generally more labor intensive than new construction, preservation is also important for its employment potential and impact on the local economy. The rehabilitation of an existing structure has been demonstrated to create more jobs than the same expenditure for new construction, while using fewer materials.

Historic preservation also enhances the City's efforts to promote environmental protection and sustainability. The continued use of existing buildings conserves the energy and material originally used in their construction and reduces the amount of waste from demolition and new construction that is deposited in landfills. Reinvestment in existing communities also preserves the energy embedded in infrastructure, such as roads, water, and sewer lines. Accordingly, the conservation and improvement of our existing built resources are viable strategies for combating environmental degradation.

[1] National Trust for Historic Preservation, Cultural Heritage Tourism 2011 Fact Sheet, accessed online July 20, 2011 http://www.preservationnation.org/issues/heritage-tourism/additional-resources/2011-CHT-Fact-Sheet-6-11.pdf

Fresno Memorial Auditorium (1935) fronting Fresno Street.

Downtown Fresno's historic preservation strategy, as embodied in this Specific Plan, as well as the accompanying Development Code, is based upon the following key principles:

1. **Establish clear and consistent identification, evaluation, and designation of historic resources.**

   Federal, state, and local regulations that protect historic and cultural resources are based on identification and designation. In order to maintain and protect a community's built legacy, it is necessary to identify the properties that are meaningful to the community's historical development and contribute to its character. Identification is the first step in protection and restoration of a community's historic resources.

2. **Rehabilitate and adaptively reuse buildings to spur economic development.**

   Historic preservation is a proven, effective community and economic development strategy. Many communities are distinguished by their unique collection of historic buildings, structures, and sites. Fresno is no exception. Historic preservation projects result in investment in the local economy. Policies that help preserve the unique character of Downtown's subareas involve both historic preservation and economic development.

3. **Build compatible new development.**

   The value of a significant resource or potential significant resource is greatly diminished by adjacent or nearby incompatible development. When property is developed or redeveloped adjacent to significant resources, it is important that the new development is designed in a manner that reinforces the historic character of the area.

4. **Use preservation incentives.**

   Financial incentives (such as those provided by the Mills Act), including federal tax credits, preservation easements, and property tax abatements, can be used to help fund the rehabilitation of historic-era buildings. In addition, the California Historical Building Code facilitates the rehabilitation or change of occupancy of qualified historical buildings in a cost effective manner that preserves a building's original or restored elements, while providing building occupants with reasonable safety from fire, seismic forces, or other hazards and affording the physically disabled with reasonable access. These incentives can defray the costs of rehabilitation. Technical assistance regarding character-defining features, construction techniques, treatment of historic materials, and compatible replacement materials will result in many more historic and cultural resources preserved for future generations.

5. **Integrate the General Plan and Specific Plan revitalization and development objectives.**

   The City's goal is to preserve Fresno's historic character and sense of place, in part through the long-term strategy of reinforcing, strengthening, and clarifying the procedures and mechanisms for preserving and protecting eligible and listed historic resources. In addition, the City will continue to encourage the incorporation of the community's cultural heritage as investment occurs in older areas of Fresno. Ultimately, apart from the legal framework, the City envisions that developers will respond to the demand for historic-era buildings by thinking first about reuse or adaptive reuse before proposing alterations or demolitions. Integration of preservation with revitalization and development objectives should be brought about through the modification of the Fresno Municipal Code so that policies are clearly identified as part of the Historic Preservation regulatory structure.

7.3 PRESERVATION FRAMEWORK

The City of Fresno has had a long-standing commitment to history, cultural heritage, and preservation – a commitment that was confirmed in 2004 by former First Lady Laura Bush's designation of Fresno as California's first Preserve America Community. Fresno has developed a Preservation Ordinance, and maintained policies and procedures for the "designation, preservation, promotion, and improvement of historic resources and districts for the educational, cultural, economic, and general welfare of the public and the City of Fresno." The goals and policies herein pertain to clarification of existing language in City ordinances and policy documents to facilitate resource protection, owner and developer technical assistance, efficient inter-departmental coordination, and economic development issues. These goals and policies are not limited to the activities of the City Council and City staff. The business and professional community, educators, students, volunteers, and community organizations can make important contributions to the ongoing efforts to preserve Fresno's significant resources.

The following goals and policies enable historic preservation activities, allow for the continued use of historic buildings and places for future generations, and protect the existing character of each of the Plan Area's subareas.

Goal 7-1 Identify historic and cultural[2] resources through context development, survey[3], evaluation, and designation.

Policies

7-1-1 Recognize that supporting existing local historic resources is critical to Downtown's future identity and character and contributes to Fresno's economic vitality goals.

7-1-2 Prioritize the preservation of existing local historic resources when making decisions about development and improvement projects.

7-1-3 Promote greater awareness about the benefits of and reasons for historic preservation within Downtown.

7-1-4 Continue to make the City's Historic Preservation Database of previously evaluated historic-era resources easily accessible to the public.

7-1-5 Maintain an accurate inventory of Downtown Fresno's local historic resources.

7-1-6 Ensure that the process of preparing and maintaining historic surveys is deliberate and transparent such that all stakeholders understand the ramifications.

7-1-7 Maintain an effective dialogue with community members and groups about Downtown's significant and potentially significant resources.

7-1-8 Use the survey results, historic context, and other information created during development of this Specific Plan to inform the designation and management of local historic resources.

7-1-9 Require that all City-owned buildings determined eligible for listing on the Local, State, or National Register in a Historic Survey, as defined by public Resources Code, section 5024.1(g), be preserved and timely and formally considered for designation as Federal, State or City historic resources pursuant to the procedures set forth in the Historic Preservation Ordinance as funds and resources are available.

7-1-10 Maintain priorities for historic preservation issues in coordination with the Historic Preservation Commission to ensure appropriate identification and implementation. (FLSP Implementation Action 9-1-3)

Goal 7-2 Protect significant and potentially significant resources from demolition and inappropriate alterations.

Policies

7-2-1 Support the preservation of an authentic restoration of designated historic properties pursuant to FMC 12-1600 et. seq.

7-2-2 Discourage the demolition or inappropriate alteration of local and potential local historic resources and encourage their appropriate renovation by providing guidance and incentives for rehabilitation and compatible alterations.

[2] The term "cultural" is defined in Section 12-1603 of the Fresno Municipal Code as referring to "traditional cultures including but not limited to Native American or other identifiable ethnic groups."

[3] The Historic Preservation Ordinance as currently drafted states that all official Historic Surveys of the City of Fresno need to be approved by the City Council. See FMC, section 12-1606(b)(7).

The Harvey Swift Home (1905) is adaptively reused as a funeral home.

St. Alphonsus Catholic Church (1913).

7.3 PRESERVATION FRAMEWORK (continued)

7-2-3 Encourage maintaining local historic resources and potential local historic resources in a manner that preserves the historic character of Downtown and its surrounding neighborhoods.

7-2-4 Make City staff and trained community members available to provide technical assistance to property owners concerning the maintenance, rehabilitation, and restoration of local historic resources.

7-2-5 Maintain a consistent and transparent review process involving all applicable agencies, departments, and stakeholders.

7-2-6 Require that owners of local historic resources abide by all applicable local requirements and/or guidelines.

7-2-7 Encourage owners of potential local historic resources to consult with the City on appropriate renovation.

7-2-8 Where an historic building pattern no longer exists, promote the relocation of local and potential local historic buildings, in lieu of demolition, whereby isolated buildings are relocated to enhance existing groupings of similar buildings.

7-2-9 Encourage resident and property owner participation in building maintenance and rehabilitation through a variety of incentives (FLSP Implementation Action 1-1-2, modified 2011), including:

a. Promoting and making accessible available financial incentives, such as Federal Rehabilitation Tax Credits, fee waivers, Community Development Block Grants, and the Mills Act.

b. Working with building owners to identify alternative design solutions that preserve the building's original or restored architectural elements and features as well as meet safety, access, and energy efficiency needs.

c. Continuing to exempt buildings constructed before Feb. 13, 1954 from having to provide additional parking spaces.

d. Creating a historic building owner's committee to promote and discuss historic preservation issues.

e. Increasing awareness of the City's program of Heritage Property[4] designation, which allows property owners to utilize the California Historical Building Code (CHBC) for buildings that do not otherwise qualify for listing on the Local, State or National Register.

Goal 7-3 **Encourage new development located adjacent to a significant resource to be compatible in scale, height, massing, and materials through application of the Development Code.**

Policies

7-3-1 Encourage and expedite the approval of compatible infill development through responsive design that considers the physical character and context of the area as well as the scale of individual buildings.

7-3-2 Maintain the historic character of neighborhoods through the pattern of development, the size of buildings, and the spatial relationship of individual buildings to the street and to neighboring buildings.

7-3-3 Amend the City's CEQA Ordinance in order to ensure the consistent application of CEQA and all applicable historic preservation-related requirements.

Montgomery Thomas Home (1897). Incompatible development of recent decades (building on left) is built in a manner that completely ignores the presence of the historic home .

Towne Apartments (ca. 1902) have been renovated and rehabilitated in a manner that is faithful to its historic style.

Goal 7-4 Promote the preservation of historic and cultural resources through financial incentives and technical assistance.

Policies

7-4-1 Promote preservation through incentives such as the Community Development Block Grants program and technical assistance.

7-4-2 Support local apprenticeship programs through construction trade groups that teach restoration techniques such as lead paint remediation, historic woodworking, and finishing.

7-4-3 When appropriate, encourage owners of eligible, local historic resources to apply for Mills Act contracts in order to reduce property tax burdens.

Goal 7-5 Integrate historic preservation into the community and economic development strategies.

Policies

7-5-1 Use historic preservation as a basic tool for neighborhood improvement and community development.

7-5-2 Establish local historic districts in eligible areas to preserve and enhance contributing historic features. (FLSP implementation Action 1-1-6)

7-5-3 Promote the use of Federal and/or State historic preservation programs such as the "Historic Facade Easements" program. (FLSP Policy 9-3)

7-5-4 Preserve, restore, and enhance public cultural art and entertainment facilities such as the Memorial Auditorium and Fresno Water Tower. (FLSP Implementation Action 10-1-1)

Goal 7-6 Protect archeological resources from the impacts of new development.

Policies

7-6-1 Require that all mitigation measures for archeological resources fully comply with the requirements of CEQA.

The Fresno Bee Building (1922) on Van Ness Avenue was adaptively reused as a broadcast studio and office space.

The Wilson Theater (1926) is adaptively reused as a church.

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CHAPTER 8: PUBLIC REALM

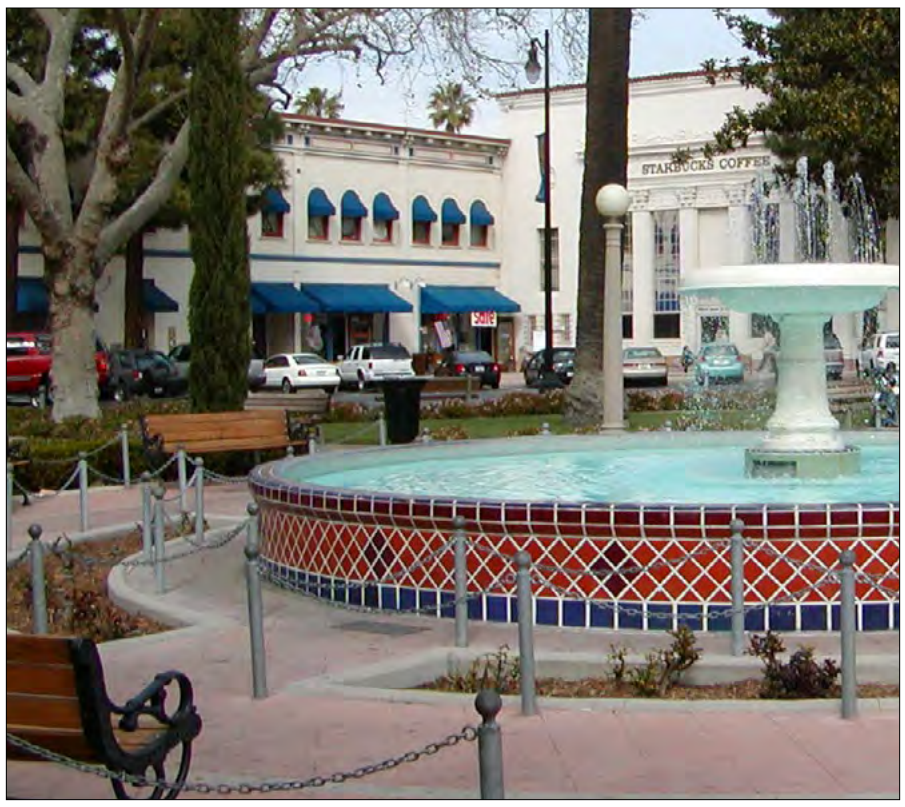
8.1 INTRODUCTION

Downtown Fresno can continue to become an attractive destination; the kind of place residents, businesses, employees, and visitors can identify as the commercial, cultural, and entertainment core of their region. A well-formed and well-maintained public realm of streets and parks is the prime ingredient for establishing and sustaining the regional attraction of Fresno's Downtown. Shaded, inviting public streets and parks generate a walkable and bikable environment, establish a unique identity for each street, promote healthy lifestyles, and increase property values. Moreover, inviting streets and accessible city parks create important cultural circles where people connect with neighbors during playground sessions, lunchtime picnics, afternoon pick-up games, after-dinner strolls, and/or weekend festivals. In addition, trees and other greenspace may lower air temperatures 5-10° F and are instrumental in helping lower energy costs. Indeed, because of the San Joaquin Valley's hot, dry summer weather, potential cooling savings from trees are among the highest in the nation.

A street is closed down to accommodate a seasonal celebration in addition to farmers' markets.

Playground equipment provides a place for neighborhood children to play.

Street trees provide shade for pedestrians and outdoor dining during the hot summer months.



Great open spaces are surrounded by active building frontages and are easily accessible from surrounding sidewalks.

8.2 PUBLIC REALM STRATEGIES

The following strategies apply to all future improvements in Downtown's open spaces and streetscapes. Their intention is to provide a long-term vision for a high-quality public realm in Downtown, with enhanced vitality, character, and community space.

1. **Renovate and activate existing open spaces and provide new, high quality open spaces, whether publicly or privately owned, that are active, well managed, safe, clean, attractive, and support nearby or adjacent businesses.**

   Open space provides a focal point for community activities and fosters social interaction. Downtown, historically, had two open spaces centrally located and integral to Downtown's image: Mariposa Plaza and Courthouse Park. Currently, they are disconnected from their surroundings, and therefore underutilized and uninviting. Initial efforts focus on the reconnection and revitalization of these existing open spaces.

   As Downtown intensifies and the demand for open space increases – particularly in districts outside of the Fulton District – additional parks and plazas will be critical to supporting the health and well-being of residents and workers by providing opportunities for sports, recreation, and play facilities for children. These outdoor areas also provide opportunities for cleansing stormwater runoff, facilitating groundwater recharge, and capturing rainwater for reuse as landscape irrigation.

2. **Conceive of open spaces as large outdoor rooms that are enjoyed, not just traversed.**

   Public parks and plazas are the visual punctuations along the greater public realm of streets that give identity to Downtown. Surrounding buildings face these open spaces with ample windows, storefronts, and building entrances. They are inviting places that are easy to traverse and accommodate activities ranging from active play to restful relaxation. They are activated by surrounding uses and through special events such as farmers' markets, festivals, and other celebrations.

3. **Design "complete" streets that promote walking, cycling, and public and private transport, while ensuring accessibility for those with disabilities.**

   In conformance with the Complete Streets Act (AB 1358), streets are designed for the automobile, the pedestrian, and the cyclist. Of varying widths and configurations, these tree-lined streets are designed to provide comfortable environments for pedestrians, while slowing automobile traffic down. Conceived as places and not just conduits, they are memorable, easily distinguishable from one another, and great places to walk, bicycle, shop, and drive. On-street parking accommodates convenient parking for shoppers, residents, and visitors, while providing a buffer between moving traffic and pedestrians.

4. **Introduce street trees in order to expand the urban forest, create a unique identity for Downtown's streets, create an environment that is more amenable to pedestrians and bicyclists, provide energy savings to surrounding property owners, extend the life of street paving, and improve local air, soil, and water quality.**

   Street trees beautify Downtown's streets and provide an inviting and comfortable environment for pedestrians and cyclists by providing shade during the summer and, in the case of deciduous trees, allowing the sun to pass through in winter. In addition, they provide a whole host of benefits, including: lowering air temperature during the summer months; reducing energy bills of adjacent properties that are shaded by trees; improving local air, soil, and water quality; absorbing pollutants and reducing atmospheric carbon dioxide; reducing the evaporation of smog producing emissions from leaky gas tanks, upholstery, etc., from vehicles that are parked in the shade; extending the life of asphalt paving that is shaded by street trees; and providing wildlife habitat. On shopping streets, tall and properly pruned trees can provide shade and beauty while allowing visibility for storefronts and signage.

5. **Support healthy, affordable production of food, including local gardening and agriculture.**

   While the majority of the Plan Area is anticipated to develop with more dense building types such as multi-floor mixed-use buildings or towers, this does not preclude the introduction of food production within these building types. Indeed, it can be incorporated on roofs, on balconies, and even in window boxes. For buildings that are surrounded by front and back yards, vegetable gardens can be introduced in front yards, including in raised planting beds, in back yards, and within common areas of courtyard buildings. In addition, owners of vacant lots could convert their land to community gardens and orchards, where various residents within the neighborhood can grow fruits and vegetables. Finally, the commercial side of agriculture can be brought to Downtown in the form of farmers' markets, public market halls, and specialty food stores that sell locally grown food and other agricultural products.

Kern Street is a tree-lined street that is designed to provide a comfortable environment for pedestrians.

A view of a front yard vegetable garden.

8.3 OPEN SPACE IMPROVEMENTS

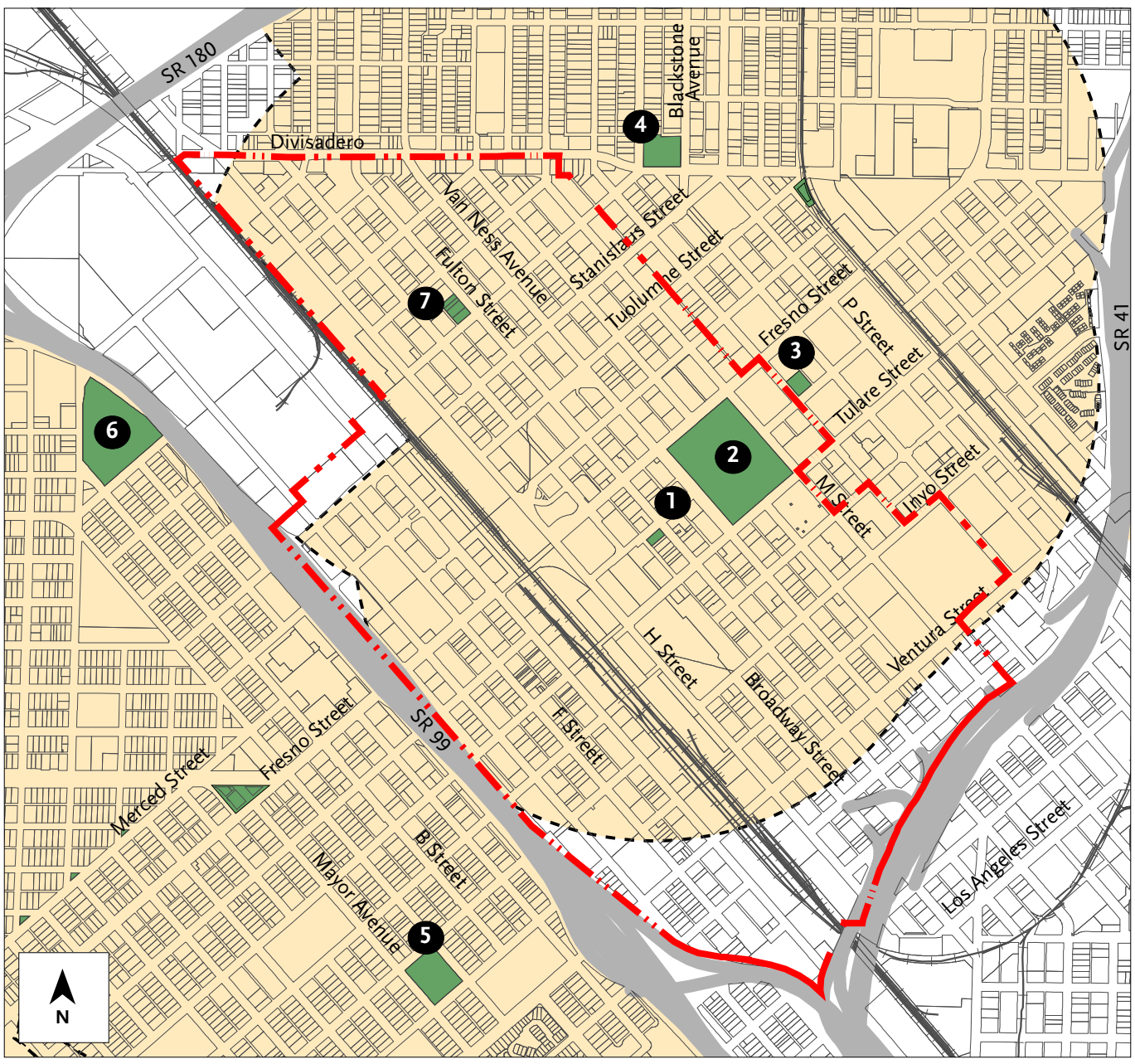
The Plan Area contains one park, Courthouse Park, as well as Mariposa Plaza (see **Figure 8.3A**). A park is also currently under construction in the Mural District. In addition, Dickey Park and Eaton Plaza are within walking distance of the Plan Area. However, much of the Plan area, such as South Stadium and Chinatown, lack open space or easy access to open space. Moreover, all of the open space within the Plan Area is urban or civic in nature and not suited for recreational activities such as basketball, baseball, and other active uses. As Downtown begins to intensify with denser housing types, the need for active parks within walking distance of residences will become more important, especially for those who live in dense, multi-family buildings with minimal outdoor space. Passive open space – plazas, gardens, and even wide sidewalks – that provide residents, workers, shoppers, and tourists with a place to walk, meet, relax, and get outdoors will also need be to improved and expanded. Welcoming, diverse, usable open space is a key component of a livable City, providing people with access to nature, opportunities for physical activity, and respite from the activity and motion of the City.

There are two ways of increasing access to open space;

- Improve the quality of existing open spaces; and
- Introduce new open spaces.

However, if parks are not safe – or at least perceived as safe places – they will not be used no matter how near they are. Physical design plays an important role in making parks, plazas and other open spaces comfortable places to be. Strategies include:

- Surrounding parks with buildings that face these open spaces with ample windows;
- Introducing pedestrian-scaled street lighting; and
- Removing landscape features that block views and access into parks from surrounding streets and sidewalks.



The Plan Area contains one public park, Courthouse Park and a park is currently under construction in the Mural District, South Stadium, and Chinatown have no public parks. The eastern portion of the Mural District is within walking distance of Dickey Park.

Figure 8.3A - Existing Open Space

8.3 OPEN SPACE IMPROVEMENTS (continued)

A. IMPROVEMENT OF EXISTING OPEN SPACES

Some of the greatest barriers to parks, plazas, and pedestrian malls becoming vibrant and usable, is lack of shade in summer, lack of direct sunlight in winter, planting or other landscape features that block views and access into the open spaces and pedestrian malls, and, most importantly, lack of occupied buildings that face the open space and pedestrian malls and provide "eyes on the park."

Downtown has a variety of open spaces and pedestrian malls (see **Figure 8.3A**) and they are all affected to some degree by these barriers. The pages that follow show various strategies for transforming them into vibrant, appealing, and safe places for residents, workers, and visitors alike.

Key components of the transformation of Downtown's public realm, as illustrated in **Figure 8.3B**, include the reopened Fulton Street and the strengthening of the Mariposa Street axis that connects City Hall to the proposed High-Speed Rail Station and to Chinatown through a series of grand streets and open spaces, including revamped Mariposa Street (opened to vehicular traffic), a refurbished Courthouse Park, a revitalized Mariposa Plaza, and a new urban park in Chinatown in front of the High-Speed Rail Station.

1. **Fulton Corridor and Mariposa Plaza.** The most important existing pedestrian mall transformation is the revitalization of Fulton Street, including Mariposa Plaza. Without its successful transformation, its current merchants will continue to languish, buildings will continue to remain vacant and fall into further disrepair, and Downtown will not revitalize into a vibrant, successful place.

2. **The Mariposa Street Axis**. East of the proposed High-Speed Rail Station, this axis is reinforced by opening up Mariposa Street to vehicular traffic between M and P street and between the High-Speed Rail Station and the County Courthouse. The axis is punctuated by two key open spaces: Courthouse Park and Mariposa Plaza. West of the High-Speed Rail Station a new urban park in front of the Chinatown entrance to the High-Speed Rail Station extends the chain of open spaces into Chinatown. Mariposa Street between M and P streets, Courthouse Park, and the new Chinatown Park are described on the pages that follow, while Mariposa Plaza is described in **Chapter 4** (The Fulton Mall).

   Just to the north of Mariposa Street and just outside the Specific Plan boundary, Eaton Plaza is expanded to O Street.

Existing view looking east on Mariposa Street at Van Ness Avenue towards the County Courthouse.

Transformation of Mariposa Street at Van Ness Avenue. The removal of the pedestrian tunnel that passes beneath Van Ness Avenue strengthens the Mariposa access.

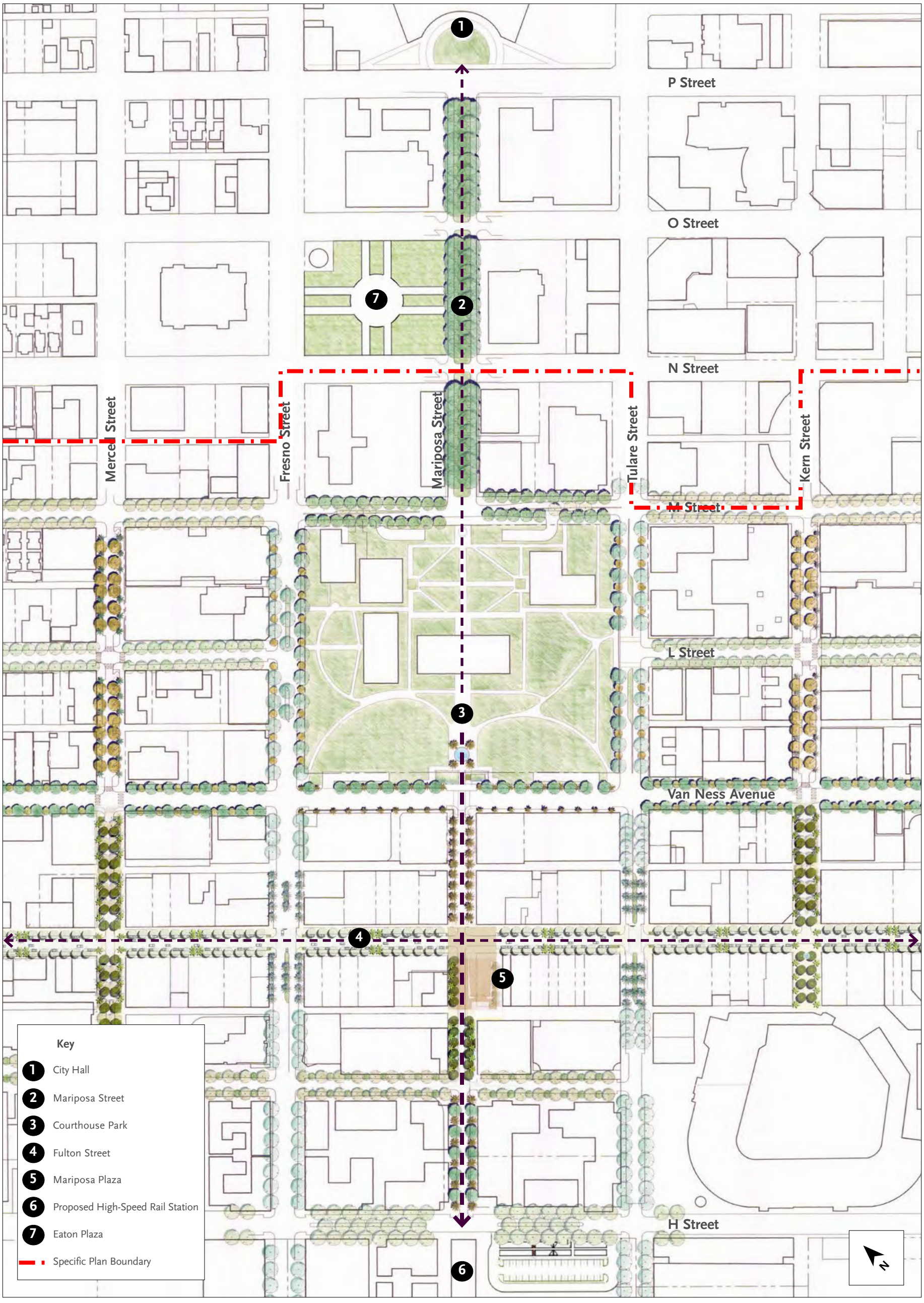


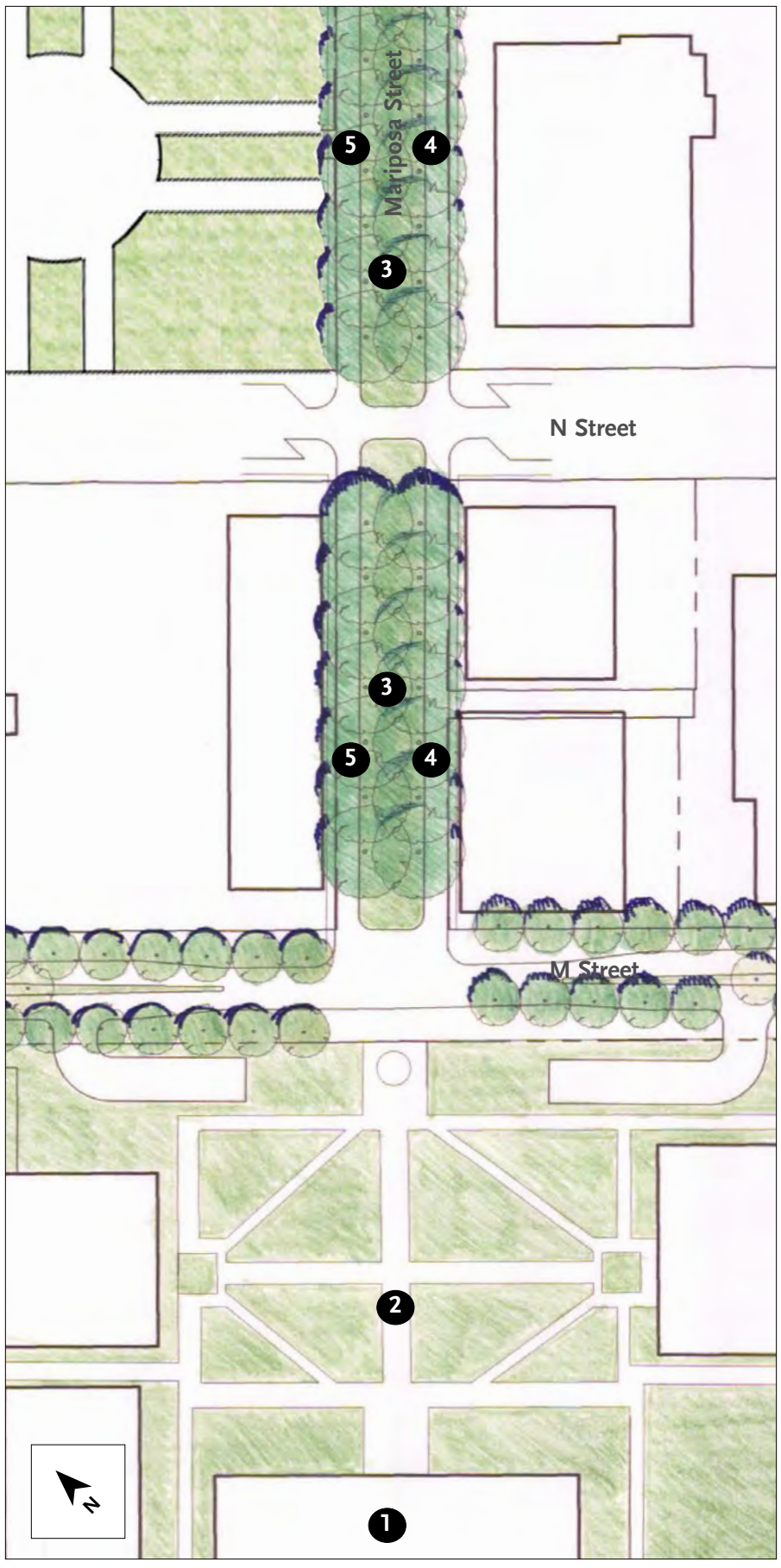
Figure 8.3B - Public Realm Plan - *Proposed streetscape plan for the Mariposa Street, Courthouse Park, Eaton Plaza and surrounding streets.*

8.3 OPEN SPACE IMPROVEMENTS (continued)

3. **Mariposa Street.** Mariposa Street, between M and P streets is lined on both sides of the street by a collection of City-, County-, and State-related office buildings. Working with the County and State, the civic presence and importance of Mariposa is strengthened by introducing a grand boulevard with a wide tree-lined median that includes:

   - A single lane of traffic in either direction to improve safety and provide eyes on the sidewalk during off-peak hours when government offices are closed;
   - Pedestrian-scaled light standards and enhanced paving that improves pedestrian connectivity and reinforces the axis between City Hall and the County Courthouse; and
   - A simplified ground plane landscape that provides an open, visible and well-lit environment that increases the perception of safety and enables an unobstructed view of City Hall to the east and the County Courthouse to the west.

   The transformed Mariposa Street (see **Figure 8.3C**) will strengthen the connection between City Hall and the County Courthouse and create a space that is inviting and perceived to be safe by pedestrians.



Key

1. County Courthouse
2. Courthouse Park
3. Median with trees
4. Eastbound traffic lane
5. Westbound traffic lane

Figure 8.3C - Mariposa Street

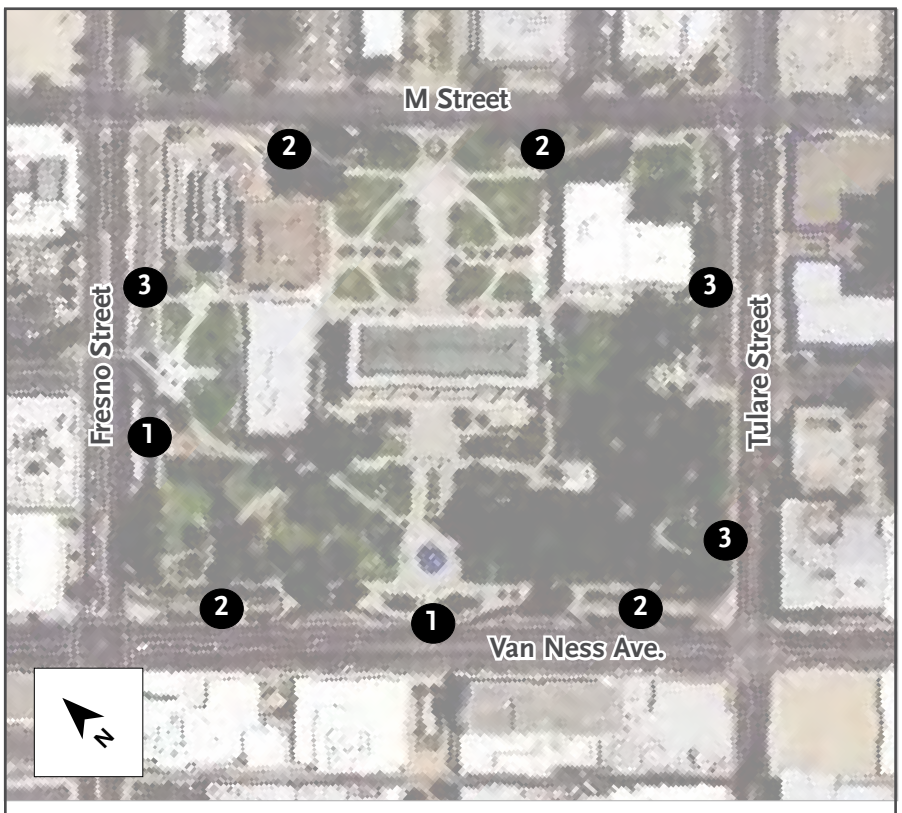
Existing view looking east on Mariposa Street towards Fresno City Hall.

Transformation of Mariposa Street through the introduction of vehicular travel lanes and a wide median. Trees are pruned so that City Hall can be seen beneath their canopies.

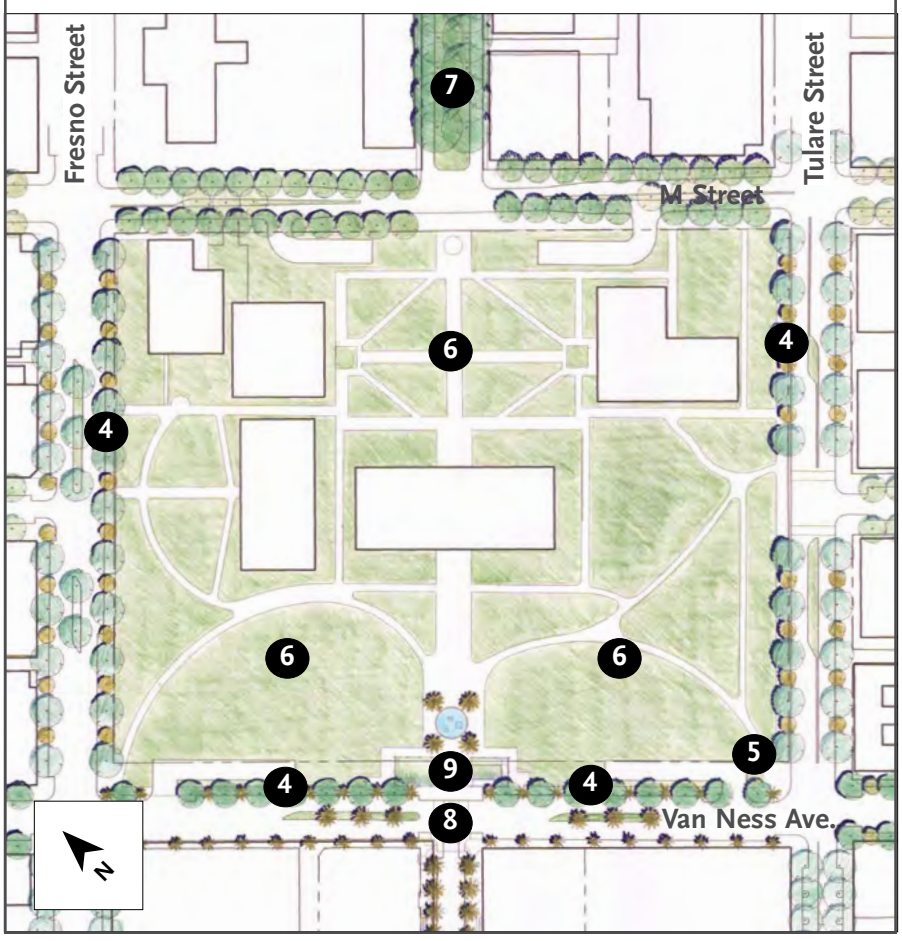
4. **Courthouse Park**, owned by the County of Fresno, is the largest green space within Downtown. Dedicated as open space during the late 1800's, Courthouse Park is the location of the County Courthouse and other County facilities. However, there are barriers along its edges that inhibit accessibility and views into the park. For example, access to Courthouse Park is hindered by the bus stop lanes along Van Ness Avenue and Fresno Street, as well as by the parking ramps that lead to and from the underground parking structure beneath the DoubleTree Hotel. These barriers could be removed in order to open up the park to surrounding streets, sidewalks, and buildings and create a more inviting environment for Downtown residents, workers, and visitors as shown in **Figure 8.3D** (Courthouse Park). Potential transformations, all of which must be pursued in coordination with the County of Fresno, include:

    - Reconfiguring the Downtown Transit Center in order to improve visibility into Courthouse Park and enhance pedestrian connectivity;
    - In conjunction, with the opening of HSR service, relocate the transit center to G Street near the proposed HSR station.
    - Introducing a street level crossing at Van Ness Avenue and Mariposa Street that includes dual, high-visibility crosswalks, instead of requiring the use of the existing pedestrian underpass;
    - Adjust the garage ramp entry at the corner of Van Ness Avenue and Tulare Street so it is accessible only from Van Ness Avenue, removing the drive lane that provide access from Tulare Street;
    - Replacing the parking lots along Fresno and Tulare Streets with on-street parking;
    - Introducing continuous sidewalks and street trees around Courthouse Park's entire perimeter including along the entire length of Van Ness Avenue;
    - Updating Courthouse Park's landscape and hardscape by introducing enhanced paving, native landscapes, and providing filtered shade via landscape or architectural trellises/ canopie;; and
    - Providing pedestrian lighting that continues along the Mariposa Street axis from M Street to Van Ness Avenue.

Figure 8.3D - Courthouse Park.



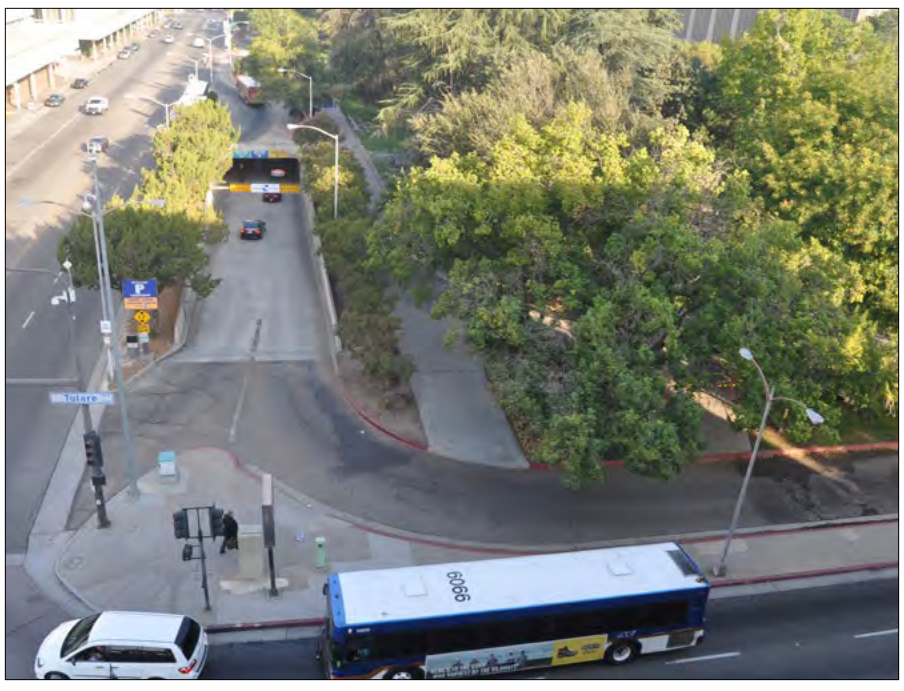
Existing conditions.



Proposed reconfiguration.

Key

1. Transit Center
2. Existing Subterranean Garage Entry/Exit
3. Existing Parking Lot
4. New Sidewalk and Street Trees
5. Reconfigured Corner
6. New Landscape and Hardscape
7. Mariposa Street
8. New Van Ness Avenue Pedestrian Surface Crossing
9. Removed pedestrian underpass (long-term)



The vehicular lanes that provide access to the parking garage beneath the Holiday Inn hotel along Van Ness Avenue hamper pedestrian access to Courthouse Park.

8.3 OPEN SPACE IMPROVEMENTS (continued)

B. INTRODUCTION OF NEW OPEN SPACES

The vacant parcels along the east side of the railroad tracks adjacent to South Stadium and the Mural District, the many vacant parcels within Chinatown, and the introduction of the proposed High-Speed Rail station as an important civic building, provide excellent opportunities for introducing much needed open space within Downtown (see **Figure 8.3E**).

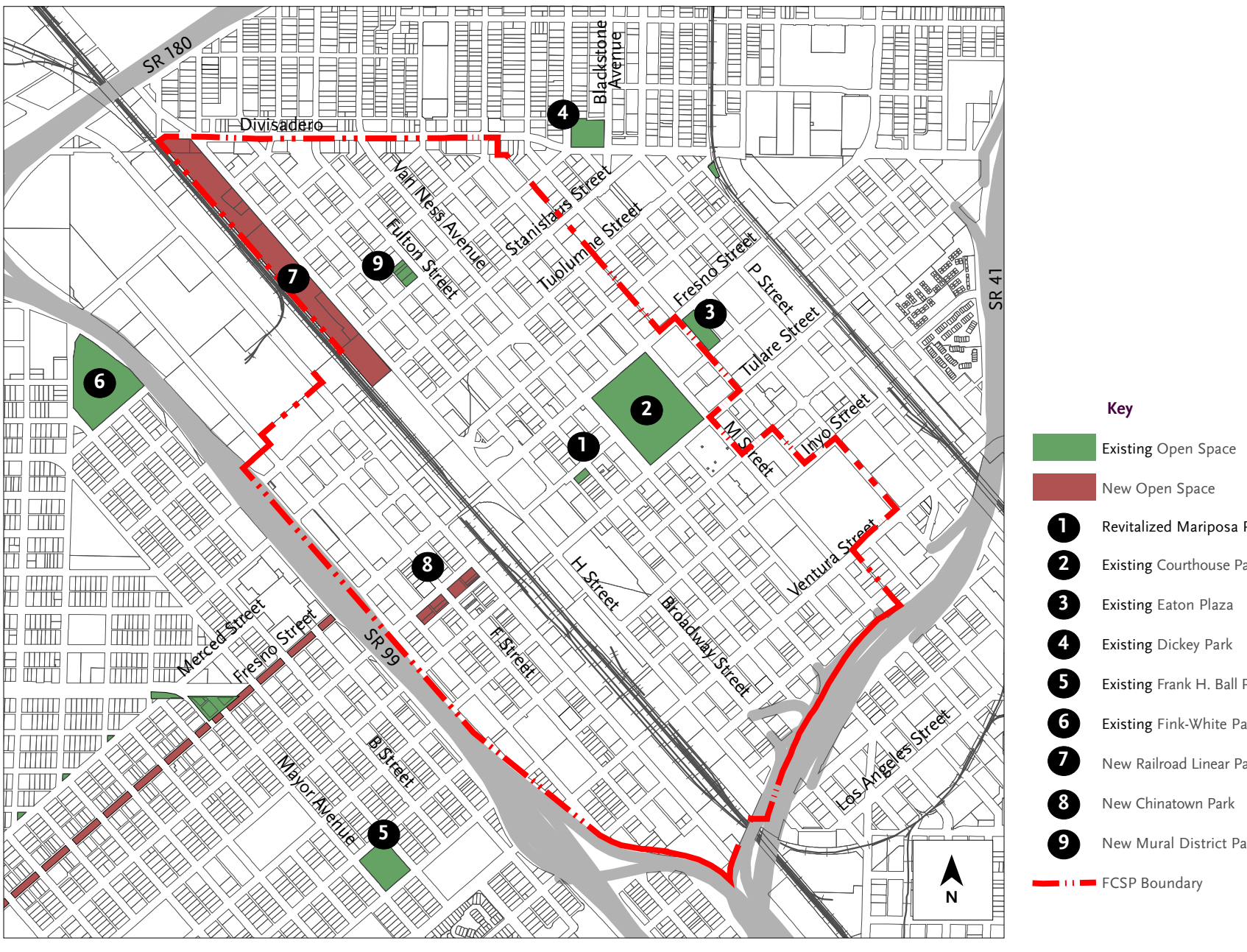


Figure 8.3E - Existing and Proposed Open Spaces

1. **Chinatown Park.** The proposed High-Speed Rail Station will provide an important civic presence to both Downtown and Chinatown. Designed as an urban station, it and the surrounding development will provide an important link between Chinatown and Downtown. To emphasize its civic presence, a park is proposed across G Street from the proposed station's western entrance (see **Figure 8.3F**). Key features of the park include:
    - Green infrastructure to address stormwater runoff.
    - Pedestrian-scaled light fixtures which create a warm light and reinforce the connectivity to the surrounding urban fabric and define the park's edges;
    - Focal art or water features that reinforce the centric nature of the plaza/green; and
    - Lack of barriers between sidewalks and streets.
2. **Mural District Park.** Located in the heart of the Mural District, this park is just over three-quarters of acres in size and includes the following park amenities and features:
    - Performance area for cultural events such as music performances or plays;
    - Shade structures with interactive lighting that can also be used to light performances and art displays;
    - Tot-Lot with soft fall surfacing;
    - Work out station with outdoor gym equipment;
    - A multi-purpose field;
    - Park furnishings, inlcuding picnic tables, benches, barbecues;
    - Art work, inlcuding mosaic art on the benches; and
    - Water efficient landscaping

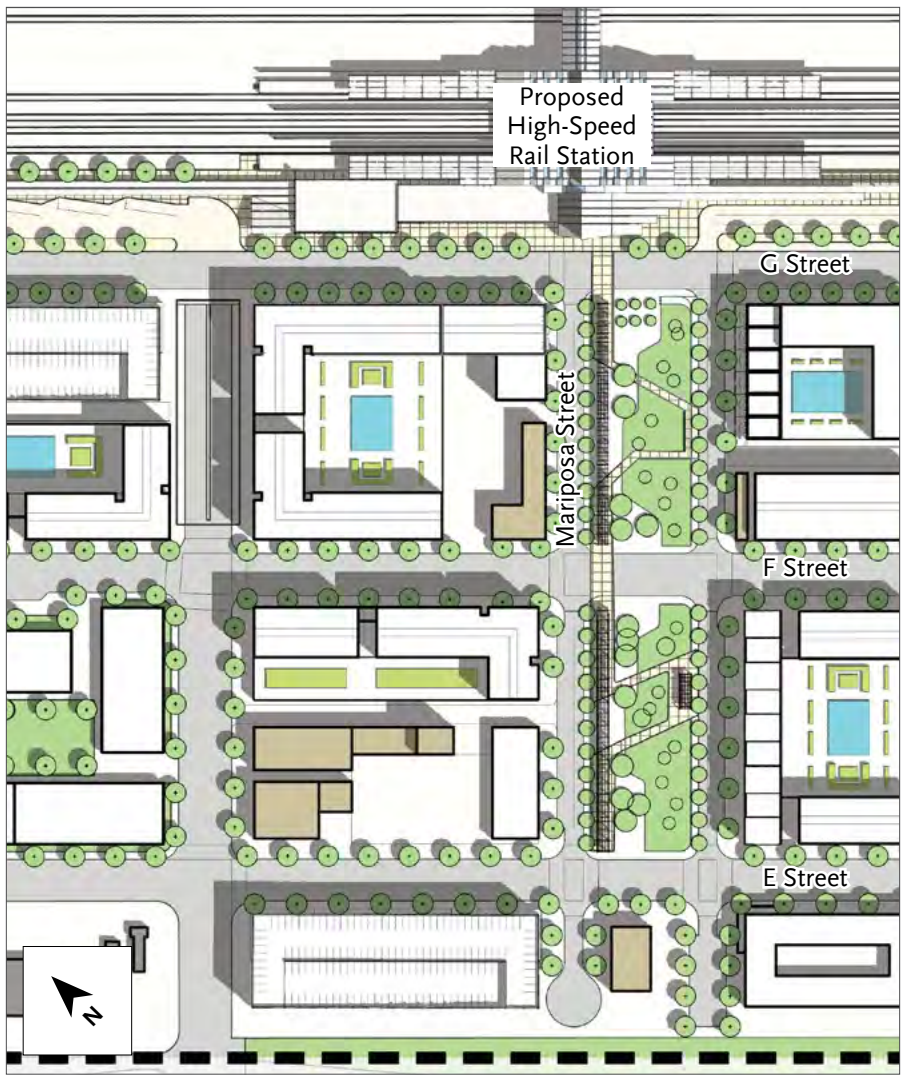


Figure 8.3F - Transit Plaza/Green - *Illustrative plan showing the new Chinatown Park located just to the west of the proposed High-Speed Rail station*

View looking east accross Chinatown Park towards the proposed High-Speed Rail station.

8.3 OPEN SPACE IMPROVEMENTS (continued)

3. **Railroad Linear Park.** The Railroad Linear Park builds upon a design concept initially proposed by local Fresno landscape designer Jennifer Feaster. The concept proposes that the mostly vacant parcels lining the length of the Plan Area between H Street and the Union Pacific railroad tracks be used to provide outdoor green space to support Downtown's proposed residential development (see **Figure 8.3G**). Key features of the linear park could include:

    - A variety of open space uses, such as community gardens, basketball courts, tennis courts, playing fields, skateboard parks, and dog parks. The linear park could also accommodate parking and, depending on the configuration and location of the proposed High-Speed Rail tracks, a solar farm;
    - The "Downtown Rail Trail," a Class I walking, bicycling, rollerblading, and running trail that links the Linear Park's various open spaces to points north and south;
    - Appropriate plazas at the entry ways of existing buildings;
    - Adaptive reuse of existing buildings as park facilities;
    - Potential association with nearby neighborhood community centers, schools, or other organizations to provide open space opportunities; and
    - A separation fence, or wall between the park and the Union Pacific railroad tracks and the proposed High-Speed Rail tracks to prevent pedestrian trespassing across the tracks and to absorb sound. The fence or wall is screened with dense trees.

Adjacent buildings to the east, regardless of their use, will face the linear park in order to provide "eyes on the park."

In addition, to manage stormwater runoff the Railroad Linear Park can accommodate water detention basins that would temporarily hold stormwater during large rainstorms. The detention basins could consist of one large basin or multiple ones and could be located anywhere within the Linear Park's boundaries.

As with any new facility, construction of this park is contingent upon the ability of the City to pay for the park's maintenance.

Basketball courts and playgrounds are two of the many amenities possible for the Railroad Linear Park.

This linear park provides shaded landscape and benches within close proximity to dense multi-family housing.

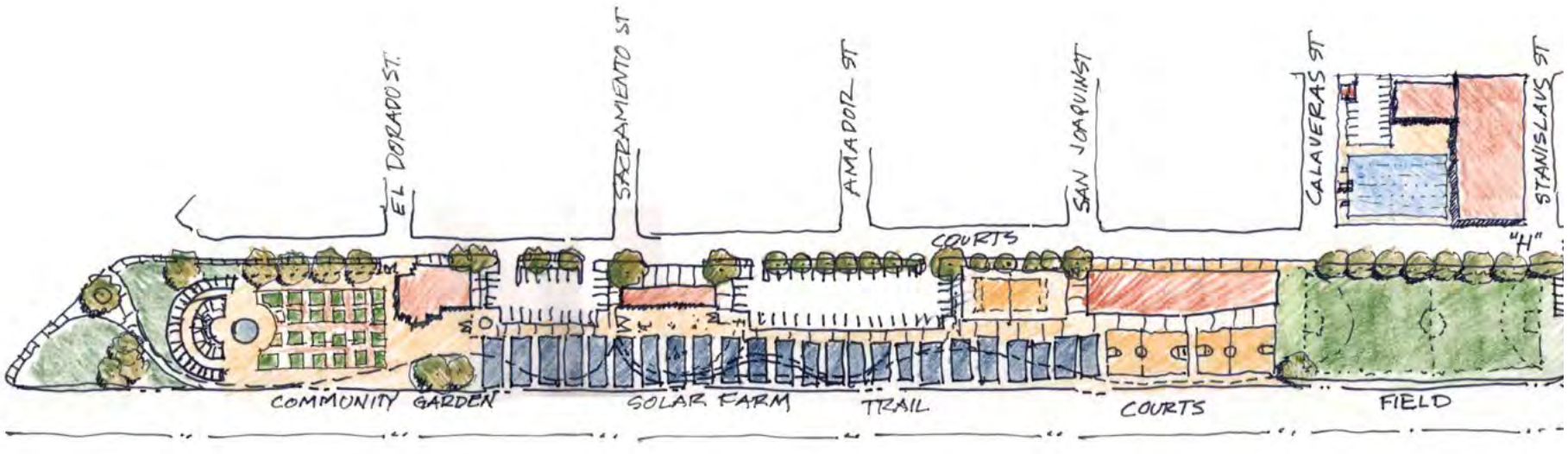
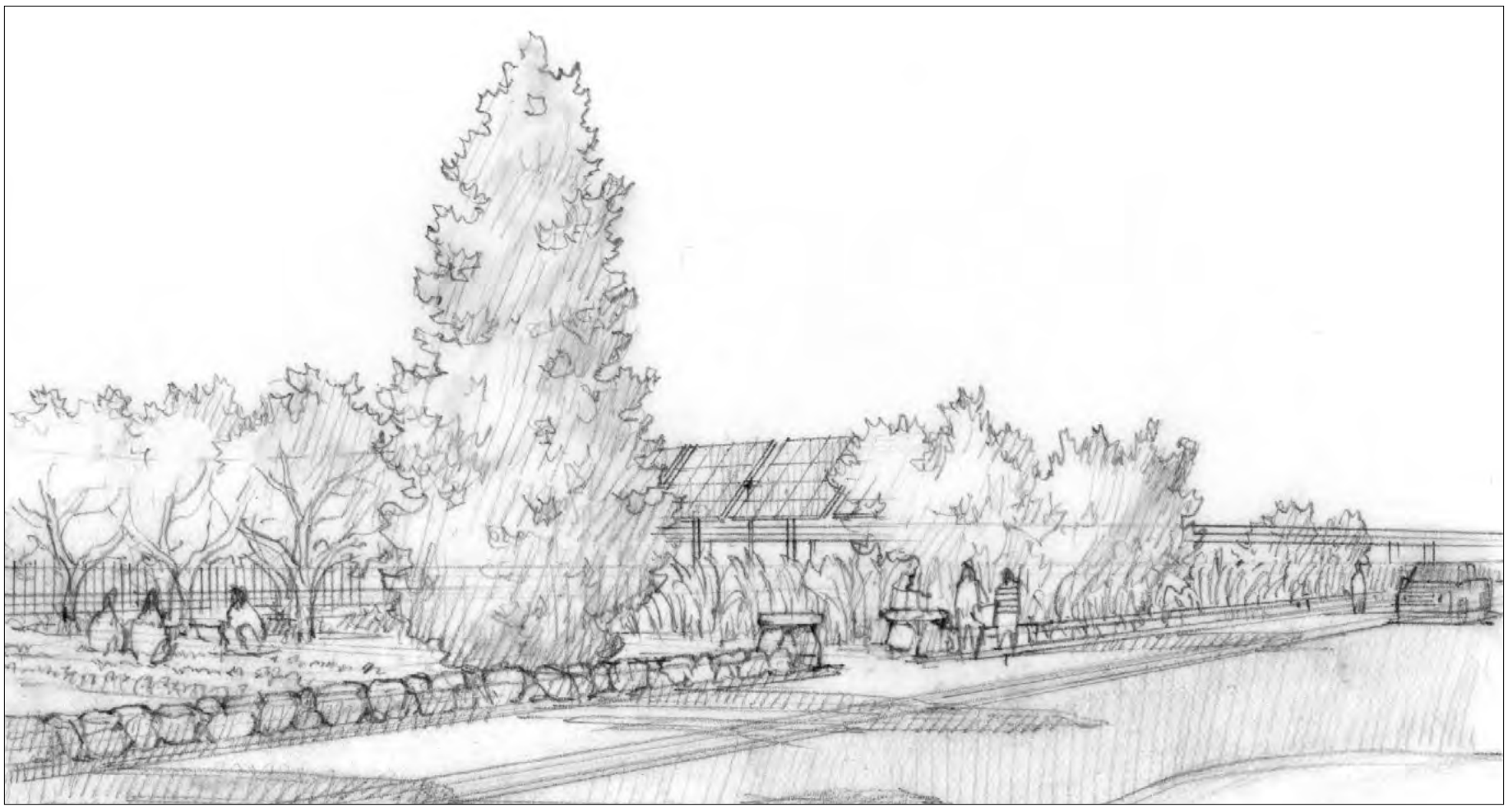


Figure 8.3G - Railroad Linear Park - *Illustrative drawing for the linear park system adjacent to Union Pacific railroad and H Street that includes recreational facilities, greens, gardens, and more. Special thanks to Jennifer Feaster for input on the Linear Park design.*



Perspective view along H Street adjacent to the Union Pacific railroad showing parks, community gardens, and a solar farm.

A tall, dense row of trees, such as this one, could screen the Union Pacific/HSR railroad tracks.

Recreational fields for activities such as ultimate frisbee can be provided for residents and visitors of Downtown.

8.3 OPEN SPACE IMPROVEMENTS (continued)

The following framework includes goals and policies for the continued maintenance and expansion of the open space network within the Fulton Corridor Specific Plan Area.

Goal 8-1 Increase access to and improve the quality of Downtown's existing parks, plazas, and open spaces.

Policies

8-1-1 In coordination with the County of Fresno, work to improve safety and visibility to and from all parks by removing planting and other landscape features that block views and access into parks from surrounding streets and sidewalks.

8-1-2 Add trees or other shading devices to regulate the amount of shade and sunlight.

8-1-3 Locate park furniture such as benches, picnic tables, trash cans beneath deciduous canopy trees, trellis structures, and/or other covered enclosures.

8-1-4 Require new buildings to face parks and other open spaces – whether across the street or immediately adjacent to the park or open space – and to provide ground floor frontages, windows, and entries that face the park or open space.

8-1-5 Improve the landscape character of Fulton Street as an important thoroughfare, gathering place, and center of economic activity.

8-1-6 Transform Mariposa Plaza into Downtown's most vital place and the entertainment center for the region.

8-1-7 Work with other adjacent property owners, including the County and State, to strengthen the axis between City Hall and the County Courthouse by introducing a grand boulevard with a wide, tree-lined median that accommodates vehicular traffic between M and P Streets.

8-1-8 Work with the County of Fresno to improve the interface between pedestrian facilities, such as sidewalks, and vehicle entrances to the underground garages beneath Courthouse Park and the parking lots along its edges.

8-1-9 Continue to work with the Fresno Unified School District and other public agencies to provide open space and recreation facilities through joint use agreements with existing schools. (FLSP Implementation Action 6-1-3, modified 2011)

8-1-10 On an on-going basis, develop a variety of funding sources to pay for the maintenance of existing parks, tot lots, and playing fields.

Goal 8-2 Introduce a variety of new public parks and open spaces throughout Downtown as valuable amenities for residents, workers, and visitors. (FLSP Goal 6, modified 2011)

Policies

8-2-1 Work with the City's Parks, Recreation, and Community Services (PARCS) Department to develop a program to increase the number of parks and open spaces for public use while maintaining existing facilities. (FLSP Policy 6-1) Potential locations include:

- A linear park between H Street and the Union Pacific railroad tracks on the blocks south of Kern Street and north of Fresno Street;
- A park in front of the Chinatown entrance to the proposed High-Speed Rail station;
- Expansion of Eaton Plaza on the block bounded by O Street, Mariposa Street, N Street, and Fresno Street; and
- Various vacant parcels and/or City-owned parcels.

8-2-2 Require new development that is built next to or across the street from parks, plazas, and other open spaces to provide front doors and windows that face the park.

8-2-3 In conformance with the Development Code, activate parks and open spaces by allowing a variety of uses, including dog parks, recreational activities such as basketball and pétanque, and compatible commercial activities such as vendors, cafes, and bike/skate rentals.

Pedestrian-scaled lights, benches, and access to ample shade make for an inviting park.

A children's play area is surrounded by deciduous trees that provide shade in the summer and allow the sun's warming rays to filter through during the winter.

8-2-4 On an on-going basis, develop a variety of funding and financing sources to pay for the construction and maintenance of new parks, tot lots, and playing fields. Whenever possible, use a Landscaping Maintenance Benefit Assessment District or a Community Facilities District for acquisition and maintenance of park lands. (FLSP Implementation Action 6-1-2, modified 2011)

8-2-5 Partner with private citizens and organizations to contribute funds, labor, or materials towards public parks and open space. (FLSP Implementation Action 6-2-1)

Goal 8-3 Support healthy, affordable production of food.

Policies

8-3-1 Support the creation of new community gardens in the Plan Area. Require community gardens to be well maintained by keeping garden paths free of objects, prohibiting the storage of non-gardening items and unsightly materials in garden plots, keeping weeds to a minimum, and at the end of the season, removing collapsible structures.

8-3-2 Encourage vegetable gardens in front yard gardens. Allow raised planting beds and require gardens to be well maintained by keeping garden paths free of objects, prohibiting the storage of non-gardening items and unsightly materials in garden plots, keeping weeds to a minimum, and at the end of the season, removing collapsible structures.

8-3-3 Actively pursue the creation of new farmers' markets in the Plan Area. Explore opportunities for collaboration with local farms, local hospitals, or health clinics to sponsor farmers' markets in Downtown.

Local residents relax in the shade and participate in recreational activities such as playing pétanque.

Farmers' markets allow local farmers to sell fresh foods conveniently and directly to consumers resulting in lower costs and the preservation of natural resources.

8.4 STREETSCAPE ENHANCEMENTS

Pedestrian circulation from one part of Downtown to the other can be daunting. Some of the reasons for this include street design that caters to vehicular over pedestrian needs, lack of sufficient street cover, sparse street lighting, and missing or uninviting pedestrian amenities such as street furniture.

Pedestrian priorities can be improved by:

- Establishing a continuous building frontage with appropriate storefronts and doors and a continuous streetscape;
- Expanding the width of the sidewalks to allow for three distinct zones in all sidewalk areas (curb side zone, pedestrian zone, and frontage zone) as shown in **Figure 8.4C** on page 8:27;
- Emphasizing connections to retail, transit centers, and other Downtown amenities;
- Enhancing pedestrian comfort through continuous street trees or arcades, awnings, pedestrian-scaled lighting, street furniture including benches, trash receptacles, and enhanced paving;
- Encouraging sidewalk cafes and similar active uses of the public realm;
- Minimizing curb cuts and driveways;
- Providing an accessible path of travel for all;
- Utilizing a standard approach to crosswalk design;
- Minimizing utility conflicts with pedestrian movement;
- Providing way-finding signage or other visual cues; and
- Enhancing key transit stops with lighting, benches, and shelters.

A. STREET TREES

Trees improve air quality, reduce storm water runoff, provide cooling effects, increase property values, generate the urban forest, and create urban wildlife habitat. They reinforce how people orient themselves and navigate from place to place (as unique street trees are assigned to each street, these streets become identified with their trees, helping people locate where they are or where they are going), contribute to Downtown's unique character, and improve the quality of life of residents, workers, and visitors alike.

But street trees cannot survive without proper planting, irrigation, and maintenance. There are tremendous differences in soil types within Downtown Fresno – even from tree to tree on a given block. This affects drainage, levels of soil compaction, and the ability of different kinds of street trees to thrive. General soil maps for the FCSP Area suggest that soils range from a well-draining sandy texture to a moderately draining loamy texture. Based on these soil maps, drainage appears to be generally acceptable. Nevertheless, proper drainage for new tree plantings is an important priority, since poor drainage is a common cause of street tree death. This is accomplished by:

- Ripping and amending the existing soil (to provide oxygen to the root zone and improve soil quality) or installing structural soil in tree wells and beneath adjacent sidewalks per the City's current typical urban tree planting standards guide;
- Drilling a 24" x 10' hole for each street tree (to provide drainage through the compact/hardpan layer where present);
- Refraining from putting street lights in and around trees (since lights compete with the street tree's rooting space); and
- Avoiding planting annual flowers underneath trees (since the annuals' roots disturb the street tree's valuable feeder roots).

Wide sidewalks with large shading canopy trees in landscaped planters provide an ideal environment for pedestrians.

Large trees line both sides of the sidewalk, creating an edge to the adjacent open space.

At the same time, there are also locations in Downtown where soils are compacted or saturated, particularly where soil does not have a well-draining sandy texture. Roots cannot grow in compacted or saturated soil layers, leading to crown die-back, smaller leaves, or chlorotic leaves, all of which are early indicators of soil problems. Street tree professionals often speak of "putting the right tree in the right place." However, it is possible for soil to become so poor due to compaction, depletion, or poor drainage that almost no tree is "right." Therefore, fostering healthy soil is an important component of maintaining a diverse urban forest with healthy trees.

Deep watering of nursery grown tree stock through hard-piped drip irrigation, bubbler emitters, or deep watering devices has proven to be the standard for irrigating street trees. These irrigation technologies use less water, encourage deeper root growth, and activate pre-emergent weed control. In addition, if understory plantings are to occur under street trees, the system should separately irrigate trees from understory plantings. These systems may seem redundant but are necessary in times of drought. Due to rooting sizes and depths, understory plants generally require more water than trees. Water reductions can be had in the understory plants without sacrificing street trees.

Where available, reclaimed water should be used over potable water. The use of reclaimed water extends drinking water supplies, reduces the need for additional potable water facilities, reduces the amount of treated wastewater discharged, reduces reliance on costly imported water supplies, and increases the water supply reliability.

Though expensive, maintenance is necessary to protect the investment in trees and keep the public realm beautiful. While public funds are made available from the City for tree maintenance, one entity alone should not be expected to bear the full costs of such a program. Instead, a number of funding sources should be used. Examples of potential funding sources include:

- Special improvement districts comprised of a group of property owners who vote to assess themselves for tree, lighting, or park improvements. While some effort is required to establish these districts, they are typically successful because the group has agreed to pay the assessments and is therefore committed to making improvements;
- Permit fees and surcharges that are imposed on construction activity for planting and care of community trees and greenspace purchases;
- A customer-directed one-year maintenance cycle paid by adjacent property owners. The trees are managed by the City and maintained either by the City or an approved vendor. Since the owners will be augmenting the payment of the maintenance contracts, this alternative allows a property owner or a group of owners on a block or street to suggest particular street trees for those areas that may need more maintenance, once the streetscape priorities of this Plan have been fulfilled. The covenant agreement requires that owners pay for maintenance for a specific number of years;
- Collaborating with Tree Fresno, a non-profit organization, to enable individuals, businesses, and community clubs to plant or care for trees within the Plan Area; and
- Through a community tree and street tree endowment, donations from businesses, utility companies, service clubs, and individuals can be used to offset costs for tree plantings and care.

B. STREET LIGHTING

The height of light poles, fixture scale, and light quality and color all impact the character of the streetscape. Light fixtures scaled to the movement of automobiles can suggest to the pedestrian they are in an unsafe or unwelcoming environment. Both the scale of the fixture and warm lighting sources reinforce the sense that the sidewalks in Downtown are in the domain of the pedestrian. In addition, encouraging business and property owners to keep storefront and office window display lighting illuminated through the night further contributes to the perception of a safe and welcoming environment.

C. STREET FURNITURE

The character of the Plan Area is defined by its buildings, streets, parks, and civic institutions, not its street furniture. Rather, street furniture complements the outdoor "rooms" that it is furnishing. Accordingly, it is not necessary or desirable that a "Fresno Bench" or "Fresno Trash Receptacle" be selected, nor is it necessary or desirable that all such furnishings be either "old fashioned" or make a design statement.

The street trees provide orientation and wayfinding, shade for pedestrians, and a beautiful landscape to complement the urbanity of streets, sidewalks, and buildings.

This streetscape includes sidewalk dining, wide sidewalks, benches, landscaping, and large canopy trees for shade.

8.4 STREETSCAPE ENHANCEMENTS (continued)

D. ORIENTATION AND NAVIGATION (WAYFINDING)

Currently, Downtown is the government center of the City and County of Fresno and accordingly attracts numerous visitors, especially during the weekday. In addition, many Fresnans come to Downtown to attend events at venues such as Chukchansi Park, the Fresno Convention Center, the Saroyan Theater, the Warnors Theater, and the Rainbow Ballroom, or to attend festivals such as the Chinese New Year's parade, Art Hop, or Suds in the City. Other people visit Fresno en route to Yosemite, Kings Canyon, or Sequoia National Parks. Many, if not most, are unfamiliar with the entry and exit routes into Downtown, the direction of one-way traffic flows, the locations of off-street parking facilities, and easy routes to Downtowns' various amenities and attractions.

The shifting street grid, circulation discontinuities due to street closures, and the irregular freeway ramp system complicates traveling to, from, and within Downtown, frustrating motorists, bicyclists, transit riders and pedestrians alike. Accordingly, an important component of simplifying how people orient themselves and find their way would be to convert some of Downtown's one-way streets to two-way and to reopen some of Downtown's pedestrian-only streets. This simplification minimizes the need for complex orientation and navigation (wayfinding) programs while increasing the effectiveness of basic wayfinding measures.

In addition, Downtown's physical form provides a number of opportunities for orienting people and forming gateways into Downtown. The existing shift of the street grid at Divisadero Street provides opportunities to celebrate views and create gateways through the introduction of prominent buildings and facades on the sites that occupy the junction between the two grids (Iron Bird Lofts on Fulton Street is a great example of a building that marks entry into Downtown). Freeway and railroad underpasses, such as the Fresno Street railroad underpass, present additional opportunities for gateways into Downtown. In addition, a number of existing buildings such as City Hall and the County Courthouse are placed at the terminations of streets, offering a way for people to orient themselves.

However converting one-way streets to two-way, opening up pedestrian-only streets, and utilizing Downtown's physical form to help orient visitors will need to be enhanced with a comprehensive wayfinding system. An effective wayfinding system can enhance orientation and mobility, promote awareness of Downtown's cultural, shopping, and entertainment offerings, help project a consistent image for Downtown, manage parking supply more efficiently, and reduce driver confusion. Such signage must be oriented towards motorists (including those looking for parking), transit riders, bicyclists, and pedestrians.

E. THE ARTS

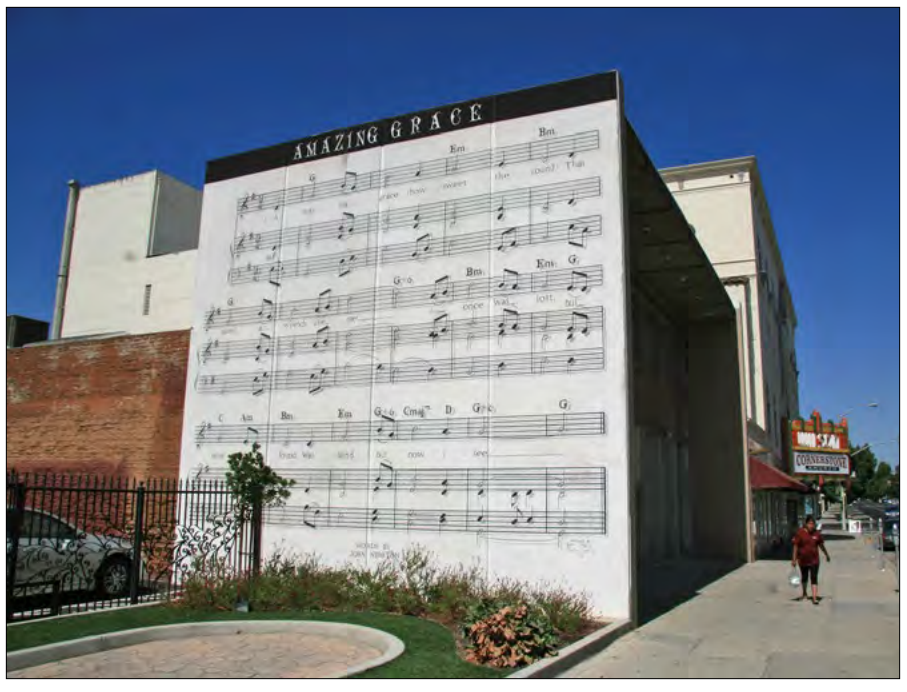
Downtown is the heart and soul of Fresno and is home to several important cultural venues including the Warnors Theater, the Rainbow Ballroom, Arte Americas, and the Saroyan Theater. Concerts, festivals, outdoor performances, and public art, including murals and world-class art along the Fulton Corridor, are among the many cultural experiences offered in Downtown, attracting visitors and supporting a burgeoning art industry.

The arts will continue to play an essential role in Downtown's future as quality of life decisions shape people's choices about where to live, work, shop, vacation, and invest time and money. Key to preserving these assets are:

- Prioritizing the preservation and reuse of the Plan Area's historic theaters, turning them back into destinations that attract people to Downtown;
- Allowing and encouraging murals throughout Downtown, but particularly in the Mural District;
- Maintaining and promoting the artwork along the Fulton Corridor; and
- Continuing to promote festivals, farmers' markets, and other events in Downtown.

The following goals and policies foster pedestrian activity within the Downtown core and promote the continued maintenance and expansion

A prominent building and its architectural elements signify the vista termination of this street.



Murals are prevalent within the Plan Area, particularly within the Mural District.

of streetscape within the Plan Area in order to advance its appeal to tourists, workers, and residents, and to establish its identity as the dominant urban center in the region.

Goal 8-4 Enhance Downtown's streetscape through the introduction of appropriate street trees.

Policies

8-4-1 Add new and replace missing street trees according to the Street Tree Master Plan as shown in **Table 8.4A** and **Figure 8.4A**.

8-4-2 Use street trees to emphasize connections to retail, transit centers, and other Downtown amenities.

8-4-3 Evaluate the palette of compatible trees on streets on a regular basis.

8-4-4 Limit the installation of lights directly on tree trunks or light standards that share the same tree well since these lights compete for rooting space, and/or can harm the tree, and tree limbs often obscure the lighting.

8-4-5 On shopping streets, plant trees capable of a high canopy and prune them in a manner than allows visibility for storefronts and signage.

Goal 8-5 Ensure a long life for the urban forest through proper street tree drainage.

Policies

8-5-1 Properly prepare soil in order to ensure effective soil drainage by:

a. Augering holes for each street tree where hardpan exists.

b. Uncompacting soils within tree wells by ripping and amending the existing soil.

c. As funds are available, removing the parent soil beneath sidewalks and within street tree wells and replacing with structural soil.

8-5-2 Improve root volume for urban street trees through the following methods:

a. Where sidewalk widths allow, use large tree well openings of 7' x 7' (for 14' wide sidewalks), 6' x 8' (for 12' wide sidewalks), or 4' x 12' (for 10' wide sidewalks).

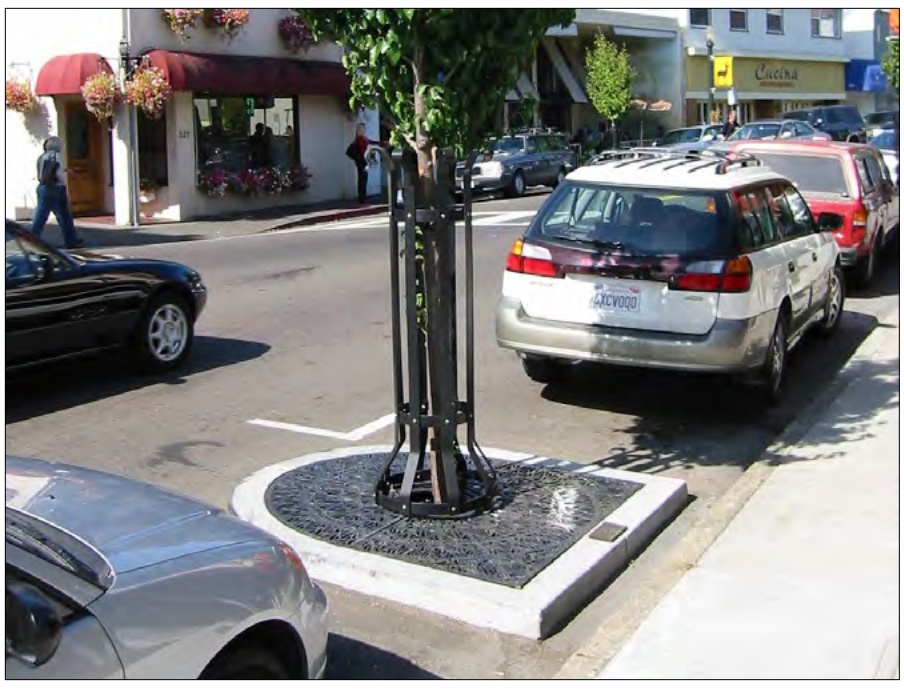
b. Where sidewalks are too narrow to accommodate large tree wells, provide a continuous five foot wide trench filled with uncompacted soil beneath adjacent paving. Methods of accommodating uncompacted soil volumes include:

- Structural soils; and
- Bridging across the trench with grating that supports pavers.

Allowance for light standards and other street items requiring footing into the soil trenches is acceptable.

c. Where sidewalk widths and/or conditions do not allow for continuous trenching along street edge due to underground obstructions, consider perpendicular trenches using means described in 8-5-2.b.

d. Where sidewalk widths are very narrow, consider placement of trees within parking lanes of the roadway. Provide a 6' x 8' tree well that is located outside of the street drainage gutter. On traffic and parking sides of tree well, protect tree by curb or other means.



Planting street trees within bulb-outs are ideal when sidewalks are too narrow to accommodate them, in addition to being a great tool for reducing automobile traffic speed.

Street lighting is placed away from street trees to give their roots room to grow and to prevent tree limbs from obstructing the lighting.

8.4 STREETSCAPE ENHANCEMENTS (continued)

Table 8.4A lists on a street-by-street basis the botanical name, common name, and spacing recommendations for each street tree. Where existing healthy street trees exist, they may remain in place even if not the indicated species. See **Figure 8.4A** for street locations and **Figure 8.4B** for descriptions of each street tree species.

TABLE 8.4A - Street Tree Planting List

	Street	Botanical name (Common Name)	Spacing
1	'E' Street	*Sapium sebiferum* (Chinese Tallow Tree)	25 ft.
2	'F' Street	*Magnolia grandiflora* (Southern Magnolia)	35 ft.
3	'G' Street	ALTERNATE: *Quercus virginiana* (Southern Live Oak) and *Zelkova serrata 'Village Green'* (Japanese Zelkova)	30 – 35 ft.
4	'H' Street	*Koelreuteria paniculata* (Goldenrain Tree) ACCENT TREE: *Cedrus deodara* (Deodar Cedar)	35 ft.
5	Broadway Street	ALTERNATE: *Fraxinus sp.* (Ash) and *Podocarpus gracilior* (Fern Pine)	30 – 35 ft.
6	Fulton Street (Divisadero St. to Stanislaus St.)	*Fraxinus americana 'Autumn Applause'* (Autumn Applause Ash)	35 ft.
7	Fulton Street (Stanislaus St. to Tuolumne St.)	*Zelkova serrata 'Village Green'* (Japanese Zelkova)	35 ft.
8	Fulton Street (Tuolumne St. to Inyo St.)	*Celtis sinensis* (Chinese Hackberry), *Fraxinus americana 'Autumn Applause'* (Autumn Applause Ash), *Koelreuteria paniculata* (Goldenrain Tree), *Nyssa sylvatica* (Black Tupelo), *Platanus acerifolia 'Columbia'* (Columbia Sycamore), *Quercus robur 'Pyramich'* (Skymater Oak), *Ulmus 'Frontier'* (Frontier Elm), *Zelkova serrata 'Musashino'* (Musashino Columnar Zelkova) ACCENT TREES: *Cercis Canadensis texensis 'Oklahoma'* (Oklahoma Redbud), *Feijoa sellowiana* (Pineapple Guava), *Lagerstroemia indica* (Arapaho Crape Myrtle),	
9	Fulton Street (Inyo St. to Ventura Ave.)	*Zelkova serrata 'Village Green'* (Japanese Zelkova)	35 ft.
10	Fulton Street (Ventura Ave. to Hwy. 41)	*Fraxinus americana 'Autumn Applause'* (Autumn Applause Ash)	35 ft.
11	Van Ness Avenue	ALTERNATE *Nyssa sylvatica* (Black Tupelo) and *Sophora japonica 'Regent'* (Japanese Pagoda Tree). ACCENT TREES: *Podocarpus gracilior* (Fern Pine), *Cercis canadensis 'Oklahoma'* (Oklahoma Redbud), and *Tilia cordata 'Greenspire'* (Little Leaf Linden)	30 – 35 ft.
12	'L' Street	*Celtis sinensis* (Chinese Hackberry)	35 ft.
13	'M' Street (Divisadero St. to Fresno St.)	*Platanus acerifolia 'Columbia'* (Columbia Sycamore)	35 ft.
14	'M' Street (Fresno St. Tulare St.)	ALTERNATE: *Cercis canadensis 'Oklahoma'* (Estern Redbud) and *Quercus robur 'Fastigiata'* (Columnar English Oak)	20 ft.
15	'M' Street (Tulare St. to Hwy. 41)	*Platanus acerifolia 'Columbia'* (Columbia Sycamore)	35 ft.
16	'N' Street	*Lagerstroemia indica 'Indian varietals'* (Crape Myrtle ' Indian Varietals')	35 ft.
17	'O' Street	*Tilia cordata 'Greenspire'* (Little Leaf Linden)	35 ft.
18	'P'Street	*Magnolia Grandiflora* (Sourthern Magnolia)	35 ft.
19	El Dorado Street	*Tilia cordata 'Greenspire'* (Little Leaf Linden)	35 ft.
20	Sacramento Street	*Magnolia Grandiflora* (Sourthern Magnolia)	35 ft.
21	Amador Street	*Platanus acerifolia 'Columbia'* (Columbia Sycamore)	35 ft.
22	San Joaquin Street	*Zelkova serrata 'Green Vase'* (Sawleaf Zelkova)	35 ft.
23	Calaveras Street	*Nyssa sylvatica* (Black Tupelo)	35 ft.
24	Stanislaus Street	ALTERNATE: *Pinus canariensis* (Canary Island Pine) and *Celtis sinensis* (Chinese Hackberry) ACCENT TREE: *Laurus nobilis 'Saratoga'* (Sweet Bay)	35 – 40 ft.
25	Tuolumne Street	ALTERNATE: *Magnolia grandiflora* (Southern Magnolia) and *Celtis sinensis* (Chinese Hackberry) ACCENT TREE: *Lagerstroemia indica 'Indian Varietals'* (Crape Myrtle 'Indian Varietals').	35 ft.
26	Merced Street	*Celtis sinensis* (Chinese Hackberry)	35 ft.
27	Fresno Street	ALTERNATE: *Ginkgo biloba 'Autumn Gold'* or *'Fairmont'* (Maidenhair Tree) and *Magnolia grandiflora* (Southern Magnolia) ACCENT TREE: *Ulmus parvifolia 'Drake'* (Drake Chinese Evergreen Elm) and *Quercus ilex* (Holly Oak).	40 ft.
28	Mariposa Street ('M' St. to 'P' Street)	*Cedrus deodara* (Deodar Cedar)	45 ft.
29	Mariposa Street (Hwy 99 to Van Ness Ave.)	*Koelreuteria paniculata* (Goldenrain Tree)	35 ft.
30	Tulare Street	ALTERNATE: *Quercus virginiana* (Southern Live Oak) and *Pistacia chinensis* (Chinese Pistache) ACCENT TREE: *Lagerstroemia indica 'Indian Varietals'* (Crape Myrtle 'Indian Varietals')	30 ft.
31	Kern Street	*Celtis senensis* (Chinese Hackberry)	35 ft.
32	Inyo Street (East of Hwy. 99)	*Fraxinus americana 'Autumn Applause'* (Autumn Applause Ash)	35 ft.
33	Inyo Street (West of Hwy. 99)	*Koelreuteria paniculata* (Goldenrain Tree)	35 ft.
34	Mono Street (East of Hwy. 99)	*Nyssa sylvatica* (Black Tupelo)	35 ft.
35	Mono Street (West of Hwy. 99)	*Pistacia chinensis* (Chinese Pistache)	35 ft.

TABLE 8.4A - Street Tree Planting List (contindued)

	Street	Botanical name (Common Name)	Spacing
36	Ventura Street	*Zelkova serrata 'Green Vase'* (Sawleaf Zelkova)	35 ft.
37	Santa Clara Street (West of Hwy. 99)	*Celtis sinensis* (Chinese Hackberry)	35 ft.
38	Santa Clara Street (East of Hwy. 99)	*Pistacia chinensis* (Chinese Pistache)	35 ft.
39	San Benito Street	*Pistacia chinensis* (Chinese Pistache)	35 ft.

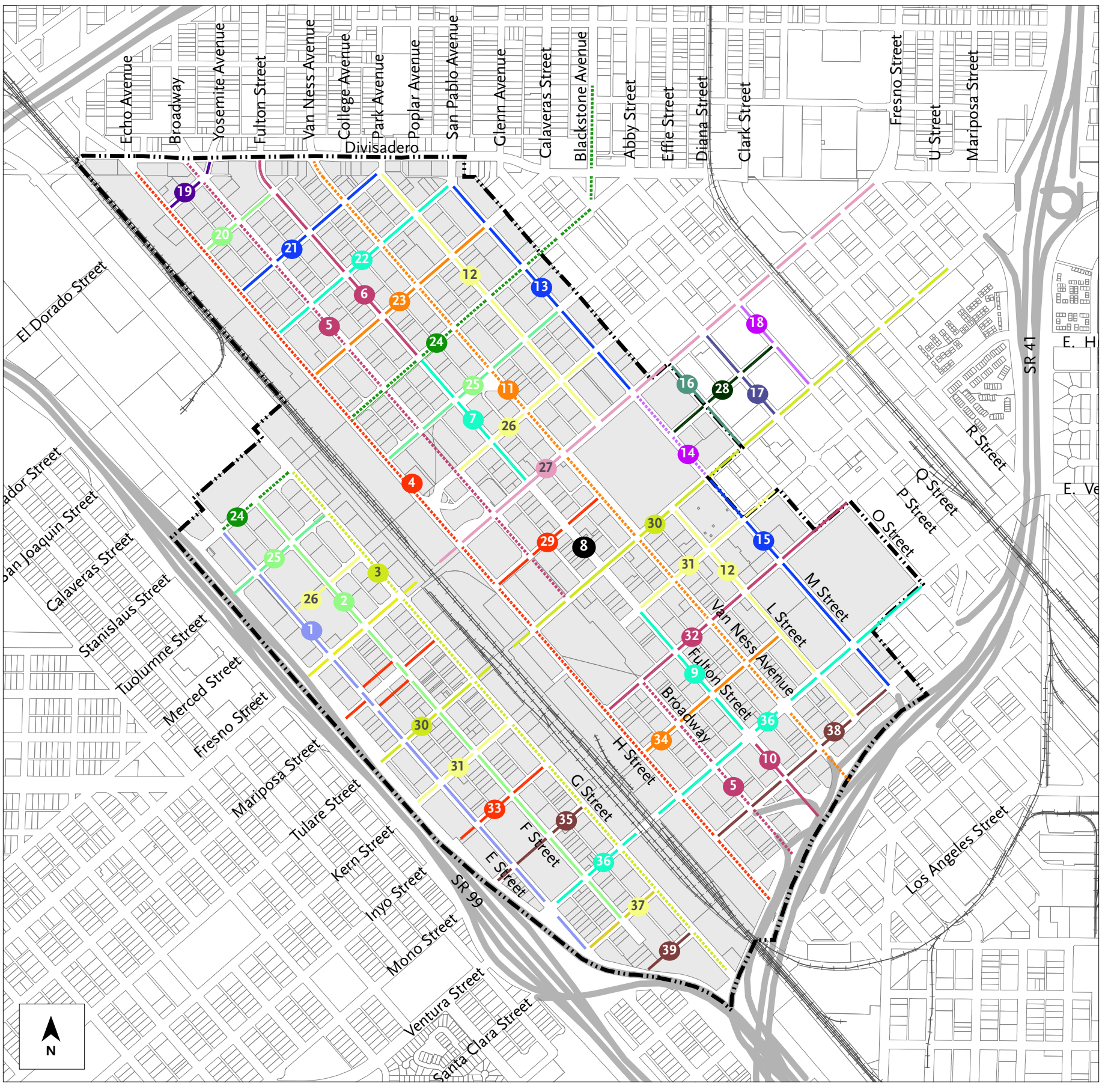


Figure 8.4A - Street Tree Master Plan - *Refer to Table 8.4A for the botanical name, common name, and spacing requirements for each street tree.*

8.4 STREETSCAPE ENHANCEMENTS (continued)

Figure 8.4B - Street Tree Descriptions

Figure 8.4B *provides descriptions and tree form for each of the trees in the species matrix. Below is a brief explanation of the tree form design uses based on street character.*

Tree Form - Application

a. *Spreading, Ball, Canopy, and Umbrella trees are best suited to residential or office building applications.*

b. *Oval, Vase, and Palm trees are best suited in retail or office building applications where visibility to store-fronts and shade for pedestrian comfort are equally important.*

c. *Palm, Columnar, and Pyramid trees are best suited in accent applications or may be patterned with Oval, Vase, Flowering, or Canopy trees to define important streets or used singularly to define entry gateways.*

Botanical name
Cedrus deodara

Common name
Deodar Cedar

Description
This fast-growing, coniferous evergreen is capable of reaching a size of 80' high by 40' wide. Its plural needles will show a light, silvery green color.

Urban form
Pyramidal

Botanical name
Celtis sinensis

Common name
Chinese Hackberry

Description
This deciduous tree grows 50' or taller and nearly as wide. The branches and leaves create a canopy which offers moderate shade in spring and summer. The leaves are bright green, oval, and 2"-5" long with finely toothed edges.

Urban form
Rounded, spreading

Botanical name
Cercis canadensis 'Oklahoma'

Common name
Oklahoma Redbud

Description
This deciduous tree with a rounded head is covered with small flowers of a rose pink color in the spring before the appearance of heart-shaped leaves. It can grow to 25' tall with an equal spread, a low-branching habit with a rounded form. Leaves turn yellow-green in the fall. Prefers neutral to acidic soils.

Urban form
Rounded, vase

Botanical name
Fraxinus americana 'Autumn Applause'

Common name
American Ash

Description
This tree is a dense, oval, male selection with good branch structure which exhibits beautiful reddish maroon fall color on narrow leaflets. It reaches 40' high x 25' wide with dark green color and fine texture.

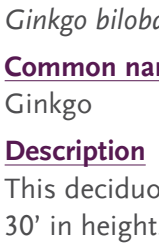
Urban form
Oval, rounded

Botanical name
Ginkgo biloba 'Autumn Gold'

Common name
Ginkgo

Description
This deciduous tree can grow to 30' in height. It is symmetrical in shape, with a broadly conical habit; it has fan-shaped leaves that maintain a good fall color. This tree is tolerant of urban conditions.

Urban form
Pyramidal

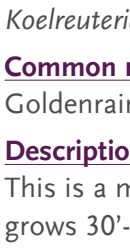


Botanical name
Koelreuteria paniculata

Common name
Goldenrain Tree

Description
This is a medium-sized tree which grows 30'-40' tall with a 35-40' spread. It produces lacy foliage and upright yellow flower clusters in the summer. It is tolerant of urban conditions and various soil types. This is an excellent street tree for retail areas due to its open lacy nature.

Urban form
Rounded, vase

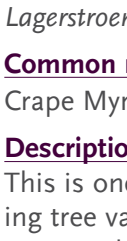


Botanical name
Lagerstroemia indica 'Indian Varietals'

Common name
Crape Myrtle

Description
This is one of the longest blooming tree varieties, with a season of 2-4 months long. Flowers usually appear in the summer and could be red, rose, pink, purple, or white. The Crape Myrtle variety to select is an upright tree. Some varieties are fast growing and mildew resistant. Some species have exfoliating bark that exposes a lovely cinnamon or gray colored bark.

Urban form
Rounded, spreading

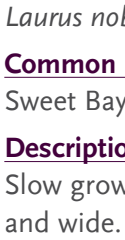


Botanical name
Laurus nobilis 'Saratoga'

Common name
Sweet Bay

Description
Slow grower 15 to 25 feet tall and wide. Large, leathery dark green leaves and highly aromatic. Clusters of small yellow flowers in spring are followed by dark purple berries in fall. The 'Saratoga' variety has a more tree-like habit than the Mediterranean Sweet Bay that is used for cooking.

Urban form
Rounded, spreading



Botanical name
Magnolia grandiflora

Common name
Southern Magnolia

Description
This is a large tree that can reach up to 80 feet tall with a 60 foot spread when mature. Flowers are powerfully fragrant white blossoms at the end of spring through the beginning of summer. Seed cones are large with bright red seeds that are often used for decoration.

Urban form
Oval, spreading

Botanical name
Malus Hopa

Common name
Flowering Crabapple

Description
This deciduous tree grows to a height of about 25' and has a rounded shape with spreading branches and oval, green leaves that emerge just after the flower buds. In mid-spring, the buds, which are red, arise all along the bare branches and open to pink, fragrant blossoms.

Urban form
Rounded, Oval

Botanical name
Nyssa sylvatica

Common name
Sour Gum

Description
This deciduous, fast-growing, moderate to large tree produces foliage about 4" long and 1.5" wide. Sour Gum is one of the most consistent to color in the fall, turning a deep red.

Urban form
Oval, pyramidal

Botanical name
Pinus canariensis

Common name
Canary Island Pine

Description
This graceful, slender-growing pine has a pyramidal form to about 70' in height. Its needles are long and drooping in bundles of 3. The foliage is a blue-green color, maturing to a dark green shade.

Urban form
Narrow, pyramidal

8.4 STREETSCAPE ENHANCEMENTS (continued)

Figure 8.4B - Street Tree Descriptions (continued)

Botanical name
Pistacia chinensis

Common name
Chinese Pistache

Description
This deciduous tree has broad, spreading growth to 50' in height. Its leaves have 10-16 leaflets, and the fall coloring arrives in beautiful shades of red, orange and yellow. The young trees are often gawky, but become shapely with age.

Urban form
Umbrella

Botanical name
Platanus acerifolia 'Columbia'

Common name
Columbia Plane Tree

Description
This deciduous tree is fast growing and reaches a size 40'-80' high by 30'-40' wide. Its leaves are 3-5 lobed, with a width of 4"-10". This plant is tolerant of most soils, smog, dust and reflected heat.

Urban form
Oval, pyramidal

Botanical name
Podocarpus gracilior

Common name
Fern Pine

Description
This evergreen tree grows up to 30'-50' tall with a branch spread of 25'-35' wide. It has bright green new growth and dark green mature leaves. With lower limbs removed it grows in a rounded vase or oval shape creating dense shade beneath and is well adapted to Downtown, restricted-soil planting sites.

Urban form
Rounded, Vase

Botanical name
Pyrus Calleryana

Common name
Callery Pear

Description
This deciduous tree grows up 49'-66' tall, often with a conic to rounded crown. The leaves are oval, 1.6-2.8" long, glossy dark green above, and slightly paler below. The white, five-petaled flowers, about 0.8-1.2" in diameter, are produced abundantly in early spring, before the leaves expand fully.

Urban form
Rounded, conic

Botanical name
Quercus ilex

Common name
Holly Oak

Description
This evergreen oak has a moderate growth rate up to 30'-60' tall and as wide. The leaves are 1.5"-3" long, .5"-1" wide, and either toothed or smooth-edged. It has a rich, dark green leaf color.

Urban form
Rounded

Botanical name
Quercus robur 'Fastigiata'

Common name
English Oak

Description
This slow growing deciduous tree with simple deep green almost bluish leaves and little fall color, has a narrow columnar form reaching a height 50'-60' with a width 10'-15'. The elongated columnar form with a short trunk makes a striking landscape specimen. Leaves can persist into winter.

Urban form
Columnar

Botanical name
Quercus virginiana

Common name
Southern Live Oak

Description
This normally evergreen oak tree is native to the southeastern United States. The bark is dark, thick, and furrowed longitudinally. The leaves are stiff and leathery, with the tops shiny dark green and the bottoms pale gray. Typical open-grown trees reach 60 feet in height, with a limb spread of nearly 80 feet.

Urban form
Rounded, spreading

Botanical name
Sapium sebiferum

Common name
Chinese Tallow

Description
This deciduous tree with a roundish head grows up to 35', exhibits light green leaves that are 2" in length, and are similar to those of the poplar. Beautiful colors such as red, plum, purple, oranges, and yellow are seen during the fall season.

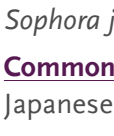
Urban form
Oval

Botanical name
Sophora japonica 'Regent'

Common name
Japanese Pagoda

Description
This deciduous tree grows to 50-60' tall with a round head and green bark. In the late summer, lovely panicles of white flowers will be seen. This plant is a dependable shade tree, should be grown under sunny conditions, and it is very drought- and heat-tolerant.

Urban form
Rounded

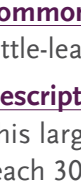


Botanical name
Tilia cordata 'Greenspire'

Common name
Little-leaf Linden

Description
This large deciduous tree can reach 30'-50' tall, and creates a dense pyramid that can be used as a screen. It blooms with white fragrant flowers and does well in urban settings. Should the native soil be of a clay-like nature, plant the tree high to allow for drainage.

Urban form
Oval, pyramidal

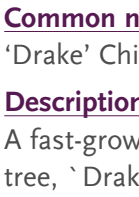


Botanical name
Ulmus parvifolia 'Drake'

Common name
'Drake' Chinese Elm

Description
A fast-growing, nearly evergreen tree, `Drake' Chinese Elm forms a graceful, spreading, rounded canopy of long, arching, and somewhat weeping branches which are clothed with 2"-3" long, shiny, dark green, leathery leaves. It typically grows to a height of 40'-50', but can reach as high as 80'.

Urban form
Umbrella

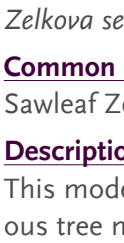


Botanical name
Zelkova serrata 'Green Vase'

Common name
Sawleaf Zelkova

Description
This moderately growing deciduous tree mimics the American Elm. It has a narrower vase shape and usually reaches a size 50'-60' high and as wide. Its elm-like leaves are 2"-2" long and 1-1/2" wide, the fall foliage colors range from yellow to red shades and it is very drought, heat, and pollution tolerant.

Urban form
Vase



Botanical name
Zelkova serrata 'Village Green'

Common name
Japanese Zelkova

Description
This moderately growing, deciduous tree usually reaches a size 50'-60' high and as wide. Its elm-like leaves are 2"-2" long and 1-1/2" wide. The fall foliage color ranges from yellow to red shades.

Urban form
Vase

8.4 STREETSCAPE ENHANCEMENTS (continued)

Goal 8-6 Expand and preserve the urban forest with less water.

Policies

8-6-1 Use reclaimed water from the City's recycled water distribution network, as it becomes available, instead of potable water in order to extend drinking water supplies, reduce the need for additional potable water facilities, reduce the amount of treated wastewater discharged, reduce reliance on costly imported water supplies, and increase the reliability of the water supply.

8-6-2 When understory plants are planted under street trees, specify understory plants with the same water needs as the trees. Improve irrigation efficiency by using drip irrigation or bubblers for understory landscape and deep watering devices for trees. Irrigation system details and landscape selections shall follow the latest California Model Water Ordinance or City of Fresno adopted requirements.

Goal 8-7 Fund street tree planting and maintenance through a range of funding sources and entities.

Policies

8-7-1 Spread the cost of tree planting and maintenance among a variety of entities and funding sources including, but not limited to, the following:

a. Special improvement districts comprised of a group of property owners who vote to assess themselves for tree, lighting, and/or park improvements.

b. Permit fees and surcharges that are imposed on construction activity for planting and care of community trees and green-space purchases.

c. An optional customer-directed one-year or multi-year maintenance cycle paid by adjacent property owners in which trees are managed by the City and maintained either by the City or an approved vendor.

d. Adopt-a-Tree or Adopt-a-Street programs that enables individuals, businesses, and community clubs to plant or care for trees in selected locations within the Plan Area.

e. Through a community tree and street tree endowment whereby donations from businesses, utility companies, service clubs, and individuals can be used to offset costs for tree planting and care.

8-7-2 **Continue to partner** with as many private or public groups, such as Tree Fresno, as possible to support tree planting and maintenance.

Goal 8-8 Generate a safe, inviting, interconnected walkable environment.

Policies

8-8-1 Establish a continuous building frontage of appropriately scaled ground floors that face the sidewalk with appropriate storefronts and doors.

8-8-2 In order to accommodate pedestrians, divide existing sidewalks into three distinct zones (see **Figure 8.4C** - Sidewalk Zones on the following page) as follows:

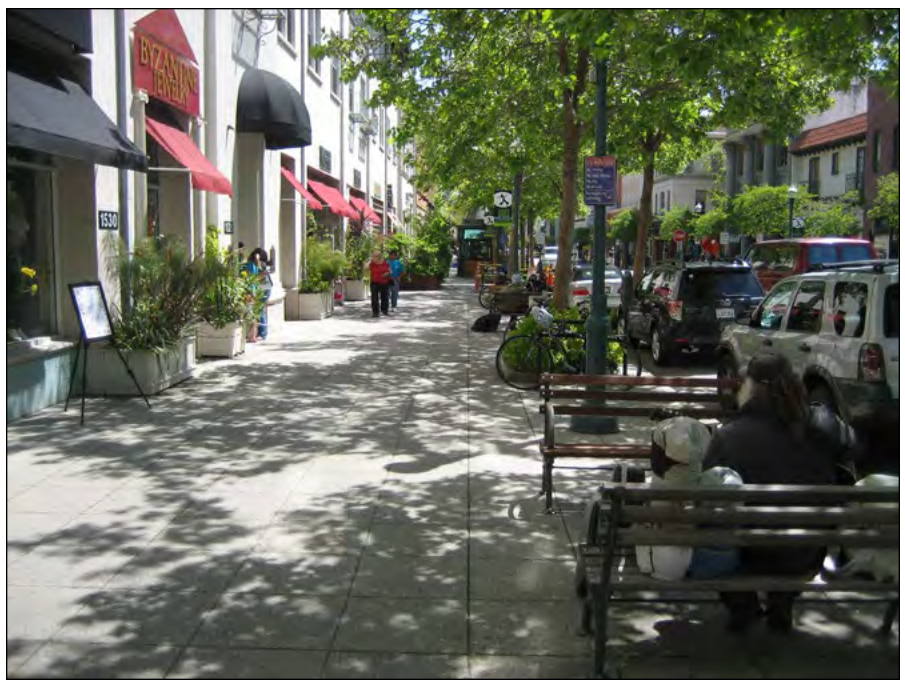
a. A curb-side zone that buffers pedestrians from vehicular traffic and contains lighting poles, street trees, parking meters, street furniture, and utility equipment that cannot be placed underground.

b. A pedestrian zone that accommodates a free and open pathway for the free flow of foot traffic. This zone shall be free of obstructions.

c. A frontage zone between the pedestrian zone and each building for window shopping, sidewalk cafes, and other private entry enhancements.

See **Table 9.3A** (Required Street Dimensions) in **Chapter 9** (Transportation) for sidewalk zone dimensions.

Drip irrigation allows water to drip slowly to roots and reduces the amount of water otherwise lost to evaporation in a typical sprinkler system.



A wide pedestrian zone is flanked on side by a curbside zone that contains street trees, benches, and light poles and on the other by the frontage zone that accommodates planters and sidewalk signs.

8-8-3 Provide an accessible path of travel for all sidewalk users, including people with disabilities.

8-8-4 Strive to place all utility equipment underground. In cases where this is not possible, place utility equipment in utility boxes within the curb-side zone or in cabinets discreetly located within buildings.

8-8-5 Enhance pedestrian comfort by shading the sidewalk with continuous street trees, arcades, and awnings, and introducing pedestrian-scaled lighting, street furniture, and enhanced paving.

8-8-6 Encourage sidewalk use by introducing sidewalk cafes and similar active uses within the public realm.

8-8-7 Reduce conflicts between automobiles and pedestrians by consolidating existing driveways and minimizing new curb cuts and driveways that cross sidewalks. Where alleys are present, retain them and require all new parking access to be taken from them.

8-8-8 Enhance pedestrian and bicycle safety and access through way-finding signage or other visual cues.

8-8-9 Enhance safety and visibility at high-frequency transit stops with lighting, benches, shelters, and public safety cameras.

8-8-10 Whenever possible, incorporate streetscape improvements into capital improvement projects.

Goal 8-9 Enhance the streetscape through appropriate street lighting.

Policies

8-9-1 Install pedestrian-scaled street light poles and fixtures that emit warm light.

8-9-2 Ensure safe lighting levels of at least 1 foot-candle at the sidewalk level, while meeting the needs of the intended physical character of the particular area.

8-9-3 Encourage business and property owners to keep storefronts and offices window display lighting illuminated throughout the night.

Goal 8-10 Enhance the public realm through the careful placement and design of street furnishings, bike racks, newsstands, trash receptacles, and signage.

Policies

8-10-1 In order to provide for pedestrian comfort and to minimize litter, locate street furnishings according to the following criteria:

a. Install street furniture on busy shopping streets.

b. Avoid installing in areas with low volumes of pedestrian traffic.

c. Locate street furniture in a manner that does not block the pedestrian way. Curb extension bulb-out areas, whether at corners or mid-blocks, are good places for such furniture.

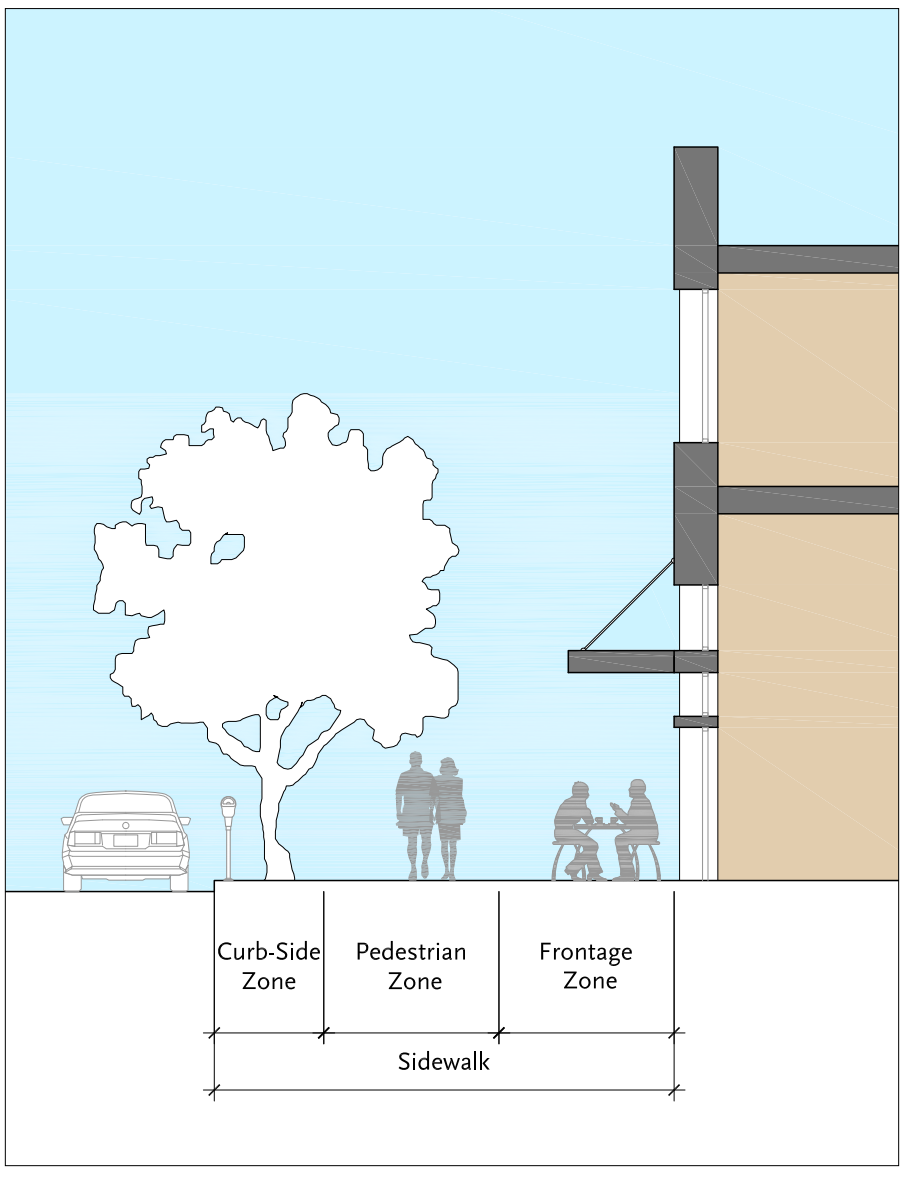


Figure 8.4C - Sidewalk Zones. *A sidewalk is divided into three pedestrian zones: a curb -side zone, a pedestrian zones, and a frontage zone.*

A building with an arcade frontage shelters pedestrians from the elements.

8.4 STREETSCAPE ENHANCEMENTS (continued)

d. Place benches with careful consideration of their relationship to surrounding buildings and businesses. Benches placed perpendicular to the street provide views down the sidewalk, lessening views of just one storefront, passing traffic, or parked cars.

8-10-2 Select or design street furnishings that:

a. Harmonize with the overall urban design of the street or of the particular district or neighborhood.

b. Are simple in design, comfortable, durable, and allow two people to sit side by side with shopping bags. Wood or wood substitute is generally a good material for the seats, because it does not become too hot or too cold.

8-10-3 Design or specify trash receptacles to be covered to keep rain out and large enough to accommodate trash between service visits.

Goal 8-11 Simplify Downtown way-finding and create high-quality signage.

Policies

8-11-1 Improve pedestrian wayfinding signage by:

a. Installing "you are here" maps/kiosks at key points in Downtown. These can be triangular, two-sided boards, or tubular. The maps should show all important destinations, parking locations, transit routes and stops, bikeways, and locations for bicycle parking.

b. Installing directional signage directing pedestrians to important destinations from parking areas, bus stops, and other key locations where people may begin their walking trip.

c. Including range of block number addresses on cross street signage.

d. Requiring prominent display of building address numbers and, when applicable, the building name (e.g. Federal Courthouse, etc.).

8-11-2 Improve bicycle wayfinding signage by:

a. Providing advance warning signs at complex intersections. Signs should include destination and street directions.

8-11-3 Improve transit wayfinding signage by:

a. Increasing the visibility of Downtown bus and Bus Rapid Transit (BRT) stops by installing prominent bus stop pole signs, introducing more shelters, and increasing lighting.

b. Providing transit coverage maps, schedules, and local area maps at all bus and BRT stops.

c. Introducing real-time bus arrival time displays at Downtown bus and BRT stops.

8-11-4 Improve traffic and parking wayfinding signage by:

a. Introducing signs on westbound SR 180 directing motorists to access Downtown via SR 41 and SR 99.

Benches and pedestrian-scaled lighting complement the outdoor "rooms" they furnish.

Well-lit prominent parking signage is important for motorists arriving in Downtown for evening events.

b. Introducing signage on southbound SR 41 indicating that Van Ness Avenue is the last southbound exit to Downtown.

c. Adding street names to overhead lane designation signs to complement movement arrows.

d. Introducing signs within Downtown directing motorists to important destinations such as Chukchansi Park, the train stations, including the proposed High-Speed Rail station, conference/arena facilities, City Hall, various government buildings, and Fulton Street.

e. Introducing signage that directs motorists around street blockages and closures to important Downtown sites and parking garages. Key blockages and closures include:

- Along Divisadero Street around the Medical Center.

f. Introducing advance signage at confusing and complex intersections to direct motorists to important Downtown sites and parking garages. Key intersections include:

- The westbound approach of Tulare Street to the SR 41 northbound ramp;
- The eastbound approach of Fresno Street to G Street regarding the split between H Street and Fresno Street;
- Implement signage to support H Street's reconnection to Downtown's network near Tuolumne and Stanislaus Streets;
- Various intersections along Divisadero Street; and
- Ventura Avenue and R Street.

g. Introducing signage directing visitors who are leaving Downtown towards area freeways and principal thoroughfares that lead out of Downtown.

h. Assigning a unique identity to each garage (branding) so that patrons can easily identify them.

i. Introducing static and electronic parking way finding signs throughout Downtown that directs users to each parking lot and garage, as well as to harder-to-find spaces. Static and electronic signs shall be limited to displaying parking rates, availability of parking stalls, and/or indicating event parking.

j. Requiring parking lots and garages to clearly identify their rates to passing motorists in order to allow motorists to make informed parking decisions.

k. Strategically locating signage to provide direction to the moving motorist in time for the motorist to utilize the information.

8-11-5 Design signage to be simple, free of sign clutter, easy to read, and to contribute to Downtown's overall identity and sense of place.

8-11-6 Design signage to be flexible and capable of evolving over time as additional directional needs develop, while minimizing maintenance costs.

A "you are here" sign points orients visitors.

Bicycle wayfinding signage in Gresham, Oregon not only points the way to various destinations, but also provides the distance and time to these destinations.

8.4 STREETSCAPE ENHANCEMENTS (continued)

8-11-7 Introduce over-street banner poles mid-block on:

- Fresno Street between Van Ness Avenue and H Street;
- Tulare Street between Van Ness Avenue and H Street;
- Fulton Street between Ventura Avenue and Stanislaus Street; and
- Van Ness Avenue between Ventura Avenue and Stanislaus Street.

8-11-8 Introduce signage or public art on the railroad trestle that crosses over Fresno Street in order to signal to motorists, cyclists, and pedestrians that they are entering Downtown.

8-11-9 Design all wayfinding signage to comply with ADA requirements.

Goal 8-12 Weave art and culture into the fabric of Downtown everyday life by nurturing creative and artistic expression in the public realm.

Policies

8-12-1 Support cultural facilities and programs, including the placement of public art.

8-12-2 Allow the installation of murals on Downtown's buildings, particularly within the Mural District.

Mural installations should take into account the following:

a. Mural placement and content shall be at the discretion of the artists and the building owner.

b. Mural placement, design, and content should be mindful of surrounding businesses and residents. Murals are prohibited from including off-site advertising or product placement.

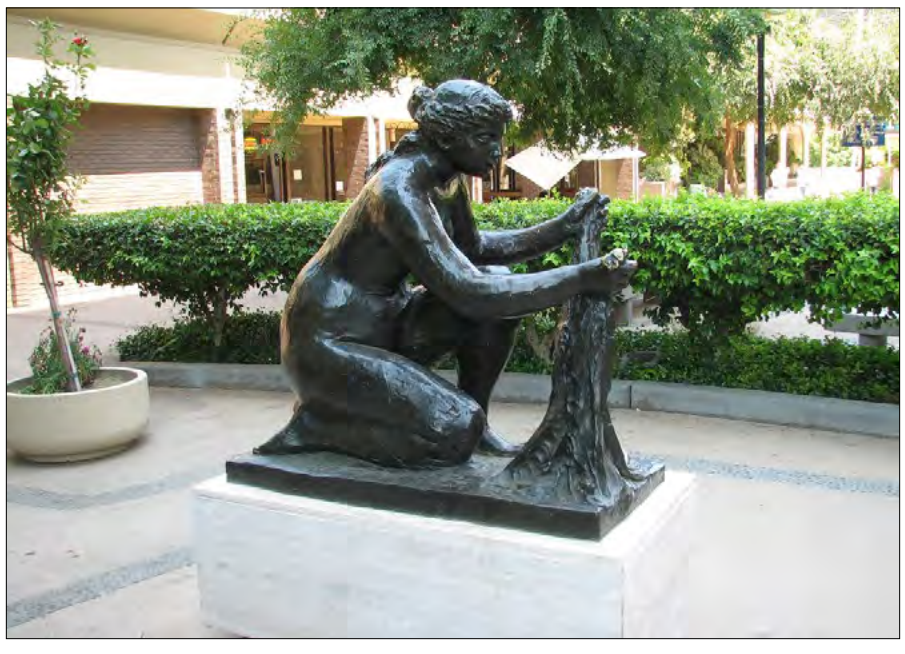
c. A written contract between all parties involved, i.e. artist, building owner or leaser, and the funder if appropriate is highly recommended. The contract should, at the very least:
   - Designate the lifetime of the mural to be left undisturbed, after which the mural can be painted over; and
   - State who will maintain the mural if the work is damaged or needs touch-up.

d. In order to ensure a long life for the mural, it is recommended that the wall surface be properly prepared prior to mural application and that durable paints be used.

8-12-3 Explore funding mechanisms to support cultural facilities and programs, including the placement of public art.

This signage employs a simple design that is free of sign clutter, is easy to read, contributes to Downtown's overall identity, and is designed for the first-time user.

Fresno's many landmark buildings can help orient people as well as serve as gateways between Downtown's various subareas.



Public art, like this sculpture along the Fulton Corridor, is an integral part of Fresno's tradition. Credit: Joe Moore

CHAPTER 9: TRANSPORTATION

9.1 INTRODUCTION

Transportation investments are among cities' most powerful tools for meeting economic development and quality of life goals. In Downtown Fresno, it is imperative to leverage limited transportation dollars to achieve the goals of this Plan. Doing so requires building upon recent successful efforts at improving Downtown, and reversing recent trends that have harmed Downtown's success.

Diagonal parking adjacent to wide sidewalks and outdoor dining enhances the urban environment with convenient on-street parking and a buffer from automobile traffic.

Accommodating bicycle parking near retail entices people to consider bicycling as an alternative to the automobile.

Deciduous trees, wide sidewalks, street furniture, active storefronts, and safe street crossings are a few of the key ingredients for walkability.

Structured automobile parking with ground floor retail creates a continuous pedestrian-friendly environment along the sidewalk.

9.2 TRANSPORTATION STRATEGIES

Downtown Fresno's transportation strategy, consistent with California's Complete Streets Act (AB 1358), is rooted in the following key principles:

1. **Invest in Downtown infrastructure as resources are available.**

   Not only do infrastructure improvements need to continue Downtown, but working with the State and County resources need to be redirected to projects that best meet the region's farmland protection, regional congestion management, water resource, and air quality goals.

2. **Generate a quality walking experience.**

   Downtown should not compete against suburban shopping centers on suburban terms. Rather, it should emphasize what it can do well: offer a vibrant, pedestrian oriented experience, where shoppers can park once and visit an array of stores. This means making walking delightful on every block, at all times of day. While it is critical that parking spaces be available on all blocks all the time, it is also important that parking be addressed differently than at a suburban shopping mall. Parking needs to be shared, managed, and located on-street in front of buildings or tucked behind buildings. Canopy trees on all Downtown streets are important for making Fresno walkable all year.

3. **Make transportation investments to catalyze economic development.**

   There are a number of transportation-related economic development strategies that are integral to turning Downtown around. These include:

   - Parking facilities that are strategically located and where parking is not over-supplied;
   - Pedestrian and bike improvements that create a more complete network with easy access to key destinations;
   - High levels of convenient transit service, particularly Bus Rapid Transit (BRT), with high quality stop amenities; and
   - Critical to the success of parking and transit as economic development tools, are high quality streetscapes so people will comfortably walk a few blocks from parking or the transit stop and spend money along the way.

4. **Promote growth in Downtown in order to improve the region's air quality and traffic congestion problems.**

   Under this Plan, Downtown development that does not exceed certain criteria is exempted from traffic analysis and mitigations (see **Goal 9-3** for development threshold criteria). In addition, local and regional traffic analysis guidelines and traffic models should be updated to reflect Downtown's development advantages.

5. **Support the community's vision for Downtown with effective transportation strategies.**

   This plan improves Downtown's walkability, by demonstrating how buildings meet the street, how streets are designed, and how streets and parks are landscaped. The goal is to transform Downtown into a walkable, appealing, vibrant place for residents, workers, and visitors.

6. **Prioritize economic development over traffic congestion concerns.**

   In order to facilitate more economic development, the Level of Service policy in the City of Fresno General Plan has been revised for the area bounded by SR 99, SR 180 and SR 41 (the Downtown triangle) such that the acceptable Level of Service (LOS) is LOS F during peak hours.

   Implementing an LOS F policy reduces the need for Downtown-area projects to implement complex and costly transportation improvements such as road widening, intersection widening, and interchange expansions, while making development projects more economically viable through reduced mitigation costs. In addition, such widening and expansion projects conflict with the Plan's goals of making Downtown more multi-modal, i.e., more pedestrian, bicycle, and transit friendly.

In addition to narrow automobile travel lane widths, wide sidewalks, curb bulb-outs and canopy trees contribute to traffic calming while improving the pedestrian environment as seen at this mid-block crossing.

North Van Ness Avenue with a newly striped bike lane connecting Downtown and neighborhoods north, including Lowell and the Tower District.

9.3 STREET IMPROVEMENTS

Vibrant and successful downtowns have a transportation network that accommodates all modes of travel in a manner that balances the desires of each mode. Implementation of a transportation system that accommodates all modes of travel allows users to choose the best mode of travel for various types of trips. Unlike automobile-dependent areas where a separate vehicle trip and parking space is required for all trips – work, shopping, entertainment, school, etc. – in downtowns, people can park once and walk for several trips or get around on a bicycle if they would like.

Therefore, the transportation system of a vibrant downtown should focus on walking and the experience of the pedestrian. It is pedestrians in very large numbers, patronizing the downtown for long periods of time, that constitute the financial engine of prosperous cities.

The roadway system in Downtown was designed and constructed prior to the construction of State Routes 99, 41, and 180 as freeways. The construction of the freeway system in Fresno removed a majority of the traffic that went in and out and passed through Downtown, leaving a roadway system in place that has excess capacity compared to demand. In other words, Downtown's streets such as Blackstone Avenue, Abby, P, H, Stanislaus, Tuolumne, Ventura, and Divisadero Streets, and sections of M and Fresno Streets are wider than they need to be, have more lanes than they need, and carry fewer cars than originally intended. Accordingly, the number of automobile travel lanes on many of these streets can be reduced without significantly affecting vehicle operations (see **Figure 9.3A**). The excess space gained from the lane reductions can be shifted to on-street parking, on-street bicycle facilities, and enhancing the pedestrian realm.

The conversion of low volume, four-lane undivided roadways to two-lanes with a two-way left-turn lane median and bike lanes is a low-cost method to reduce Downtown's excess vehicular capacity, to make room for parking and other transportation modes, as well as to implement the City's Bicycle, Pedestrian, and Trails Master Plan (BMP)/Active Transportation Plan (ATP). The City has already begun this process by converting Stanislaus Street and Tuolumne Street between H and P Streets, M Street between Divisadero and Ventura Streets, and P Street between Fresno and Divisadero Streets from three-lane one-way streets to two-lane one-way streets; Tuolumne and Stanislaus Streets have parallel parking on both sides of the street with a bike lane on one side and M and P Streets have parallel parking and bike lanes on one side and diagonal parking on the other. The City also completed a road diet on Divisadero Street between H Street and Fresno Community Regional Medical Center, converting it from a four-lane undivided road to a three-lane road with bike lanes. The photographs at the bottom of the next page show Divisadero Street before and after the road diet.

With the introduction of the freeway system, Tuolomne, Stanislaus, M, and P Streets, and a portion of Q Street, were converted from two-way to one-way streets. At the same time, many streets were vacated to facilitate large suburban-style development projects or were closed to traffic in order to make way for pedestrian-only zones. The combination of one-way streets and street closures interrupts the street grid, generates 'megablocks' with distances scaled to the car rather than the pedestrian, decreases the efficiency of the interconnected network, confuses way-finding, and creates a disorienting environment for first-time visitors to Downtown. This Plan proposes to convert one-way streets back to two-way and to open-up some of the vacated and closed streets.

Another important component of Downtown's street network is its alleys. Traditionally, alleys provided access to surface parking behind buildings, as well as accommodated services such as deliveries and garbage. This approach to street and block design ensured that street- and sidewalk-facing buildings oriented towards people, and that buildings formed a continuous, pedestrian-friendly frontage towards the street, while the backs of buildings were oriented towards cars and services. This Plan continues this approach towards street and block design by prohibiting the vacation of alleys.

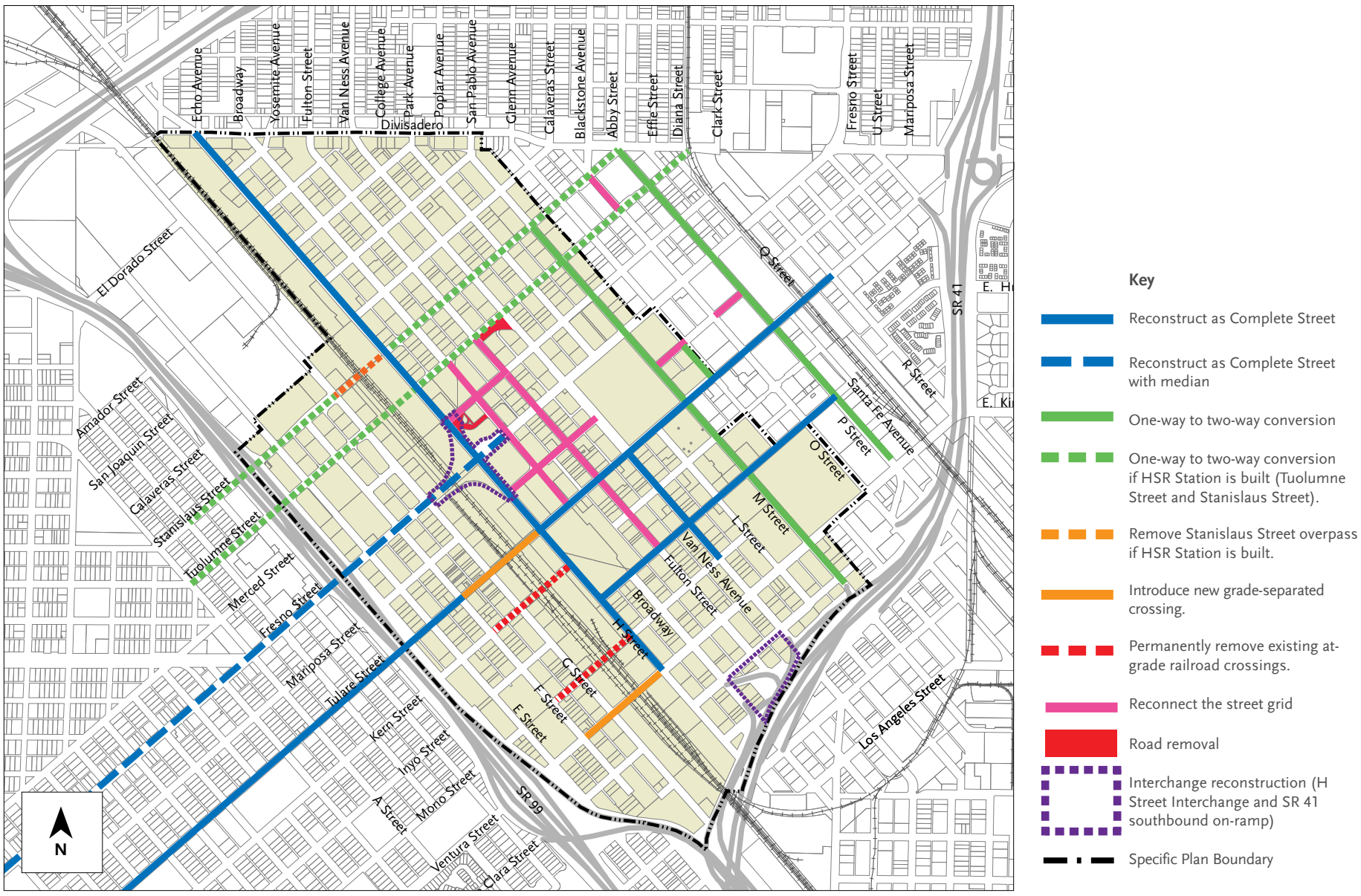


Figure 9.3A - Thoroughfare Interventions

9.3 STREET IMPROVEMENTS (Continued)

In an era of tight budgets for public works projects, the management of a jurisdiction's existing transportation infrastructure is increasingly important. Judicious management of the existing transportation system can enhance the capacity of the existing system and reduce the need for costly roadway expansions while managing vehicle speeds on roadways. Management strategies include traffic signal synchronization, traffic signal optimization, real time traffic signal operations, transit prioritization, transit queue jumping, bicycle lanes, bicycle detection at signal-controlled intersections, driveway consolidation and management (fewer driveways means less conflicts between automobiles and pedestrians, as wells as more continuous people-occupied building frontages), motorist information systems, and incident response systems. To accomplish this, the City of Fresno will implement a regional Intelligent Transportation System (ITS) framework through the Regional and County Intelligent Transportation System master plan/framework. Implementation of the framework includes installation of Model 2070 traffic controllers and compatible software (that are both NTICP compliant) at all traffic signals so that Caltrans and the City of Fresno traffic signals can communicate and provide the best possible service to all transportation users. The implementation of an ITS framework allows the flexibility to do remote traffic signal timing control changes and video surveillance.

The following goals and policies enable a multi-modal, pedestrian-friendly transportation network that supports a vibrant Downtown.

Goal 9-1. Provide a comprehensive transportation, circulation, and parking system that improves quality of life in Downtown. (FLSP Goal 9)

Policies

9-1-1 Enhance Downtown's network of walkable streets and promote walkable streets as the primary way to access Downtown.

9-1-2 Design new roadways or retrofit existing roadways to have wider sidewalks and a pedestrian-oriented streetscape.

9-1-3 Prioritize pedestrian and bicycle improvements in Downtown as a strategy for economic development.

9-1-4 Accommodate bus service without expanding roadways, narrowing sidewalks, eliminating streetscape, or compromising pedestrian safety.

9-1-5 Install new or retain existing on-street parking (parallel or angled) along all streets, except where precluded by lack of curb-side access or right-of-way. The type of parking shall depend on the adjacent land use and roadway classifications shown in **Figure 9.3B** and **Tables 9.3A - 9.3E**.

9-1-6 Prohibit the expansion or widening of City controlled existing intersections through the addition of left- or right-turn lanes, and consider removing left and right turn lanes when possible.

9-1-7 Consider plan goals, policy, and objectives for improving safety and facilities or service for transit, bicyclists, and pedestrians when evaluating the conversion of existing permissive left-turn traffic signal phasing to protected left-turn phasing.

9-1-8 Limit drive-thru businesses within the Fulton Corridor Specific Plan area to maintain the quality of the pedestrian experience.

9-1-9 In order to maximize on-street parking and pedestrian comfort and safety, and to provide a location for unsightly services such as trash pick-up, prohibit the closure or abandonment of existing streets and alleys, unless authorized by the City Manager.

9-1-10 Upgrade traffic signal control equipment, interconnect traffics signals, connect all signals to a traffic operations center, and install emergency vehicle traffic signal interruption systems at all existing and new traffic signal-controlled intersections.

9-1-11 Reestablish an interconnected street grid comparable to Fresno's original grid pattern in order to increase walkability and improve connections to parks, open space, schools, and neighborhood centers as shown in **Figure 9.3A**.

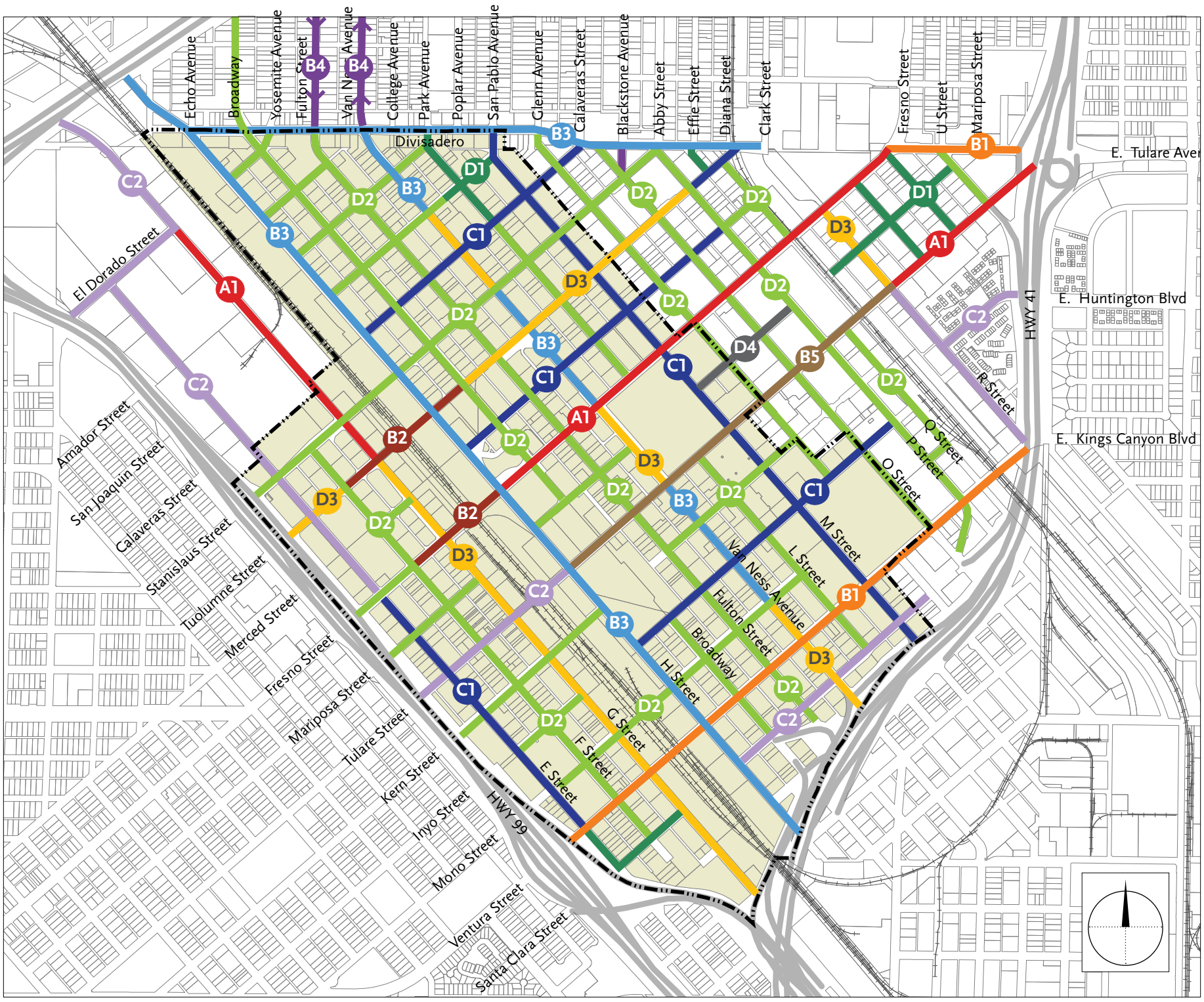
9-1-12 Support the conversion of one-way streets into two-way streets in order to meet the City's economic development and walkability goals as shown in **Figure 9.3A**.

9-1-13 In order to free up valuable land for development and improve the southbound SR 41 on-ramp from Broadway Street, work with Caltrans to replace the on-ramp with a direct southbound on-ramp from Van Ness Avenue that runs parallel to SR 41.

Divisadero Street as a wide 4-lane street with parking on both sides.

Divisadero Street re-striped as a 3-lane street with bike lanes and parking on both sides.

Figure 9.3B - Downtown Street Network



Key

Arterials

- A1 Major Boulevard

Collectors

- B1 Boulevard
- B2 Boulevard with Bike Lanes
- B3 Urban Collector, High Pedestrian Priority
- B4 Boulevard with Bike Lane One Side
- B5 Boulevard with Protected Bike Lanes

Minor Street with Bike Lanes

- C1 High Pedestrian Priority, Low Volume
- C2 Low Pedestrian Priority

Minor Streets without Bike Lanes

- D1 Low Volume Residential
- D2 Low Volume Commercial or Low Volume Diagonal Parking or Low Volume Diagonal/Parallel
- D3 High Volume
- D4 Civic Boulevard

9.3 STREET IMPROVEMENTS (Continued)

Table 9.3A - Arterials [1]

A1 Major Boulevard

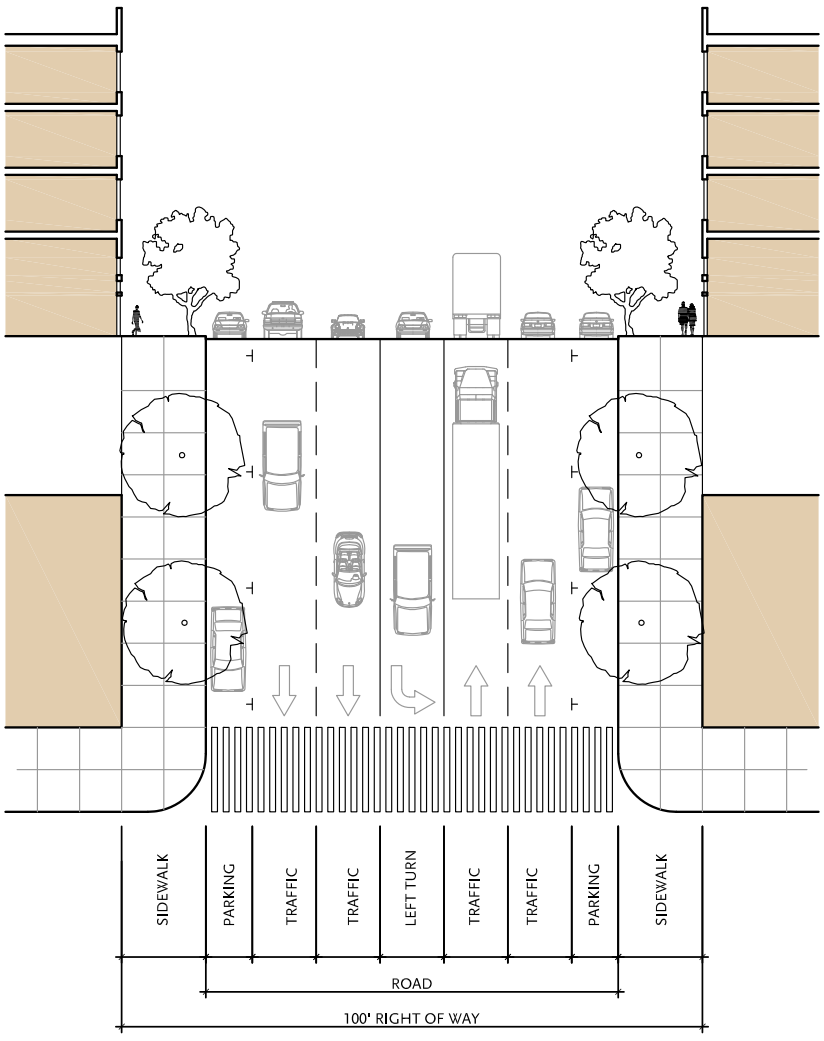
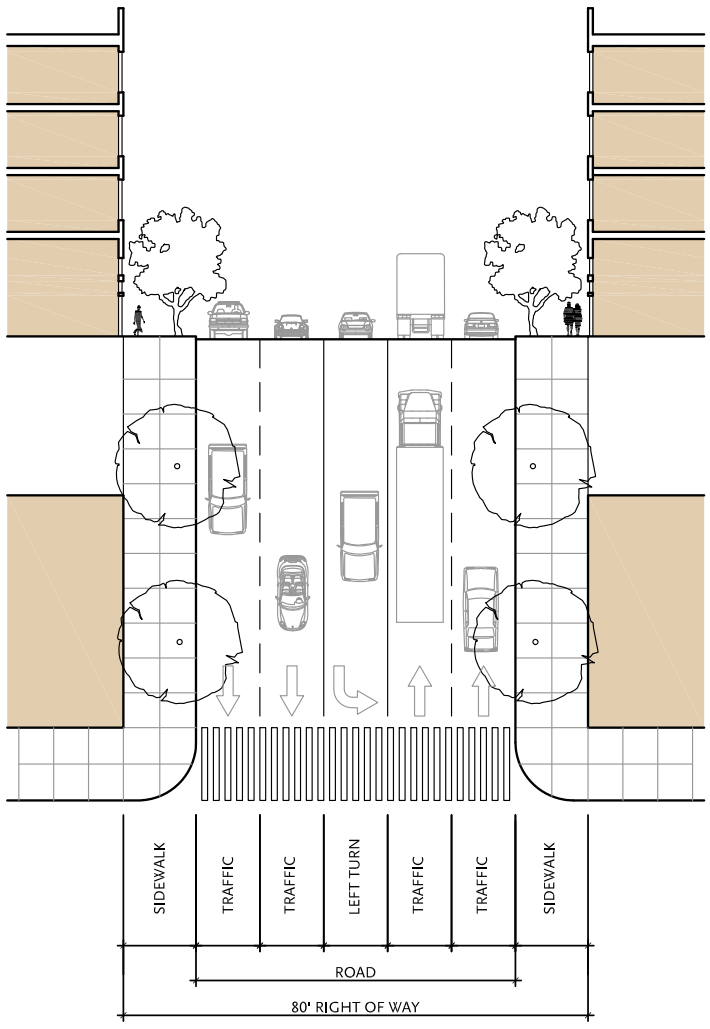


Table 9.3B - Collectors [1]

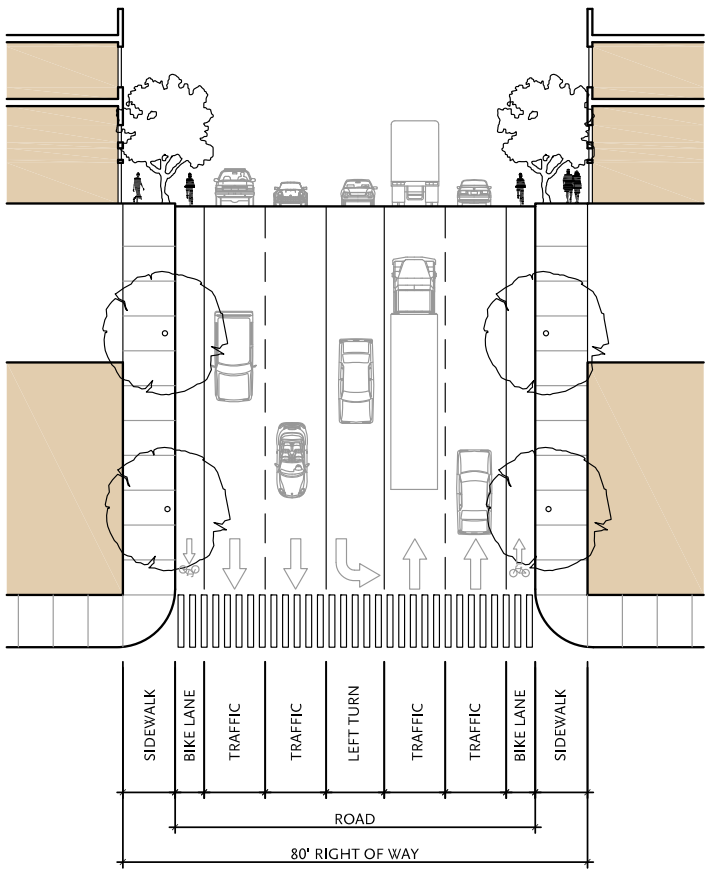
B1 Boulevard



[1] The above street section represents the prevailing dimension for the existing right-of-way. Along its entire alignment, the existing right-of-way varies from this dimension. In response, the identified components of this street section are to be included and adjusted as necessary in response to existing conditions and in compliance with the applicable Public Works requirements.

Table 9.3B - Collectors [1] (continued)

B2 Boulevard with Bike Lanes



B3 Urban Collector, High Pedestrian Priority, High Volume

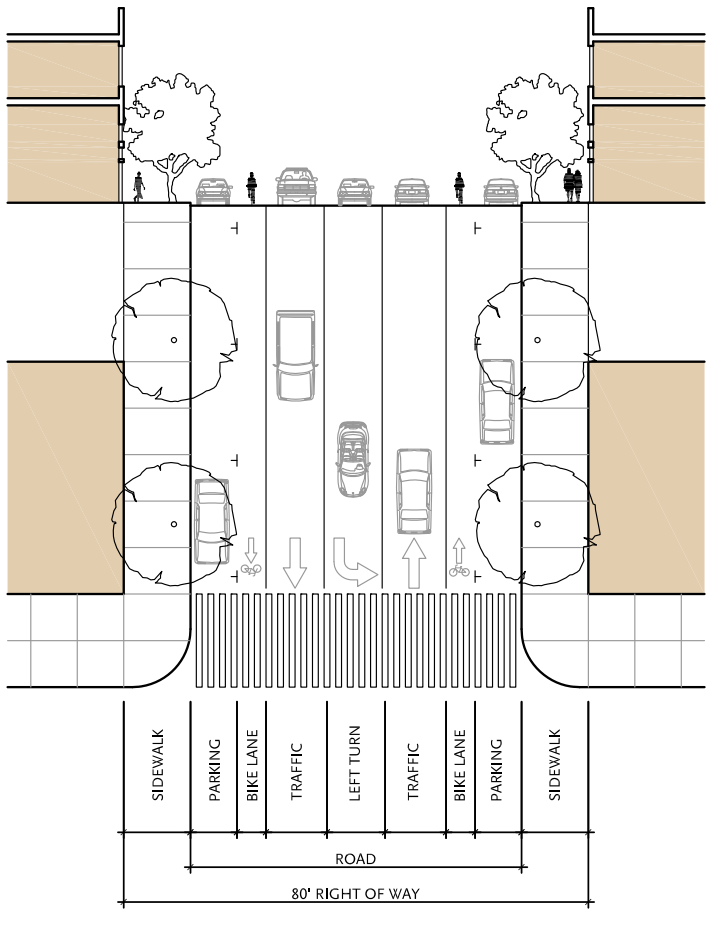


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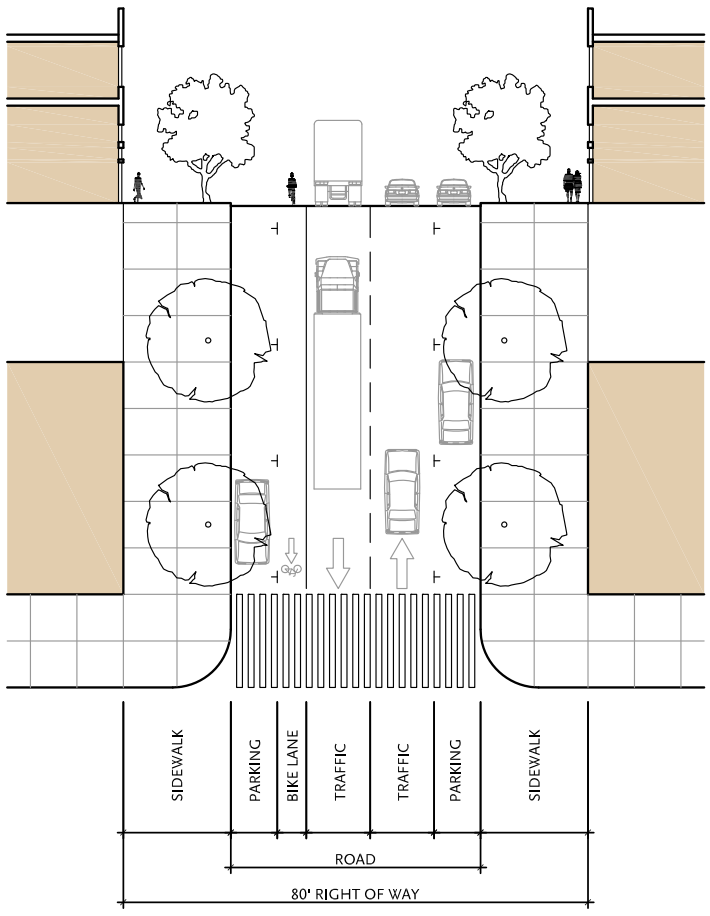
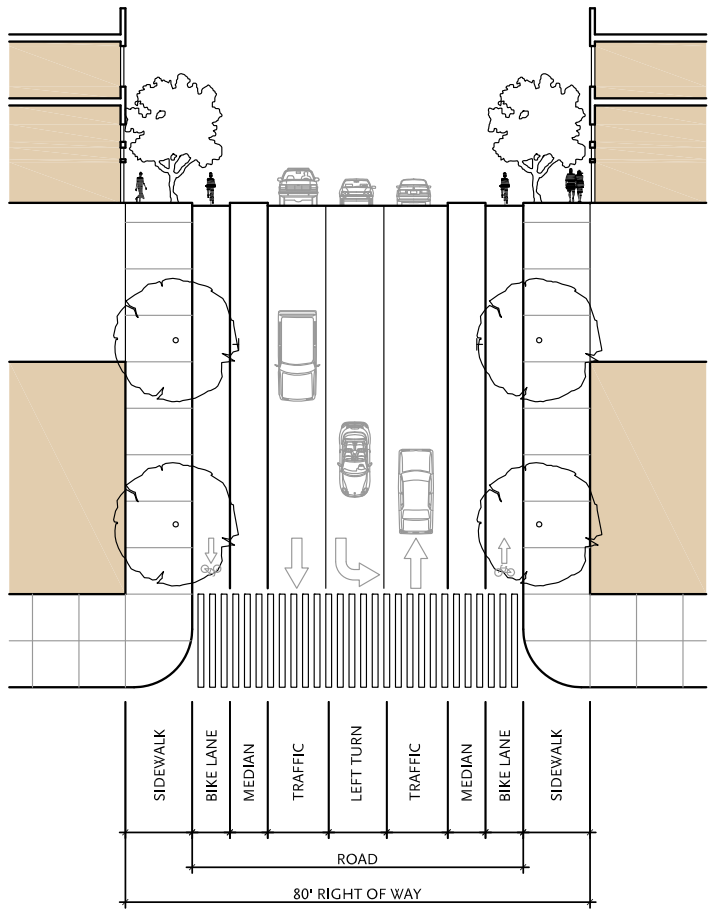
Table 9.3B - Collectors [1] (continued)

B4 Boulevard with Bike Lane One Side



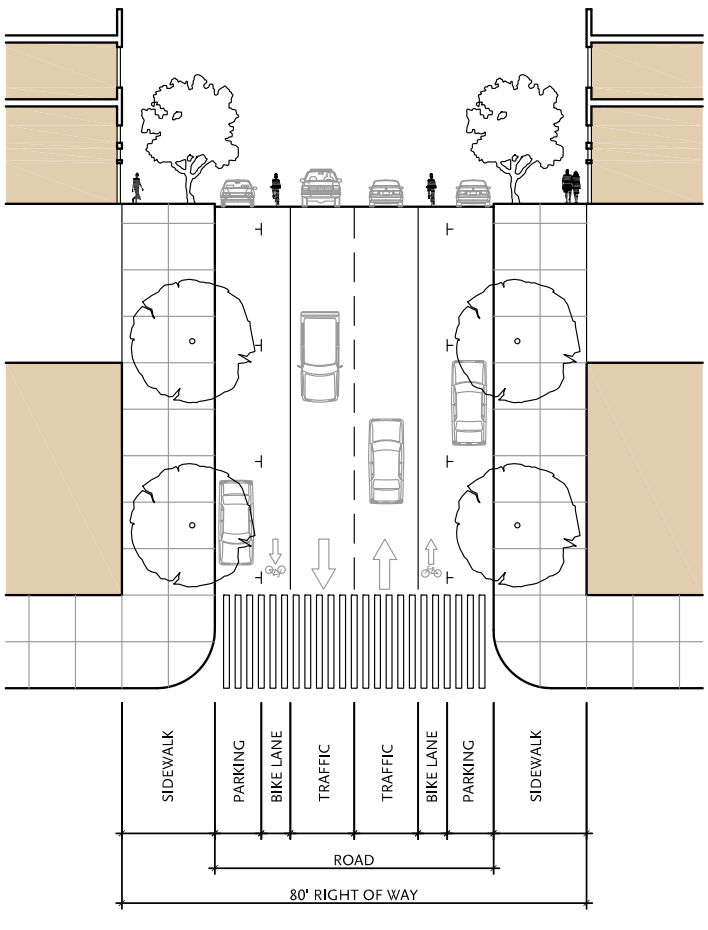
B5 Boulevard with Protected Bike Lanes



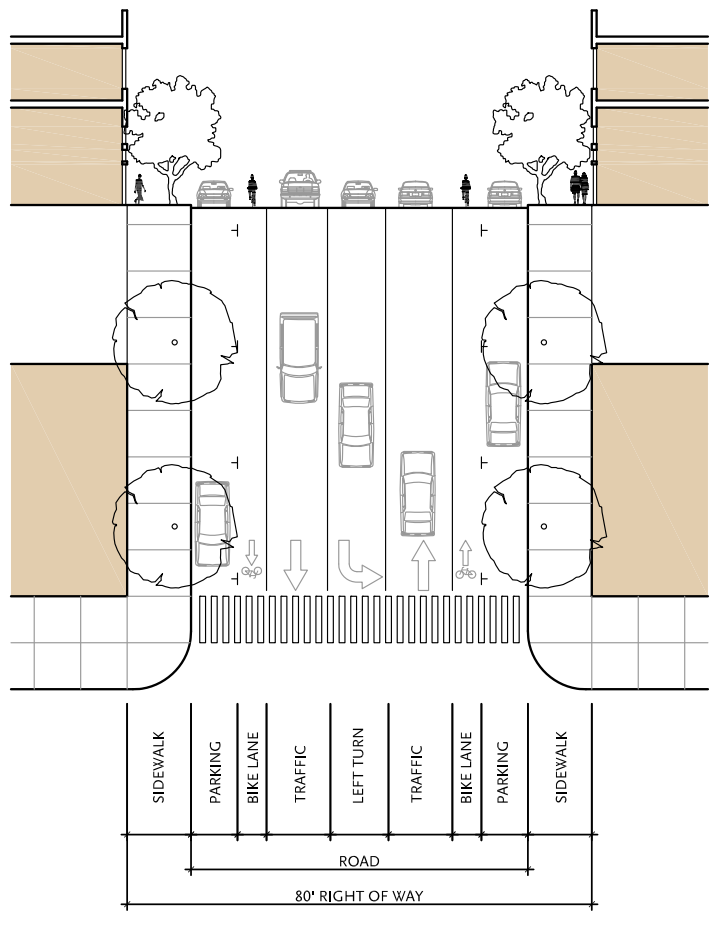
[1] The above street section represents the prevailing dimension for the existing right-of-way. Along its entire alignment, the existing right-of-way varies from this dimension. In response, the identified components of this street section are to be included and adjusted as necessary in response to existing conditions and in compliance with the applicable Public Works requirements.

Table 9.3C - Minor Streets with Bike Lanes [1]

C1 High Pedestrian Priority, Low Volume



C2 Low Pedestrian Priority



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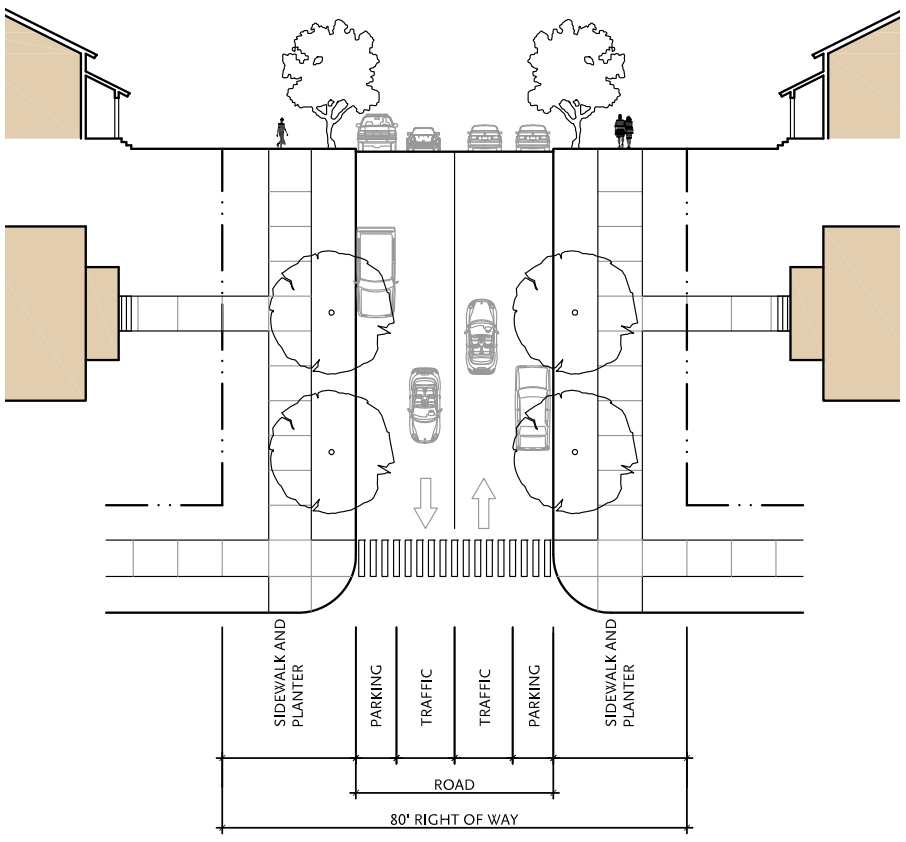
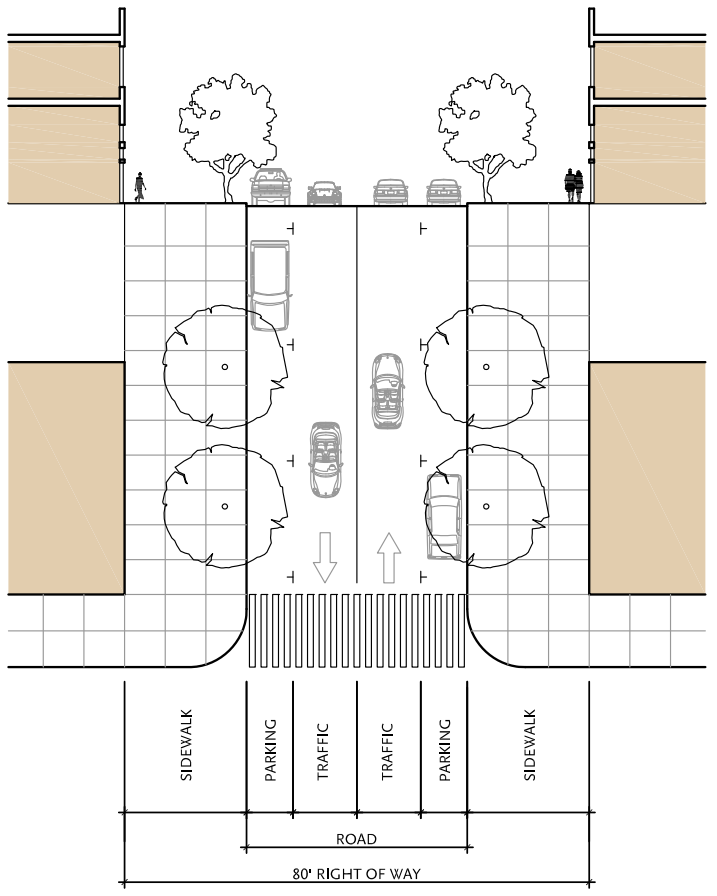
9.3 STREET IMPROVEMENTS (Continued)

Table 9.3D - Minor Streets without Bike Lanes [1]

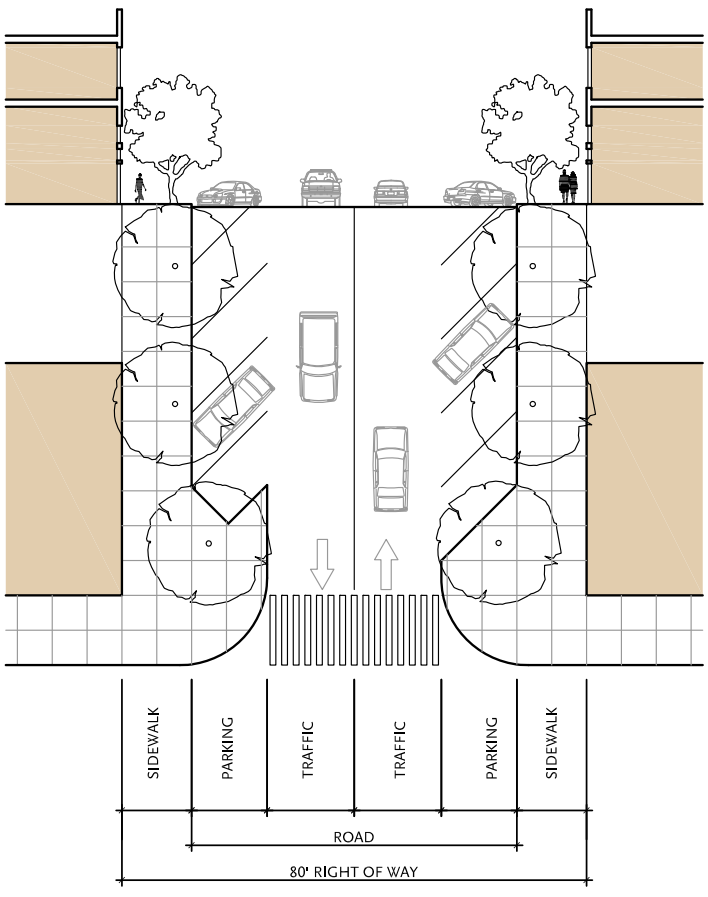
D1 Low Volume Residential



D2 Low Volume Commercial



D2 Low Volume Diagonal Parking



D2 Low Volume Diagonal/Parallel

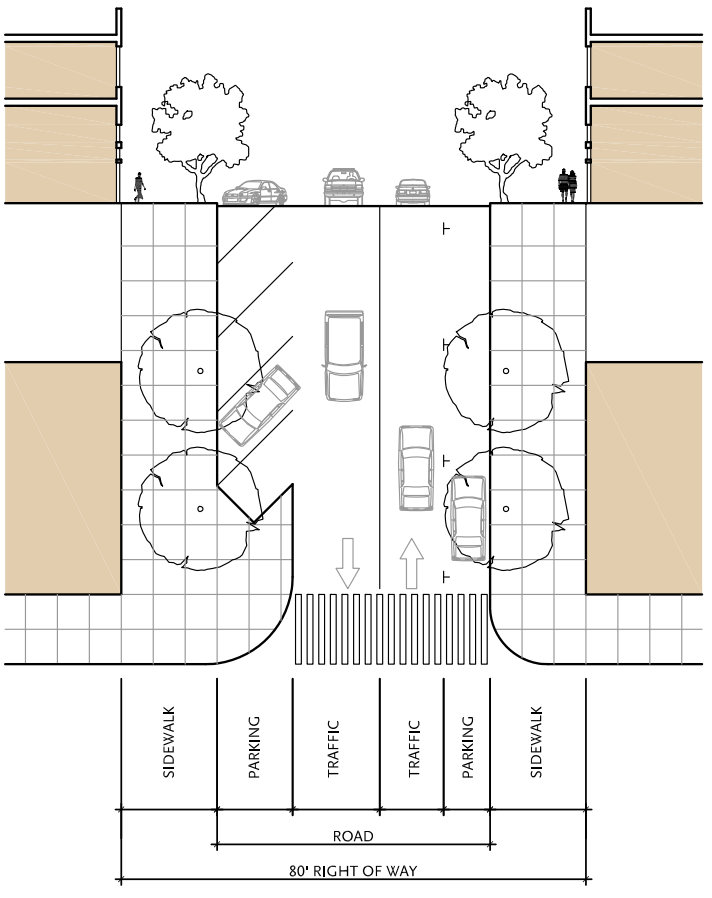


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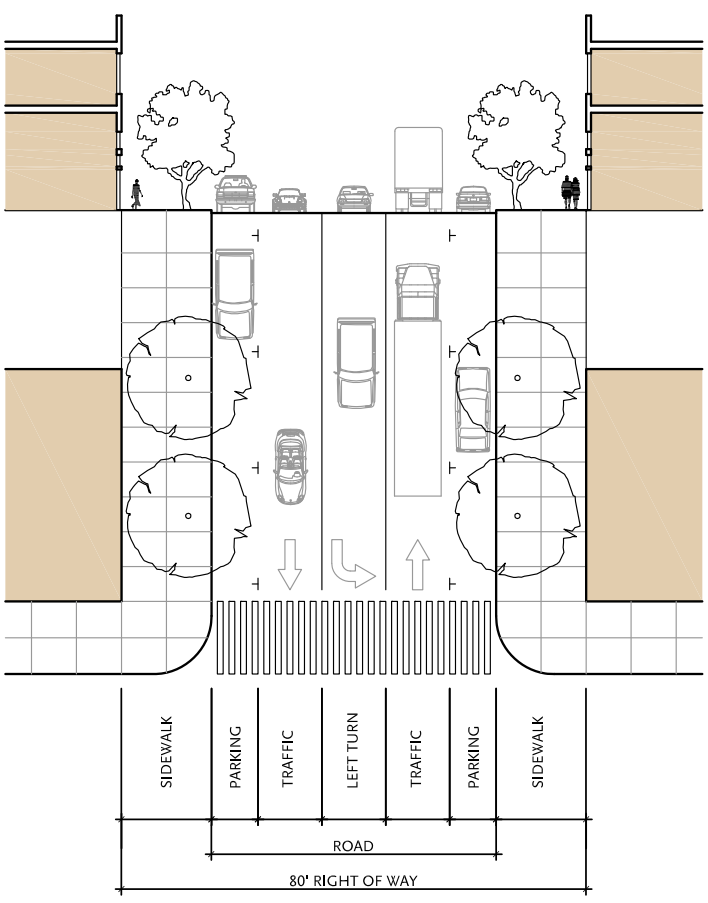
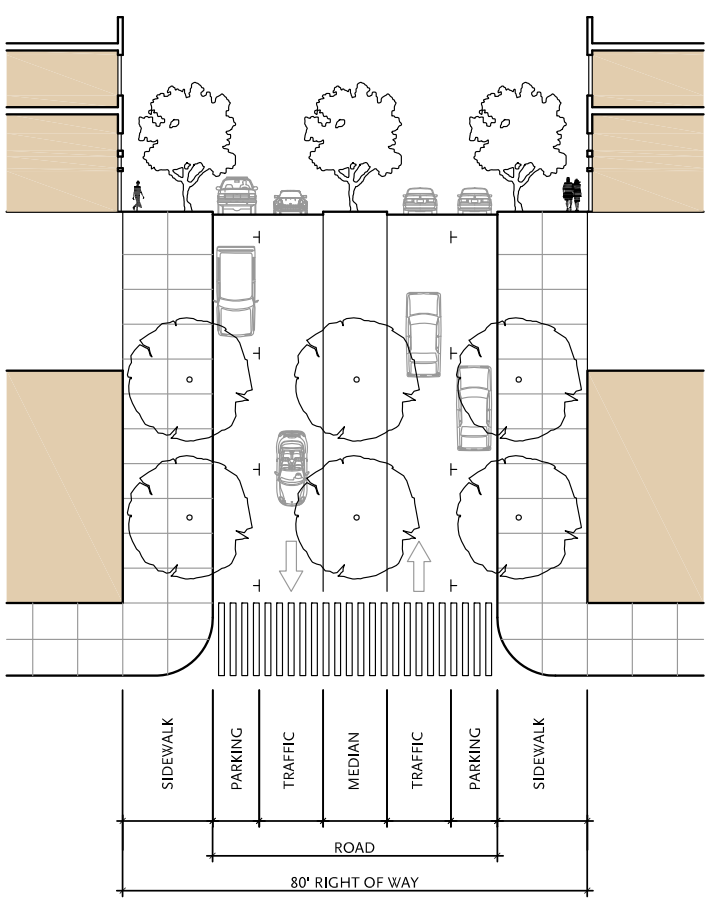
Table 9.3D - Minor Streets without Bike Lanes [1]

D3 Low Volume Residential



D4 Low Volume Commercial



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9.3 STREET IMPROVEMENTS (Continued)

Goal 9-2. Carefully design streets to accommodate multiple transportation modes.

Policies

9-2-1 Design all new or retrofitted streets within the Plan Area in compliance with the dimensions stated in **Table 9.3E**.

9-2-2 Adopt new standards for all streets within the Plan Area that are consistent with the latest principles of the Institute of Transportation Engineers (ITE) and National Association of City Transportation Officials (NACTO).

9-2-3 Design new or retrofitted streets within the Plan Area according to the following design criteria and per **Table 9.3E**:

a. The control vehicle (see below gray box) shall be the passenger automobile. However, if there is a conflict with other transportation modes, the control vehicle shall be the pedestrian.

b. Design Vehicle (see below gray box):

   i. On major streets or truck routes: a 40-foot single trailer truck (WB 40).

   ii. On transit routes: a FAX bus.

   iii. On minor streets, a single-unit delivery truck.

9-2-4 Require parking and services to be accessed from alleys where present in conformance with the Development Code.

9-2-5 Incorporate the following traffic-calming techniques into the design of streets:

a. Remove unnecessary travel lanes so that more prudent drivers dictate maximum speed.

b. Narrow travel lanes to urban street dimensions as defined in **Table 9.3E**.

c. Plant trees to narrow perceived street width, including trees along sidewalks and/or in on-street planter bulb-outs. Institute an active tree canopy maintenance program to ensure clear heights and widths for emergency vehicles are maintained.

d. Add on-street parking that does not interfere with bicycle, pedestrian, or transit facilities.

e. Install corner bulb-outs at all intersections between streets lined with on-street parking (parallel or angled).

f. At intersections, reduce excessively wide turning radii to the minimum radii so that the design vehicle will be allowed to turn without crossing the center line in most circumstances, but allow larger vehicles, including emergency response vehicles, to cross the center line to keep the curb radii small. When establishing corner radii, allow turning vehicles to use all receiving lanes. All street and intersection design is subject to Fire Department approval.

g. Use signal timing to control maximum speed and allow drivers traveling 25 mph to receive green lights, when appropriate.

9-2-6 In order to allow pedestrians sufficient time to cross, design all new or re-designed pedestrian crossings in the Plan Area according to the following criteria:

a. Require crosswalks across all legs of the intersection. Design all crosswalks within the Plan Area according to a consistent design.

b. Incorporate pedestrian crossings into every phase of every signal cycle without requiring push-button signal activation. Exceptions may be made in locations where pedestrian crossings are rare and a significant increase in pedestrian activity is not desired. At intersections with high pedestrian volumes, fixed tim-

Table 9.3E Required Street Dimensions

Element	Typical	Minimum	Conditional Minimum [1]
Carriage way dimensions			
Travel lane [2]	11’	10’	
Parking lane	8’	7’	
Bicycle lane	5’ - 7’	5’	
Protected bicycle lane	10’ (5’ buffer)	8’ (3’ buffer)	7’ (2’ buffer)
Parking lane plus bicycle lane	13’	13’	
Two-way left turn lane	10’	10’	
Left turn lane	10’	10’	
Pedestrian Realm Dimensions			
Curb face to property line	15’	12’	8’
Pedestrian through zone: Commercial	8’	5’	3’
Pedestrian through zone: Residential	6’	5’	3’
Edge Zone	1’	1’	6”
Plantings, furnishings and stormwater infiltration zone: Commercial [3]	5’	4’	3’
Plantings, furnishings and stormwater infiltration zone: Residential [3]	7’	4’	3’
Frontage zone	1’	1’	1’

[1] “Conditional Minimum” dimensions may be used only with approval from the Public Works Department.
[2] Minor street design shall provide for an overall minimum travel lane width of 20 feet (e.g., 10 feet in each direction).
[3] See Table 10.7A (Menu of Sustainable Stormwater Strategies)

In urban areas it is not always practical or desirable to choose the largest design vehicle that might occasionally use the street being designed, because of the impacts to pedestrian crossing distances, speed of turning vehicles, etc. In contrast, selection of a small design vehicle in the design of a facility regularly used by large vehicles can invite serious operational problems with possible safety implications to all types of users.

Accordingly the streets within the Plan Area are designed to accommodate the largest design vehicle that will use the facility with considerable frequency (for example, a FAX bus on bus routes or a single-unit delivery truck on minor streets). The definition of these design parameters is as follows:

Design vehicle.

A vehicle that must be regularly accommodated without encroaching into the roadside or opposing traffic lanes.

Control vehicle.

An infrequent vehicle that must be accommodated, but encroachment into the opposing traffic lanes, multiple-point turns, or minor encroachment into the roadside is considered acceptable.

ing can remain in place, thus not requiring the push-button activation.

c. At intersections with high pedestrian volumes, consider including an all-pedestrian ("scramble") phase into traffic signals and associated crosswalk markings that enable pedestrians to cross the intersection diagonally.

d. As funding becomes available, add pedestrian countdown signals at all signalized intersections in Downtown, prioritizing locations with the highest pedestrian volumes and numbers of traffic accidents involving pedestrians.

e. Where there are high pedestrian volumes and high amounts of right turning vehicles, use a Leading Pedestrian Indication to give pedestrians a few extra seconds to get ahead of right-turning cars at the crosswalk.

9-2-7 In order to improve pedestrian safety, introduce new traffic signals that incorporate pedestrian crossings at intersections within the Plan Area that have sufficiently high pedestrian counts.

Goal 9-3 Facilitate economic development by streamlining the approval of private development projects and reducing the costs to developers.

Policies

9-3-1. The City uses a tiered automobile level of service (LOS) approach for street segments and intersections throughout the City. Within the Plan Area LOS F will be allowed in order to preserve or promote development of desired property improvements and multi-modal complete street priorities.

9-3-2 Use multi-modal level of service analysis for proposed projects in the Downtown area that increase automobile capacity to ensure that proposed projects do not result in worsening levels of service for transit, bicyclists, and pedestrians.

9-3-3 As funds are available, utilize technology to support an improved level of service for transit, bicyclists, and pedestrians within the needs and context of Downtown. Management strategies include traffic signal synchronization, real time traffic signal operations, transit prioritization, transit queue jumping, bicycle lanes, bicycle detection at signal controlled intersections, driveway consolidation, motorist information systems, and incident response systems.

9-3-4 Pursue reductions or waivers of impact for development projects within an area that at a minimum includes the Downtown Core (DTC) zoning district.

9-3-5 Unless required by the City Traffic Engineer, a Transportation Impact Study (TIS) will not be required by the City to assess the impacts of development projects on the existing and/or planned street system. A project would need to meet one or more of the following criteria for a traffic study to be required:

a. When project-generated traffic is expected to be greater than three hundred net new vehicle trips during peak hour. Net new trips are calculated by comparing project trip generation to trip generation of the existing zoning and/or General Plan designation of the underlying parcel(s) of a project.

b. When a project includes a General Plan Amendment (GPA) which changes the project site General Plan designations in a manner that raises the traffic threshold.

c. When a project will substantially change the off-site transportation system (auto, transit, bike, or pedestrian) or connection to the system as determined by the Traffic Engineering Manager.

9-3-6. The City will partner with Caltrans to monitor traffic growth in the Downtown core. Traffic counts will be collected during peak hours every 5 years at the following six intersections:

- Van Ness Avenue and SR41, northbound and southbound ramps;
- Stanislaus Street and SR99, northbound and southbound ramps; and
- Tuolumne Street and SR99, northbound and southbound ramps.

Any future improvements defined at these locations will be mutually agreed upon between the City and Caltrans and be consistent with the goals and policies of this Plan.

9.4 PARKING IMPROVEMENTS

Parking and walkability go hand in hand in great downtowns.

Sufficient parking is essential for a thriving downtown. However, too much parking, or parking lots that create an unpleasant pedestrian environment and unattractive street character, can be just as bad as too little. Resources are needlessly diverted to building facilities for storing cars, and garages end up dominating the built environment surrounding them. The challenge for Downtown Fresno is to find just the right balance between convenient motorist access, along with an intensity of activity that makes walkable downtowns compete well against suburban shopping centers. More importantly, all parking spaces must be efficiently used in order to ensure that customers can always find a nearby space conveniently.

Meanwhile, with the exceptions of university cities or cities that have had extraordinary public-private investment, pedestrian-only environments result in under-performing retail settings and, by extension, places that do not attract many shoppers or, ironically, pedestrian visitors. Businesses, especially small and independent retailers that cannot afford advertising budgets to off-set the lack of vehicular traffic, are attracted to streets that are accessible and visible to passing vehicles and have convenient parking in front of the businesses.

For over 50 years, Downtown Fresno has been designed primarily for cars. Much of its traditional building fabric has been demolished and replaced by parking lots and garages (see **Figure 9.4A**). As a consequence, it is "over-parked," with more parking space than is needed for existing commercial and residential activity, and more land devoted to parking than to buildings or usable public space. Unfortunately, the available parking in the right places is not always closely accessible to destination locations. Rather than parking codes that treat downtown like a suburb, where most movement is made in a car, codes must require the right kind of parking for a thriving downtown district. In practice this means promoting a "park once" policy that supports the pedestrian experience in a vibrant downtown. This is accomplished by providing convenient and easy to pay for parking, charging for parking according to availability, maximizing parking efficiency, sharing parking between all Downtown uses, and returning parking revenue to Downtown.

A. CONVENIENT, UNDERSTANDABLE, AND EASY TO PAY FOR PARKING

An important part of this Plan's economic development strategy is the introduction of parking policies that focus on attracting customers to Downtown. Parking meters are an important part of this strategy since they attract customers by ensuring available front-door parking spaces. In addition, offering one or two free hours of parking in under-utilized garages incentivizes shoppers and visitors to go Downtown, while still gaining revenue from commuters who park in the garages all day.

Key to attracting visitors to Downtown is making it as easy to pay for parking as it is to pay for goods at any Downtown retailer. This can be achieved through the introduction of technologies such as swatch meters and pay-on-foot stations that accept credit/debit cards and/or pay-by-cellphone. In addition, parking should also be easy to find, with better signage and way-finding for parking, including real-time information about parking space availability in Downtown garages. Finally, parking management must be consistent and predictable, by ensuring that parking fees, time limits, and hours are easy for employees, business owners, and visitors to understand.

A large amount of land Downtown is dedicated to automobile parking, primarily in surface lots. The area south of Divisadero Street, west and north of SR 41, and east of SR 99, has approximately 32,000 on-street and off-street parking spaces. According to the Council of Fresno County Governments (Fresno COG) 2005 Transportation Demand Forecasting Model, approximately 27,000 people work in Downtown Fresno. This equates to a parking-spaces-to-employees ratio of 1.18.

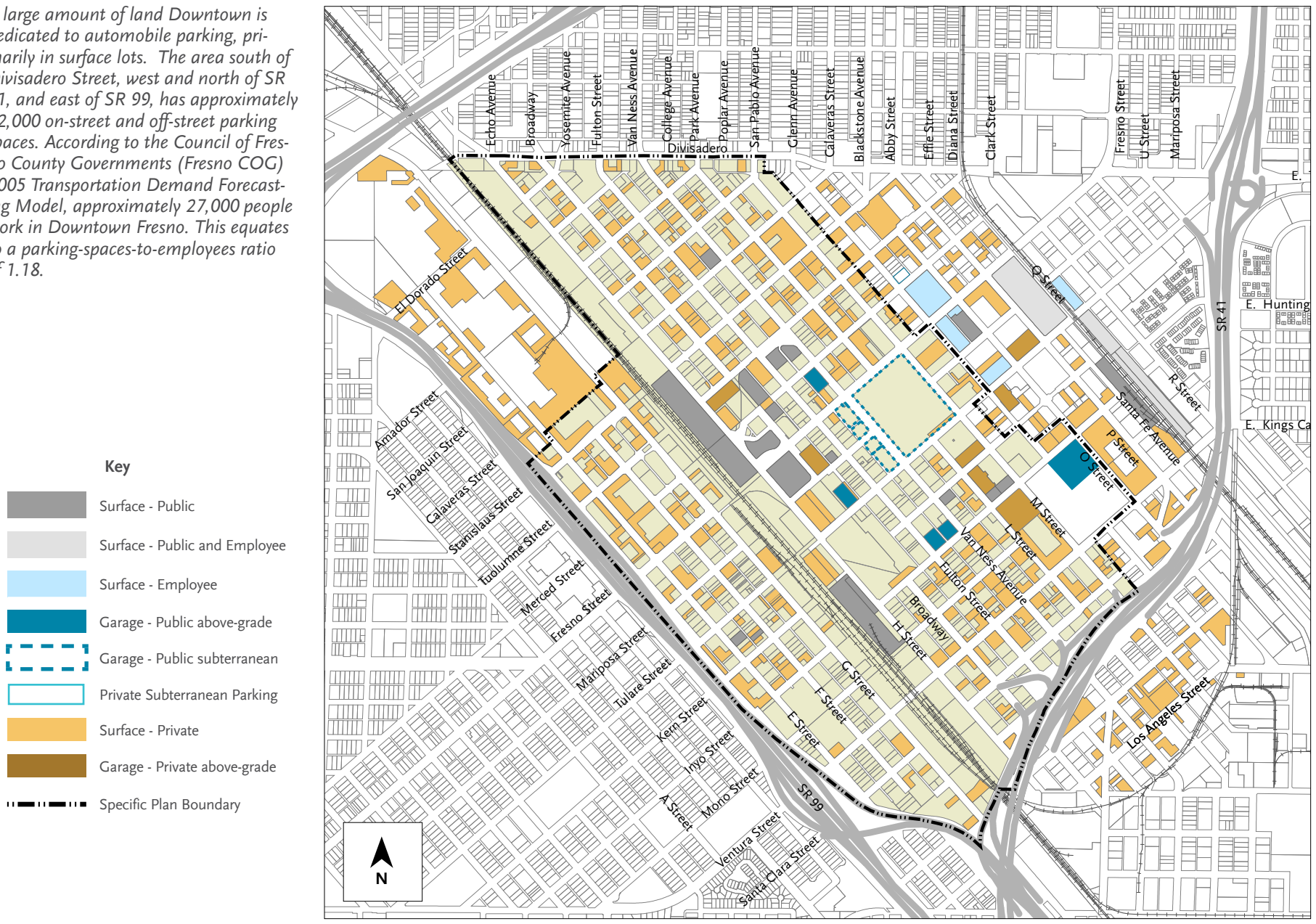


Figure 9.4A - Existing Parking Distribution

B. PARKING PRICING, AVAILABILITY, AND DEMAND

Parking is essential to Downtown's success, and parking pricing is necessary to make sure everyone can always find a space. Successful downtowns charge for parking largely to ensure that customers can easily find a parking space. Pricing encourages parking turnover, and encourages long-term commuters to park farther away, freeing up the most convenient spaces for retail customers. Best practices in parking management would suggest that the City set the right price, adjusted by location and time of day, so that about 15 percent of parking spaces along every block face, and in every lot and garage, are available at all times of day or night. This means that the price of parking in convenient, front-door spaces should be higher than spaces at more distant lots and garages. It also means that the hours of parking enforcement should extend – or shrink – according to availability. In entertainment districts, it may be necessary to charge for parking late into the evening. Similarly, in successful retail areas, it may be necessary to charge for parking on Saturdays and Sundays. If there is plenty of parking availability, the price of parking should be reduced, or it may be sensible to make it free until demand increases.

Care must be given to ensure that the need for parking revenue is balanced with the need to bring people back into Downtown in the first place. Accordingly, parking fees should be based upon demand. For instance, initially, when filling-up parking lots and garages is a problem, parking fees should be introduced only at times of peak demand. As parking spaces begin to fill up, higher fees should be charged. In addition, the first one or two hours of parking can be free of charge in order to encourage shoppers and visitors to park in the lots and garages.

Under this Plan, the City Manager has the authority to manage parking availability targets, including adjusting parking prices according to certain limits. This ensures that all of Downtown's districts have parking priced at rates that encourage parking Downtown while providing enough revenue to finance parking investments.

In addition, the Parking Services Division operates the public on-street spaces, off-street lots, and garages as an integrated system. To ensure the garages are appropriately full, but maintain a few empty spaces at all times, rates in the garages will be significantly less than on-street rates. To encourage shoppers and visitors to park in the garages, it may even make sense to provide an hour or two of free parking in them.

C. MAXIMIZING PARKING EFFICIENCY

Parking for commercial and residential buildings should be designed to work with the park once nature of Downtown. This means parking at private lots and garages should be designed to accommodate actual parking demand, not an arbitrary parking demand. When shared parking is incorporated into parking codes, downtowns only require 2 to 3 parking spaces per 1,000 square feet of commercial buildings. By reducing the number of parking spaces, construction costs are reduced, sufficient parking is provided, and new construction can begin. Similarly, parking in residential locations should be "unbundled" wherein parking spaces are purchased or rented separately from the purchase and renting of housing. By unbundling parking, residents who chose to only own one car only have to pay for one parking space, not two, as is the case in many residential locations.

In addition, in order to promote the revitalization of Downtown's many historical structures, buildings constructed prior to Feb. 13, 1954 are exempt from providing additional parking spaces.

D. SHARED PARKING

Enabling shared parking results in the need for less parking to be built. For example, allowing baseball fans to park in privately-owned parking garages during weekend games, when these garages are empty, would reduce parking demand at existing public parking facilities. Similarly, continuing to allow shoppers to park at private employee lots near shopping destinations during evenings and weekends would reduce the amount of required retail parking. In all cases where uses do not overlap, parking should be shared in order to reduce the amount of required parking and foster a more pedestrian-friendly environment.

Several parking structures in Downtown Fresno are privately owned and operated. Most of these parking structures are used for employees who park there during the work week during the day. On weekends and in the evening they are essentially vacant. These include:

- Tuolumne Street at H Street and Broadway Street;
- Mariposa Street at Broadway Plaza;
- 1025 P Street Garage at Tulare Street; and
- Kern and M Streets Garage at Golden Gateway Center. (old Del Webb Building).

Diagonal on-street parking is provided directly in front of retail for short-term users.

Parallel on-street parking is provided directly in front of retail for short-term users.

9.4 PARKING IMPROVEMENTS (Continued)

By developing a shared parking agreement with these parking structures, the City of Fresno will be able to increase the amount of available parking Downtown during evenings and weekends as well as during baseball games and other special events, without taking away developable land. Sharing the private garages would require the following:

- Most importantly, an arrangement to protect the garage owners from additional liability. This could involve a lease by the City or the Downtown Fresno Property and Business Improvement District (PBID);
- Purchase of parking station equipment;
- Purchase of parking ticket equipment;
- Management of parking when open to the public;
- Agreement between the City and the parking structure owner to allow shared parking during non-business hours; and
- Return of parking revenue to Downtown.

E. RETURNING PARKING REVENUE TO DOWNTOWN

The Parking Services Division is a general fund program. All revenues derived from parking revenues, permits and citations, are placed in the Parking Fund, which is used for parking operations including facility and meter maintenance, equipment replacement and upgrades, staffing, Parking Operators costs, signage, and capital improvements.

The priority for revenue collected at parking meters and public parking garages is the maintenance of parking facilities. Once general costs are covered, additional revenue should be dedicated towards improvements such as upgraded lighting, sidewalks, landscaping, as well as way-finding signage and other benefits to Downtown, depending on its needs.

In addition, an expanded role should be given to the Parking Services Division to manage Downtown parking in order to ensure future revenue is used for projects to benefit Downtown's economic revival, including:

- Modernized public parking façades;
- Improved lighting;
- Parking officer and customer service training;
- Real time information about parking availability;
- Improved parking way-finding;
- License plate recognition for parking management and enforcement;
- Elimination of time limits. Once parking pricing is set to achieve parking availability targets, there is no longer any need for limits on the amount of time spent in a parking space, allowing shoppers to extend their stays, and visitors to have dinner and see a show without fear of getting a citation; and
- Artistic lighting to create a sense of place.

Over the years, as Downtown develops into a more vibrant neighborhood and retail destination, this Plan's goals and policies will ensure that new development fosters a pedestrian friendly downtown that accommodates both the needs of all forms of transportation while avoiding the negative effects of a car-oriented downtown. These goals and policies will create a more attractive destination to all Fresnans that is simple, convenient, easy-to-use, and encourages development of retail, employment and residential facilities.

Goal 9-4 Make parking convenient and easy to find.

Policies

9-4-1 Make parking easy to find by introducing better signage and way-finding for parking, including real-time information about parking space availability in Downtown garages.

9-4-2 Make parking convenient and easy to pay for. Continually explore new technologies to improve paying for parking. Near-term options include:

a. Creatively promoting and distributing reloadable parking meter cards until more advance technology can be deployed.

b. Installing parking meters that accept credit cards, debit cards, and/or pay-by-cellphone.

c. Installing pay-on-foot stations in all parking garages that also accept an array of payment forms and allow quick and easy garage exit.

d. Instituting a program that enables merchants to validate customer parking.

9-4-3 Reduce the need for parking by making Downtown a "park once" destination that supports the pedestrian experience while providing sufficient and properly distributed parking for employees, shoppers and residents.

On-street parking provides convenient parking in front of stores and restaurants.

Easy to read public parking wayfinding siganage.

Goal 9-5 Calibrate parking according to Downtown's parking needs.

Policies

9-5-1 Employ the following strategies, among others, in order to meet parking availability targets for Downtown:

a. Provide one to two hours of initial free parking in garages to encourage shoppers and visitors to use them.

b. Extend or shrink parking enforcement hours according to availability and demand. This could include charging for parking late in the evening in successful entertainment districts, charging for parking on Saturdays and/or Sundays in successful retail areas, not charging if there is plenty of available parking, and/or setting prices for special events in garages.

c. Set higher prices for parking in convenient, front-door spaces.

d. Set lower prices at more distant lots and garages, ensuring that garages are appropriately full but also maintain a few empty spaces at all times.

9-5-2 Enact parking availability targets for Downtown by:

a. Delegating to the City Manager and the Parking Services Division the authority to manage parking to achieve parking availability targets and to adjust parking prices at rates that encourage parking Downtown, while providing enough revenue to finance parking investments.

b. Empowering the Parking Division to operate public on-street spaces, off-street lots, and off-street garages as an integrated system.

Goal 9-6 Maximize parking efficiency in Downtown.

Policies

9-6-1 Ensure that parking at private lots and garages is designed to accommodate actual parking demand.

9-6-2 Allow parking spaces in residential locations to be purchased or rented separately from the purchase and renting of housing (also called "unbundling").

9-6-3 Exempt all buildings constructed prior to Feb. 13, 1954 within the Plan Area from providing additional parking spaces.

Goal 9-7 Share Downtown parking.

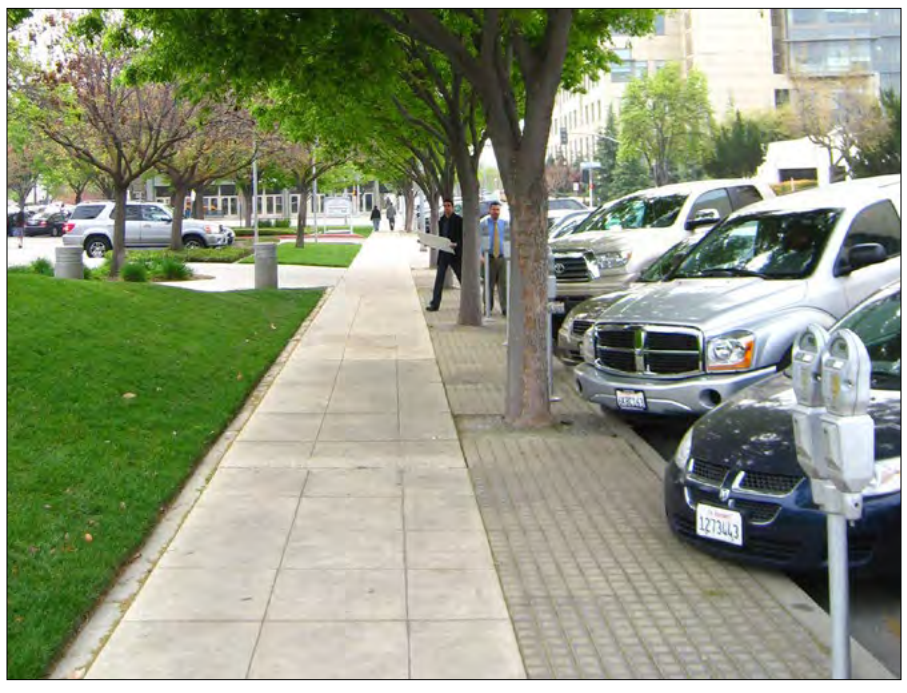
Policies

9-7-1 Coordinate the supply, access and distribution of parking in Downtown to minimize the amount of space and land devoted to parking.

9-7-2 Allow parking facilities to be used for shared parking during non-business hours. Enable shared parking arrangements in Downtown, such as lease agreements between the garage owner and the City Parking Services division or the Downtown Fresno Property and Business Improvement District (PBID), in order to protect garage owners from additional liability.

9-7-3 Manage public parking as a resource to benefit Downtown as a whole.

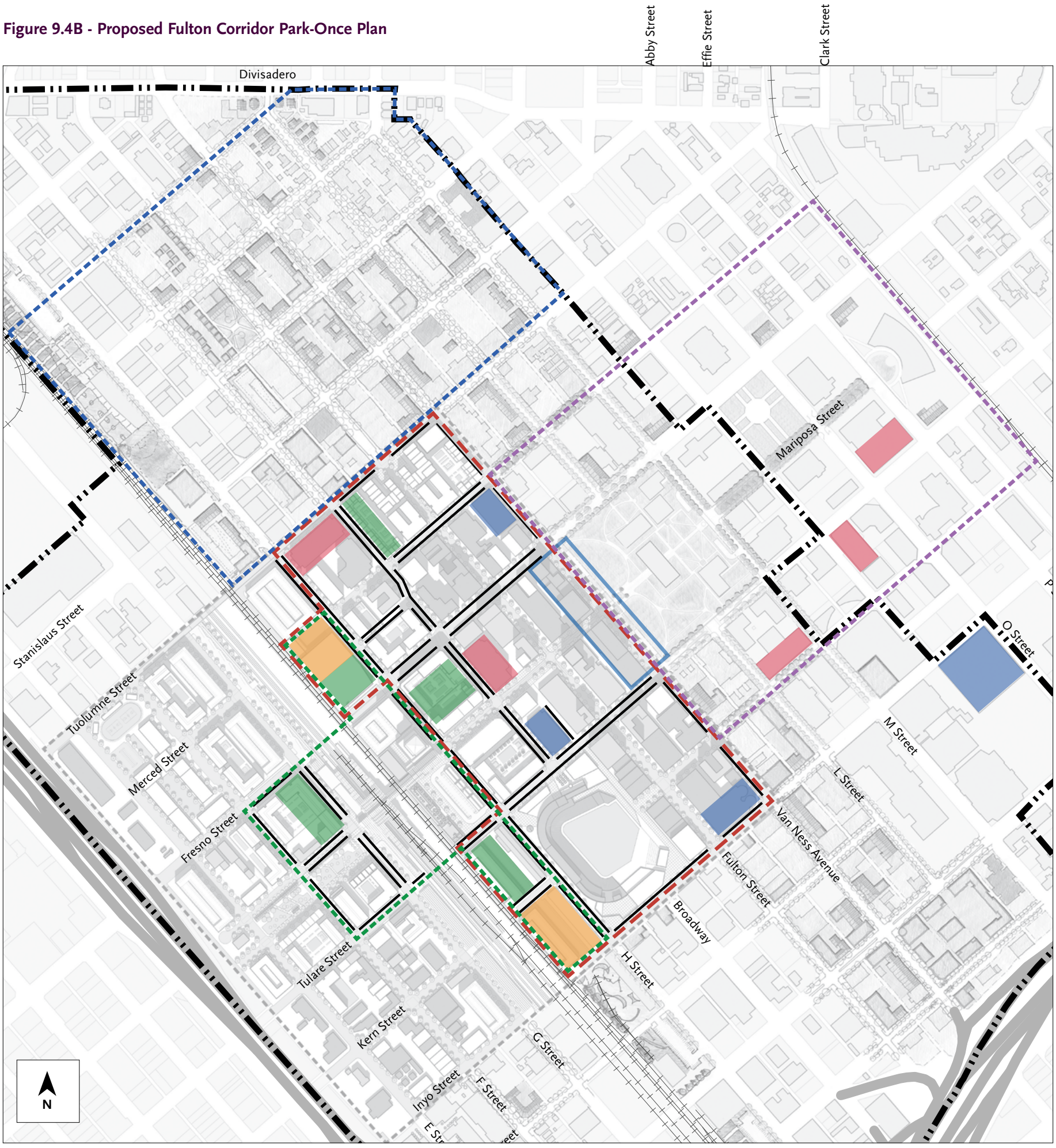
Parking signage on a mixed-use building points the way to public parking.



Short-term metered parking spaces provide revenue for the City and a high turnover rate in dense areas.

9.4 PARKING IMPROVEMENTS (Continued)

Figure 9.4B - Proposed Fulton Corridor Park-Once Plan



Key

- Downtown-Serving Parking Area
- Transit-Serving Parking Area
- Mural District Parking Area
- Civic Center Parking Area
- Existing Public Parking Garage
- Existing Subterranean Public Parking Garage
- Potential Public Parking Garage
- Existing Private Garage that could potentially be used for Shared Parking
- Existing Long-term Surface Parking Lot
- On-Street Parking
- Station Area Boundary
- Specific Plan Boundary

Goal 9-8 Operate parking facilities as a promotional tool for Downtown.

Policies

9-8-1 Coordinate the operation of parking lots and garages within the boundaries of the Downtown PBID with the PBID, including integrating parking operations overseen by the City Parking Services Division with other forms of public contact managed by the PBID, such as ambassador programs.

9-8-2 Work with property and business owners to coordinate parking price specials, as appropriate, with events happening outside parking facilities.

9-8-3 Allow and encourage information from the PBID and City about Downtown events and issues to be distributed to parking customers through banners, elevator door designs, handbills, maps, guides, calendars, etc.

9-8-4 Provide opportunities for individual Downtown businesses, or the PBID on behalf of businesses, to offer rewards for shopping and dining in connection with parking, such as parking vouchers (validation) for business customers or discount coupons for parking customers. Support and assist in the promotion of parking coupon and voucher programs as a key element of encouraging visitors to come Downtown.

Goal 9-9 Generate revenue from parking to improve Downtown.

Policies

9-9-1 Expand the Parking Division's role in managing Downtown, ensuring that its future revenue is used first to pay off debt and then for projects that benefit Downtown's livability, walkability, and economic revival.

9-9-2 Use parking revenue for physical improvements that improve safety and enhance the sense of place in Downtown by improving public parking facades, parking lighting, and parking way-finding.

9-9-3 Use parking revenues to support operations such as real-time parking availability information for users, license plate recognition technology for parking management and enforcement, and/or the purchase of parking attendant uniforms and other equipment.

9-9-4 Dedicate a portion of revenue collected at parking meters and public parking garages towards general costs of the parking program and towards the maintenance of parking facilities in line with strategies described in this Transportation Chapter.

Localized pay stations eliminate the need for individual meters and makes it easy to pay by cash or credit card.

An announcement regarding a seasonal activity is posted on the doors of this elevator in a park-once garage.

9.5 TRANSIT IMPROVEMENTS

By the standards of most successful downtowns, Fresno currently has very little traffic congestion and abundant, low-cost parking. As a result, while there are good transit connections between Downtown and much of the region, transit is currently used primarily by those who have no other option, and by those for whom driving is prohibitively expensive. Most commuters and visitors to Downtown drive, but as Downtown grows and begins to attract greater volumes of people, it will be important to make transit attractive and convenient for more travelers. Since downtowns are in compact areas with no opportunity to expand, when planning for the economic expansion of Downtown, it is important to consider that the car requires over 300 square feet of storage space at every destination – considerably more space than the largest personal office space or restaurant booth.

So while Downtown needs good automobile access to thrive, too much automobile traffic and high off-street parking requirements constrain urban development. In order to ensure that Downtown may continue to attract people and commerce, transit needs to be available for a more convenient and reliable experience for the consumer. For the near future, most of Fresno's transit investments will be evolutionary improvements to existing bus service, advancing the quality of available transit buses, introducing better designs for passenger amenities, and investing in technologies that allow buses to avoid congestion and other delays as resources are available. As Fresno grows, other forms of transit, including streetcars and emerging transit technologies, can be explored. Along these lines, the Council of Fresno County Governments (Fresno COG) prepared a Downtown Streetcar Feasibility Study, under the auspices of the Fresno Public Transportation Infrastructure (PTIS) Study, to determine whether a streetcar could serve as an impetus for economic development projects Downtown, where such a streetcar could go, how it might be funded, and the timing considerations involved in its future implementation.

Fixed guideway transit, such as streetcar, light rail, and similar technologies, should be evaluated primarily on what return the City will get for the capital investment. With so little traffic congestion now or in the foreseeable future, Fresno's main transit lines can all be accommodated on the surface, on existing roadways, much like comparably-sized downtowns elsewhere in North America, Europe, and Australia. Investment in fixed guideways should only be made if that initial investment will result in private investment that will more than cover the capital and operational costs of the transit through additional property taxes and other economic activity. Once basic infrastructure investments are made Downtown to attract private capital, and once Downtown is a more enjoyable place to walk and bike, fixed guideway transit investments may help support the development engine. The arrival of proposed High-Speed Rail service Downtown may be the necessary trigger to change the development base and make fixed guideway transit spread the economic effect of the station throughout Downtown.

In the meantime, however, efforts must be focused on making better use of existing transit, including more effective forms of Transit such as Bus Rapid Transit (BRT), and making Downtown's streets delightful for walking. As described in the Fresno COG's Downtown Streetcar Feasibility Study, the best likely corridors for future streetcar success will be along Fresno Street from the proposed High-Speed Rail station to the Community Regional Medical Center, and in the Van Ness/ Fulton Corridor from Fulton Street toward the Tower District north. To help ensure future streetcar service will generate a positive return on investment, streetscape investments should be prioritized in these Downtown corridors. In addition, a successful streetcar will need:

- A viable economic development plan;
- A private development market already investing in the area;
- Land use regulations that promote medium to high density development for a few blocks on both sides of the streetcar corridor;
- A high level of walkability and urban amenities for a few blocks on both sides of the streetcar corridor;
- Streetcar alignments tied to concentrated locations where private investment is occurring or beginning to occur;
- Capital Investment from a variety of funding sources, including Federal, State, and local sources; and
- A value capture mechanism to ensure that public investment in streetcar construction is paid back by capturing a portion of the economic return.

The proposed High-Speed Rail (HSR) service will likely significantly increase the demand for bus service to and from the station and efficient links to other modes of transit, including BRT, will be critical. In the short run, this means:

- Reconfiguring the Downtown Transit center to improve pedestrian access between it and the Fulton District and the proposed HSR station;
- Ensuring there is sufficient space around the station to meet station access needs, while still creating a great, pedestrian-oriented plan; and
- Providing a flexible, interconnected street grid, so certain transportation modes, such as transit, can be prioritized over others on certain streets. Currently there is no traffic congestion, so there is no need to provide dedicated bus lanes.

In-street bulb-out brings the trees closer to the automobile traffic to narrow the perceived width of the street while allowing an uninterrupted pedestrian path on the sidewalk.

A streetcar shares the road with automobiles and provides ADA accessible access from the sidewalk bulb-out.

Prior to the launch of HSR, the HSR Station Area Master Plan will need to be implemented to ensure successful integration with other forms of transit. This includes:

- Setting aside sufficient land surrounding the station to accommodate the full array of access needs to the station – rental car shuttles, personal drop-off, intercity buses, local buses, etc.; and
- It will take a lot more development to exhaust Downtown's traffic capacity, but before that time comes, Downtown has a flexible street grid that allows future planners to dedicate lanes for transit.

The following goals and policies will enable Downtown to transform into a place that accommodates a wide variety of modes of transportation.

Goal 9-10 Develop a public transit system that can effectively link Downtown to surrounding neighborhoods, employment, and education centers and other important destinations. (CACP Action 2-6. modified 2011)

Policies

9-10-1 Continue to implement the Bus Rapid Transit (BRT) on Blackstone Avenue and Kings Canyon Road.

9-10-2 Minimize congestion-related delays for BRT by prioritizing BRT over other modes of transportation.

9-10-3 In conformance with the Development Code require buildings at neighborhood centers to face the street, be accessed from the street, and be pedestrian-scaled.

Goal 9-11 Make existing public transit attractive.

Policies

9-11-1 Focus resources and investment on transit corridors where ridership is already high, and make transit there fast, frequent, and reliable.

9-11-2 Minimize transit delay along key transit corridors through the use of signal prioritization for transit, optimal stop spacing, pre-paid fares and other tools.

9-11-3 Provide high quality transit shelters that:

a. Protect transit riders from the elements, including sun, rain, and wind. Consider planting street trees adjacent to transit shelters to provide additional shade.

b. At a minimum, provide the following amenities:

- Pole with a sign displaying bus route number(s);
- Schedule display (affixed to the shelter);
- Trash receptacle;
- Lighting;
- Flat waiting area (preferably concrete with bench;
- For stops with high boarding activity, provide real time arrival displays; and
- Public safety cameras.

Goal 9-12 Relocate and improve the functionality of the Downtown Transit Center.

Policies

9-12-1 Reconfigure the Downtown Transit Center to improve pedestrian access between it and the Fulton District and the proposed HSR station.

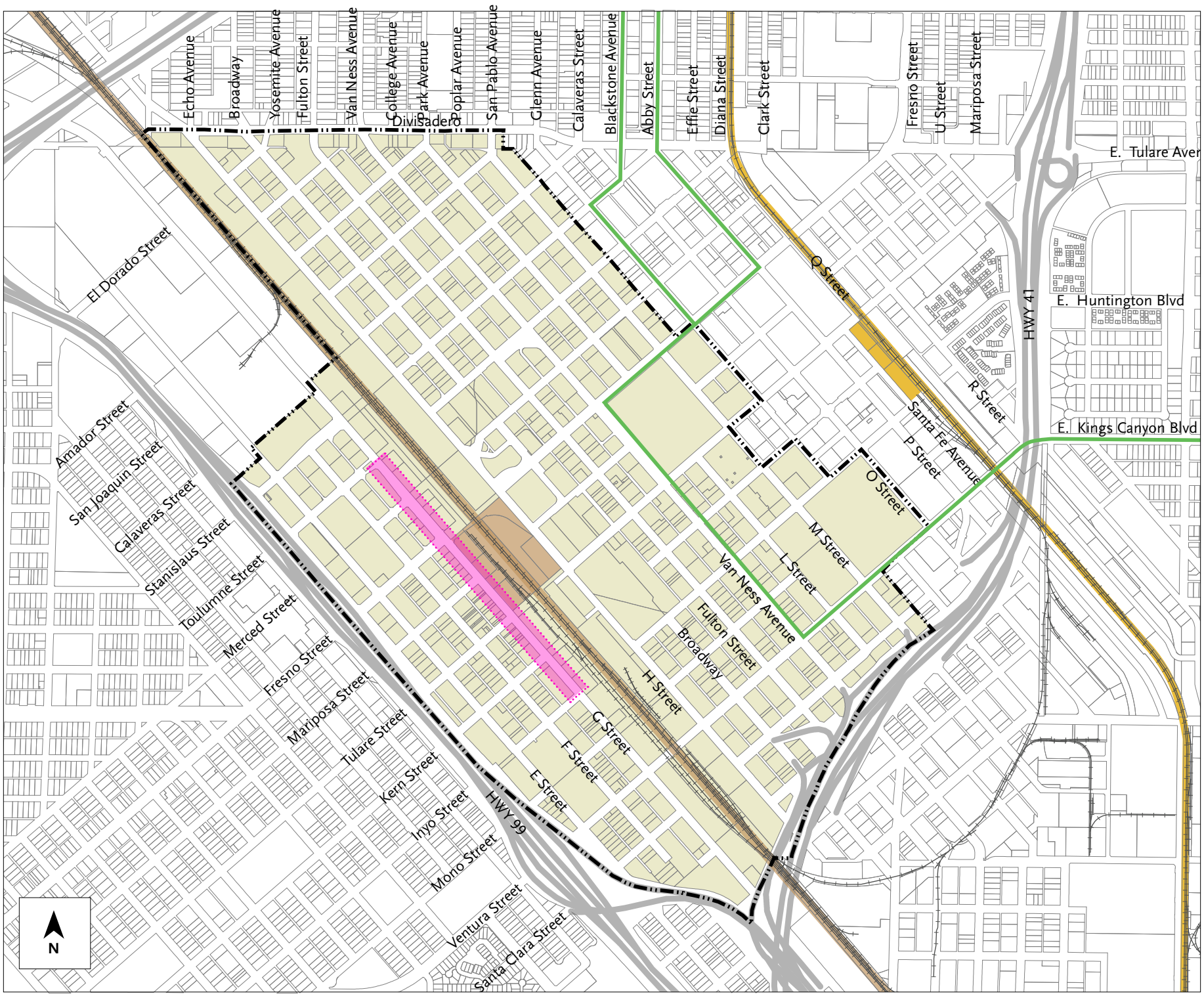
9-12-2 In conjunction with the opening of HSR service, relocate the Transit Center to G Street near the proposed HSR station.

A bus shelter constructed of quality materials. Glass floor to ceiling panels improve the perceived safety of waiting passengers. Adjacent street trees provide additional shade.

Bus Rapid Transit provides the service quality of rail transit while still enjoying the cost savings and flexibility of bus transit.

9.5 TRANSIT IMPROVEMENTS (Continued)

Figure 9.5A - Proposed Transit Plan



Key

- Amtrak Station
- Amtrak Route
- Intermodal Transit Center
- Proposed High-Speed Rail Station and Bus Station
- Proposed High-Speed Rail Route
- Bus Rapid Transit Route

9.6 BICYCLE IMPROVEMENTS

With its flat topography, moderate weather, and wide, interconnected streets, Downtown Fresno is ideally suited to bicycling. Bicycling is the most energy-efficient form of transportation – even more so than walking.

Goal 9-13 Make bicycling an attractive and efficient mode of everyday transportation for residents and employees of all ages.

Policies

9-13-1 As funds become available, prioritize bicycle facilities improvements identified in the upcoming Active Transportation Plan (ATP).

9-13-2 Add and improve Class II, III, or IV bike facilities whenever possible, expanding the bicycle network and linking with areas in and beyond Downtown.

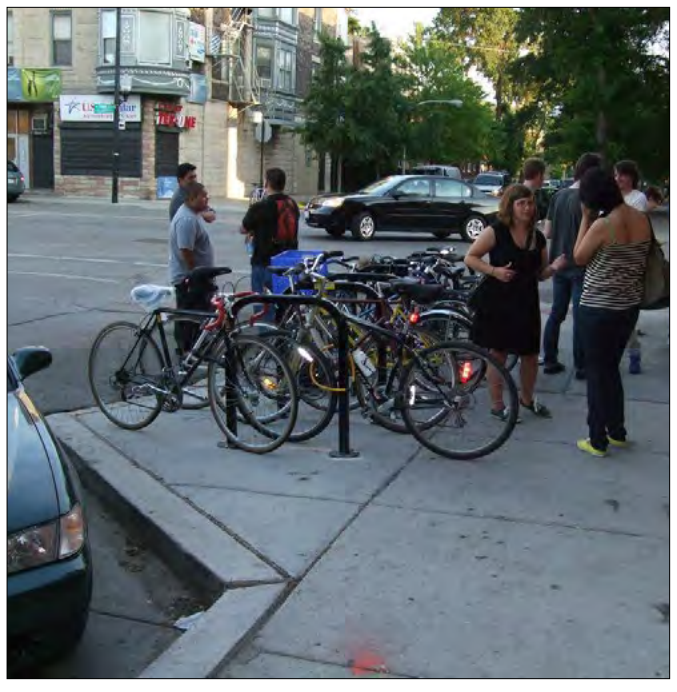
9-13-3 As funds become available, introduce the "Downtown Rail Trail," a Class I bike facility within proposed Railroad Linear Park (see **Section 8.3.B.2**).

9-13-4 Utilize technology to support an improved level of service for bicyclists within the needs and context of Downtown. Management strategies include traffic signal synchronization, traffic signal optimization, real time traffic signal operations, bicycle lanes, and bicycle detection at signal-controlled intersections.

9-13-5 Design Class II bike routes at major bus transfer locations to avoid conflicts between bicyclists and buses. Explore solutions to reduce conflicts such as placing bus stops in the parking lane.

9-13-6 Provide bicycle parking at key destinations, including schools, retail districts, government buildings, jobs centers, and transit stations. The amount of parking should support expected future travel by bicycle transportation.

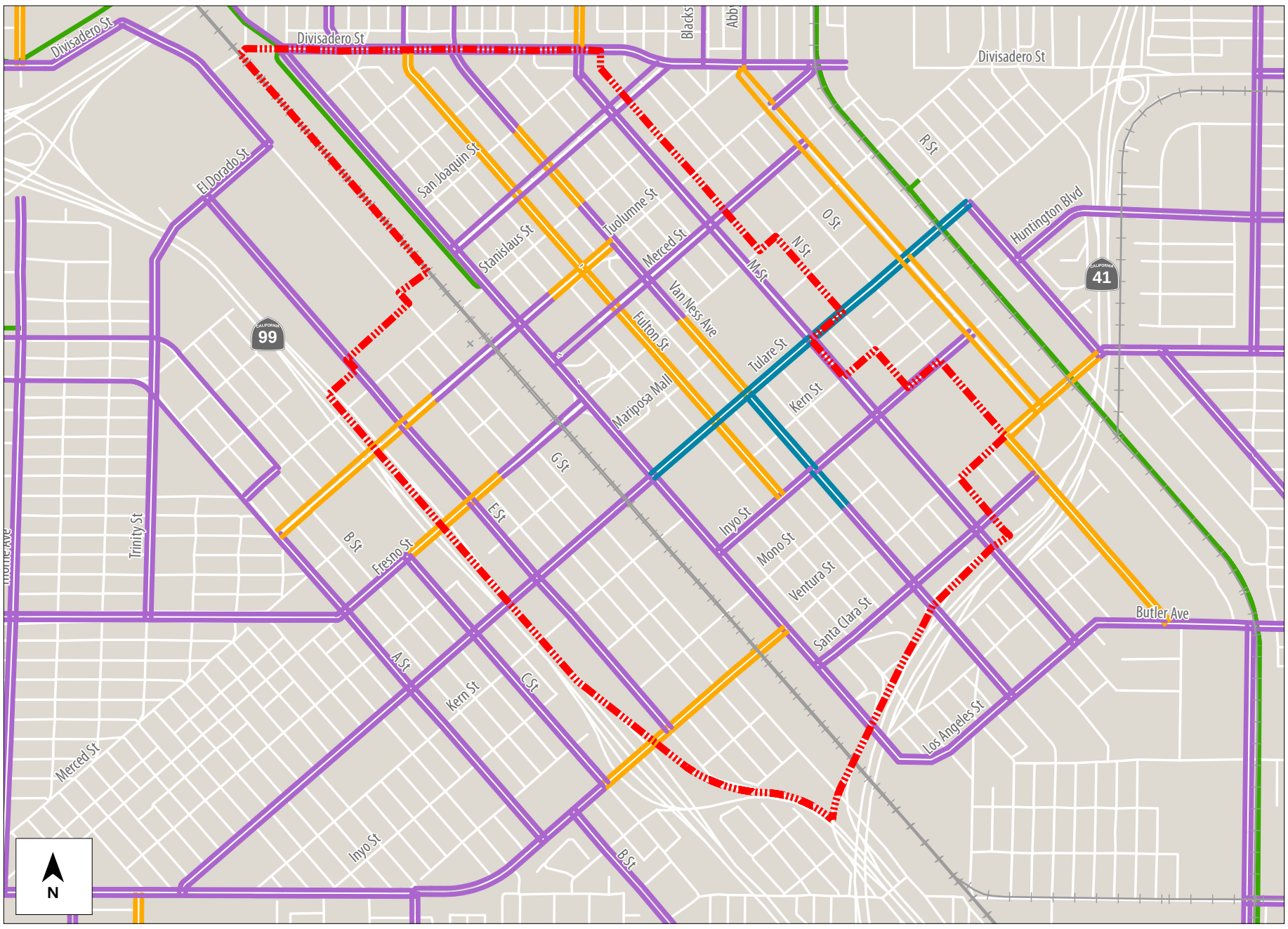
In addition to bike lanes, bike racks must be provided in order for cyclists to be able to park their bikes once they reach their destination.



Recently installed bike rack for bicycle commuters.

9.6 BICYCLE IMPROVEMENTS (Continued)

Figure 9.6A - Proposed Bicycle Facilities per Bicycle, Pedestrian, and Trails Master Plan (BMP) / Active Transportation Plan (ATP)



Key

Planned Class I Bicycle Path
An off-street bike path located in a separate right-of-way, for the exclusive use of bicycles and pedestrians

Planned Class II Bicycle Lane
An on-street lane identified with striping, stencils, and signs

Planned Class III Bicycle Route
An on-street bike route shared by motorists without striped lanes and may include sharrows and bike boulevards

Planned Class IV Cycle Track
An exclusive bike lane that is physically separated from motor traffic and distinct from the sidewalk.

FCSP Plan Boundary

A creatively designed bike locker.

Bike lanes have been striped according to the City-wide Bicycle, Pedestrian, and Trails Master Plan.

9.7 RAILROAD CROSSING IMPROVEMENTS

Downtown Fresno is bisected by two major railroad lines: the Union Pacific (UP) Railroad and Burlington Northern Santa Fe (BNSF) Railroad. Railroad operations impact all modes of travel. To avoid travel time impacts, auto travelers can detour to routes that have grade separated crossings of railroad facilities. However, major detours have more of an impact on pedestrian and bicycle trips, which are generally shorter in nature. Transit trips have less flexibility because of the location of bus stops and the need to get passengers to those stops. **Table 9.7A** presents a summary of the existing crossings of the two railroads. Currently there are no grade-separated crossings of the BNSF Railroad corridor other than SR 41 and SR 180. There are three grade-separated crossings of the UP railroad corridor. Marked bicycle crossing of the railroad tracks are very limited with the only one being the Divisadero Street crossing of the BNSF corridor. Pedestrian facilities are provided at more locations, but the crossings should generally be enhanced. **Table 9.7B** lists the impact of the proposed High-Speed Rail (HSR) on the streets that currently cross the Union Pacific Railroad Corridor. The Mono Street, Kern Street, and Divisadero Street railroad crossings will be completely removed. In addition, the existing Stanislaus Street grade separated crossing will be removed. The existing grade separated crossings at Tuolumne Street and Fresno Street will be reconfigured and grade separated crossings will be introduced at Tulare Street and Ventura Street.

Table 9.7A Existing Railroad Crossings

Street Name	Crossing Type		Sidewalks	Bicycle Facilities
	At Grade	Grade Separated		
BNSF Corridor				
Belmont Avenue	Yes	No	Yes	No
McKenzie Avenue	Yes	No	No	No
Divisadero Street	Yes	No	Some	Yes
Fresno Street	Yes	No	Yes	No
Mariposa Street	Yes (ped. only)	No	Yes	No
Tulare Street	Yes	No	Some	No
Ventura Street	Yes	No	No	No
UP Corridor				
Divisadero Street	Yes	No	Some	No
Stanislaus Street	No	Yes	Yes	No
Tuolumne Street	No	Yes	Yes	No
Fresno Street	No	Yes	Yes	No
Tulare Street	Yes	No	No	No
Kern Street	Yes	No	No	No
Mono Street	Yes	No	No	No

Table 9.7A Existing Railroad Crossings

Street Name	Crossing Type		Sidewalks	Bicycle Facilities
	At Grade	Grade Separated		
Ventura Street	Yes	No	No	No

Table 9.7B Proposed Union Pacific Corridor Crossing with HSR constructed

Street Name	Crossing Type		Sidewalks	Bicycle Facilities
	At Grade	Grade Separated		
Divisadero Street	No	No	No	No
Stanislaus Street	No	No	No	No
Tuolumne Street	No	Yes	Yes	Yes
Fresno Street	No	Yes	Yes	Yes
Tulare Street	No	Yes	Yes	Yes
Kern Street	No	No	No	No
Mono Street	No	No	No	No
Ventura Street	No	Yes	Yes	No

Goal 9-14 Maintain and enhance access across railroad crossings.

Policies

9-14-1 Add sidewalks and enhance existing pedestrian facilities and safety at all railroad crossings.

9-14-2 Provide safe and well-designed bicycle crossings of the railroad right-of-way at all places identified in the BMP/ATP.

9-14-3 Ensure that equipment and design strategies used in railroad crossing improvements are integrated appropriately with their surrounding location, such as the more active Downtown area or the more quiet neighborhoods surrounding Downtown.

9-14-4 As situations allow, support an increase in the number of pedestrian, bicycle, and vehicle crossings of railroads in order to improve safety for all modes and access for pedestrians and cyclists.

View of the grade-separated UP railroad crossing at Tuolumne Street. CHSRA will remove the Stanislaus Street Bridge and widen the Tuolumne Street bridge to accommodate two-way traffic.

View of the Divisadero Street at-grade BNSF railroad crossing and Community Regional Medical Center.

9.7 RAILROAD CROSSING IMPROVEMENTS (Continued)

Figure 9.7A - Railroad Crossing Improvements.

Key

- Permanently remove existing at-grade railroad crossings.
- Permanently remove existing grade-separated crossing.
- Reconfigure Fresno Street railroad underpass so a standard, four-way vehicular intersection occurs at H Street in addition to Broadway Street
- Introduce new grade-separated crossing.
- Retain and widen the Tuolumne Street grade-separated crossing.

9.8 HIGH-SPEED RAIL IMPROVEMENTS

The California High-Speed Rail Authority will construct the state's first High-Speed Rail (HSR) segment through Fresno, with a station near the historic Union Pacific depot in the heart of Downtown. Once complete, Downtown Fresno's station will be approximately an hour from San Jose. High-Speed Rail offers the potential to reshape Fresno's economic role in the state, and Downtown Fresno's role in the region.

However, care must be taken to ensure that the rail station does not negatively impact the area. Indeed, the station complex resembles a small airport and must, among other things, provide a considerable amount of parking, provide curb space for picking-up and dropping off passengers, provide space for buses, taxis, and car sharing services to queue and pick-up and drop-off passengers, and provide car rental offices and storage for rental cars. In addition, the High-Speed Rail's infrastructure, has the potential to impact the character and quality of its immediate surroundings.

Key to making the proposed HSR Station successful is creating easy access for pedestrians and cyclists; providing convenient connections to other transit providers, including public buses (FAX, Fresno County Rural Transits Agency), private buses (Greyhound and other private providers), and taxis; and providing vehicular parking that is appropriate to the proposed HSR Station's urban, downtown setting in terms of location, quantity, and disposition. To guide this process, the City has prepared a High-Speed Rail Station Area Master Plan (HSR STAMP).

Goal 9-15 Invest in public improvements and multi-modal transportation around the planned location of the Downtown High-Speed Rail station.

Policies

9-15-1 Ensure that any parking for the Rail Station does not preclude development potential around the station or reduce the value of station area properties.

9-15-2 Accommodate multi-modal connections at and around the Downtown High-Speed Rail station, including for bus service, future streetcar service, bicycles, pedestrians, taxis, drop-off, tour buses, rental car shuttles and other connections at the station.

Goal 9-16 Capture the potential economic power of the proposed Downtown High-Speed Rail station.

Policies

9-16-1 The City shall continue to support locating the proposed HSR station on the blocks bounded by H, Tulare, G, and Fresno Streets with the station centered on Mariposa Street with entrances facing east towards the Fulton Corridor and west towards Chinatown, as approved by the California High-Speed Rail Authority in May of 2014.

9-16-2 Promote high quality development and a human-scaled, walkable pattern and scale of blocks and buildings around the station.

9-16-3 Design the ground floor of new development around the station with active storefronts that engage the street.

9-16-4 The City shall seek cooperation from the High-Speed Rail Authority and any other agencies to the extent possible to minimize any negative impact on the station area's public space resulting from necessary physical infrastructure of the proposed HSR.

9-16-5 Coordinate with the California High-Speed Rail Authority to construct shared use parking garages on Lot 2 and the Merchants Lot by the opening day of HSR service. Do not build parking facilities that serve the proposed HSR until the need exists. If a demonstrated demand for additional Downtown parking arises, it should be distributed in the surrounding blocks on land least suitable for development in order to minimize any negative impact on traffic and Downtown economic development.

9-16-6 Offer parking to all users, not just rail patrons, broadening the station area's appeal. When the parking is not needed for rail passengers, make it available for other Downtown visitors.

A modern multi-modal transit station including High-Speed rail.

A more traditional train station that sits within the context of the city.

9.8 HIGH-SPEED RAIL IMPROVEMENTS (Continued)

9-16-7 Accommodate a full array of station access and when feasible, gives priority in the following order:

a. Pedestrians, with safe, comfortable walking routes to the station from all directions, lined with active uses at the ground floor, clearly designating the pedestrian as the highest priority mode in the station area.

b. Bicycles, with dedicated on-street or off-street facilities leading to the station, and secure, long-term bike parking within the station complex.

c. Public and private transit, including Greyhound, with a sufficient amount of bus bays to accommodate high frequency local and regional transit, and accommodations for future streetcar service. Bus layover may be located a few blocks away. Provide connections to other transit providers, including Amtrak.

d. Passenger pick-up and drop-off.

e. Taxis.

f. Private transit services, such as rental cars and hotel shuttles.

g. Short term motor vehicle parking.

h. Long term motor vehicle parking.

The existing Southern Pacific Train Depot, adaptively reused as offices.

Fresno's Southern Pacific Pullman Shed, adaptively reused as indoor storage units.

CHAPTER 10: SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES

10.1 - INTRODUCTION

The Fulton Corridor Specific Plan Area has a mostly complete utility infrastructure network, with the ability to adequately service existing development per existing zoning. However, many of these utility networks are aging and in need of upgrades to ensure proper long-term function for existing users, as well as accommodate economic growth and business expansion.

Much of the existing City's water distribution system and sewer collection system in the Downtown area are over 50 years old. Accordingly, the City has implemented an asset management program to retain, restore, and enhance the reliability, level of service, and operational performance of the City's water and sewer systems. Fundamental to the City's asset managment program is the asset inspection process, which is used to assess the structural and operational condition of assets, estimate the remaining useful life of assets, and estimate the probability of failure and consequence of failure of water and sewer assets. The condition assessment process allows the City to systematically and objectively score, rank, and priortize water and sewer assets for maintenance, repair, rehabilitation and replacement. The overalll objectives of the City's asset management program is to reduce the probability and consequence of asset failures, and ensure that assets meet their intended level of service requirements and quality of service requirements at the lowest, responsible life-cycle cost..

Regarding stormwater, the Downtown area is characterized by large impervious areas, is susceptible to localized flooding, and would benefit from additional local retention facilities to mitigate flood hazards.

As the City of Fresno moves toward a resource efficient future, the manner in which infrastructure integrates into the framework of the Downtown area will be critical to the success, viability, and continued growth of these unique places and facilities. The vision, goals, and policies contained herein describe Fresno's intention for the role of infrastructure within the context of its resource portfolio and how infrastructure can be used to support economic vibrancy and promote efficiency and natural resource protection. The City aims to achieve these goals while providing high quality utility services to residents and visitors.

Permeable paving allows stormwater to percolate and infiltrate through areas that are traditionally impervious, such as large parking lots.

Rain gardens – planted depressions to capture rainwater runoff – allow stormwater to soak into the ground locally instead of flowing into storm drains.

Renewable power generation systems such as photovoltaics decrease dependence on natural resources for energy.

Irrigating with recycled water for landscapes and non-potable applications decreases dependence on groundwater pumping and imported water sources.

10.2 - INFRASTRUCTURE STRATEGIES

Downtown Fresno is served by a network of utilities that provide for the community and its businesses (**Figure 10.3A** and **Figure 10.4A**). The physical and economic vitality of the Plan Area is dependent on this network and the availability of adequate resources to allow Downtown to grow. As the subareas within the Plan Area continue to grow, the City's focus will be on retaining, restoring, and enhancing the level of service and quality of service provided for water, sewer, and recycled water services. This will be accomplished through the implementation of the City's asset management program for water, sewer, and recycled water.

1. **Enable the Downtown area to thrive with additional surface water supply and recycled water supply facilities.**

   The City is under construction at this time for new surface water supply facilities and recycled water supply facilities that will serve the Downtown area.

2. **Bolster the City's burgeoning recycled water program and supplement its alternative water resources.**

   The City's proposed recycled water system will provide a valuable resource to Downtown to meet non-potable water demands with a non-potable water supply.

3. **Implement Low Impact Development stormwater design guidelines that integrate into complete streets, open space, and high density development.**

   This will enhance the existing infrastructure network of the Fresno Metropolitan Flood Control District and reduce localized flooding, improve water quality, provide community amenities, and enhance aquifer recharge throughout the City.

4. **Promote local renewable power generation. Develop a more energy independent community and reduce the carbon footprint of the Plan Area.**

   Optimize the energy resources available to the community by providing allowances for on-site energy generation and efficiency. Financial incentives, solar access easements, and property tax abatements can be used to help fund and promote renewable power generation at various scales.

5. **Minimize resource consumption by all new structures, renovated buildings, and infrastructure facilities to reduce costs and support the local economy, and improve the natural environment.**

   To the extent possible, limit the consumption of natural resources through green building, resources conservation, and resource recovery.

6. **Ensure collaboration between the City of Fresno and outside utility agencies such as PG&E and the Fresno Metropolitan Flood Control District (FMFCD).**

   Frequent and organized communication between agencies and utility providers that share the public realm will ensure that planning efforts and utility capacity studies are aligned. Synergies, cost savings, and facility sharing can be realized through shared construction efforts and easements.

Pervious paving within parking areas provides on-site stormwater infiltration and reduces runoff.

An example of how on-site renewable power generation such as photovoltaics can be integrated into the massing of a building.

10.3 - DOMESTIC WATER INFRASTRUCTURE

The City's potable water transmission and distribution system consists of:

1. **Regional Transmission Main (RTM) System.** Pipes 24 inches in diameter or greater that convey water from the Northeast Surface Water Treatment Facility (NESWTF) to the TGM.
2. **Transmission Grid Main (TGM) System.** 12 to 16 inch diameter water mains that convey potable water to the distribution system.
3. **Distribution System.** A 1,799 mile pipe network ranging in size from 6 inches to 14 inches in diameter that serves individual customers.

The distribution system is divided into four primary pressure zones to help regulate minimum and maximum system pressures in the various topographic areas of the City. The City recently completed construction (May 2016) of the T-4 Water Storage Tank and Booster Pumping Station (located at Benito Street and H Street) to increase the water supply resources and water system pressure in the Downtown area.

This Specific Plan proposes increased density in Downtown, bringing more people and water consuming activities into the area. With this intensification, water demand will increase throughout the next 25 years. This plan quantifies these land use changes and the City's ability to provide for the anticipated increase in water demand. In the sections below this Specific Plan documents these existing water resources as well as those that must be developed in order to meet future demands.

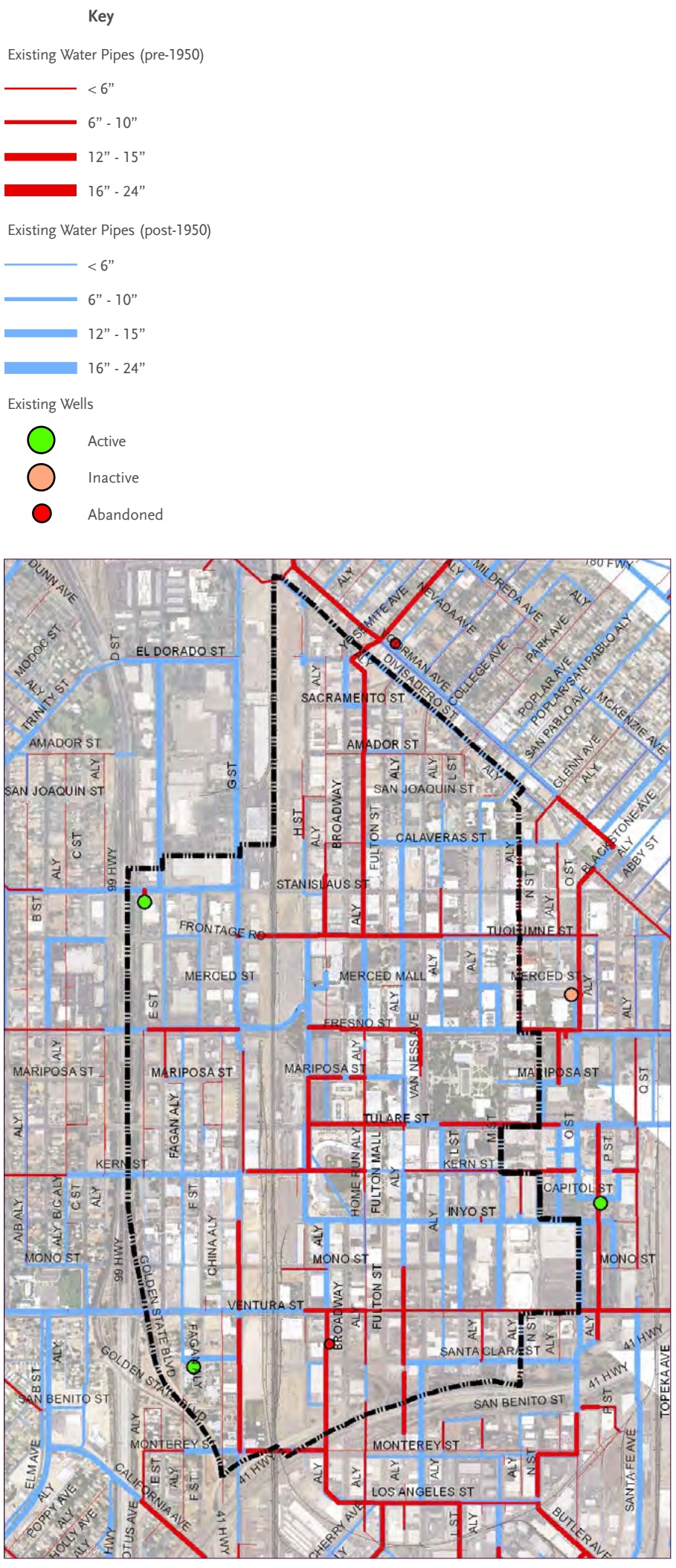


Figure 10.3A - Existing Water Distribution System

10.3 - DOMESTIC WATER INFRASTRUCTURE (continued)

A. WATER FRAMEWORK

As described in the City's Urban Water Management Plan (adopted by City Council June 2016), the City is committed to adopting a conjunctive-use water management strategy that relies on surface water, groundwater, and recycled water to meet the water demands of the City. The City is currently investing approximately $600 million to allow for the conjunctive use of surface water, groundwater, and recycled water throughout the City. These investments are scheduled to be available for service June 30, 2019.

The following goals and policies will enable the Downtown area to thrive without having to increase the delivery of outside water resources.

Goal 10-1. Optimize access to existing water resources through the construction of new facilities, repair, upgrade and enhancement to distribution infrastructure, and continued water conservation..

Policies

10-1-1. Complete implementation of the City's investment program for surface water supply facilities and recycled water facilities.

10-1-2. Continue to execute the City's asset management program for the water distribution system and the sewer collection system.

10-1-3. Continue to oocrdinate water and sewer system repair, rehabilitation and replacement projects with street improvement projects and redevelopment projects.

10.4 SEWER INFRASTRUCTURE

The City of Fresno is the Regional Sewer Agency for the Fresno-Clovis Metropolitan Area (FCMA), and owns and maintains the wastewater collection system that serves the City and the following agencies: County of Fresno, Pinedale Public Utility District, and Pinedale County Water District. Additionally, the City owns and maintains the sewer trunk system that serves the City of Clovis. The City's wastewater collection system consists of:

- 23,005 manholes;
- 15 lift stations;
- Nearly 2 miles of force mains;
- 54 junction structures; and
- Approximately 1,498 miles of gravity sewer pipes ranging from 6" to 84" in diameter.

The City also owns and operates the Fresno/Clovis Regional Wastewater Reclamation Facility (RWRF). The wastewater collection system conveys wastewater primarily by gravity to the RWRF located southwest of the City limits. Generally, wastewater flows from the northeast to the southwest. The RWRF currently provides secondary treatment and has a rated capacity of 80 million gallons per day (mgd), with equipment redundancy to accommodate maintenance schedules or equipment failures. Effluent disposal occurs primarily through a combination of infiltration beds located at the RWRF and agricultural irrigation.

Based on its 2015 Wastewater Collection System Master Plan (adopted by City Council June 2016), the City has an on-going program to address asset condition and operational performance deficiencies in the collection system. These improvement projects fall into several different categories:

- Infill Projects;
- Sewer Replacement Projects;
- Rehabilitation Projects; and
- Relief Sewer Projects.

Some of these improvement projects have already been completed or are underway.

According to the General Plan, the City's population will increase from about 520,000 in 2015 to 771,000 in 2035. The growth will occur through population densification as well as new developments. The collection system must be expanded to accommodate the resulting increased flow within the City's current collection system and to provide service to new developments. Assuming a treatment design demand of 130 gpcd, the RWRF would need to provide a base treatment capacity of 103 mgd to serve the projected population in 2035 (increase of 27 mgd). While the RWRF facility is the regional treatment and reclamation facility, the City is currently working to plan, permit, design and construct a remote tertiary treatment facility near the Fresno-Yosemite International Aiport. This remote tertiary treatment facility is necessary in order to provide reliable source of recycled water on the east side of the City's service area.

A. SEWER FRAMEWORK

The following goal and policy enable continued excellent sewer service for Downtown.

Goal 10-2. Promote recycled water programs and use in order to reduce loads on the sewer system.

Policy

10-2-1. Enhance the City's capability to recycle and reuse wastewater in accordance with the policies and actions in **Section 10.5**.

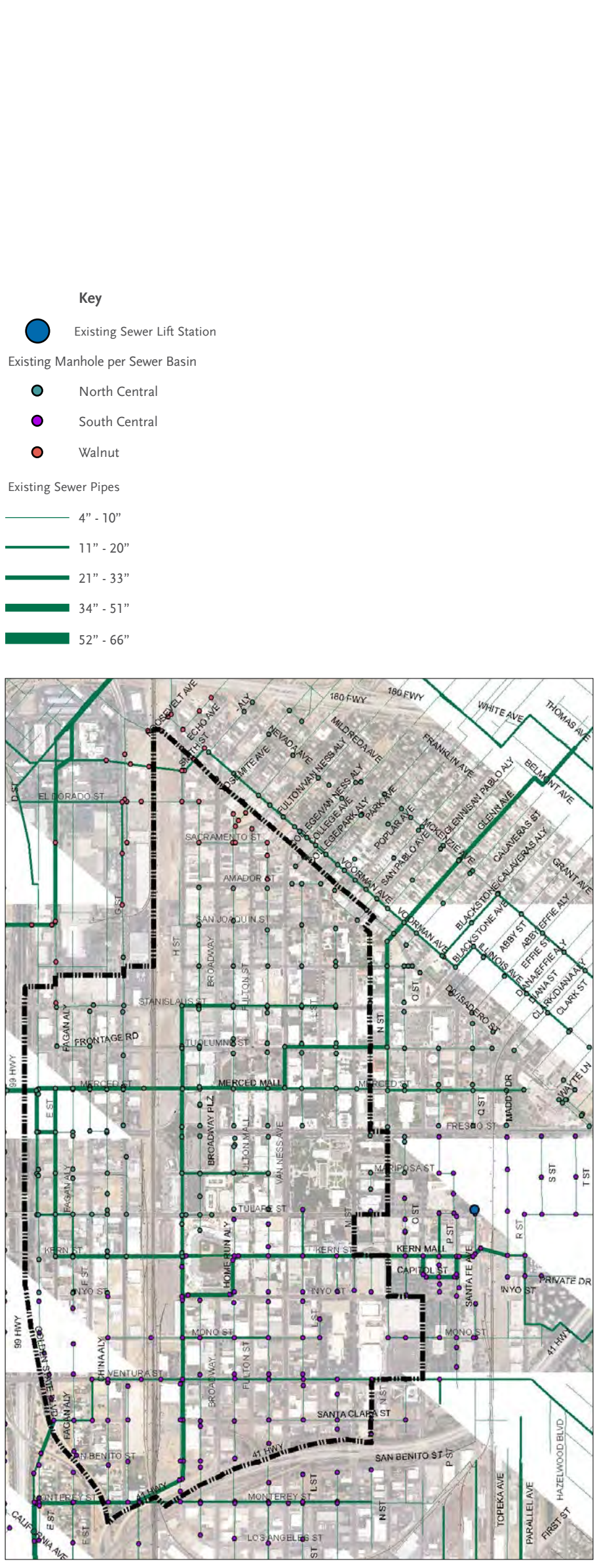


Figure 10.4A - Existing Sewer System

10.5 RECYCLED WATER INFRASTRUCTURE

Currently, wastewater flow from the Copper River Ranch and the area immediately to the south of Copper Avenue flow to the North Fresno Water Reclamation Facility (NFWRF) for treatment and are used to irrigate the nearby golf course.

The City plans to expand its recycled water system to provide up to 25,000 AF per year of reycled water for landscape irrigation, agricultural irrigation, and commercial and industrial non-potable applications. To achieve this level of recycled water production and distribution, the City is working to construct additional tertiary treatment facilities. Construction of a new, 5 million gallon per day, tertiary treatment facility at the Regional Wastewater Reclamation Facility is complete, and planning is underway for a new 8 mgd remote recycled water treatment facility to be located near the Fresno-Yosemite International Airport on the eastside of the City's service area.

The expansion of the recycled water system is described in the City's Recycled Water Master Plan (RWMP), which was adopted by the City Council November 2012. The expansion of the City's recycled water system will enable the City to offset potable water use, reduce groundwater pumping, enhance the reliability and resiliency of the City's water supply resources, and reduce City's dependency on percolation ponds to receive and treat effluent from the City's wastewater treatment facility.

On July 17, 2014, the Fresno City Council adopted the Recycled Water Ordinance to further support recycled water development by encouraging, or in some instances, requiring recycled water use for non-potable water demands at residential, commercial, and institutional projects.

The Specific Plan proposes landscaped parks and street plantings within the Plan Area (See **Figure 10.5A**), in addition to the previously identified opportunities for recycled water use within the Plan Area. These sites will create a larger demand for irrigation that can be addressed by reclaimed water. See **Chapter 11** (Implementation) for more information on the mix of funding sources, public and private, that can be directed to pay for these investments.

A. RECYCLED WATER FRAMEWORK

In 2012, the City Council adopted the City's Recycled Water Master Plan, which includes the delivery and use of recycled water in the Downtown area. The recycled water will be used in the Downtown area for landscape irrigation, and other non-potable water demands identified for commercial and industrial development. The following goals and policies are intended to support the use of recycled water in the Downtown Area.

Goal 10-3 Install a recycled water transmission main in the Downtown area to provide recycled water for landscape irrigation and other non-potable uses in commercial and industrial development projects.

Policies

10-3-1. Supply recycled water to street improvements and planting areas within the Plan Area.

10-3-2. Supply recycled water to both public and private large irrigation users.

10-3-3. To the greatest extent allowed by local, State, and Federal regulations, supply recycled water to commercial and industrial development projects for nonpotable uses such as boiler feed water, chiller makeup water, urinal and commode flushing (dual-plumbing), decorative fountains, and similar uses.

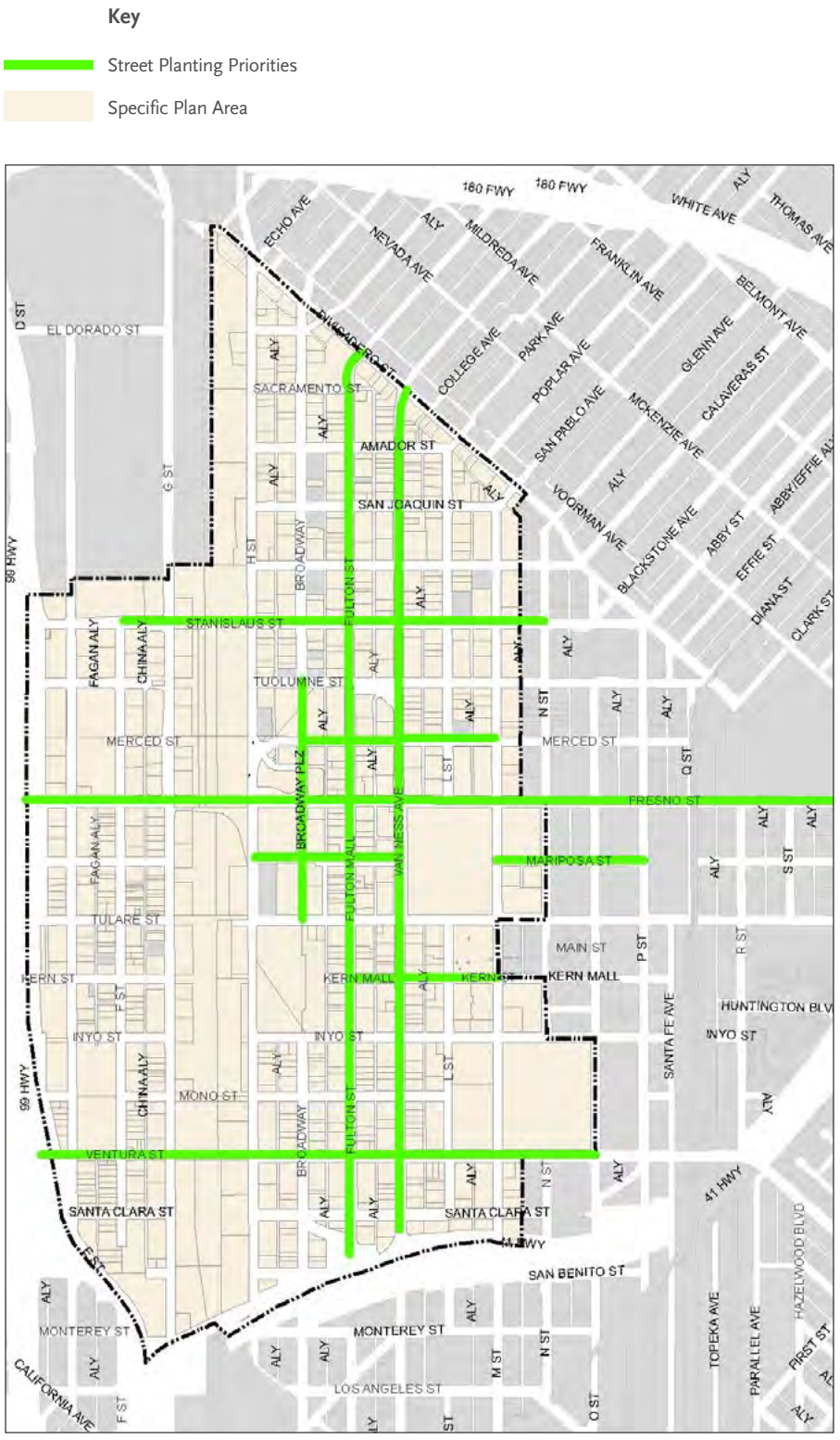


Figure 10.5A - Landscape for Streets Plan

10.6 UTILITY SYNERGIES

A. UTILITY FRAMEWORK

The following goals and policies have been developed to accommodate projected levels of growth in Downtown and to ensure inter-agency collaboration. Projected growth levels will require maintenance and some upgrades to the City's water, wastewater, recycled water, and storm drainage infrastructure to continue adequate service, safety, and reliability to the community.

In addition, an important aspect of managing ongoing utility service in Downtown will be collaboration between the City and outside utility agencies, such as PG&E and the Fresno Metropolitan Flood Control District (FMFCD). Frequent and organized communication between agencies and utility providers that share use of the public realm for distribution infrastructure will be important to ensure that planning efforts and utility improvement schedules are aligned. Shared construction efforts and easements also have the potential to create synergies, cost savings and more efficient facility sharing. See **Chapter 11** (Implementation) for more information on the mix of funding sources, public and private, that can be directed to pay for these investments.

Goal 10-4 Collaborate with other agencies.

Policies

10-4-1 The Capital Management Division of the City of Fresno Department of Public Works and the Department of Public Utilities should meet regularly with other capital improvement departments of the FMFCD or other agencies, responsible for public utilities, especially during the planning and schematic design phases of each utilities related Capital Improvement Project.

10-4-2 Meet regularly with capital improvement departments of the FMFCD, the City of Fresno Public Works, and the Public Utilities Department.

Goal 10-5 Maintain and enhance the City's existing infrastructure systems.

Policies

10-5-1 Continue to execute the City's asset management program for the water distribution system, sewer collection system, and recycled water system, and coordinate the effort with the Department of Public Works and the FMFCD.

10-5-2 Update the City's Capital Improvement Program Plan to include and prioritize infrastructure upgrades required to support development and economic growth rates projected by this Specific Plan. See **Chapter 11** (Implementation) for more information including potential funding sources.

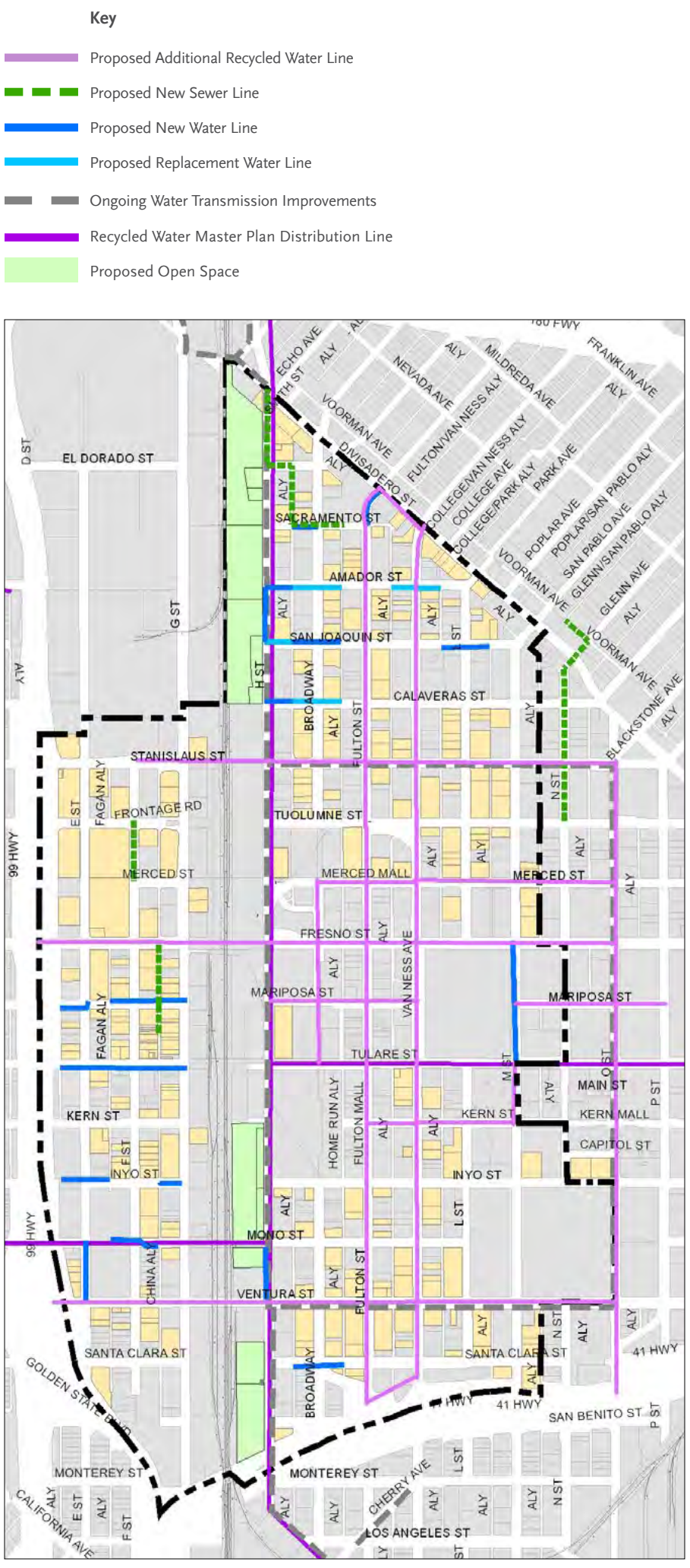


Figure 10.6A - Utility Synergy Map. *See Chapter 11 (Implementation) for more information.*

10.7 STORMWATER INFRASTRUCTURE

The Fresno Metropolitan Flood Control District (FMFCD or the District) is responsible for managing urban stormwater runoff in the Fresno metropolitan area. The District boundary is located in the north-central portion of Fresno County, between the San Joaquin River and the Kings River, and is authorized to control stormwaters within a combined urban and rural watershed of approximately 400 square miles. The watershed extends eastward into the Sierra Nevada foothills to an elevation of approximately 4,500 feet above sea level, covering an area collectively referred to as the Fresno County Stream Group.

Storm water collection in the project area begins in the street gutters that convey runoff to existing storm drain inlets. The gutters, as well as all public streets and sidewalks, are maintained by the City of Fresno Street Maintenance Division, which is responsible for cleaning and the removal of debris that can clog storm drain facilities. The FMFCD storm water system begins at the storm drain inlets and includes all downstream drainage facilities. These facilities include the underground pipes and pump stations that convey runoff to District-owned infiltration basins, which dispose of most annual runoff through percolation into the underlying groundwater table. All of the runoff from the Downtown area is recharged to the groundwater table. The existing drainage system is shown in **Figure 10.7A**. When storms generate larger volumes of runoff than these basins can handle, it overflows into a network of relief channels that discharge to either the San Joaquin River, its tributary streams or local agricultural canals.

Within the City of Fresno, FMFCD's Storm Drain Master Plan divided the District into local drainage areas of one to two square miles. All inlets, pipes and pumping stations within each drainage area are maintained by the District, except for those located in the former Fulton Mall Area, which is currently maintained for the District by the City under a system of work authorizations. It is expected this maintenance arrangement will remain in place for the foreseeable future, so the City will continue to maintain that portion of the Plan Area's storm drain infrastructure that it currently maintains.

Many areas throughout the City currently lack complete or adequate storm drain systems. This makes them prone to frequent localized flooding that damages properties and inconveniences residents, resulting in lower property values and higher insurance costs for both homeowners and businesses. Many of these areas have not historically generated sufficient tax revenue to fund the construction of modern drainage facilities, so a number of storm drain improvements are now being constructed with funding provided by the American Recovery and Reinvestment Act (ARRA). One of these projects is located on Divisadero Street, adjacent to an approximately twelve block area with no storm drain facilities that extends south from Divisadero into the Plan Area. These improvements will provide little direct relief for this neighborhood, but they will make it feasible to relieve existing flooding conditions by extending this system in the future.

A second part of the Plan Area, totaling about 50 acres in the south corner, also lacks an existing storm drain network. No facilities are currently planned for this area, but it is assumed that storm drains will eventually be needed to support the scale and character of revitalization now being considered. It is expected these new facilities would be connected to the major storm drain lines that now serve the central portion of the Plan Area or to the lines that serve the neighborhood located immediately north of Divisadero Street. Although there are no indications of significant drainage problems within the areas now served by these facilities, shallow, nuisance flooding has been reported after heavy rains, leaving standing water that has damaged pavement and inconvenienced both drivers and pedestrians. It is expected the addition of runoff from any newly served areas would exacerbate these problems, potentially limiting the Plan Area's development potential. As a result, any increase in runoff resulting from storm drain extensions may also trigger the need for capacity upgrades on the District's collection facilities.

A. EXISTING POLICY IMPLICATIONS FOR WATER RESOURCES

It is noted that any stormwater control programs that would potentially increase the amount or change the location of percolation within the Plan Area would have to first consider its potential impact on the Kings Subbasin aquifer. As part of a designated EPA Sole Source Aquifer, the Kings Subbasin is the principal drinking water source for the City of Fresno. If the aquifer becomes contaminated, particularly within an area that contains many existing potable supply wells, it could significantly affect the City's ability to meet its water supply commitments and/or create a significant hazard to public health. The EPA designation also prohibits the provision of federal assistance for any projects that may cause the quality of the groundwater supply to deteriorate. Therefore, Low Impact Development (LID) measures proposed for implementation within the Plan Area should include alternatives designed to address concerns related to groundwater quality. For example, City personnel report that contamination plumes have been identified underneath some parts of the Plan Area, and have expressed concerns that increased percolation in their proximity could push the contaminants toward the supply wells' zone of withdrawal. If these reports are verified, proposed LID percolation areas could be equipped with underdrains that ultimately discharge the collected runoff to the storm drain system (described below as "flow-through planters"). This would preserve the detention storage and filtration components of the facilities, while eliminating the potential interaction with the underlying contamination plume.

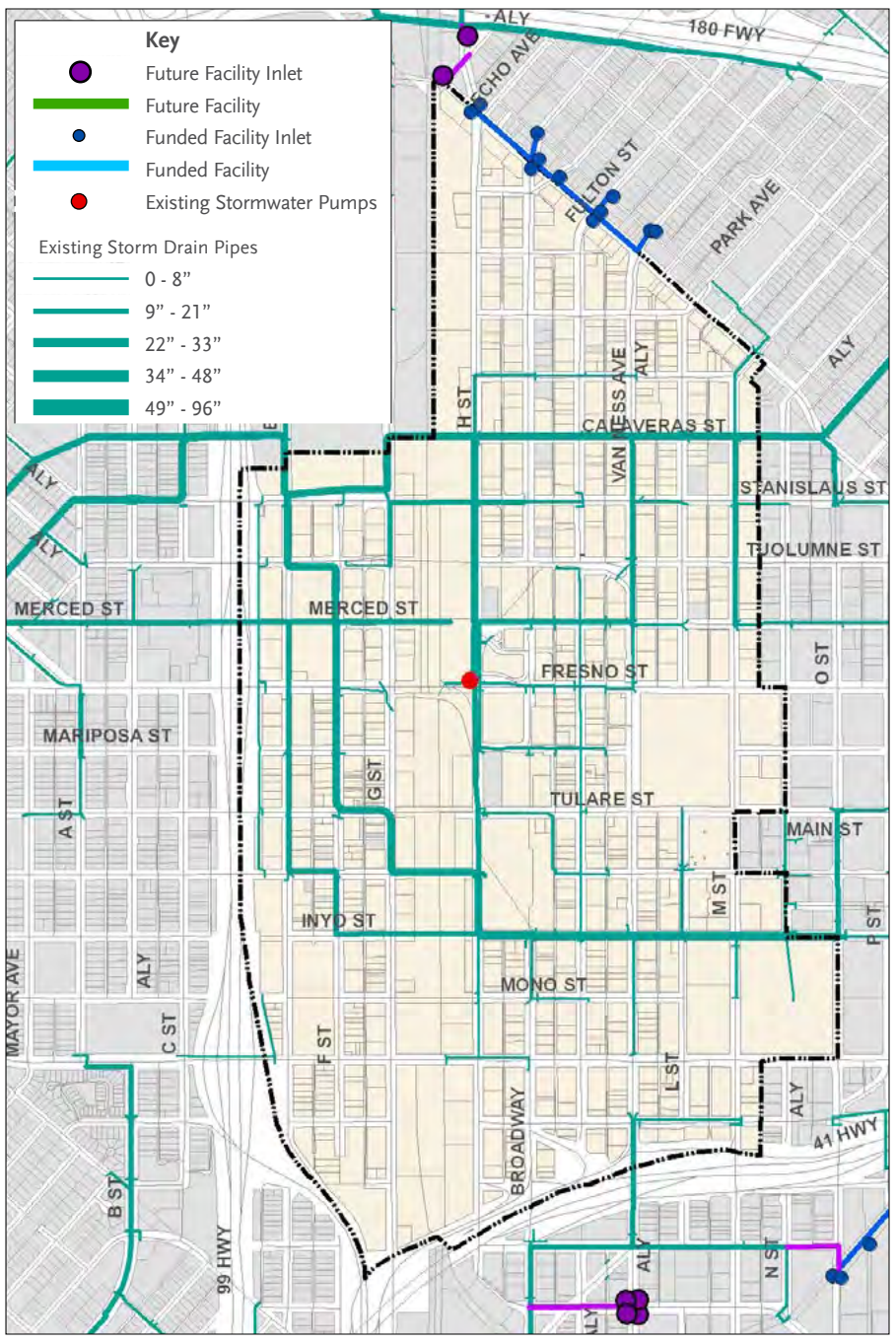


Figure 10.7A - Existing Downtown Storm Drain System

B. APPROACH TO STORMWATER MANAGEMENT

Rainwater is often considered a waste product and nuisance; therefore, traditional strategies have targeted removing runoff from a site as quickly as possible. Within developed areas, impervious surfaces such as streets, sidewalks, driveways, parking lots, and buildings prevent stormwater from infiltrating into the ground, so the rate and total volume of runoff is increased in relation to natural conditions. These flows are collected into storm drain infrastructure that often cannot handle peak flows, converting what would otherwise be dispersed, minor flooding into concentrated pockets of major flooding when they overflow. In addition, in the City of Fresno and throughout the FMFCD, higher runoff volumes result in more frequent overflows of the existing network of infiltration basins and increased discharges to local surface waters. As noted in the previous section, the storm drain system that serves the Plan Area lacks the capacity needed to accommodate peak runoff during major storm events, so improvements are needed to fully support the level of revitalization now under consideration. These improvements could potentially include each element of the existing storm drain network: pipe lines, pumping stations and infiltration basins.

Although it is possible to address storm drain deficiencies through capacity improvements, an alternative approach involves treating rainwater as a resource, facilitating a return to sustainable, more natural conditions, even within an urban setting. Low Impact Designs (LID) mimic the natural hydrologic process by allowing rainfall to slowly infiltrate into plants and soils near where it falls, rather than immediately routing it into storm drains. This process:

- Reduces the burden on storm drains and downstream discharge points (thereby addressing both existing and future capacity constraints);
- Improves the quality of runoff by filtering out many of the pollutants it picks up when flowing across paved surfaces, helping to reduce the concentration of pollutants within the District's infiltration basins, as well as improving the quality of water that is discharged to the San Joaquin River and its tributary streams; and
- Increases percolation into and recharge of the aquifer that underlies Fresno and serves as its principal water source.

Appropriate LID techniques and mitigation measures designed to increase control of stormwater at the source, and which are suitable for implementation within both the public and private realm, are presented in the following sections. These measures have been selected to ensure they are consistent with and supplement the County's National Pollutant Discharge Elimination System (NPDES) permit and Stormwater Management Plan.

Much of the City's surface parking and street network within the Downtown area is oversized and underutilized. These areas will be redefined and reconstructed as part of the transportation and landscape improvements associated with the Specific Plan. These changes will create an opportunity to convert currently paved surfaces into pervious planted areas and prospective LID stormwater treatment sites. Potential benefits include increased infiltration, reduced runoff, and an alleviation of flooding. Locations where sustainable stormwater measures could be integrated into the streetscape vision are identified and described in following sections.

C. SUSTAINABLE STORMWATER FRAMEWORK AND DESIGN PRINCIPLES

The following goals and policies will enhance the existing infrastructure network of the FMFCD and reduce localized flooding, improve water quality, provide community amenities, and enhance aquifer recharge throughout the City. They focus on minimizing impervious surfaces, improving the quality of stormwater runoff, and reducing negative effects on downstream water bodies. A key strategy for sustainable stormwater design is mimicking predevelopment site hydrology. This means using site and infrastructure design techniques that filter, store, infiltrate, evaporate, and detain runoff, while also adding urban greenery. These types of efforts can enhance the existing infrastructure network of the FMFCD by separating stormwater from piped underground drainage systems, decreasing infrastructure costs, improving potential capacity deficiencies, and reducing potential pollution and hydrologic impacts from storm drain overflows.

Table 10.7A on the following page describes the most relevant and practical types of Low Impact Development (LID) strategies. **Tables 10.7B - 10.7E** show where these LID strategies can be introduced whenever right-of-way improvements are made within the Plan Area.

Goal 10-6. Reduce hydrologic impacts by minimizing impervious surfaces and graded areas.

Policies

10-6-1 Decrease the use and/or surface area of typical impervious engineering materials such as concrete and asphalt to help reduce initial and long-term infrastructure costs.

10-6-2 Use alternative materials such as native plants, soil and crushed rock where applicable to reinforce a landscape aesthetic within the urban setting.

10-6-3 Manage stormwater at the source and on the surface by providing increased opportunities for rainfall to soak into the ground within nearby landscaping.

10-6-4 Promote infiltration after treatment whenever possible, without compromising groundwater quality, to help recharge the groundwater basin.

10-6-5 Integrate the stormwater system as habitat, passive recreational space, and/or landscaped areas. Use plants and soil to absorb, slow, filter, and cleanse runoff.

10-6-6 Encourage stormwater facility designs that are simple, cost-effective, and enhance community aesthetics.

10-6-7 Require new developments to collect and reuse stormwater for landscape or agricultural purposes where feasible.

10-6-8 Require stormwater facilities to be designed to, at a minimum, provide water quality treatment for the "first flush" of runoff (typically about 1/4 of an inch).

Goal 10-7 Improve stormwater quality and minimize associated runoff.

Policies

10-7-1 Promote the use of LID stormwater design guidelines to treat stormwater.

10-7-2 In conformance with the Development Code, require infill development in revitalization areas to adhere to LID design guidelines.

10-7-3 Align implementation of LID stormwater measures and retrofits with priority street improvements projected in the Plan Area.

10-7-4 Apply LID strategies, as shown in **Table 10.7A**, when right-of-way improvements are made.

10-7-5 Promote the development and implementation of reproducible and low cost pilot projects.

Table 10.7A - Menu of Sustainable Stormwater Strategies

Stormwater Planters (Infiltration and Flow-Through)

Within an urban context, planters are typically small, vegetated areas situated within an area of otherwise impervious hardscape, such as inside curb islands or cut into a sidewalk against a building wall. Given these locational characteristics, stormwater management planters often receive runoff from a discrete, dedicated source, such as a rainwater leader or a tightly defined section of sidewalk or roadway pavement. The two types of planters used for this purpose are infiltration and flow-through. Infiltration planters depend on native soil conditions that allow runoff to soak into the underlying soil. Flow-through planters are completely contained systems that only allow runoff to soak through the planter's imported soil bed and then into underdrains that are connected to the storm drain system. Both types reduce the rate of stormwater runoff, which eases the burden on local storm drain facilities, but infiltration planters are more desirable because they also reduce the total volume of runoff. Flow-through planters are appropriate where native soil conditions are unfavorable to infiltration, at locations above underground structures, where there is underlying soil contamination, and/or where the seasonal high water table is within 10 feet of the landscape surface. Stormwater planters are easily incorporated into retrofit conditions and in places where space is limited.

Pervious Paving Systems

Pervious paving systems allow rain water to pass through their surface and soak into the underlying ground. Pervious paving must be designed not only to manage stormwater runoff adequately, but also meet the load bearing requirements of the proposed application and provide a level of durability equivalent to conventional paving. Urban plazas, parking stalls or other low traffic areas are typically ideal for the application of pervious paving, as opposed to heavily loaded or high traffic volume areas. Runoff from streets and parking areas should be treated for water quality before infiltrating through permeable pavers and into the ground.

Swales

Vegetated swales are long, narrow landscaped depressions, with a slight longitudinal slope. They are primarily used to convey stormwater runoff on the land's surface while also providing water quality treatment. As water flows through a vegetated swale, it is slowed by the interaction with plants and soil, allowing sediments and associated pollutants to settle out or be adsorbed by the plant material. In addition, there is generally some reduction in the volume of runoff, because water that soaks into the soil is taken up by plants or percolates into deeper strata if native soils are well drained. The remaining water that continues to flow downstream travels more slowly than it would through pipes in a traditional stormwater conveyance system, which further reduces peak flow rates. To maximize vegetative contact, vegetated swales are typically built very shallow and contain runoff that is only a few inches deep. Vegetated swales are relatively low-cost, simple to construct, easy to maintain, and widely accepted as a stormwater management strategy. They can be planted in a variety of ways, ranging from mown grass to a diverse palette of grasses, sedges, rushes, shrubs, groundcover, and trees.

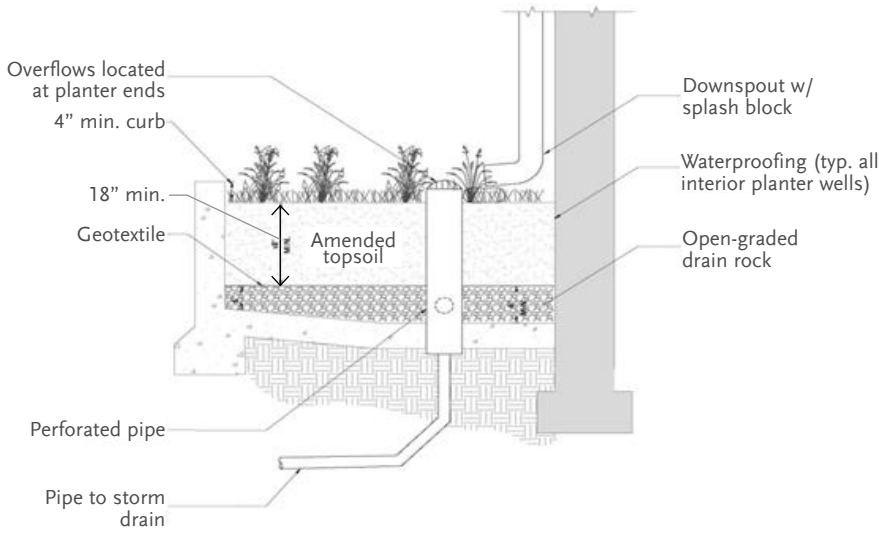
Rain Gardens

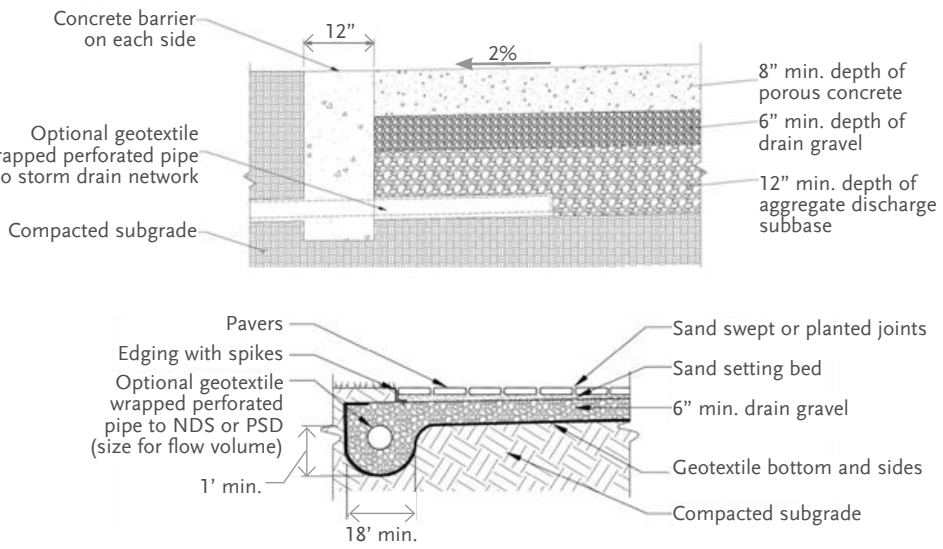
Rain gardens are large, shallow, vegetated depressions in the landscape. They can be any size or shape, and are often molded to fit in "leftover" spaces in parking lots, along street frontages, and in situations where streets intersect at odd angles.

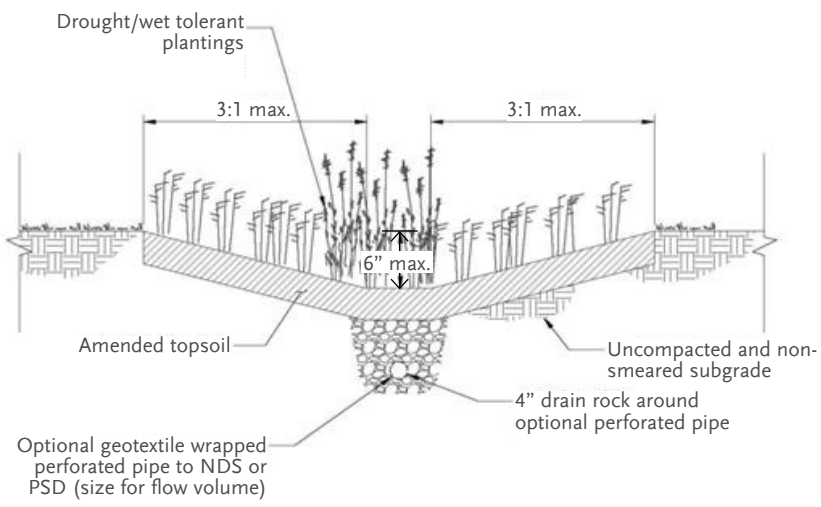
Rain gardens retain stormwater, thereby attenuating peak flows and overall volume. They can also allow for infiltration, depending on the capacity of the native soil. Although rain gardens can share certain characteristics with swales and planters (they can be designed with vertical curbs or side slopes), they differ from swales in that their primary function is the maximum storage of runoff, not conveyance. Accordingly, they are typically designed to be flat-bottomed without any longitudinal slope in order to maximize stormwater storage potential.

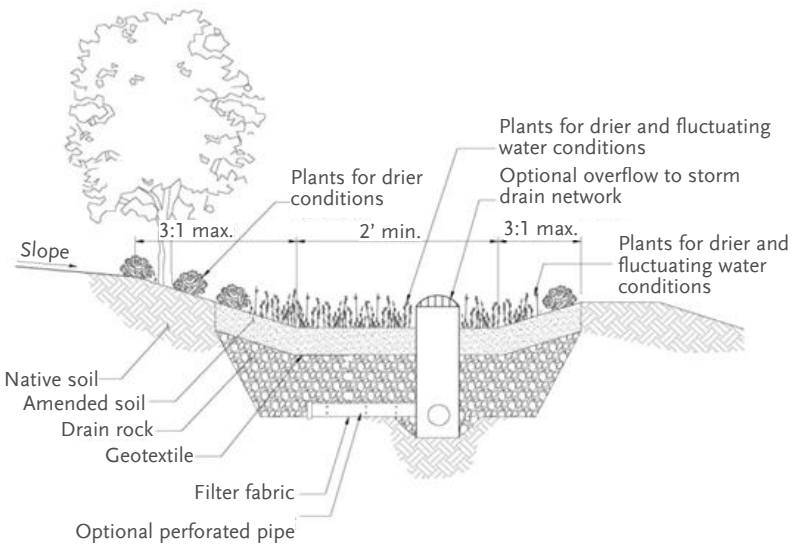
Curb Extensions

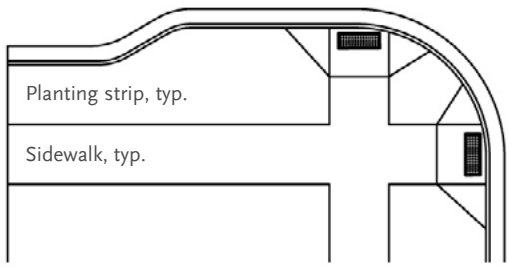
Stormwater curb extensions are landscape areas that extend into the street and capture stormwater runoff. Conventional curb extensions (i.e., bulb outs, chokers, chicanes) are commonly used to increase pedestrian safety and help calm traffic. Stormwater curb extensions share these same attributes and add a stormwater benefit by allowing water to flow into landscape space. This landscape space can be designed with the physical characteristics of vegetated swales, planters, or rain gardens depending on the available space and specific site conditions. Stormwater curb extensions are particularly advantageous in retrofit situations because they can often be added to existing streets with minimal disturbance. The small footprint of these features allows for an efficient stormwater management system that often performs very well for a relatively low implementation cost. Stormwater curb extensions can be planted with a variety of trees, shrubs, grasses and ground covers, depending on site context and conditions.


Overflows located at planter ends
4" min. curb
18" min.
Geotextile
Amended topsoil
Perforated pipe
Pipe to storm drain
Downspout w/ splash block
Waterproofing (typ. all interior planter wells)
Open-graded drain rock


Concrete barrier on each side
12"
2%
Optional geotextile wrapped perforated pipe to storm drain network
Compacted subgrade
8" min. depth of porous concrete
6" min. depth of drain gravel
12" min. depth of aggregate discharge subbase
Pavers
Edging with spikes
Optional geotextile wrapped perforated pipe to NDS or PSD (size for flow volume)
1' min.
18' min.
Sand swept or planted joints
Sand setting bed
6" min. drain gravel
Geotextile bottom and sides
Compacted subgrade


Drought/wet tolerant plantings
3:1 max.
3:1 max.
6" max.
Amended topsoil
Uncompacted and non-smeared subgrade
4" drain rock around optional perforated pipe
Optional geotextile wrapped perforated pipe to NDS or PSD (size for flow volume)


Plants for drier and fluctuating water conditions
Optional overflow to storm drain network
Plants for drier conditions
3:1 max.
2' min.
3:1 max.
Slope
Plants for drier and fluctuating water conditions
Native soil
Amended soil
Drain rock
Geotextile
Filter fabric
Optional perforated pipe


Planting strip, typ.
Sidewalk, typ.

10.7 STORMWATER INFRASTRUCTURE (continued)

Table 10.7B - Parking Lot Retrofit

PARKING LOT RETROFITS	Potential LID Measures				
	Flow-Through and Infiltration Planters	Swales	Rain Gardens	Curb Extensions	Tree Planting
Criteria / Properties					
Land use designated by planning program is to remain parking.	✓	✓	✓	✓	✓
Drive aisles are greater than 24' wide.	✓	✓	✓	✓	✓
Presence of underutilized medians and/or 'dead' striping zones.	✓	✓	✓	✓	✓
Long, linear, continuous configuration.	✓		✓		
Large footprint (i.e. for shopping malls, big box stores).	✓		✓	✓	✓
Example Locations					
Stadium Lot - H Street (between Mono Street & Kern Street)	✓	✓	✓	✓	✓
Lot - Homerun Alley @ Inyo Street	✓	✓	✓	✓	✓
2 Lots- H Street (between Fresno Street & Stanislaus Street)	✓	✓	✓	✓	✓
Fresno Met Lot - Calaveras Street @ Van Ness Avenue	✓		✓	✓	✓

Parking lots represent a substantial fraction of impervious surface within the Plan Area and offer opportunities for implementing LID techniques. To ensure that adequate parking is made available on-site while also minimizing the impact of impervious paved surfaces, optimal parking lot design can be achieved by narrowing drive aisles. Savings in paved areas can then be replaced by LID water quality treatment applications using strategically placed vegetated swales, rain gardens, or infiltration/flow-through planters that either percolate into underlying soil or are hard piped into the City's existing drainage system. Opportunities for increased tree planting would also improve the shade canopy and reduce heat island effects. Area made available by streamlining parking could also potentially be used to install solar arrays to offset energy demands of nearby buildings and public spaces.

Table 10.7C - Street Buffer Treatment

STREET BUFFER TREATMENT	Potential LID Measures				
	Flow-Through and Infiltration Planters	Swales	Rain Gardens	Curb Extensions	Tree Planting
Criteria / Properties					
Non-pedestrian medians and/or islands.	✓		✓		✓
Non-pedestrian traditional curb extensions.	✓		✓	✓	✓
Streets with over-abundant permanent parallel parking stalls.	✓	✓	✓	✓	✓
Streets with angled parking stalls.	✓		✓	✓	✓
Leftover landscape and/or asphalt space.	✓	✓	✓	✓	✓
Dead striping zones, such as for "No Parking".	✓		✓	✓	
Example Locations					
Intersection - H Street @Tulare Street	✓		✓	✓	✓
Intersection - F Street @ Mariposa Street	✓		✓		✓
Sidewalk - Calaveras Street @ Van Ness Avenue	✓		✓	✓	✓
Medians & islands - Broadway @ Fresno Street	✓		✓		✓

As with parking lots, LID techniques can be integrated into streetscapes and roadways to reduce the extent of paved surfaces and stormwater runoff pollution. Large areas of unused or inefficiently used spaces, such as concrete medians, islands, and unnecessarily wide roadways or sidewalks, can all be transformed into planted areas that facilitate infiltration, reduce runoff, and alleviate the burden on the City's drainage system. These planted treatment areas can take shape as vegetated swales, infiltration planters, rain gardens, or curb extensions.

Leftover landscape and asphalt spaces are also prime candidates for LID retrofits. For areas where on-street parking is fully utilized, smaller stormwater curb extensions, spaced more frequently, can be used to minimize parking loss to any individual property. Streets striped with "no parking" zones could be converted into stormwater curb extensions without any loss of parking. Existing curb extensions paved with concrete or landscaped can be redesigned as either infiltration or flow-through planters. Stormwater curb extensions can also be constructed on streets with an angled parking configuration.

Table 10.7D - Inlet Rain Garden Retrofit

INLET RAIN GARDEN RETROFIT	Potential LID Measures				
	Flow-Through and Infiltration Planters	Swales	Rain Gardens	Curb Extensions	Tree Planting
Criteria / Properties					
Not adjacent to critical utility structures (i.e., hydrant, electrical box).	✓	✓	✓	✓	✓
Near non-pedestrian traditional curb extensions.	✓		✓	✓	
Near existing landscape area or underutilized open space.	✓	✓	✓	✓	✓
Coincide with street buffer intersection locations fitting criteria above.	✓		✓	✓	✓
Example Locations					
3 Inlets - F Street @ Kern Street	✓		✓	✓	
2 Inlets - F Street @ Mariposa Street	✓		✓	✓	
Inlet -Tuolumne Street @ Fulton Street	✓		✓	✓	
Inlet -Stanislaus Street @ Fulton Street	✓		✓	✓	✓

The drainage system within the Plan Area is currently designed so that untreated surface runoff flows overland and is collected at curb inlets or in hardscape areas, where it enters the City's storm drain network. Without the capacity to treat at least the first flush of runoff, infiltration basins and receiving water bodies are more likely to accumulate pollutants such as grease, household chemicals, construction debris, and litter. To avoid this, existing inlets can be relocated or reconfigured to sit inside rain gardens, so that stormwater runoff is first routed through landscaped detention or bio-retention facilities, allowing pollutants to be filtered out by soil and plant material.

Table 10.7E - Plaza Retrofit Treatment

PLAZA RETROFIT TREATMENT	Potential LID Measures				
	Flow-Through and Infiltration Planters	Swales	Rain Gardens	Pervious Pavers	Tree Planting
Criteria / Properties					
Areas with limited or prohibited vehicular traffic.	✓		✓	✓	✓
Not adjacent to critical utility structures (i.e., hydrant, electrical box).	✓		✓	✓	✓
Example Locations					
Mariposa Plaza	✓		✓	✓	✓

Pedestrian plazas are prime opportunity areas for replacing otherwise impervious surface cover with permeable pavers, which promotes infiltration and reduces stormwater runoff. By reducing the footprint of required stormwater treatment measures, pervious paving is often the only viable option in ultra-urban areas that are served by internal drainage systems. Runoff from streets or parking lots should be treated for water quality before infiltrating through permeable pavers into the ground. It is important to note that pervious pavers along pedestrian walkways must be ADA-compliant and not cause tripping hazards. Pavers are available in a variety of materials and finishes, and may be chosen to complement the streetscape palette or to enhance wayfinding.

10.8 SUSTAINABLE INFRASTRUCTURE - GENERAL

A. GENERAL SUSTAINABLE INFRASTRUCTURE FRAMEWORK

To ensure its future viability, the Plan Area needs to be as energy and financially efficient as possible in the short term as well as the long term. Financial incentives, solar access easements, and property tax abatements can be used to help fund and promote renewable power generation at various scales.

In addition, resource consumption by all new structures, renovated buildings, and infrastructure facilities should be minimized to support the local economy, reduce costs, and improve the natural environment.

The following goals and policies provide methods for reducing energy use and limiting resource conservation.

Goal 10-8 Promote green building principles.

Policies

10-8-1 In conformance with the Citywide Development Code, introduce new buildings that employ passive cooling and heating strategies, including frontage types (porches and arcades), architectural elements (overhangs, awnings, shutters, louvers, canopies, and trellises), and strategically-placed shade trees to minimize or increase solar heat gain according to the season.

10-8-2 Develop Incentive Programs for voluntary LEED (Leadership in Energy and Environmental Design) certified projects (LEED-NC, -ND, -EB).

10-8-3 Work with PG&E to improve and increase city-wide energy conservation programs, including city-owned facilities.

Goal 10-9 Promote local renewable energy generation.

Policies

10-9-1 Optimize resources available to the community by providing allowances for on-site energy generation and energy efficiency retrofits/ weatherization incentives in conjunction with the Development Code.

10-9-2 Encourage and ensure solar access by implementing solar energy allowances and incentives in conjunction with Fresno Green.

Goal 10-10 Minimize natural resource consumption.

Policies

10-10-1 Require on-site solid waste separation (compost, recycle, landfill) for all land uses within the Plan Area.

10-10-2 Require developers to limit emission pollution from excessive material transport and waste disposal during construction.

10-10-3 Work closely with PG&E to require “Smart” sub-metering of all utilities for New Construction and to develop a timeline for existing building “Smart” sub-metering.

CHAPTER 11: IMPLEMENTATION

11.1 INTRODUCTION

This chapter provides a framework for implementing the Fulton Corridor Specific Plan. It provides background information on the untapped value of Fresno's Downtown and how investing in the Fulton Corridor could unlock that value. It also outlines the critical physical improvements, actions and City-sponsored programs for prioritizing public investment in the Specific Plan Area.

While the Implementation Framework is part of the Specific Plan, it is intended to be updated more frequently than the rest of the Specific Plan and this chapter should be considered a working document of the City. Ideally, this Implementation Framework will be updated by each City department on an annual basis and these updates will integrate with each department's annual work plan and the City's Capital Improvement Plan.

A. DOWNTOWN REPRESENTS UNTAPPED VALUE FOR FRESNO

The Fulton Corridor and Downtown represent a significant opportunity for Fresno to grow stronger and healthier in the process of accommodating projected population and employment increases. Although this Specific Plan is focused primarily on the Fulton Corridor, eventually, the activities undertaken by the City through both this Plan and the Downtown Neighborhoods Community Plan will result in the changes benefitting all of Fresno. There are three key benefits to increasing development in Downtown.

First, Downtown and Downtown-adjacent neighborhoods have the opportunity to generate significant increases in property values by attracting younger households, and empty nesters, with strong buying power who are no longer interested in living in the single purpose low-density neighborhoods preferred by their parents. While the City will have to invest in infrastructure and other capital costs to "kick start" this activity, these **capital costs are typically lower** than the cost to support low-density growth at the City's perimeter, **and the potential revenues are much higher**.

Second, directing growth to these areas will help the City grow its knowledge-based industries and retain young people who currently leave Fresno seeking proximity to cultural events, urban amenities and employment in other places. Such growth in knowledge-based industries would result in **greater economic diversity and stability**, especially in the existing climate when the public sector, currently the mainstay of Fresno's economy, is anticipated to be under precarious financial conditions. There is potential in attracting "creative" businesses like architecture and technology, advertising, design, and other professional services firms. These firms are often small and entrepreneurial, seek inexpensive space, and prefer the kinds of unique or raw spaces that can be provided within rehabilitated buildings.

And, third, by creating mixed income neighborhoods that allow many of the lower income households currently living in these neighborhoods to stay put, the City will be able to offset many of the larger public expenses related to neighborhoods of concentrated poverty. Mixed income neighborhoods, in contrast, reduce the costs of segregation and concentrated poverty to government as well as those living there, integrate low-income households into the larger society, and improve health and educational outcomes for low-income households. Moreover, mixed-income neighborhoods contribute to economic development by helping stabilize the workforce and providing economic networking opportunities.

B. INVESTING IN THE FULTON CORRIDOR WILL HAVE A MAJOR IMPACT ON THE CITY'S BOTTOM LINE

1. **Downtown Infill Development Can Increase City Revenues.** According to a recent study by Market Profiles, the properties along the Fulton Mall generated about $365,969 in annual property and sales tax revenues in 2008. If these properties were developed and built to their potential, Market Profiles estimated that they could generate over $6 million annually in City revenues; therefore, this area was contributing only 5.7 percent of its revenue generating potential in 2008.[1]

   In order to assess the economic benefits of revitalization of the Plan Area, an analysis was conducted to measure the potential fiscal impacts of transformation. This consisted of calculating the anticipated fiscal benefits from property tax revenues generated by the new housing and commercial development for each of the scenarios identified in **Table 1.6A** (Development Potential in Specific Plan Area). In addition, the potential sales tax revenues generated from the new and revitalized retail uses were also measured.

   According to the County Assessor, Downtown included $577.5 million in assessed value in 2009. Based on data from the City and County Assessor, it is estimated that Downtown generated approximately $1.4 million in property tax revenues and approximately $1.1 million in sales tax revenues in 2009, or combined revenue of over $2.5 million, as shown in below **Table 11.1B**.

   The results, shown in **Table 11.1B**, estimate that the Fulton Corridor has the potential to generate over $6.2 million in annual property and sales taxes under the low development scenario, almost $11.5 million in annual property and sales taxes under the medium development scenario, and almost $16.9 million in annual property and sales taxes under the high development scenario.

Table 11.1B - Potential Property and Sales Tax Revenues Generated by Development Scenario

Potential Revenues	Existing[1]	Low[2]	Medium[2]	High[2]
Property Tax	$1,435,000	$4,856,000	$8,227,000	$11,736,000
Sales Tax	$1,127,000	$1,382,000	$3,223,000	$5,117,000
Total	**$2,562,000**	**$6,238,000**	**$11,450,000**	**$16,853,000**

[1] City of Fresno and Fresno County Assessor.

[2] Strategic Economics, based upon development potential shown in Table 3.4A and data from the City of Fresno and the Fresno County Assessor.

2. **Accommodating Growth Downtown Can Reduce Certain Municipal Service Costs**

   New housing and commercial development in the Specific Plan Area creates the need to expand municipal services such as public safety (fire and police), parks and recreation, public works, libraries, and schools to new residents and employees. Some of the incremental costs incurred from new development could be offset by the large revenue increases from property and sales tax, as well as other sources of income.

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[1] Market Profiles, "Economic Impact Study Listing of Fulton Mall on National Register of Historic Places," September 2008.

[2] William Coyne (2003), The Fiscal Cost of Sprawl: How Sprawl Contributes to Local Governments' Budget Woes, Environment Colorado Research & Policy Center at www.impactfees.com/publications%20pdf/fiscalcostofsprawl12_03.pdf.

Todd Litman (2005), Understanding Smart Growth Savings: What We Know About Public Infrastructure and Service Cost Savings, And How They are Misrepresented By Critics, Victoria Transport Policy Institute (www.vtpi.org); at www.vtpi.org/sg_save.pdf.

11.1 INTRODUCTION (continued)

Several studies[2] have suggested that municipal service costs for compact, infill development are generally lower than for low-density suburban development. These studies show that compact growth can significantly reduce the need for new infrastructure and services by directing development to places with existing capacity, and allowing for "economies of scale" for certain types of public infrastructure, such as roads and sewers.[3]

Strategic Economics has conducted a recent fiscal impact analysis that measures the extent to which jurisdictions can reduce operations and maintenance (O&M) and infrastructure costs by accommodating new growth in compact development patterns. **There are significant economic benefits to development patterns in infill locations in terms of infrastructure cost savings.** Some cities, including San Diego and Santa Rosa, have calculated the marginal cost difference between infill and greenfield locations for infrastructure capital costs, which demonstrates that infill development can provide significant savings to cities.

Some O&M costs, such as engineering and public works, are reduced significantly for compact infill development. The lower cost of providing O&M services correlates to the efficiencies achieved from more compact physical development patterns, including lower linear feet of roads and sewer pipes, and the reduced capital costs discussed above. The relationship of compact development to other types of O&M costs such as Police, Fire, and Community Services must be evaluated in closer detail.

[3] Reid Ewing, Rolf Pendall and Don Chen (2002), Measuring Sprawl and Its Impacts, Smart Growth America (www.smartgrowthamerica.org).

11.2 STRATEGIES FOR IMPLEMENTING THE SPECIFIC PLAN

The implementation of the Fulton Corridor Specific Plan is guided by the following implementation strategies. These strategies were developed to help the City identify ongoing priorities and modify those priorities over time. While the specific actions will evolve during the life of this Plan, this framework should remain intact and guide the work of the City in implementing the vision of the Fulton Corridor.

1. **Work in an interdisciplinary way to implement the Specific Plan.**

   The City shall establish an interdisciplinary "Working Group" comprised of staff from various City departments who have the responsibility for implementing the vision of the Fulton Corridor Specific Plan. The core group shall consist of staff from the Planning Division of the Department and Resource Management (DARM), the Water Division and the Wastewater Management Division of the Public Utilities Department and all divisions of the Public Works Department. This group shall meet regularly over the course of each year to discuss progress on the implementation of the Specific Plan.

2. **Update the Implementation Framework on an annual basis**.

   On a regular basis, the City shall review and update the list of actions in the Implementation Framework for the Fulton Corridor Specific Plan. This will ensure that the Work Plan is a working document that corresponds with changing City priorities, funding opportunities and macro-economic trends.

3. **Tie Implementation Framework to department work plans and the CIP.**

   The Implementation Framework for the Specific Plan shall be tied to and correspond with the annual work plans of individual departments as well as the City's Capital Improvement Plan (CIP) as determined feasible by Department Directors. This will ensure that the tasks identified in the Specific Plan are being implemented by each department in the City, and that physical improvements in the Fulton Corridor are included in the City's CIP, consistent with City budget and staff resources.

4. **Identify and regularly update implementation strategies.**

   The interdisciplinary Working Group shall develop and update as needed a set of priorities and strategies for how the plan is to be implemented. The starting point for the Implementation Strategies is the Plan's Vision and Principles identified in Chapter 2. These Implementation Strategies shall guide how plans, programs, and physical improvements are prioritized over time.

5. **Focus financial resources and physical improvements in concentrated areas.**

   A core tenet of the Implementation Framework is that the City should invest its financial and staff resources and physical improvements in targeted areas of the Fulton Corridor, rather than spreading limited resources throughout the entire Specific Plan Area. This will enable these areas to be stabilized and improved and the positive impacts of this change will spread to other areas of the community. The areas where initial investment should be made are those with the best potential for private market activity. The early investments that should be made should be for "place-making" and infrastructure as these will help encourage private development to locate in the area.

6. **Use a variety of funding sources and monitor availability of sources over time.**

   Improvements to the Fulton Corridor will need to come from a wide variety of funding sources, including general funds, grants, private investments, financing mechanisms and other sources. A preliminary list of types of funding can be found in the next section of this chapter.

7. **Build and maintain partnerships.**

   Partnerships are critical to the success of the Plan and the City will need to work collaboratively over time to implement the Plan. Indeed, the City alone cannot improve the Fulton Corridor Specific Plan area. As the Plan is implemented, the City will continually look for opportunities to expand existing and build new partnerships with the private sector, other government agencies and community groups.

8. **Measure success over time.**

   The Working Group shall identify metrics in order to measure success over time. These metrics shall address the broad range of issues facing the Fulton Corridor, and the metrics shall be updated regularly to identify if the Specific Plan is successful. The following are suggested metrics that could be evaluated by the City of Fresno in order to evaluate the enhanced performance of the Specific Plan Area resulting from revitalization:

   - Number of new and rehabilitated housing units;
   - Number of new households;
   - Number of new businesses;
   - Number of new jobs;
   - Increase in median household income;
   - Reduction in number and percentage of families living in poverty;
   - Reduction of number and percentage vacant housing units;
   - Reduction of vacant lots;
   - Reduction in number of substandard units;
   - Increase in residential rental occupancy rates;
   - Increase in retail occupancy rates;
   - Increase in office occupancy rates;
   - Increase in parking garage utilization rates;
   - Reduction in crime rates from current rate in the area;
   - Increase in taxable sales in retail stores;
   - Increase in vehicle count on key intersections; and
   - Increase in pedestrian foot traffic on Fulton Corridor during evenings and weekends.

11.3 FUNDING AND FINANCING TOOLS

This section provides an overview of funding and financing alternatives for the public improvements included in the Specific Plan. This Specific Plan includes a variety of different types of public improvements, and therefore, there is a broad range of funding and financing sources that could be considered. Because of the scale of the infrastructure needs, it is likely that some projects will be funded through a number of different local, state, federal, and private sources. Funding major infrastructure needs such as those in the Fulton Corridor requires a complex funding and financing strategy.

The funding and financing sources included here should be approached as a menu of options rather than as a recommendation for any particular financing strategy. The ability for the Specific Plan to utilize the potential sources described will vary depending on market conditions, funding availability, consent from property owners, and other factors. To arrive at the appropriate strategy, the City will have to make a series of decisions about the implementation process for each of the improvement projects.

A variety of funding sources are available for the types of infrastructure improvements envisioned in the Specific Plan area. Sources include land-based financing tools, which leverage the value of the real estate development on the site, negotiated developer agreements between the public sector and the master developer, parking fees, state, and federal grants. Many of these funding sources are described in more detail below.

Advantages and Disadvantages of Pay-As-You-Go and Debt Financing Tools

There are two ways to approach infrastructure financing for a Plan Area: pay-as-you-go or debt financing. Each of these has advantages and disadvantages as shown below.

In the pay-as-you-go approach, the improvement would only be made once a sufficient amount of tax or fee revenue is gathered to fund the improvement. This contrasts with the debt financing approach, where the improvement is financed immediately by borrowing from future revenues and issuing bonds that are paid back over time through taxes or fee payments.

	Advantages	Disadvantages
Pay-As-You-Go	• Very little financial risk to City or district; and • Money is saved since no interest is paid.	• Improvement takes longer to finance; and • Difficult to apply to larger-scale, more costly improvements.
Debt Financing	• Improvements can be made immediately; and • Allows for financing of larger-scale, costly improvements.	• Some risk that future revenues will be insufficient to pay off debt within time frame; • Many cities and redevelopment agencies have reached their bonding capacity; and • Higher cost because you must pay interest.

A. ASSESSMENT DISTRICTS

Assessment districts are most commonly established to finance the construction of public capital improvements and where authorized, to operate and maintain costs of certain public facilities. Assessment districts are formed in two different ways: (1) Property owners petition the appropriate public agency to form a district and provide a needed public improvement, or (2) A public agency foresees the need for an improvement and approaches the affected property owners with an assessment district proposal.

1. **Benefit Assessment Districts.** A benefit assessment district is formed to include a geographical area in which all property owners would benefit from the proposed improvement. To be enacted, a benefit assessment district requires a majority vote from property owners. Once passed, owners within the district pay an additional tax or fee in the amount necessary to pay for the improvement in the desired time frame, in accordance to the property's proportional share of the benefit. The individual property owner's tax or fee may be lower if the district encompasses a large area or is financed over a long time period.

2. **Community Facilities Districts.** Mello-Roos community facilities districts (CFDs) are similar to benefit assessment districts in several aspects. Like benefit assessment districts, CFDs are formed when the property owners in a geographical area agree to impose a tax or fee on the land in order to fund infrastructure improvements. Unlike benefit assessment districts, however, CFDs are most commonly formed in cases where the geographic area encompasses a small number of property owners who intend to subdivide the land for sale. To be enacted, CFDs require a two-thirds vote of either property owners or registered voters within the District boundary, depending on the size of the District. Where the District boundary encompasses less than twelve properties, the ballot process is a property owner election. Where the CFD boundary encompasses more than twelve properties, the ballet process is determined by registered voters, who can either be owners or renters who reside within the District boundary. One provision of the Mello-Roos Community Facilities District Act is that these fees can also be proportionally subdivided and passed on to the future landowners. These fees can then be used either for pay-as-you-go financing or to pay off bonds issued against the anticipated revenue from the CFD.

3. **Business Improvement Districts.** Business Improvement Districts (BIDs) are a type of assessment district in which business owners choose to be assessed a fee, which is collected on their behalf by the City, for use in promoting and improving the business area. A BID provides a business area with the resources to develop marketing campaigns, increase lobbying efforts, secure additional funding and enhance public improvement and beautification projects in partnership with the City. Activities, programs and improvements range from farmers' markets to business promotions to installing street lighting and removing graffiti. By pooling private resources, business owners in BIDs collectively pay for activities, which they could not afford on an individual basis. Further, since a BID fee is a benefit assessment and not a tax, BIDs can consistently enact programs and activities without relying on public funding.

4. **Property-Based Improvement Districts.** Property-Based Business Improvement Districts (PBIDs) provide for an assessment on owners of commercial property within a defined geographic area. A PBID currently exists in Downtown Fresno. In a typical PBID the proceeds from this assessment are used to provide services that specifically benefit those properties in the district. The improvements, which may be financed by the PBID, are enumerated under the Parking and Business and Improvement Area Law of 1989, and include:

- Closing, opening, widening or narrowing existing streets;
- Rehabilitation or removal of existing structures and facilities or equipment;
- Marketing and economic development; and
- Security, sanitation, graffiti removal, street cleaning, and other municipal services.

5. **Lighting and Landscape Assessment District.** The Landscaping and Lighting Act of 1972 enables assessments to be imposed in order to finance:

- Acquisition of land for parks, recreation, and open space;
- Installation or construction of planting and landscaping, street lighting facilities, ornamental structures, and park and recreational improvements (including playground equipment, restrooms and lighting); and
- Maintenance and servicing any of the above.

6. **Parking Assessment District.** The Parking District Law of 1943 authorizes a city or county to finance the following acts:

- Acquisition of land for parking facilities (including the power of eminent domain);
- Improvement and construction of parking lots and facilities;
- Issuance of bonds; and
- Employee salaries.

B. DIRECT CITY FINANCING

1. **City General Fund.** A city's General Fund is its source of funding for ongoing operating, staffing, and maintenance costs. Occasionally, cities will use the reserves of the City General Fund for major capital or one-time purchases. However, in light of the recent budget crises affecting many California cities, the City General Fund reserves are more beneficial as a cushion for years when the City's annual budget must operate at a deficit to provide essential services such as Police and Fire. For most of the proposed Priority Projects, use of the General Fund would be a last resort.

2. **Infrastructure Financing Districts.** Like redevelopment agencies, infrastructure financing districts (IFDs) use property tax increment financing to pay for infrastructure. Similar to TIF, new tax revenues (the increment) are diverted to finance improvements, but IFDs cannot divert property tax increment revenues from schools. Under existing law a city or county may create infrastructure financing districts by ordinance, if a two-thirds majority of the voters in the proposed district approve the IFD. There are several proposed changes to the existing law that are currently being considered by the legislature, including the elimination the requirement for voter approval to form and bond an IFD. IFDs would be applicable in an area that is not within a redevelopment area.

3. **Revenue Bonds.** Revenue bonds can be issued by cities, counties, and some special districts to finance improvements for a revenue-producing enterprise and are repaid solely from the revenues generated by the financed facility. Examples of revenue-producing enterprises include airports, water systems, and sewer systems. The revenues used to back the bonds could include service charges or rates, tolls, connection fees, admission fees, and rents. In California, voter approval is required for revenue bonds issued under the Revenue Bond Law of 1941. Voter approval and other requirements in the 1941 Act have resulted in many agencies using alternative financing tools for improvements to revenue-generating enterprises.

4. **User Fees / Rates.** User fees and rates include the fees charged for the use of public infrastructure or good (toll road or bridge, water or wastewater system). Such fees and rates are typically set to cover a system's operating and capital expenses each year, which can include debt service for improvements to the system. The revenues generated from user fees help offset operations and maintenance costs. It may be possible to use some portion of user fee or rate revenue toward financing the costs of new infrastructure in the Specific Plan Area, however in order to pay for or finance major infrastructure projects in addition to existing costs, it is likely necessary to increase current user fees and/or rates. The feasibility of raising rates depends on a variety of factors and would require further study to determine its applicability to the projects included here.

C. PRIVATE CONTRIBUTIONS/INVESTMENT

1. **Development Impact Fees / Negotiated Exactions.** Development impact fees are a one-time charge to new development imposed under the Mitigation Fee Act. These fees are charged to new development to mitigate impacts resulting from the development activity, and cannot be used to fund existing deficiencies. This means that new development can only pay for part of the improvement cost for projects that benefit existing uses as well as new development and the City must find another funding source to cover the costs for the improvements that benefit the existing uses.

   Impact fees must be adopted based on findings of reasonable relationships between the development paying the fee, the need for the fee, and the use of fee revenues. The City of Fresno has development impact fees for fire, parks, and streets impacts. The City could consider updating impact fees within the Specific Plan area based on updated infrastructure cost estimates.

   Structured negotiations between cities and developers are often conducted to obtain desired improvements in exchange for development rights. The extent to which a new project can contribute to the provision of infrastructure depends on a number of factors, including the anticipated prices for new housing units, construction costs, lot size and configuration, and parking ratios. All of these factors will vary depending on the final format and timing of development, and therefore the amount of public benefits that can be provided is unpredictable and will have to be negotiated.

2. **Developer-Financed Public Improvements.** In addition to impact fees as outlined above, there is some potential for direct contributions from developers to help pay for infrastructure needed to accommodate the anticipated development program. The City can allow for credits and reimbursements for capital projects funded by an impact fee that are constructed privately by developers and dedicated to the City. Depending on the specific implementation guidelines of the fee program, a development project could choose to dedicate land or make certain improvements and receive a credit against the impact fee due. A "credit" is the amount counted against the developer's fee obligation. A "reimbursement" is the amount that exceeds the developer's fee obligation.

3. **Non-Profit Capital Campaign.** Non-profit campaigns can provide contributions to infrastructure projects with broad appeal. Examples of such non-profit capital campaigns are "friends" organizations (friends of the library or friends of parks) raising funds for new facilities.

4. **Public Private Partnership**. A public private partnership (PPP) consists of an agreement between a public agency and a private entity to deliver a new facility or infrastructure system. In return,

11.3 FUNDING AND FINANCING TOOLS (continued)

the public agency agrees to annual payments to the private partner in return for building and operating the new facility. A private entity is formed to be responsible and financially liable for delivering the project, and may also share in revenues from operations. A common problem or criticism with PPP projects is that private investors may obtain a rate of return that is higher than a public agency's bond rate, even though most or all of the income risk associated with a project is borne by the public sector. It is almost always the case that government debt is cheaper than the debt provided under PPP projects.

D. OTHER GOVERNMENT SOURCES OF FUNDING

1. **Local Transportation Fund (LTF).** Caltrans allocates funding to counties on a per-capita basis, and counties then distribute to local agencies in the county (all cities and the county) for use on transportation-related projects. The Fresno Council of Governments allocates LTF funding to the City. LTF funds may only be used for street and road projects if there are no reasonable unmet transit needs. Because Fresno has unmet transit needs as identified in the City's Short-Range Transit Plan, all LTF funding for Fresno, at least in the short run, must be allocated to transit.

2. **Proposition 1C.** Approved by California voters in the November 2006 election, the proceeds of this bond issuance have been among the primary sources of funding for construction of infrastructure that supports higher density affordable housing and mixed-income housing in locations designated as infill around the state in recent years. As of February 2010, however, the State of California has placed a hold on the remaining funds due to the ongoing budget crisis. Consequently, the availability of this funding source is currently in jeopardy.

3. **California Infrastructure and Economic Development Bank: Infrastructure State Revolving Loan Fund.** The California Infrastructure and Economic Development Bank's (I-Bank) Infrastructure State Revolving Loan Fund (ISRF) provides low-cost, direct loans to public agencies through a two-tiered, leveraged loan program for infrastructure and public improvements. Loans can range from $250,000 to $10 million. Tier 2 loan applications must meet criteria designed to show the existence of economic distress in the applicant's jurisdiction/service area.

4. **Measure C Regional Sales Tax.** Approved by voters of Fresno County in 1986 and reauthorized in 2006, Measure C is a ½-cent local sales tax dedicated to funding transportation improvements through 2027. The Fresno Council of Governments distributes revenues directly to local jurisdictions for funding improvements in their local transportation program. These funds should be considered a very viable source for Downtown projects, particularly projects related to transit oriented development

5. **Community Development Block Grant.** The Community Development Block Grant (CDBG) program is administered by the U.S. Department of Housing and Urban Development (HUD). Under CDBG, at least 70 percent of granted funds must be used for activities that benefit low- and moderate-income persons. In addition, each activity must meet one of the following national objectives for the program: benefit low- and moderate-income persons, prevent or eliminate slums or blight, or address community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community for which other funding is not available. The City of Fresno is an entitlement jurisdiction and receives annual awards from HUD. In addition, the CDBG program guidelines identify historic preservation as one of its key programs.

Advantages and Disadvantages of Land-Based Financing Tools

In California, the most commonly used land-based financing tools include the formation of benefit assessment districts, community facilities districts, and tax increment financing in redevelopment project areas, which are all described above. Many of these land-based financing tools depend on new real estate development to generate parcel-based taxes or property tax revenues to finance the improvements. Below are the advantages and disadvantages of the most commonly used land-based financing tools.

	Advantages	Disadvantages
Benefit Assessment District	• Less financial risk to City or public agency; risk transferred to individual property owners; • Requires basic majority vote of property owners; and • Could lead to increased tax revenue based on private reinvestment.	• Individual property owners may be unwilling to absorb financing risk, especially for debt financing; and • Assessment can be politically infeasible if existing property tax assessments total 2 percent of assessed value.
Community Facilities District	• Less financial risk to City or public agency; individual property owners take on more risk; and • Because fees are passed on to end-users, developers are generally more receptive to their use.	• Property owners may fear that imposing fees will dissuade buyers or reduce achievable sales prices; and • Assessment can be politically infeasible if existing property tax assessments total 2 percent of assessed value.

An important consideration in the case of both CFDs and assessment districts is that there is a limit to the amount that property owners are typically willing to contribute in annual property tax assessments. A commonly used rule of thumb for calculating the feasibility of implementing new assessments states that total property taxes, assessments, and obligations should not exceed two percent of the property's assessed value.

6. **Proposition 84.** Proposition 84 is the Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006. It includes $5.38 billion spread over eight broad project areas: Water Quality; Flood Control, Flood Subventions; Statewide Water Planning and Design; Protection of Rivers, Lakes and Streams; Forest and Wildlife Conservation; Protections of Beaches, Bays, Coastal Waters; State Parks and Natural Education Facilities; and Sustainable Communities/ Climate Change. Under Proposition 84 the California Strategic Growth Council administers the Urban Green Grant program, providing funds for urban greening plans and projects in urban areas that provide multiple benefits, including but not limited to, a decrease in air and water pollution, a reduction in the consumption of natural resources and energy, an increase in the reliability of local water supplies, or an increased adaptability to climate change. The projects must also be located in an urban area and must provide public access and/or educational features where feasible. Up to $2 million will be targeted for projects within or serving disadvantage communities. Urban greening projects reduce energy consumption, conserve water, improve air and water quality, and provide other community benefits.

7. **Proposition 50.** Proposition 50 established the Water Security, Clean Drinking Water, Coastal and Beach Protection Act of 2002. The bond measure allowed the state to sell $3.4 billion in general obligation bonds for various water-related projects, including urban and agricultural water use efficiency programs. The Department of Water Resources (DWR) has funding available for competitive grants for projects consistent with an adopted Integrated Regional Water Management plan. Grants are provided for water management and quality improvement programs along with funding for the development of river parkways.

8. **Other Federal, State, and Regional Grants.** Various federal, state and regional grant programs distribute grant funds for public improvement projects. Because grant programs are typically competitive, grant funds are an unpredictable funding source. Potential grant sources include:

   - California High-Speed Rail Authority;
   - Federal Transit Administration (e.g. Bus and Bus Facilities Program, Alternatives Analysis Program);
   - US Department of Transportation (e.g. TIGER II);
   - US Department of Housing and Urban Development; and
   - State and Federal Water and Energy Grants.

11.4 IMPLEMENTATION ACTIONS, PROJECTS, AND PROGRAMS

On the following pages are a series of tables listing Implementation Projects, Actions, and Programs for the Fulton Corridor Specific Plan. This Plan has a 25-year horizon. Many of the projects, actions, and programs described in this Plan will not be able to be implemented immediately, either due to a lack of financing, the community's desire to implement other projects and programs, or both. Accordingly, the Plan's projects, actions, and programs have been prioritized as short-term, mid-term, and long-term. Projects and programs that are identified as "near-term" are to be pursued by prioritizing them in annual Capital Improvements Plan, budgeting staff time to implement a program, or requiring public improvements as a condition of development.

Projects that are designated as having "mid-term" or "long-term" priority would become "near-term" if sufficient grant funds become available. Also, certain projects that are identified to move forward in the short-term may, due to lack of financing, be delayed, while projects that are identified to occur in the long-term may be implemented earlier.

Major publicly-funded projects and programs that are identified as "near-term" priority are intended to lead private investment and create incentives for the private sector to follow. These are projects that provide a good deal of leverage, such that completing them early in the process with significant public funding and leadership expected to attract significant amounts of private investment, in turn is substantially refilling the public coffers through increased sales and property tax revenues.

Implementation Actions, Projects, and Programs

The tables are organized by Specific Plan chapter – for example Implementation Chapter 11.6 (Public Realm) corresponds to Chapter 8 (Public Realm); Implementation Chapter 11.7 (Transportation) corresponds to Chapter 9 (Transportation); etc. There are two sets of tables:

- **Projects.** These are primarily capital improvement projects that transform and improve Downtown's utilities, streetscape, and parks. These tables are identified by a gray header bar.
- **Actions.** These are actions and programs that do not involve physical change to Downtown and are identified by a beige header bar.

Within each table, there are a series of actions that are designed to implement the Plan's vision. Each action includes the following information:

- **Project/Action.** This identifies the number of the project or action and it corresponds to the name of the chapter (e.g., PR = Public Realm).
- **Project/Action Name.** This is the name of the action.
- **Project/Action Description.** This describes the action to provide clarity to the City on what specifically needs to be done. For Projects it is a physical improvement to a part of Downtown (such as implementing streetscape improvements on a certain street). For Actions, it is a description of a new program or ordinance that needs to be developed.
- **Responsibility.** This column identifies the responsible agency or department for each project/action.
- **Time frame.** Each project and action are categorized into a specific time frame: near term (0-3 years), mid-term (4-7 years), long-term (7 years and beyond), and ongoing.
- **Cost Estimate.** Costs for each project are identified. Costs for actions and programs are not provided. The cost estimates provided in this Chapter are preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process.
- **Funding Sources.** Potential funding sources for each project, action, or program are identified. Many are based on the list of funding sources identified above.

Not all policies within the Specific Plan are represented in this Chapter since some provide further clarification of the Specific Plan's vision and goals, while others are implemented through the Development Code.

As is stated above, the list of Implementation Projects and Actions are intended to be updated more frequently than the rest of the Specific Plan. Ideally, the Implementation Projects and Actions will be updated by each City department on an annual basis and these updates will integrate with each department's annual work plan and the City's CIP.

This Implementation Chapter shall be used by the City as guidance and suggestions on how to implement this Plan. Nothing provided in these pages or tables is intended to create any mandatory obligations or actions by the City.

11.4 BUILDING AND DEVELOPMENT

The transformation of Downtown into a lively, walkable, mixed-use, entertainment destination is contingent upon capitalizing on Downtown's existing assets – including the reopened Fulton Street, Downtown's extensive collection of older buildings, and its various visitor-serving and entertainment venues – and on attracting new development. Since the vast majority of new investment and construction in Downtown will be made by private sector, for-profit developers, entrepreneurs, investors, and property owners, opportunities to earn a return on investment must be created. The Priority Projects identified in **Chapter 5** represent these initial opportunities for such investment.

In addition, Downtown's revitalization cannot occur without introducing new development that contributes to the generation of a lively, walkable, mixed-use, entertainment destination. The standards that guide this transformation are contained in the Development Code.

Table 11.4A - Building and Development Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
BD-P.1	Reorient entrance to Chukchansi Park	In order to create a stronger connection between Chukchansi Park and the Fulton Corridor and as funding becomes available, reorient the entrance to Chukchansi Park by moving the stadium's H Street-facing facilities to Kern Street at Homerun Alley. In order to accommodate the new entrance facilities, work with Chukchansi Park to relocate the existing kitchen and delivery facilities to the Inyo Street side of the stadium.		mid-term		tbd

Table 11.4B - Building and Development Actions and Programs

Action/ Program	Action/ Program Name	Action/ Program Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
BD-A.1	Fund a Fire and Life Safety Improvement Loan Program	Fund a fire and life safety improvement loan program to make very low or no interest loans for fire sprinkler and life safety upgrades available to businesses who want to reuse or change existing buildings in the plan area. Often the cost of these systems is a significant roadblock to re-use of older buildings. As loan is paid off, money is available for the next business and so forth.	Fire Department	ongoing	Fire Department use grant money to seed the program	tbd
BD-A.2	Conform to the Development Code	Construct new buildings and projects in conformance with the Development Code.		ongoing		not applicable
BD-A.3	Introduce Entertainment venues in Downtown	Introduce entertainment venues such as theaters and nightclubs.		ongoing		not applicable

- ● Full or significant funding possible
- ϴ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																							
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources								
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

Potential Funding and Financial Sources																							
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources								
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

11.5 HISTORIC RESOURCES

The investigation of historic resources as part of the Fulton Corridor Specific Plan effort will include intensive survey of up to 300 properties. The purpose of this survey is to evaluate properties within the Fulton Corridor that have not been studied in previous surveys, identify potential historic properties, and to provide the City with recommendations regarding local designation of these resources. The results of the intensive survey will be compiled in a final survey report that will include a historic context statement for Downtown Fresno and full documentation of the individual properties subject to the survey. This information will augment the City's existing database of historic properties, and help to guide future development in a manner that continues to respect and preserve the City's historic resources.

Table 11.5A - Historic Resources Actions and Programs

Action/ Program	Action/ Program Name	Action/ Program Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
HR-A.1	Ensure compliance with CEQA	Use existing administrative protocols to ensure compliance and consistency with the California Environmental Quality Act (CEQA) and Section 106 of the National Historic Preservation Act. Update protocols as changes in regulation require.	DARM	ongoing		not applicable
HR-A.2	Establish review Procedures	Establish review procedures to reflect the updated FCSP and Development Code and codify them in the Fresno Municipal Code so they are uniformly applied and easily available.	DARM	ongoing		not applicable
HR-A.3	Establish a Mills Act program	Establish a Mills Act program and protocols for awarding Mills Act contracts.	DARM	short-term		not applicable
HR-A.4	Develop Cross-Departmental Working Group	Develop a cross-departmental working group, comprised of members of the Planning Division, and as needed, the Fire Department, to routinely review applications involving an historic site or building. This group shall support the Historic Preservation Commission and its activities.	DARM	ongoing		not applicable
HR-A.5	Provide Technical Assistance	Provide funding in order to make City staff available to provide technical assistance to property owners concerning the maintenance, rehabilitation, and restoration of historic resources.	DARM	ongoing		not applicable
HR-A.6	Update Inventory of Downtown's Historic Resources	Provide funding for updating the inventory of Downtown Fresno's historic resources. Update the inventory at least every 5 years.	DARM	ongoing		not applicable

- ● Full or significant funding possible
- ⊖ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

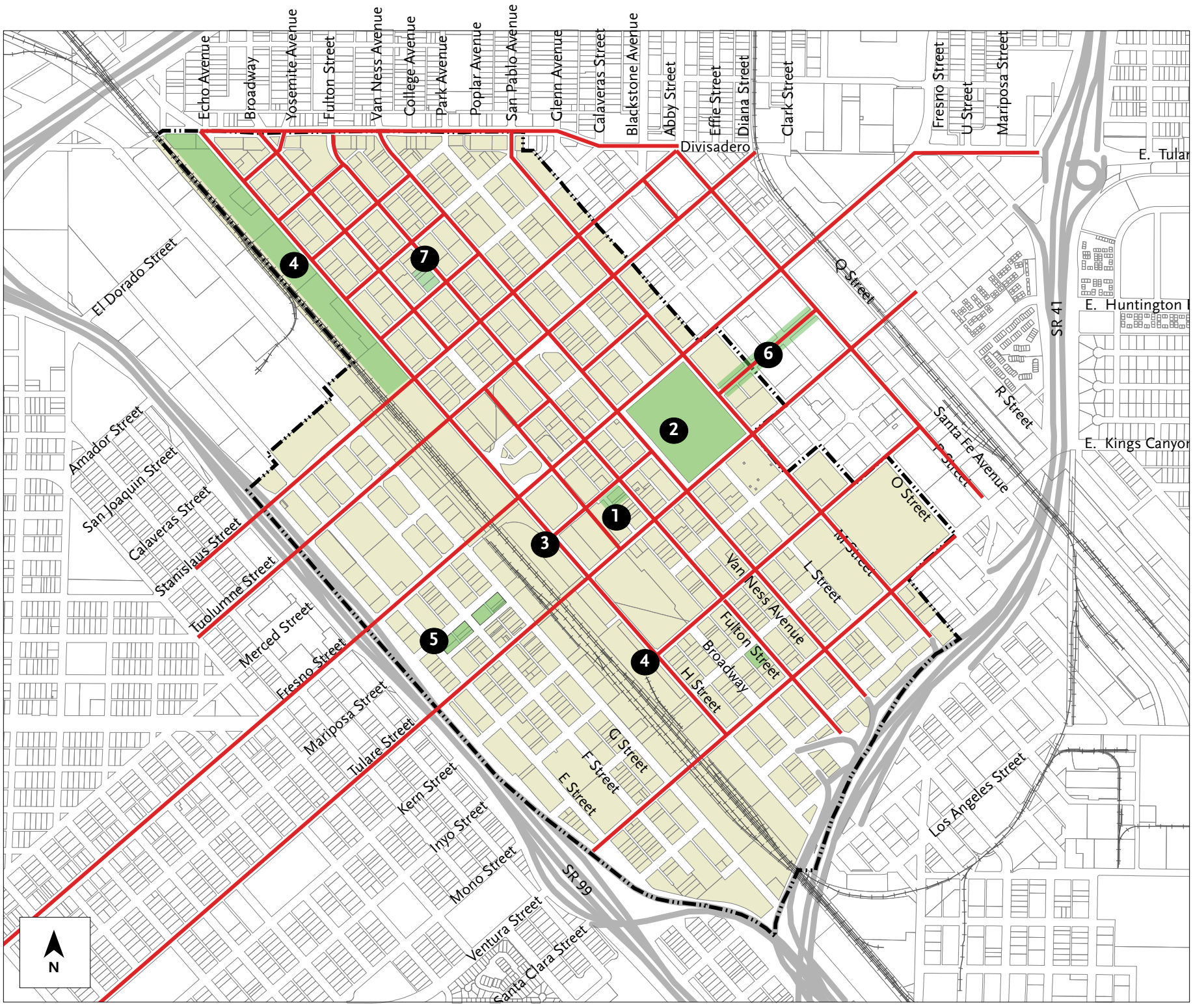
Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

11.6 PUBLIC REALM

Prioritizing the public realm helps to manage limited public resources and contributes improvements to the identity of the Downtown area as a whole. The first priority is to revitalize the Fulton Fulton Corridor as approved by the City Council in 2014. Subsequent priorities include opening up overgrown tree canopies, planting street trees, and improving the pedestrian and bicycle character of Downtown's streets.

Actions within the public realm should be carefully programmed to accommodate for the needs of all users. Physical barriers to movement, and those requiring people to deviate from their desired lines of movement, should be minimized or removed. The needs of those with disabilities, young children, and the elderly should be included and considered in the early stages of the process. As with all aspects of the design of the public realm, the critical issue to achieving ease of movement will be finding the right balance between modes of transport, the design quality of streetscape, and its practical installation and maintenance.

Figure 11.6A - Streetscape and Open Space Projects



Key

- Fulton Mall Revitalization
- Priority Streetscape Improvements
- New Open Space Improvements -
  - 1 Mariposa Plaza
  - 2 Courthouse Park
  - 3 Proposed HSR Transit Plaza
  - 4 Railroad Linear Park
  - 5 Chinatown Park
  - 6 Mariposa Street
  - 7 Mural District Park

11.6 PUBLIC REALM (continued)

Table 11.6A - Public Realm Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
PR-P.1	Streetscape Improvements	Streetscape Improvements.				
		PR-P.1.1 Fulton Street revitalization.	Public Works	near-term	Funding availability	range of price tags (tbd);
		PR-P.1.2 Van Ness Ave. (SR 41 to Divisadero St.).	Public Works	near-term	Funding availability	$8,000,000
		PR-P.1.3 Fresno St. (Broadway St. to Divisadero St.).	Public Works	near-term	Funding availability	$800,000
		PR-P.1.4 Fulton St. (Tuolumne St. to Divisadero St.).	Public Works	near-term	Funding availability	$5,300,000
		PR-P.1.5 Fulton St. (SR 41 to Inyo St.).	Public Works	near-term	Funding availability	$3,000,000
		PR-P.1.6 Fresno St. (SR 99 to Broadway St.).	Public Works	near-term	Funding availability	$400,000
		PR-P.1.7 Stanislaus St. (F St. to N St.).	Public Works	mid-term	Funding availability	$400,000
		PR-P.1.8 Merced St. (Van Ness Ave. to M St.).	Public Works	mid-term	Funding availability	$250,000
		PR-P.1.9 Divisadero (SR 41 to Fresno St).	Public Works	mid-term	Funding availability	$500,000
		PR-P.1.10 M Street (San Pablo to Tuolumne).	Public Works	mid-term	Funding availability	$500,000
		PR-P.1.11 Divisadero (H Street to P Street).	Public Works	mid-term	Funding availability	$1,500,000
		PR-P.1.12 Ventura St. (SR 99 to O St.).	Public Works	mid-term	Funding availability	$2,500,000
		PR-P.1.13 Inyo St. (H Street to P Street).	Public Works	mid-term	Funding availability	$800,000
		PR-P.1.14 Mural District streetscapes.	Public Works	mid-term	Funding availability	$3,000,000
		PR-P.1.15 Chinatown streetscapes.	Public Works	mid-term	Funding availability	$4,000,000
PR-P.2	Mariposa Plaza	Transform Mariposa Plaza into a space that makes it easy to host frequent festivals and other cultural gatherings.	PARCS	near-term	Funding availability	$2,000,000

- ● Full or significant funding possible
- θ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.6 PUBLIC REALM (continued)

Table 11.6A - Public Realm Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
PR-P.3	Courthouse Park	Work with the County of Fresno to transform Courthouse Park into an accessible and usable place that is visible and accessible from surrounding streets, sidewalks, and buildings.	City of Fresno and Fresno County	mid-term	Funding availability	See line items below
		PR-P.3.1 Relocate the Downtown Transit Center to the block bounded by H St., Mariposa St., Broadway St., and Fresno St.	FAX	short-term		$5,000,000
		PR-P.3.2 Re-establish an at-grade pedestrian crossing at Van Ness Ave. at Mariposa St.	Public Works and Fresno County	long-term		TBD
		PR-P.3.3 Adjust garage ramp entries at the corners of Van Ness Ave. and Fresno St. and Van Ness Ave. and Tulare St.	Public Works and Fresno County	mid-term		$500,000
		PR-P.3.4 Remove the bus bays along Van Ness Ave. and Fresno St.	Fresno County			$2,500,000
		PR-P.3.5 Replace the parking lots along Fresno St. and Tulare St. with on-street parking.	Fresno County			$3,000,000
PR-P.3 (cont.)	Courthouse Park	**PR-P.3.6** Introduce continuous sidewalks and street trees around Courthouse Park's entire perimeter including along the entire length of Van Ness Ave.	Fresno County			$3,000,000
		PR-P.3.7 Update Courthouse Park's landscape and hardscape by introducing enhanced paving, native landscapes, and providing filtered shade via landscape or architectural trellises/canopies.	Fresno County			$2,500,000
		PR-P.3.8 Install pedestrian lighting along the Mariposa Street axis between M St. and Van Ness Ave.	Fresno County			$1,000,000
PR-P.4	HSR Transit Plaza	In conjunction with the construction of the proposed HSR station, introduce a transit plaza or green in front of the proposed High-Speed Rail station's H St. entrance.		mid-term		$2,500,000
PR-P.5	Linear park	Introduce a Linear Park between H St. and the Union Pacific railroad tracks on the blocks south of Kern St. and north of Fresno St., including a Class 1 trail running throughout the linear park.	PARCS / Public Works	long-term	Funding availability	$15,000,000
PR-P.6	Chinatown Park	Introduce a civic park in Chinatown, centered on Mariposa Street, between E Street and F Street.	PARCS	long-term	Funding availability	$5,000,000

● Full or significant funding possible

⊖ Partial funding possible or funding source designated for certain uses

○ Funding unlikely or uncertain

Potential Funding and Financial Sources													
Assessment Districts	Benefit Assessment District		⊖	●	●			●	●	●	●	●	●
	Business Improvement District (BID)		○	○	○			⊖	○	○	○	○	○
	Landscaping and Lighting District		○	⊖	⊖			⊖	⊖	⊖	⊖	⊖	⊖
	Mello Roos / Community Facilities District		⊖	●	●			●	●	●	●	●	●
	Parking Assessment District		○	○	⊖			○	○	○	○	○	○
	Property-Based Improvement District (PBID)		○	⊖	⊖			⊖	○	○	⊖	○	○
City Funding / Financing	City General Fund		⊖	⊖	⊖			⊖	⊖	⊖	⊖	⊖	⊖
	Infrastructure Financing District		⊖	●	●			●	●	●	●	●	●
	Revenue Bonds		○	○	○			○	○	○	○	○	○
	User Fees / Rates		⊖	○	○			○	○	○	○	○	○
Private Contributions / Investment	Development Impact Fees / Exactions		○	⊖	⊖			⊖	⊖	⊖	⊖	⊖	⊖
	Developer Financed Public Improvements		○	⊖	⊖			⊖	⊖	⊖	⊖	⊖	⊖
	Non-Profit Capital Campaign		○	○	⊖			⊖	⊖	⊖	⊖	⊖	⊖
	Private equity investment		○	○	○			○	○	○	○	○	○
	Public Private Partnership		○	○	○			○	○	○	○	○	○
Other Government Sources	Community Development Block Grants		⊖	○	⊖			○	⊖	⊖	⊖	⊖	⊖
	High-Speed Rail Authority		○	○	○			○	○	⊖	○	○	○
	Local Transportation Fund		⊖	⊖	○			⊖	○	○	○	○	○
	Proposition 1C Funds		○	○	○			○	○	○	○	○	○
	Proposition 50 Funds		○	○	○			○	○	○	○	○	○
	Proposition 84 Funds		○	○	⊖			○	○	○	⊖	⊖	⊖
	Regional Sales Tax		⊖	⊖	○			⊖	○	○	○	○	○
	State Revolving Loan Fund		○	○	○			○	○	○	○	○	○
	Other State and Federal Water and Energy Grants		○	○	○			○	○	○	○	○	○
	Federal Transportation Funds			●									

Table 11.6A - Public Realm Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
PR-P.7	Civic Mall	Improve the axis, enhance pedestrian safety and comfort, and reinforce the pedestrian and vehicular connection between City Hall and the County Courthouse.	Public Works	long-term	Funding availability	See 11.7 Transportation
		PR-P.6.1 Introduce vehicular traffic lanes between M St. and P St.				
		PR-P.6.2 Add a landscaped center median between M St. and P St.				
		PR-P.6.3 Plant street trees on both sides of Mariposa St. and within the center median.				
		PR-P.6.4 Add pedestrian-scaled lighting.				
		PR-P.6.5 Introduce street furniture.				
		PR-P.6.6 Install crosswalks at all intersections.				
PR-P.8	Utilize Existing Banner Poles and Install new Banner Poles in Prominent Locations	Utilize existing banner poles and install new over-street banner poles in the following mid-block locations: • Fresno St. between Van Ness Ave. and H St.; • Tulare St. between Van Ness Ave. and H Street; • Fulton Street between Tuolumne St. and Stanislaus St.; and • Van Ness Ave. between Stanislaus St. and Inyo St.		short-term		$1,000,000

Potential Funding and Financial Sources									
Assessment Districts	Benefit Assessment District		●	●	●	●	●	●	
	Business Improvement District (BID)		○	⊖	⊖	⊖	○	○	
	Landscaping and Lighting District		○	⊖	⊖	⊖	○	○	
	Mello Roos / Community Facilities District		●	●	●	●	●	●	
	Parking Assessment District		○	○	○	○	○	○	
	Property-Based Improvement District (PBID)		⊖	⊖	⊖	⊖	⊖	⊖	
City Funding / Financing	City General Fund		⊖	⊖	⊖	⊖	⊖	⊖	
	Infrastructure Financing District		●	●	●	●	●	●	
	Revenue Bonds		○	○	○	○	○	○	
	User Fees / Rates		○	○	○	○	○	○	
Private Contributions / Investment	Development Impact Fees / Exactions		⊖	⊖	⊖	⊖	⊖	⊖	
	Developer Financed Public Improvements		⊖	⊖	⊖	⊖	⊖	⊖	
	Non-Profit Capital Campaign		○	⊖	⊖	⊖	○	○	
	Private equity investment		○	○	○	○	○	○	
	Public Private Partnership		○	○	○	○	○	○	
Other Government Sources	Community Development Block Grants		○	○	○	○	○	○	
	High-Speed Rail Authority		○	○	○	○	○	○	
	Local Transportation Fund		⊖	○	○	○	⊖	⊖	
	Proposition 1C Funds		○	○	○	○	○	○	
	Proposition 50 Funds		○	○	○	○	○	○	
	Proposition 84 Funds		○	○	○	○	○	○	
	Regional Sales Tax		⊖	○	○	○	⊖	⊖	
	State Revolving Loan Fund		○	○	○	○	○	○	
	Other State and Federal Water and Energy Grants		○	○	○	○	○	○	
	Federal Transportation Funds								

11.6 PUBLIC REALM (continued)

Table 11.6B - Public Realm Actions and Programs

Action/ Program	Action/Program Name	Action/Program Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
PR-A.1	Public Realm Management and Maintenance	Adopt and fund a management regimen and maintenance program for the public realm upon adoption of the Plan.	Public Works	short-term		tbd
PR-A.2	Develop Wayfinding Program	Develop a wayfinding and signage master plan for Downtown and install the highest priority signage as funding allows, including numbering, naming, or labeling each parking lot and/or garage in a common way that is user-friendly.	DARM	short-term		$3,000,000
PR-A.3	Create List of Landscape Features that Block Views and Access into Parks	Create a detailed list of planting and other landscape features that block views and access into parks from surrounding streets and sidewalks and generate a priority list for removal. As funding allows, remove these plantings and landscaping and replace with new landscaping that enhances views and access.	PARCS	short-term		tbd
PR-A.4	Institute a new parks management program.	Create a program for the acquisition of land for new parks within the Specific Plan area, including the Railroad Linear Park, and the construction of new parks, such as the Densmore Skate Park. Funds for purchasing the land could come from assessment districts, in-lieu fees paid by developers, or Federal or State funding. The program should also identify funds for maintaining the new parks.	DARM/PARCS	short- to mid-term		not applicable

- ● Full or significant funding possible
- ⊖ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

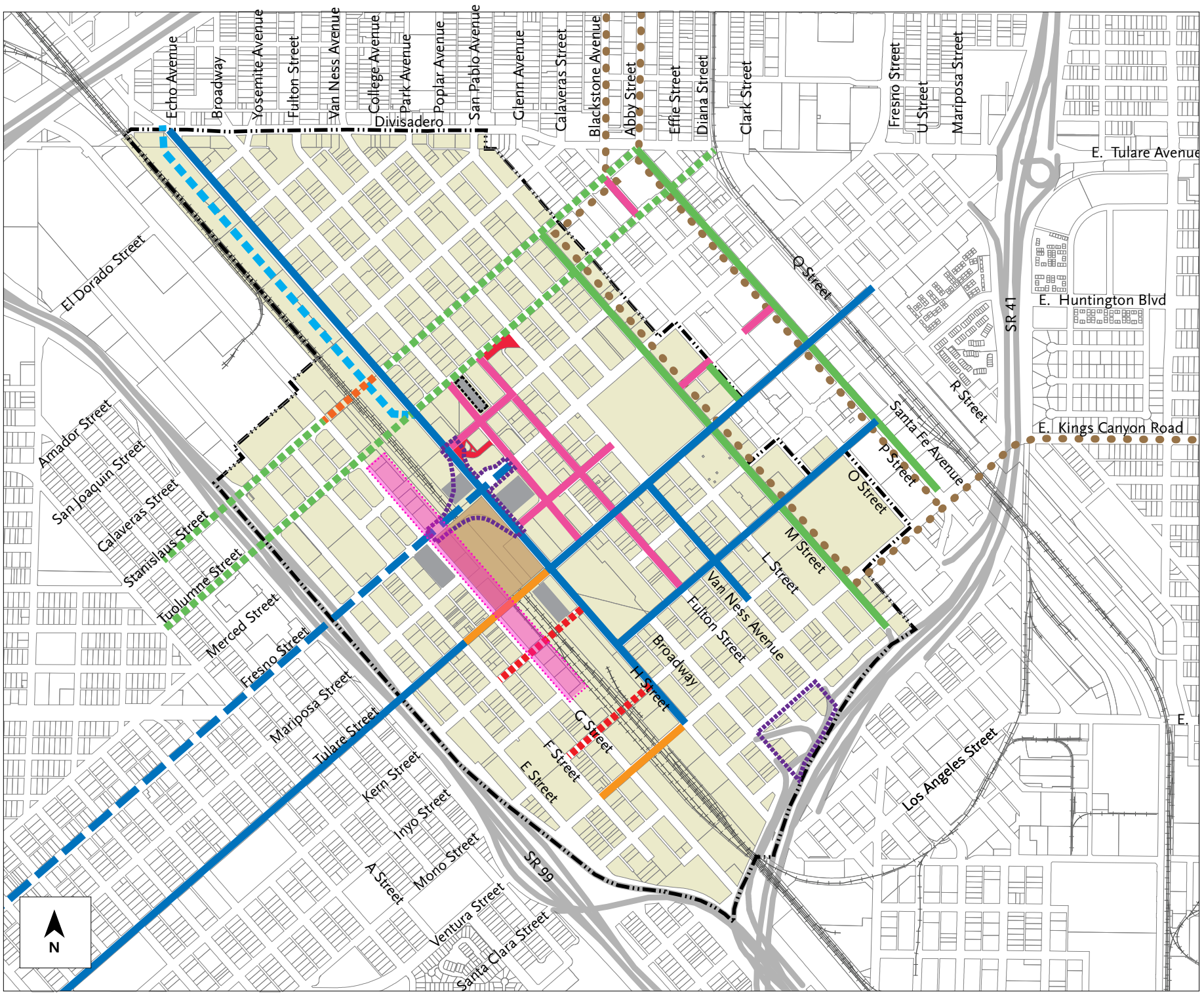
11.7 TRANSPORTATION

To implement the Plan's Downtown transportation network for all modes, a series of actions and improvements has been identified. These actions and improvements complement the proposed vision and would enhance the transportation experience for all Downtown users. This set of actions and improvements concentrates major investments in locations that have the greatest chance of catalyzing private investment. The use of large public investment in infrastructure is not envisioned as part of the strategy. The concept is that private investment would be coupled with public funds to facilitate economic development. To that end, the strategy has been developed to be a series of small investments that would be constructed as development or redevelopment occurs on a particular street or in a neighborhood. Improvements would be constructed in conjunction with development and not be used as the catalyst for economic development.

The actions and improvements have been organized into short-, mid-, and long- term priorities. A majority of the short-term improvements are focused on pedestrian, bicycle, or streetscape projects. **Table 11.7A** presents the list of priority improvements. The list is not intended to be a rigid set of priorities. As development or redevelopment opportunities present themselves, projects should be constructed to complement the development project, even if the project is in the mid- or long-term section of the list.

It should also be noted that additional projects that are identified in the Environmental review Document (EIR), such as freeway on-ramp and off-ramp improvements are not listed in this chapter.

Figure 11.7A - Transportation Projects



Key

- Reconstruct as Complete Street
- Reconstruct as Complete Street with median
- Class I "Downtown Rail Trail"
- One-way to two-way conversion
- One-way to two-way conversion if HSR Station is built (Tuolumne Street and Stanislaus Street).
- Remove Stanislaus Street overpass if HSR Station is built.
- Introduce new grade-separated crossing.
- Permanently remove existing at-grade railroad crossings.
- Reconnect the street grid
- Road removal
- Interchange reconstruction (H Street Interchange and SR 41 southbound on-ramp)
- Bus Rapid Transit route
- Proposed HSR station
- Intermodal Transit Center
- New HSR-serving parking garage
- New public parking garage

11.7 TRANSPORTATION (continued)

Table 11.7A - Transportation Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-P.1	Road Diet and Bike Lanes	Implement road diets throughout Downtown. Road diets include a variety of techniques to reduce the space for vehicles and slow traffic. Such techniques include adding bike lanes, adding diagonal parking, widening sidewalks and adding medians. Road diets could be applied to streets that have excess vehicular capacity.				
		T-P.1.1 Stanislaus St. (Divisadero St. to B St.).	Public Works	near-term	Funding availability for street resurfacing	$ 3,500,000
		T-P.1.2 Tuolumne St. (Divisadero St. to A St.).	Public Works	near-term	Funding availability for street resurfacing	$ 3,750,000
		T-P.1.3 Van Ness Ave. (Ventura St. to Tulare St.)	Public Works	near-term	Funding availability for street resurfacing	$ 3,750,000
		T-P.1.4 Inyo St. (H St. to P St.)	Public Works	near-term	Funding availability for street resurfacing	$ 800,000
		T-P.1.5 Van Ness Ave. (Mono St. to Tulare St.)	Public Works	near-term	Funding availability for street resurfacing	$ 800,000
		T-P.1.6 Blackstone Ave./O St. (Belmont Ave. to Stanislaus St.).	Public Works	mid-term	Funding availability for street resurfacing	$400,000
		T-P.1.7 Abby St./P St. (Belmont Ave. to Divisadero St.).	Public Works	mid-term	Funding availability for street resurfacing	$400,000
	Bike Lanes	**T-P.1.5** Install bike lanes in accordance with the adopted street typologies as called for in the Specific Plan.	Public Works	near-term	Funding availability for street resurfacing	$1,000,000
		T-P.1.6 Class I Downtown Rail Trail.	Public Works	long-term	See PR-P.5 (Railroad Linear Park)	See PR-P.5 (Railroad Linear Park)
T-P.2	Major Streetscape and Bike Lanes	Widen sidewalks, introduce corner bulbouts, introduce lighting and landscape, and implement facade improvements in accordance with the adopted street typologies as called for in the Specific Plan.	Public Works	mid-term	Funding availability	$5,000,000

- ● Full or significant funding possible
- ɵ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																							
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources								
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.7 TRANSPORTATION (continued)

Table 11.7A - Transportation Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-P.3	One-Way to Two-Way Conversion	Convert the identified one-way streets back to two-way streets in order to enhance economic development within the Plan Area, slow traffic, and facilitate navigation. The streets listed below and shown in **Figure 11-7A** should be prioritized for re-converting one-way to two-way streets.				
		T-P.3.1 N St. (Mariposa St. to Tulare St.).	Public Works	near-term	Funding availability – economic development trigger	$900,000
		T-P.3.2 P St. (Ventura St. to Divisadero St.).	Public Works	mid-term	Funding availability – economic development trigger	$2,500,000
		T-P.3.3 M St. (Stanislaus St. to Fresno St.) - and major streetscape.	Public Works	mid-term	Funding availability – economic development trigger	$2,500,000
		T-P.3.4 M St. (Fresno St. to SR 41).	Public Works	long-term	Funding availability – economic development trigger	$3,000,000
		T-P.3.5 Stanislaus (B Street to Divisadero).	Public Works	mid-term	Funding availability – HSR and/or economic development trigger	$3,000,000
		T-P.3.6 Tuolumne (A Street to P Street).	Public Works	long-term	Funding availability – HSR and/or economic development trigger	$3,000,000
T-P.4	Reconnect Street Grid	Throughout the Downtown Neighborhoods, physically reconnect the street grid by adding new streets or making pedestrian through-connections. The streets listed below and shown in **Figure 11-7A** should be prioritized for physical improvements:				
		T-P.4.1 Work with the Cesar Chavez Education Center to reopen O St. between Divisadero St. and Stanislaus St. as a low-speed, two-lane street. Opening up O St. is contingent upon identifying creative solutions for reducing the parking load and/or finding an alternative parking location.	Fresno Unified School District and City of Fresno	near-term	Agreement by school district	$2,500,000
		T-P.4.2 Mariposa St. between M St. and N St., and between O St. and P St.	Public Works			$1,440,000
		T-P.4.3 Fulton St. between Inyo St. and Tuolumne St.	Public Works			tbd
		T-P.4.4 Merced St. between Broadway St. and Van Ness Ave., with a possible extension to H St.	Public Works			tbd

● Full or significant funding possible

◍ Partial funding possible or funding source designated for certain uses

○ Funding unlikely or uncertain

Potential Funding and Financial Sources													
Assessment Districts	Benefit Assessment District	●	●	●	●		●	●	●	●	●	●	●
	Business Improvement District (BID)	○	○	○	○		○	○	○	○	○	○	○
	Landscaping and Lighting District	○	○	○	○		○	○	○	○	○	○	○
	Mello Roos / Community Facilities District	●	●	●	●		●	●	●	●	●	●	●
	Parking Assessment District	○	○	○	○		○	○	○	○	○	○	○
	Property-Based Improvement District (PBID)	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
City Funding / Financing	City General Fund	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
	Infrastructure Financing District	●	●	●	●		●	●	●	●	●	●	●
	Revenue Bonds	○	○	○	○		○	○	○	○	○	○	○
	User Fees / Rates	○	○	○	○		○	○	○	○	○	○	○
Private Contributions / Investment	Development Impact Fees / Exactions	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
	Developer Financed Public Improvements	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
	Non-Profit Capital Campaign	○	○	○	○		○	○	○	○	○	○	○
	Private equity investment	○	○	○	○		○	○	○	○	○	○	○
	Public Private Partnership	○	○	○	○		○	○	○	○	○	○	○
Other Government Sources	Community Development Block Grants	○	○	○	○		○	○	○	○	○	○	○
	High-Speed Rail Authority	○	○	○	○		○	○	○	○	○	○	○
	Local Transportation Fund	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
	Proposition 1C Funds	○	○	○	○		○	○	○	○	○	○	○
	Proposition 50 Funds	○	○	○	○		○	○	○	○	○	○	○
	Proposition 84 Funds	○	○	○	○		○	○	○	○	○	○	○
	Regional Sales Tax	◍	◍	◍	◍		◍	◍	◍	◍	◍	◍	◍
	State Revolving Loan Fund	○	○	○	○		○	○	○	○	○	○	○
	Other State and Federal Water and Energy Grants	○	○	○	○		○	○	○	○	○	○	○
	Federal Transportation Funds												

11.7 TRANSPORTATION (continued)

Table 11.7A - Transportation Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-P.4 (cont.)	Reconnect Street Grid	**T-P.4.5** Mariposa St. between Broadway St. and Van Ness Ave.	Public Works			tbd
		T-P.4.6 Kern Street between Fulton Street and Van Ness Avenue.	Public Works			tbd
		T-P.4.7 Broadway Street between Tuolumne Street and Tulare Street.	Public Works			$2,100,000
T-P.5	Street Stabilization	Conduct targeted investment in maintenance, sidewalk completion, introduction of center medians, and the introduction of street trees on the following streets:				
		T-P.5.1 Fresno St. (SR 99 to Broadway St.).	Public Works	mid-term	Street resurfacing	$400,000
T-P.6	Reconstruct H Street interchange to at-grade	Fresno St. (G St. to Broadway St.).	Public Works	long-term	Funding availability – economic development trigger, paid for by increased land value	$2,000,000
T-P.7	Reconstruct SR 41 on-ramp configuration	Demolish SR 41 southbound on-ramp from Broadway St. and configure a new southbound on-ramp from Van Ness Ave.	Public Works	long-term		$7,000,000
T-P.8	Bus Rapid Transit	Construct rapid bus transit routes on:				
		T-P.7.1 Blackstone Ave./O St. (Fresno St. to Abby St.).	FAX	near-term	Full funding	
		T-P.7.2 Abby St./P St. (Fresno St. to Blackstone Ave.).	FAX	near-term	Full funding	
T-P.9	Relocate Downtown Transit Station	Relocate Downtown Transit Station and reconstruct Courthouse Park frontage (see **Section 11.6**).	FAX	mid-term	Funding availability	
T-P.10	High-Speed Rail Station	Implement the development of the proposed HSR station in Downtown Fresno.	State High-Speed Rail Authority	mid-term	Funded	
T-P.11	Implement the parking strategy for the Fulton Corridor and HSR	Implement the parking strategy for the Plan Area surrounding the Fulton Corridor and the proposed High-Speed Rail station area as shown in Figure 8.5A by constructing Park-Once garages at the following locations:				
		T-P.11.1 Half-block bounded by the alley and Broadway St., Fulton St., and Merced St.		mid-term		
		T-P.11.2 Site on the southwest corner of Fresno St. and H St.		mid-term		
		T-P.11.3 Site on the southwest corner of Fresno St. and H St.		mid-term		

- ● Full or significant funding possible
- θ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.7 TRANSPORTATION (continued)

Table 11.7A - Transportation Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-P.12 (cont.)	Implement the parking strategy for the Fulton Corridor and HST	**T-P.12.4** Site on the northwest corner of Fresno St. and H St.		mid-term		
		T-P.12.5 Half-block bounded by the alley and Fresno St., G St., and Mariposa St.		long-term		
		T-P.12.6 Half-block bounded by the alley and Mariposa St., G St., and Tulare St.		long-term		
		T-P.12.7 Block bounded by the Union Pacific railroad, Tulare St., H St., and Kern St.		long-term		
T-P.15	Install remaining master-planned traffic signals and upgrade traffic signals where necessary to serve the FCSP area	Install remaining master-planned traffic signals serving the FCSP area.	Public Works	long-term		$10,000,000
T-P.16	Improve Downtown storm drainage systems to facilitiate mixed-use ground floor retail uses and reduce on-street retention of storm water.	Improve Downtown storm drainage systems to facilitiate mixed-use ground floor retail uses and reduce on-street retention of storm water.	Public Works	long-term		$5,000,000

- ● Full or significant funding possible
- ⊖ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investment					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

11.7 TRANSPORTATION (continued)

Table 11.7B - Transportation Actions and Programs

Action/ Program	Action/Program Name	Action/Program Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-A.1		Adopt parking policy reforms.	City Council, parking authority	near-term		
T-A.2		Adjust transportation performance measures and adopt new CEQA significance.	City Council, Public Works, Downtown and Community Economic Revitalization	near-term		
T-A.3	Upgrade traffic signal control equipment and Install Opticom systems	Upgrade traffic signal control equipment, interconnect traffics signals, connect all signals to a traffic operations center, and install emergency vehicle traffic signal interruption systems (Opticom) at all existing and new traffic signal controlled intersections.				$6,000,000
T-A.4	Provide transit vehicles	Provide transit vehicles with queue jumping and other transit priority capabilities.				TBD
T-A.5	Implement a driveway management program	On commercial corridors, implement a driveway management program to consolidate the number and location of driveways.				
T-A.6	Reconstruct bus pads at major transfer locations	At major transit transfer locations reconstruct the roadway to accommodate bus pads designed for the increased load from busses.				
T-A.7	Develop a maintenance/improvement program	Develop an on-going maintenance/improvement program for major circulation routes and intersections (FLSP Implementation Action 7-2-1).				
T-A.8	Develop ITS framework	Develop Execution of an Intelligent Transportation Systems (ITS) framework, including traffic signal preemption for queue spillback, to facilitate the implementation of the LOS F policy and to ensure that vehicle queues do not extend onto the mainline freeway.				$2,500,000
T-A.9	Implement the Bicycle, Pedestrian, and Trails Master Plan / Active Transportation Plan	Implement the citywide Bicycle, Pedestrian, and Trails Master Plan / Active Transportation Plan shown in Figure 9.6A, prioritizing Downtown area facilities.				
T-A.10	Permit angled parking	Permit angled parking within South Stadium and the Mural District.				
T-A.11	Purchase parking station equipment	Purchase parking station equipment and parking ticket equipment for installation in priority areas or facilities.				
T-A.12	Establish protocols for managing parking	Establish protocols for managing parking in Downtown, including empowering the City Council to set parking availability targets for Downtown and delegating to the City Manager and the Parking Division the authority to manage parking, and empowering the Parking Division to operate public on-street spaces, off-street lots, and off-street garages as an integrated system.				

- ● Full or significant funding possible
- ɵ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investement					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.7 TRANSPORTATION (continued)

Table 11.7B - Transportation Actions and Programs

Action/ Program	Action/Program Name	Action/Program Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
T-A.13	Identify public parking facades	Identify public parking façades to be improved and generate a priority list along with cost-estimates.				
T-A.14	Generate a priority of lighting and parking wayfinding improvements	Generate a priority list, including cost estimates, of desired improvements to both lighting and parking wayfinding in order to create a better sense of place Downtown.	Parking Services Division			
T-A.15	Generate a priority of parking availability, management, and enforcement	Generate a priority list, including cost estimates, of options for the following systems and/or equipment: • Real time information about parking availability. • License Plate Recognition for parking management and enforcement.	Parking Services Division			

- ● Full or significant funding possible
- ɵ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																							
Assessment Districts						City Funding / Financing				Private Contributions / Investement					Other Government Sources								
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES

To implement the Plan's infrastructure network, a number of actions and improvements have been identified. These actions and improvements are put in place in order to accommodate the growth that is projected to occur in Downtown over the Plan's horizon.

The actions and improvements have been organized into short-, mid-, and long- term priorities. The list is not intended to be a rigid set of priorities. As development or redevelopment opportunities present themselves, projects should be constructed to complement the development project, even if the project is in the mid- or long-term section of the list.

A. DOMESTIC WATER INFRASTRUCTURE

1. **Analysis and Methodology.** The City of Fresno Urban Water Management Plan (UWMP), prepared by West Yost Associates in August of 2008, utilized land use-based demand projections to estimate future water demand. To update these demands for this specific plan analysis, Sherwood Design Engineers (SDE) has estimated the expected change in existing water use on a per-parcel basis. These changes were only calculated for underutilized parcels within the Plan area, using the land use-based demand rates shown in Table 8-4 of the UWMP. To establish the existing condition for these parcels, these rates were applied to the existing land use designations. Parcels with no existing buildings were assumed to have no water use.

   SDE then estimated future water demands for under-utilized parcels, expected to be the only parcels improved under the proposed Specific Plan (See **Figure 11.9A**), using the development program shown in **Table 6.2B**. To more accurately reflect increased intensification within each parcel, demand rates were based on gross building square footage, rather than on the land use-based rates from the UWMP. These rates were chosen to more closely reflect the urban condition of Downtown Fresno, which tends to have higher density than similar land uses elsewhere in the City. Additionally, three buildout scenarios were analyzed, based on a range of possible floor area ratios, also shown in **Table 6.2B**.

   This projected demand, shown in **Figure 11.9.A** was provided to the City of Fresno for use in the water system model.

2. **Anlaysis Results and Required Water Infrastructure Improvements.** Using the methodology described above, it was determined that average daily water demand under the proposed Specific Plan will increase from 0.7 mgd to a maximum of approximately 3.3 mgd. This level of demand would be reached under the maximum buildout condition analyzed by the economic studies performed for the Downtown area, in which the built area within the underutilized parcels increases from an existing 1.1 million square feet to 14.1 million square feet over a 25-year period.

   These per parcel demands, as well as a fire flow requirement of 3500 gpm at 20 psi residual pressure, were used by WYA in modeling of the City's Downtown water distribution system. This work was performed to identify specific deficiencies in the existing water distribution system that would prevent it from adequately serving the Plan area's anticipated growth in demand.

   In the Hydraulic Evaluation of the Proposed Fulton Corridor Plan Project, dated July 22, 2011, WYA evaluated the projected demands and fire flow requirements within the model of the City's water distribution network. Recommendations within this report include upgrades of approximately 1,400 linear feet of smaller pipes to 8" diameter pipes, the construction of approximately 7,660 linear feet of new 8" water pipe, and an additional 1.5 MG of storage. The identified site of the previously planned 3 MG Downtown tank is assumed to be able to accommodate this additional storage. The results of this modeling are shown in **Figure 11.9B**.

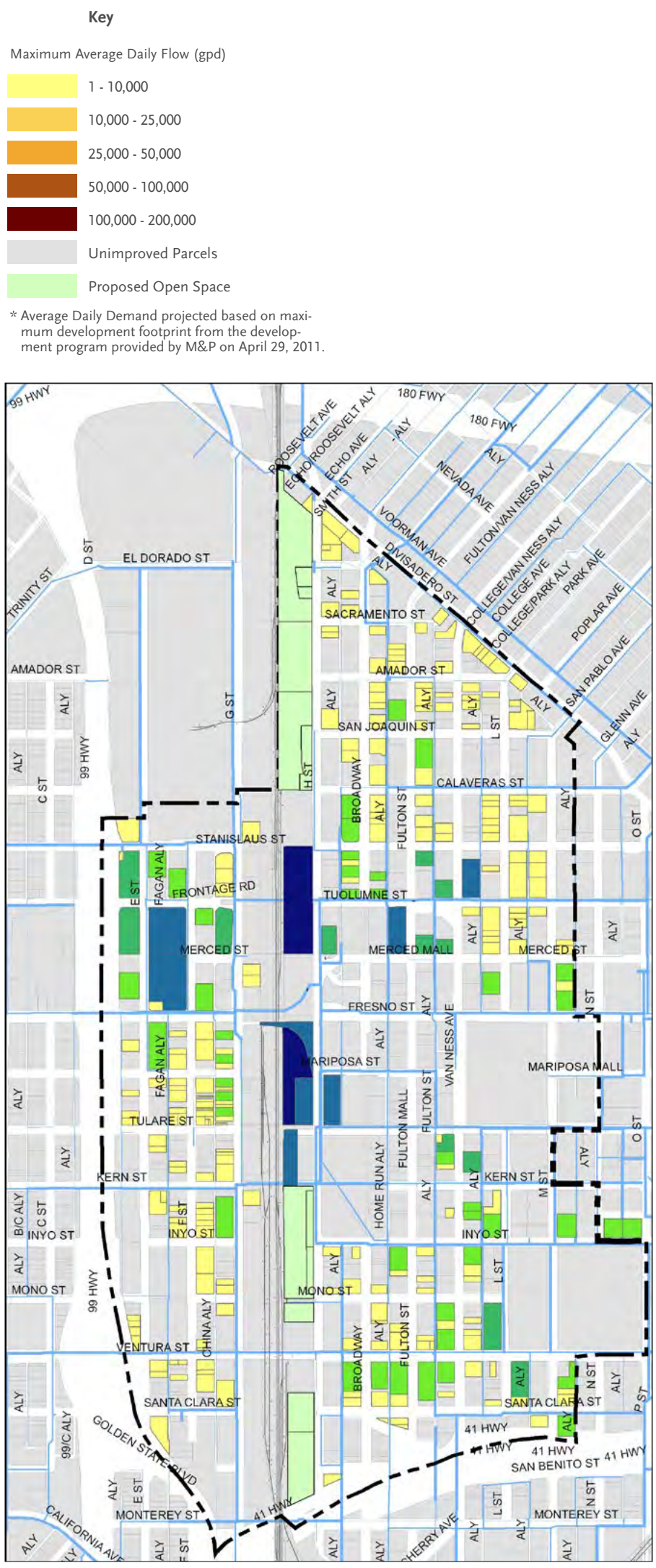


Figure 11.9A - Existing Water Infrastructure and Projected Demand

* Average Daily Demand projected based on maximum development footprint from the development program provided by M&P on April 29, 2011.

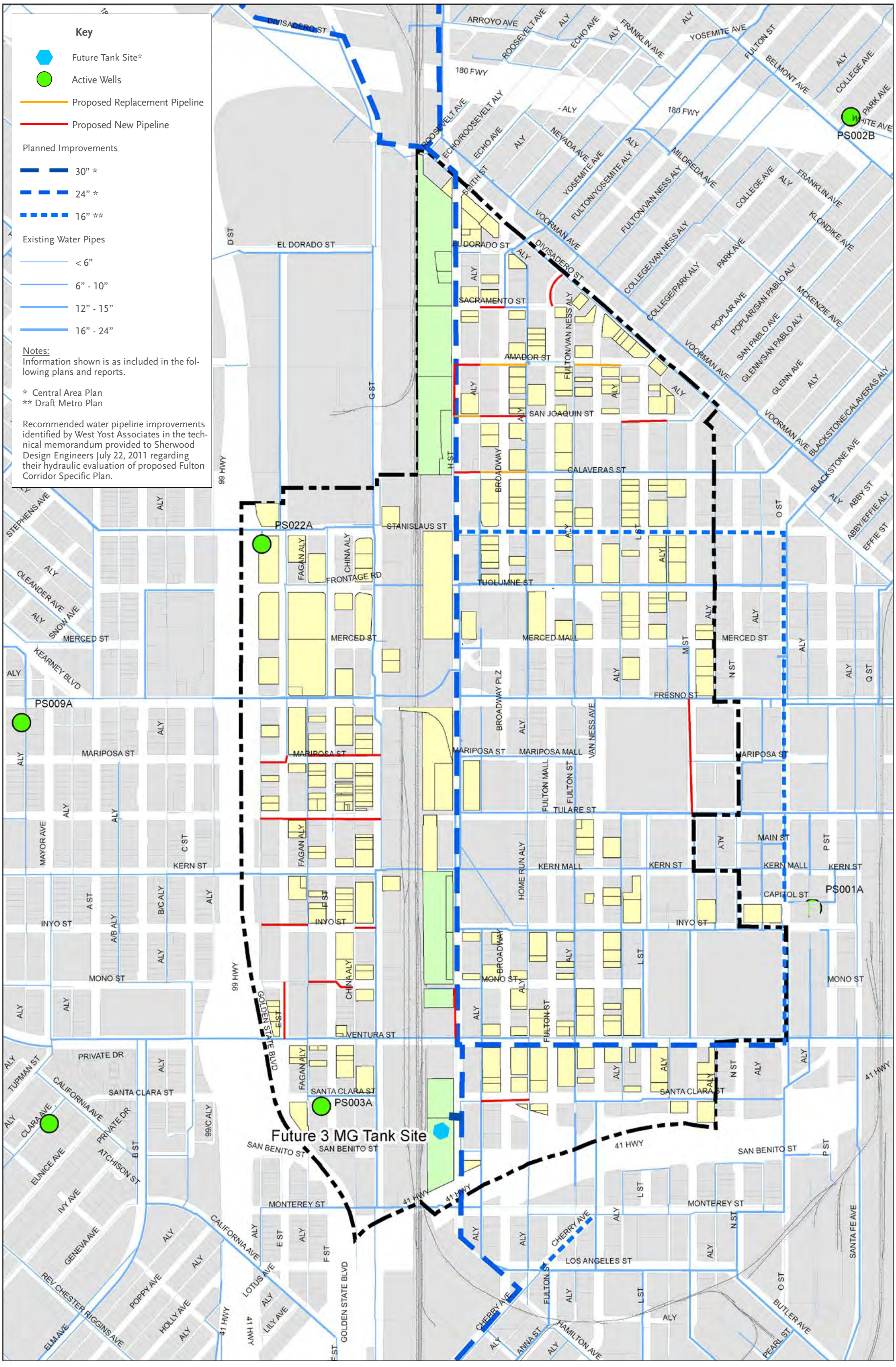


Figure 11.9B - Water Infrastructure & Required Water Infrastructure Improvements

11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

B. SEWER INFRASTRUCTURE

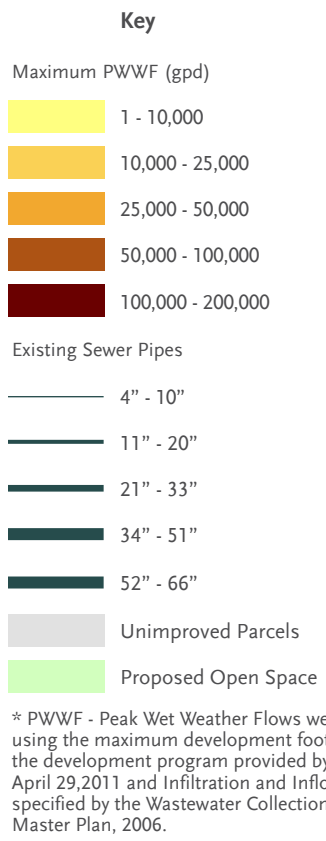
1. **Analysis and Methodology.** In order to account for the increased intensification expected within the Fulton Corridor Specific Plan area, existing and projected wastewater flows were estimated on a per-parcel basis for underutilized parcels. Existing Average Dry Weather Flows (ADWF) were calculated based on individual parcel areas and on the land use-based flow rates set forth in the Wastewater Collection System Master Plan (WCSMP). A peaking factor of 1.49 was included to calculate Peak Dry Weather Flows (PDWF), as shown in recorded flow data of the WCSMP. An Infiltration and Inflow (I/I) value of 500 gpd/ac was added to the PDWF to calculate the Peak Wet Weather Flow (PWWF). This value is the rate specified for existing development in the WCSMP.

   To calculate projected wastewater flows, Sherwood Design Engineers used the per capita generation rate established by the WCSMP, but applied it to the expected built area of each parcel, since rates based strictly on land use designations would not account for the higher densities expected within the Downtown area. These built areas were presented in the Specific Plan development program for three different development conditions; a minimum buildout, a median buildout, and a maximum buildout (see **Table 6.2B**). Dry weather flows were calculated for each of these conditions, and I/I was added at the rate of 1,500 gpd/ac (as specified by the WCSMP for new development) to arrive at a peak flow rate. This is a conservative value that will likely be able to be adjusted in the future, as ongoing investigations in the existing sewer system in the Downtown area will determine more accurate I/I values.

   These projected flow rates, shown in **Figure 11.9C**, were provided to the City of Fresno for use in their wastewater system model.

2. **Anlaysis Results and Required Sewer Infrastructure Improvements.** Peak Wet Weather Flows within the Plan area increased from the estimated existing flow of to 1.6 MGD to 4.9 MGD under the maximum buildout condition, an increase of almost 3.3 MGD per day. This large increase is somewhat attributable to the higher I/I rate, but is mainly the result of the increased population associated with a high rate of densification throughout the Plan area. It is expected these higher flows may require some modification of the WCSMP-recommended projects within the Plan area, to either add new capacity where a shortfall had not previously been identified, or to provide additional capacity on individual lines already found to be deficient.

   In the *Sewer Capacity Study of Fulton Corridor Specific Plan Project Area*, dated July 2011, the City of Fresno Department of Public Utilities evaluated the existing sewer system to determine where capacity issues would arise based on development occurring in this Specific Plan over a 25-year period. The model identified 5 runs of pipe that would need to be upsized in order to ensure adequate capacity to serve the projected sewer demands. Projected pipe sizes range from 10” to 30”. The results of this modeling are shown in **Figure 11.9D**.



* PWWF - Peak Wet Weather Flows were projected using the maximum development footprint from the development program provided by M&P on April 29,2011 and Infiltration and Inflow (I/I) as specified by the Wastewater Collection System Master Plan, 2006.

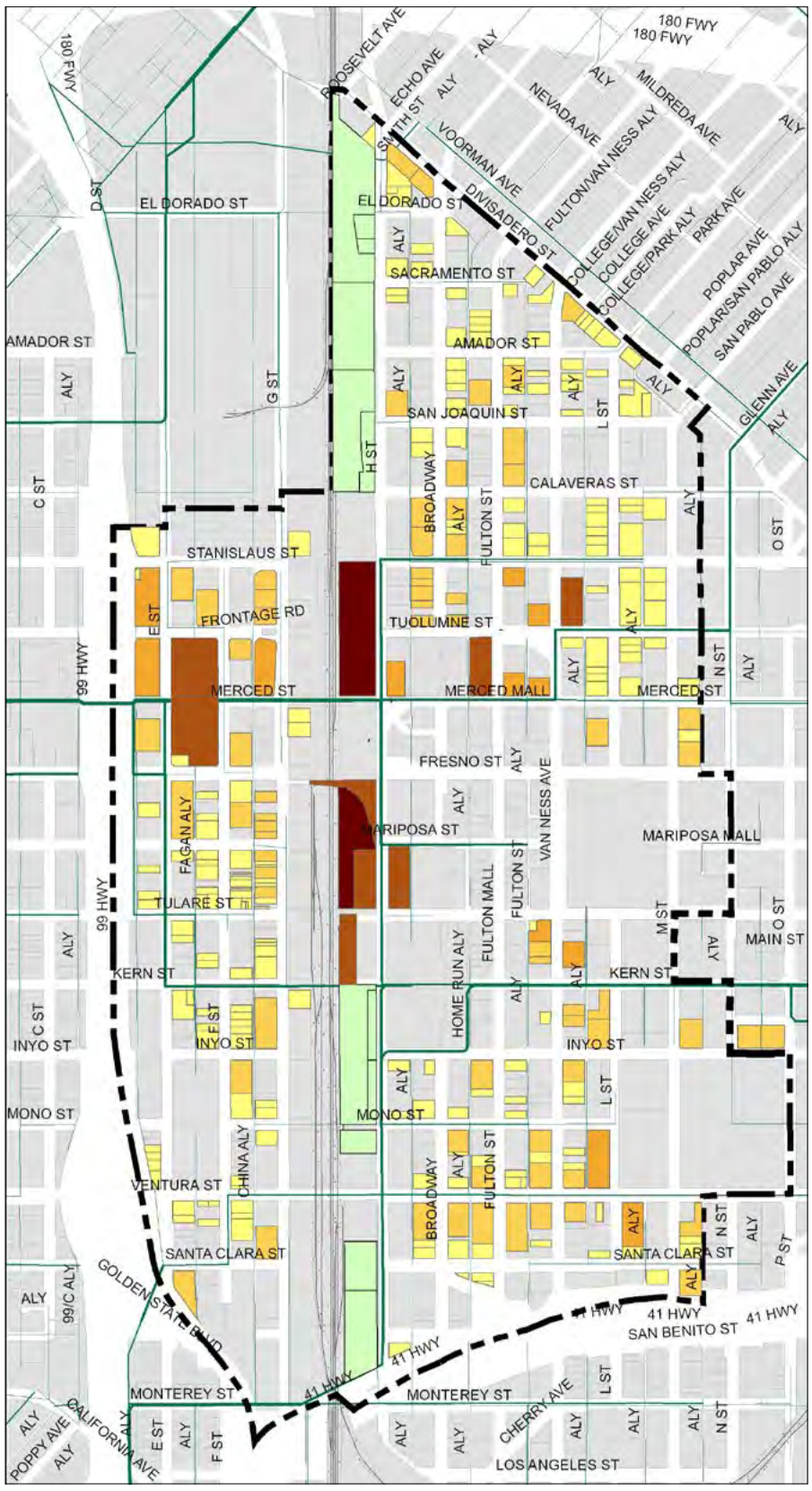


Figure 11.9C - **Existing Sewer Infrastructure and Projected Demand**

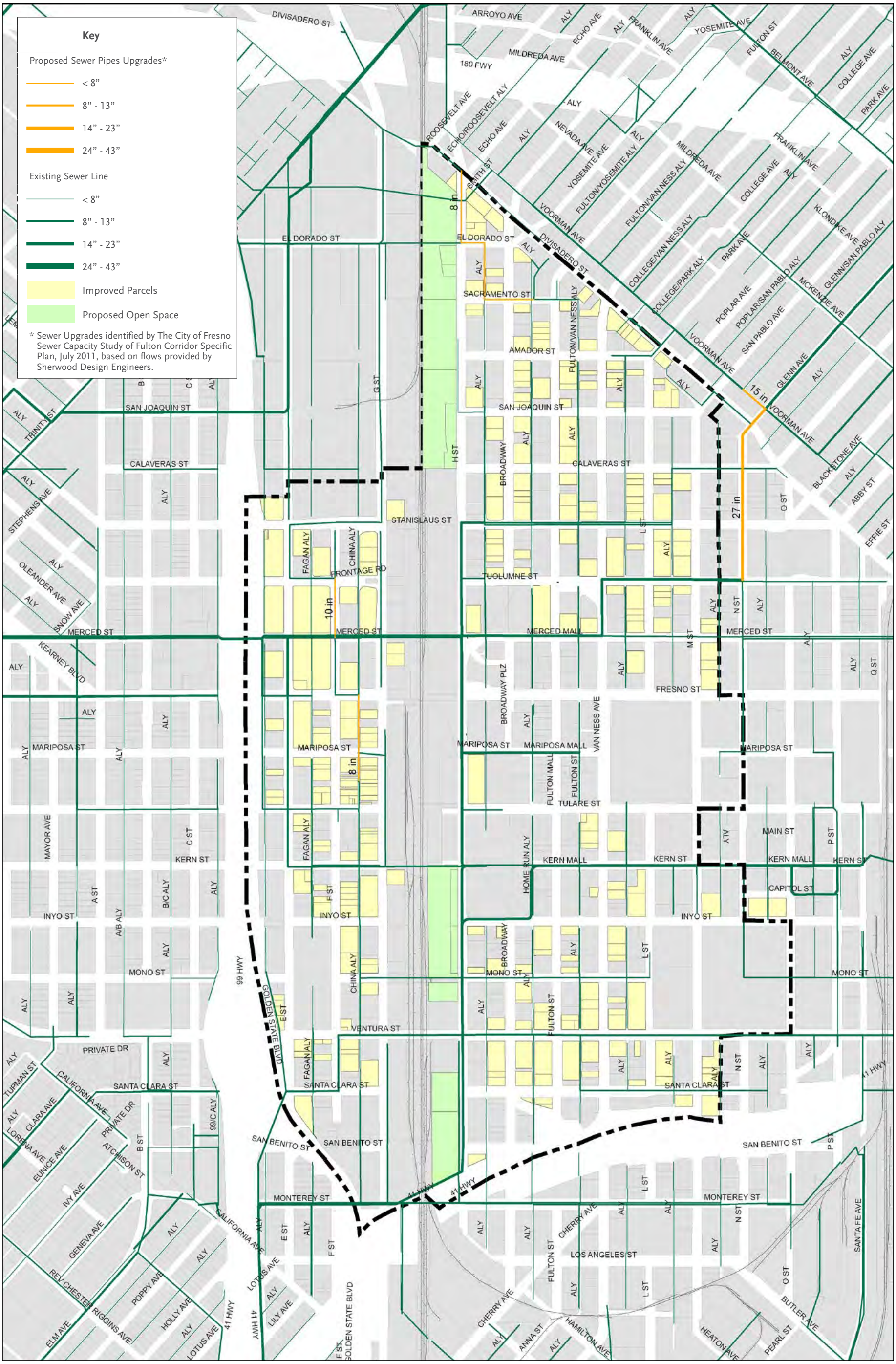


Figure 11.9D - Existing Sewer Infrastructure and Required Sewer Infrastructure Improvements

11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

C. RECYCLED WATER INFRASTRUCTURE

1. **Anlaysis Results and Required Recycled Water Infrastructure Improvements.** There are several areas with demands for landscape irrigation within the Plan area. The RWMP has identified several opportunity sites within the area, including schools, other city-owned parcels, and parks proposed as part of the open space plan. Other opportunity sites include streets identified in the Landscape for Streets Plan, shown on **Figure 11.4A**. These streets are proposed to have street trees and plantings. Irrigation for these plantings can be accounted for with recycled water by connecting to the recycled water main proposed as part of the RWMP, as well as connecting to a packaged recycled water plant at Eaton Plaza. Such a plant would reduce the flows to the RWRF, potentially offsetting the increased flows caused by the densification of Downtown. Also, a packaged plant Downtown would remove the associated pumping costs to transport the flow that would be removed from the city wastewater system.

D. UTILITY SYNERGIES

1. **Analysis Results.** Given the large number of projects that will occur in the Downtown area to support this Plan, it will be important to identify synergies between projects to minimize the disturbance to residents as well as to realize maximum cost savings to the City through project scheduling. For instance, the recycled water infrastructure recommended in Section C corresponds to streetscape improvement projects that will be causing work within the public right-of-way. Locating distribution pipes in these streets and coordinating installation with the streetscape improvement work will reduce the costs of construction. Similarly, recycled water lines are shown to coincide with the planned water improvements along Stanislaus Street, O Street, and Ventura Street, providing savings by simplifying mobilization and traffic control. Additionally, water and sewer models both showed improvements that would need to occur off H Street in the Mural District.

2. **Information Services.** The Information Services Department has developed the City's Fiber Master Plan in conjunction with the Fresno Intelligent Transportation Systems Master Plan (PW 625), a fiber-optic plan for the entire City. The development of the Fulton Corridor Specific Plan will provide lower cost opportunities to install fiber as part of major road and sidewalk construction. Installation of the fiber will increase access to technology such as video policing, wireless access, and web cams to promote events in the area. The Information Services Department will work closely with the plan to take full advantage of all opportunities to install the fiber.

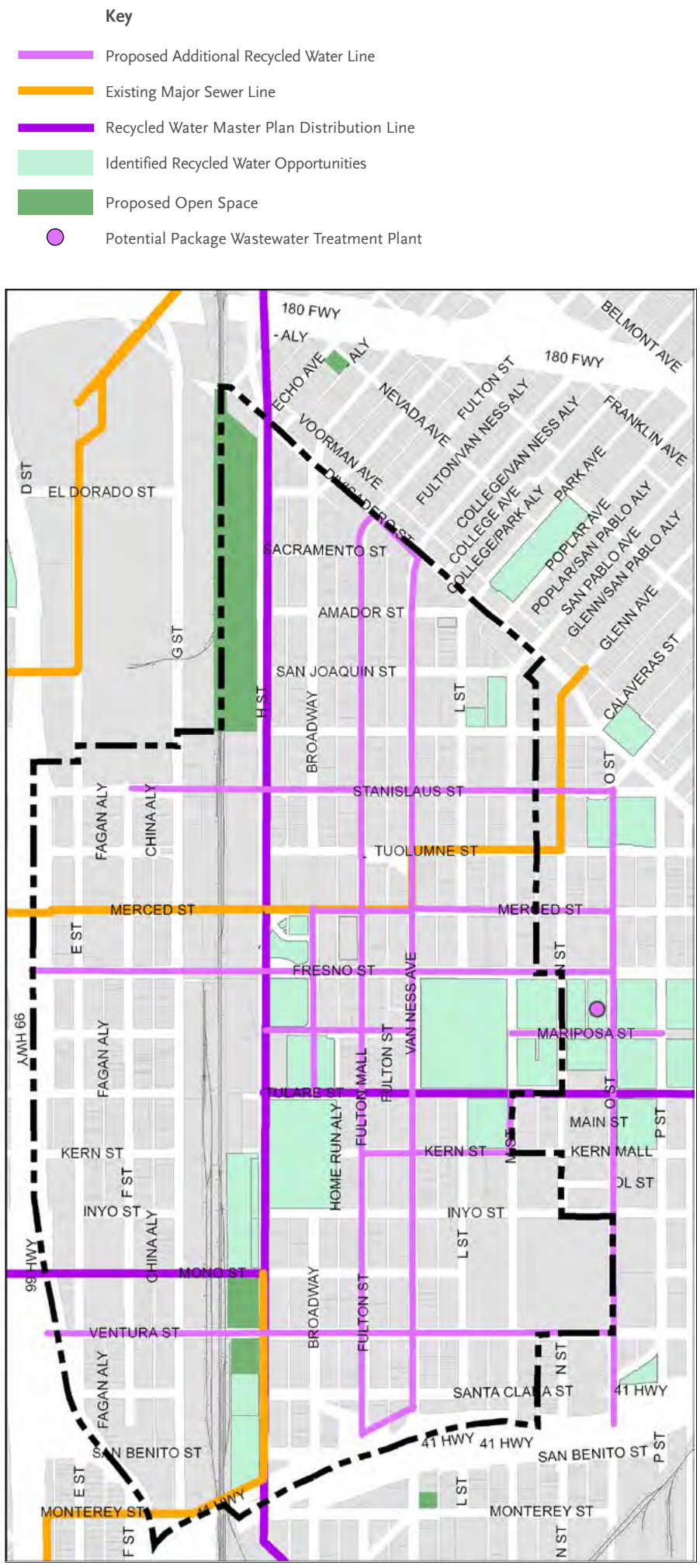


Figure 11.9E - Existing Recycled Water Infrastructure and Opportunities

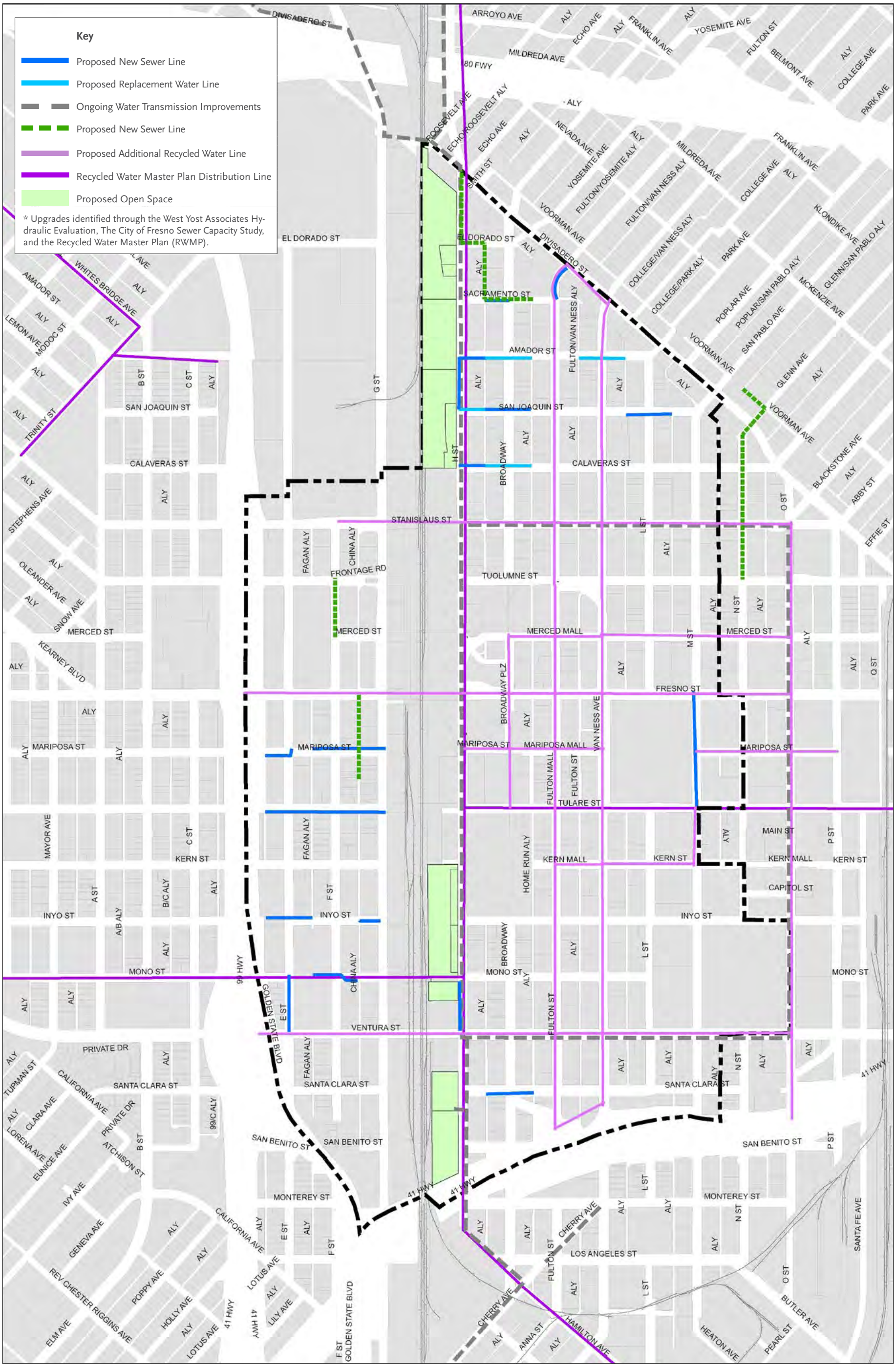


Figure 11.9F - Recommended Utility Improvement Synergies

11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

Table 11.8A - Sustainability, Infrastructure, and Resources Projects

Project	Project Name	Project Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
SIR-P.1	Regional Transmission Improvements	Design and construct the improvements to the Regional Transmission Mains and Transmission Grid Mains based on the recommendations made in the MWRMP.	Public Utilities	near-term		$3,407,000
		SIR-P.2.1 Install 2,780 LF of 24" Regional Transmission Main in Ventura St.	Public Utilities	near-term		$1,259,000
		SIR-P.2.2 Install 4,380 LF of 16" Regional Transmission Main in O St.	Public Utilities	near-term		$1,314,000
		SIR-P.2.3 Install 2,780 LF of 16" Regional Transmission Main in Stanislaus St.	Public Utilities	near-term		$834,000
SIR-P.2	Projected Water Distribution Modernization	Replace water mains installed before 1950 to improve water service and ensure functionality of distribution system for the duration of the Specific Plan.	Public Utilities	ongoing		$9,581,000
SIR-P.3	Projected Water Distribution Modernization	Replace water mains installed between 1950 and 1965 to improve water service and ensure functionality of distribution system for the duration of the Specific Plan.	Public Utilities	mid-term		$8,125,000
SIR-P.4	Potential Water Distribution Capacity Improvements	Complete water pipeline improvements identified by West Yost Associates in the technical memorandum provided to SDE July 22, 2011 regarding their hydraulic evaluation of proposed Fulton Corridor Specific Plan project.				$2,625,000
		SIR-P.4.1 Install 1010 LF of water main on M St. From Tulare St. to Fresno St.	Public Utilities	near-term	Civic Center Plan Zone Improvements	$220,000
		SIR-P.4.2 Install 630 LF of water main along Mariposa St. from Fagan Alley to G St.	Public Utilities	mid-term	Development Priority Project 6 (Transit Oriented Development)	$174,000
		SIR-P.4.3 Complete 4620 LF of water main improvements in the Mural District	Public Utilities	ongoing	Development Priority Project 7 (Mural District)	$1,043,000
		SIR-P.4.4 Install 840 LF of water main along sections of H St. and Santa Clara St.	Public Utilities	ongoing	Development Priority Project 9 (South Stadium)	$193,000
		SIR-P.4.5 Install 1730 LF of water main, along sections of Inyo St., Tulare St. and Mariposa St.	Public Utilities	long-term	Development Priority Project 10 (Chinatown)	$537,000
		SIR-P.4.6 Install 390 LF of water main on San Joaquin St. from I/Van Ness Alley to I/M Alley.	Public Utilities	long-term	Development Priority Project 12 (Divisadero Triangle)	$115,000
		SIR-P.4.7. Install 1260 LF of water main on sections of Mono St., E St. and Inyo St.	Public Utilities	long-term	Chinatown Industrial District Plan Zone Improvements	$343,000

● Full or significant funding possible

⊖ Partial funding possible or funding source designated for certain uses

○ Funding unlikely or uncertain

Potential Funding and Financial Sources															
Assessment Districts															
Benefit Assessment District	⊖	⊖	⊖	⊖	●	●	●	●	●	●	●	●	●	●	●
Business Improvement District (BID)	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Landscaping and Lighting District	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Mello Roos / Community Facilities District	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Parking Assessment District	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Property-Based Improvement District (PBID)	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
City Funding / Financing															
City General Fund	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Infrastructure Financing District	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Revenue Bonds	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
User Fees / Rates	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Private Contributions / Investmnt															
Development Impact Fees / Exactions	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Developer Financed Public Improvements	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Non-Profit Capital Campaign	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Private equity investment	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Public Private Partnership	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Other Government Sources															
Community Development Block Grants	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
High-Speed Rail Authority	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Local Transportation Fund	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Proposition 1C Funds	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Proposition 50 Funds	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Proposition 84 Funds	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Regional Sales Tax	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
State Revolving Loan Fund	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Other State and Federal Water and Energy Grants	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖	⊖
Federal Transportation Funds															

11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

Table 11.8A - Sustainability, Infrastructure, and Resources Projects

Project	Project Name	Project Description		Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
SIR-P.5	Potential Sewer Capacity Improvements	Complete Sanitary Sewer improvements as identified by The City of Fresno Sewer Capacity Study of Fulton Corridor Specific Plan Project Area dated July 2011.					
		SIR.P.5.1	Upgrade 730 LF of Sanitary Sewer Pipe along sections of China Aly and 13 LF of Sanitary Sewer Pipe on sections of F St.	Public Utilities	mid-term	Development Priority Project 6 (Transit Oriented Development)	$257,000
		SIR.P.5.2	Upgrade 1720 LF of Sanitary Sewer Pipe along sections of Sacramento St., Eldorado St. and H St.	Public Utilities	ongoing	Development Priority Project 7 (Mural District)	$536,000
		SIR.P.5.3	Upgrade 250 LF of Sanitary Sewer Pipe along sections of Voorman St., and 1520 LF of Sanitary Sewer Pipe along sections of Glenn Ave. and N St.	Public Utilities	Long-term	Development Priority Project 12 (Divisadero Triangle)	$1,503,000
		SIR.P.5.4	Install 500 LF of Sanitary Sewer Pipe along sections of F St.	Public Utilities	Long-term	DTG Plan Zone Improvements	$212,000
SIR-P.6	Proposed Recycled Water Facility	Design and construct a recycled water facility adjacent to the water tower at Eaton Plaza.		Public Utilities	near-term		$8,900,000
SIR-P.7	Potential Recycled Water Improvements	Install recycled water main in coordination with streetscape improvements.					$5,042,000
		SIR-P.7.1	Install recycled water main along the Fulton Corridor.	Public Utilities	near-term	Area Streetscape Improvements	$350,000
		SIR-P.7.2	Install recycled water main on Van Ness Ave. from SR 41 to Divisadero St.	Public Utilities	near-term	Area Streetscape Improvements	$839,000
		SIR-P.7.3	Install recycled water main on Fulton St. from Tuolumne St. to Divisadero St.	Public Utilities	near-term	Area Streetscape Improvements	$339,000
		SIR-P.7.4	Install recycled water main on Fulton St. from SR 41 to Inyo St.	Public Utilities	near-term	Area Streetscape Improvements	$215,000
		SIR-P.7.5	Install recycled water main on Divisadero St. from Fulton St. to Van Ness Ave.	Public Utilities	near-term	Area Streetscape Improvements	$58,000
		SIR-P.7.6	Install recycled water main on on SR 41 from Fulton St. to Van Ness Ave.	Public Utilities	near-term	Area Streetscape Improvements	$57,000
		SIR-P.7.7	Install recycled water main on Fresno St. from SR 99 to O St.	Public Utilities	near-term	Area Streetscape Improvements	$567,000
		SIR-P.7.8	Install recycled water main on Stanislaus St. from F St. to N St.	Public Utilities	mid-term	Area Streetscape Improvements	$471,000
		SIR-P.7.9	Install recycled water main on Merced St. from Van Ness Ave. to O St.	Public Utilities	mid-term	Area Streetscape Improvements	$196,000
		SIR-P.7.10	Install recycled water main on Merced St. from Broadway to Van Ness Ave.	Public Utilities	mid-term	Area Streetscape Improvements	$96,000
		SIR-P.7.11	Install recycled water main on Kern St. from Fulton St. to Van Ness Ave.	Public Utilities	mid-term	Area Streetscape Improvements	$50,000

● Full or significant funding possible

θ Partial funding possible or funding source designated for certain uses

○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Inves-tement					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

Table 11.8A - Sustainability, Infrastructure, and Resources Projects

Project	Project Name	Project Description		Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
		SIR-P.7.12	Install recycled water main on Kern St. from Van Ness Ave. to M St.	Public Utilities	mid-term	Area Streetscape Improvements	$99,000
		SIR-P.7.13	Install recycled water main on M St. from Kern St. to Tulare St.	Public Utilities	mid-term	Area Streetscape Improvements	$61,000
		SIR-P.7.14	Install recycled water main from Ventura St. SR 99 to O St.	Public Utilities	mid-term	Area Streetscape Improvements	$552,000
		SIR-P.7.15	Install recycled water main on Broadway St. from Merced St. to Tulare St.	Public Utilities	mid-term	Area Streetscape Improvements	$180,000
		SIR-P.7.16	Install recycled water main along east Mariposa Street between M St. and P St.	Public Utilities	long-term	Area Streetscape Improvements	$147,000
		SIR-P.7.17	Install recycled water main along east Mariposa Street between H St. and Van Ness Ave.	Public Utilities	long-term	Area Streetscape Improvements	$145,000
		SIR-P.7.18	Install recycled water main on O St. from SR 41 to Stanislaus St.	Public Utilities	long-term	Area Streetscape Improvements	$620,000
SIR-P.8	Fiber-optic Infrastructure	Install fibre-optic infrastructure in conformance with the Fresno Intelligent Transportation Systems Master Plan (PW-625) as part of major road and sidewalk construction projects.		Public Works			

- ● Full or significant funding possible
- θ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Inves-tement					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds
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11.8 SUSTAINABILITY, INFRASTRUCTURE, AND RESOURCES (continued)

Table 11.8B - Sustainability, Infrastructure, and Resources Actions and Programs

Action	Action	Action Description	Responsibility	Time frame	Implementation Trigger	Cost Estimate (Preliminary for Public Draft purposes. The project parameters and project costs will continue to be refined during the Public Review Process)
SIR-A.1	Monitor City's Water and Wastewater Systems	Continue to monitor and inventory the age and function of the City's water and wastewater infrastructure systems.		ongoing		not applicable
SIR-A.2	Update City's Capital Improvement Projects	Update the City's Capital Improvement Projects to include and prioritize water infrastructure upgrades required to support development levels projected by this Specific Plan.		short-term		not applicable
SIR-A.3	Increase Water Rates	Increase water rates to facilitate the funding of water infrastructure improvements.		short-term		not applicable
SIR-A.4	Design a Downtown Recycled Water Distribution Network	Design a Downtown recycled water distribution network to be aligned with and integrated into the City's planned recycled water Transmission Grid Main system and instituted with the priority street improvements and planting plan.		short-term		not applicable
SIR-A.5	Develop Criteria for Due Diligence Agency Coordination	Develop criteria for due diligence agency coordination during the schematic design phase of each Capital Improvement Project.		short-term		not applicable
SIR-A.6	Appoint Liaison to Coordinate Agency Meetings	Appoint a liaison within the City to coordinate meetings between various agencies and utility providers.		short-term		not applicable
SIR-A.7	Align Installation of Downtown Recycled Water Distribution Network with other Projects	Align installation and construction of Downtown's recycled water distribution network with priority street improvements, large irrigation users, and planting areas projected in this Specific Plan.		mid-term		not applicable
SIR-A.8	Fund, Design, and Install a Packaged Water Facility	Fund, design, and install a packaged recycled water facility that provides tertiary treatment near the historic Water Tower at Mariposa Street and O Street. Follow the Secretary of Interior's Standards for development near a historic resource. Comply with all local, State, and Federal requirements for historical resource review.		mid-term		not applicable
SIR-A.9	Apply LID strategies	Apply the most relevant and practical type of Low Impact Development strategies when right of way improvements are made in the areas identified in **Tables 11.6B - 11.6E** and **Figures 11.6B - 11.6E**.		mid-term		not applicable

- ● Full or significant funding possible
- ɵ Partial funding possible or funding source designated for certain uses
- ○ Funding unlikely or uncertain

Potential Funding and Financial Sources																								
Assessment Districts						City Funding / Financing				Private Contributions / Investement					Other Government Sources									
Benefit Assessment District	Business Improvement District (BID)	Landscaping and Lighting District	Mello Roos / Community Facilities District	Parking Assessment District	Property-Based Improvement District (PBID)	City General Fund	Infrastructure Financing District	Revenue Bonds	User Fees / Rates	Development Impact Fees / Exactions	Developer Financed Public Improvements	Non-Profit Capital Campaign	Private equity investment	Public Private Partnership	Community Development Block Grants	High-Speed Rail Authority	Local Transportation Fund	Proposition 1C Funds	Proposition 50 Funds	Proposition 84 Funds	Regional Sales Tax	State Revolving Loan Fund	Other State and Federal Water and Energy Grants	Federal Transportation Funds

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APPENDIX A - FULTON MALL

The following appendix provides several technical analyses that were utilized by staff, consultants, community members, and elected officials during the selection of a plan for the improvement of Fulton Mall. Background information which is provided in the following pages includes detailed descriptions of all design options which were considered, probable costs for each option, an assessment of the Mall as a cultural landscape, and an economic impact analysis.

The options are shown exactly as they were presented to the Fulton Corridor Design Workshop in September of 2010 and to the Fulton Corridor Specific Plan Community Advisory Committee in October of 2011. In August of 2013 the City retained a team led by landscape architects Royston, Hanamoto, Alley & Abey (RHAA) and local civil engineers Provost & Pritchard to refine three of the options, and then from those options to create the final design of the project.

The final design that was selected, and which is under construction at the time of this writing, was a composite of the options that are shown in this Appendix. The final design is explained in detail in Chapter 4 of this plan.

1. FULTON MALL OPTIONS

A number of options were presented and discussed for the Fulton Mall. Eight options were presented to the community during the Fulton Corridor Design Workshop in late September, 2010. In response to community input, two more options – variations of two of the original eight options – were later added and presented to the Fulton Corridor Specific Plan Community Advisory Committee (FCSPCAC) on October 19, 2011. The ten options are shown below with summary descriptions. After considerable input from the public, the FCSPCAC voted from among the ten initial Fulton Mall options to recommend three that they would like to see studied in greater detail by the Environmental Impact Report prepared for this Plan. These are shown on pages A4 through A11. Finally, the City Council, in 2014, approved a plan to reintroduce vehicular traffic to the Fulton Mall. The approved design is shown in Chapter 4 (The Fulton Mall).

Option 1
Do Nothing Different

Leave the Mall in its current condition.

Option 2
Restoration and Completion

Keep the Mall pedestrian-only. Renovate the malls, including all Eckbo features (fix fountains, repair pavement, etc.). Restore existing artwork, accommodate outdoor dining, and introduce more lighting, new restrooms, and better way-finding signage.

Option 3
Restoration and Completion with Open Cross Streets

Open Merced Street, Mariposa Street, and Kern Street to vehicular traffic. Renovate the Fulton Mall, including all remaining Eckbo features (fix fountains, repair pavement, etc.) and restore existing artwork, moving it elsewhere within the Fulton Corridor where necessary (between Van Ness Avenue, Inyo Street, Broadway Street, and Tuolumne Street). Facilitate outdoor dining, introduce more lighting, new restrooms, and better way-finding signage, and revamp the Mariposa Plaza to better accommodate events (including a new stage).

APPENDIX A - FULTON MALL (continued)

Option 4A
Keep Four Center Blocks Closed

Keep the Fulton Mall between Merced Street and Kern Street and Kern Street between Fulton Street and Chukchansi Park pedestrian-only. Transform Kern Street between Van Ness Avenue and Fulton Street, all of Mariposa Street, and all of Merced Street into standard streets. Open Fulton Street's northern- and southern-most blocks to vehicular traffic along the eastern side of the right-of-way in order to preserve the two prominent water elements. Renovate the remaining Eckbo features and restore all existing artwork, moving it elsewhere within the Fulton Corridor where necessary.

Option 4B
Keep South and Center Closed

Keep the Fulton Mall between Fresno Street and Kern Street pedestrian-only. Transform Kern Street, Mariposa Street, Merced Street, and Fulton Street's two northern blocks into standard streets (alternatively, the Fulton Street blocks open to vehicular traffic could be configured according to Options 6A or 6B). Restore the remaining Eckbo features and restore existing artwork, moving it elsewhere within the Fulton Corridor where necessary. Revamp the Mariposa Plaza, facilitate outdoor dining, and introduce more lighting, new restrooms, better way-finding signage, and new streetscape and artwork in selected locations.

Option 5
Keep Center Closed

Keep the Fulton Mall between Tulare Street and Fresno Street pedestrian-only. Transform Kern Street, Merced Street, and Fulton Street's two northern and two southern blocks into standard streets (alternatively, the Fulton Street blocks open to vehicular traffic could be configured according to Options 6A or 6B). Restore the remaining Eckbo features and restore existing artwork, moving it elsewhere within the Fulton Corridor where necessary. Revamp Mariposa Plaza, facilitate outdoor dining, and introduce more lighting, new restrooms, better way-finding signage, and new streetscape and artwork in selected locations.

Option 6A
Reconnect the Grid 1 with One-way Street

Weave a one-way road with parking through the Fulton Mall keeping as many Eckbo features as possible. Open Merced Street, Mariposa Street, and Kern Street to vehicular traffic. Renovate the remaining Eckbo features and restore all existing artwork, moving it elsewhere within the Fulton Corridor where necessary. Revamp Mariposa Plaza, facilitate outdoor dining, introduce more lighting, new restrooms, better way-finding signage, and new streetscape and artwork in selected locations. Fulton Street may be closed to traffic for specific events or on weekends as desired. It may also accommodate transit.

Option 6B
Reconnect the Grid 1

Weave a two-way road with parking through the Fulton Mall keeping as many Eckbo features as possible. Open Merced Street, Mariposa Street, and Kern Street to vehicular traffic. Renovate the remaining Eckbo features and restore all existing artwork, moving it elsewhere within the Fulton Corridor where necessary. Revamp Mariposa Plaza, facilitate outdoor dining, introduce more lighting, new restrooms, better way-finding signage, and new streetscape and artwork in selected locations. Fulton Street may be closed to traffic for specific events or on weekends as desired. It may also accommodate transit.

Option 7
Reconnect the Grid 2

Introduce a street through the Fulton Mall, keeping selected Eckbo features, in a manner that provides improved retail visibility and more on-street parking. Open Merced Street, Mariposa Street, and Kern Street to vehicular traffic. Renovate the remaining Eckbo features and restore all existing artwork, moving it elsewhere within the Fulton Corridor where necessary. Revamp Mariposa Plaza, facilitate outdoor dining, introduce more lighting, new restrooms, better way-finding signage, and new streetscape and artwork in selected locations. Fulton Street may be closed to traffic for specific events or on weekends as desired. It may also accommodate transit.

Option 8
Reconnect the Grid 3

Introduce a standard street through the Fulton Mall with wide sidewalks and on-street parking. Open Merced Street, Mariposa Street, and Kern Street to vehicular traffic. Restore existing artwork, interspersing it throughout the Fulton Corridor, revamp Mariposa Plaza, and introduce new streetscape and artwork. Fulton Street may be closed to traffic at the end of each block and may also accommodate transit.

APPENDIX A - FULTON MALL (continued)

On the pages that follow are the three options recommended by the Community Advisory Committee during the October 19. 2011 Community Advisory Committee meeting.

Option 1: Reconnect the Grid on Traditional Streets. This option removes the original 1964 pedestrian mall design from the Fulton Street right-of-way and replaces it with an enhanced street that incorporates vehicle traffic, wide sidewalks, on-street parking, and a new streetscape. On-street parking could be parallel, as shown in the below diagram, or perhaps angled on one or both sides of the street. Angled parking would introduce more on-street parking, but reduce the width of the adjacent sidewalks. Kern Street, Mariposa Street, and Merced Street are also converted into enhanced streets that support the retail stores on the restored portions of the Fulton Mall.

Fulton Street could be closed to traffic for specific events, on weekends, or as otherwise desired. Bicycles would share the roadway and public transit, such as a streetcar, could be introduced along Fulton Street. Seventeen of the Mall's sculptural works would be relocated elsewhere in the Central Business District, either along Fulton or assembled in Mariposa Plaza, and three would remain in their present locations.

From a retail standpoint, this option maximizes sales potential throughout the Fulton Corridor. As in Option 2, but to a greater degree, Fulton Street is entirely open to traffic and will attract businesses that thrive on the higher exposure in this kind of mixed use urban environment. Synergies between retail offerings and the general high energy of the street environment will create special attractions for Fresnans living beyond the center of the city. This option will improve property values for buildings and land in the Fulton Mall area.

From a historic preservation standpoint, this option has the most impact on the landscape, since the 1964 Fulton Mall design is removed, and its artworks are preserved in a fundamentally different setting. From the perspective of the Mall's older and historic buildings, the revival of the economy in the area significantly improves the chances of investment to restore and maintain them as well as for them to be fully occupied.

Plan view of Fulton Mall with a enhanced street running down its entire length. Enhanced streets are also introduced on Merced, Mariposa, and Kern Streets.

View of Fulton Mall with an enhanced street running down its entire length.

APPENDIX A - FULTON MALL (continued)

Option 2: Reconnect the Grid with Vignettes. This option introduces a two-way street through the Fulton Mall, restoring selected original Mall design elements in their original Mall contexts ("vignettes"), in a manner that provides improved retail visibility and some on-street parking. Kern Street, Mariposa Street, and Merced Street are converted into enhanced streets that accommodate new streetscape, vehicle traffic, and diagonal parking that supports surrounding retail stores. Fulton Street could be closed to traffic for specific events or on weekends as desired. Bicycles would share the roadway and public transit, including a streetcar, could potentially be introduced along Fulton Street.

The new streets will incorporate traditional curbs and gutters. Within the "vignette" areas, the Mall landscape will be retained to the maximum extent possible, while accommodating through traffic. In addition, the street surface will incorporate the original paving materials and patterns of the 1964 landscape and no parking will be allowed within the vignettes. Street lighting for the new street will be contemporary, but must revert to the original mall fixtures in the vignettes. The pedestrian and building frontage zones between the vignettes and existing buildings will be a minimum of 10 feet wide.

Five of the Mall's sculptural works would be relocated elsewhere in the Central Business District, either along Fulton or assembled in Mariposa Plaza, while fifteen would remain in their present locations.

As discussed in the Fulton Mall Alternative Plan Economic Impact Analysis (**Appendix A.4**), from a retail standpoint, this option will significantly improve sales potential throughout the Fulton Corridor. The street will be open to traffic and will attract businesses that thrive on the higher exposure that this mixed-use urban environment provides. Increased vehicular traffic will provide increased visibility and exposure for all Fulton businesses and will introduce the Mall to numerous residents and surrounding workers that are not aware of its commercial opportunities, or were previously unwilling to venture down the Mall. Street parking will be provided for convenience, although in lesser numbers than proposed under Option 1. Due to increased exposure and retail viability, this option will improve property values for buildings along Fulton Street and its cross streets, as well as increase the prospects for their rehabilitation and adaptive reuse.

From a historic preservation standpoint, key features of the original Mall landscape will be kept in place as vignettes within the new streetscape. Although most Mall landscape features are removed, those that remain will be celebrated. Although not ideal from a landscape preservation standpoint, improved economic viability along the Mall makes it more feasible for private owners to invest in restoring and maintaining the Mall's older and historic buildings, preventing their further deterioration.

Plan view of Fulton Mall showing an enhanced street that accommodates vehicular traffic winding through selected preserved and renovated portions ("vignettes") of the original Fulton Mall. The vignettes center around existing fountains, such that most fountains present remain in place and are restored to functionality.

View of Fulton Mall with selected Eckbo features preserved and restored.

APPENDIX A - FULTON MALL (continued)

Option 3: Restoration and Completion. This option keeps the Fulton Street, Merced Street, Mariposa Street, and Kern Street Malls in their original pedestrian-only configuration. The entire project as envisioned and realized by Garrett Eckbo, including all of its features and details (fountains, pavement, plantings, lighting, etc.), is renovated and the existing artwork is restored in place. Various design improvements are introduced, including more lighting, new restrooms, and better way-finding signage.

As discussed in the Fulton Mall Alternative Plan Economic Impact Analysis (**Appendix A.4**), from a retail perspective, a Mall closed to vehicle traffic cannot prosper without the critical mass of a regional shopping center or a proven national developer that can attract leading national and regional retailers, cinemas, and restaurants. These venues would need to work in concert to offer an extended entertainment and shopping destination, such as Santa Monica's Third Street Promenade. This means attracting at least 250,000 new square feet of stores, including several leading major anchors. (Currently the Mall is occupied by 50,000 – 100,000 square feet of local-serving retail space.) In addition, modern shopping center management practices, including a permanent marketing campaign, would need to be implemented. Such a prospect is unlikely, considering the Downtown's poor state of repair, its current demographic profile, competition from retail in other parts of the city and region, and the huge amount of public subsidy required to attract a major retailer.

Another option for retail development in a restored Mall would be to begin a professional, targeted business recruitment and merchandising campaign designed to attract a limited number of unique restaurants, coffee houses, bakeries and other locally-based businesses that service the local office and residential markets. Considering that a restored Mall would not provide convenience parking or better visibility, or deliver a vibrant real estate market in the short run, the prospects of this commercial strategy succeeding are also poor. Without changing the design dimensions of the Mall that currently frustrate the expectations of the retail market, the retail offerings there will be limited to local serving stores similar to the ones already in place. Poorly performing retail will probably produce property values that will continue to remain low, relative to commercial real estate in other areas of the region.

From a historic preservation standpoint, this option is the most beneficial for the landscape, restoring it to its original 1964 luster and preserving all of its key design features. The benefit to the older and historic buildings along the Mall is less clear in light of the economic challenges outlined above. Older and historic buildings along the Mall are in danger of disintegration if the economy of the area does not revive significantly to the point that it is profitable to invest in restoring and maintaining them. This alternative does not help in this respect. This option also precludes the introduction of a vehicular and/or transit street – the configuration that Fulton Street had for the first 80 years of its existence.

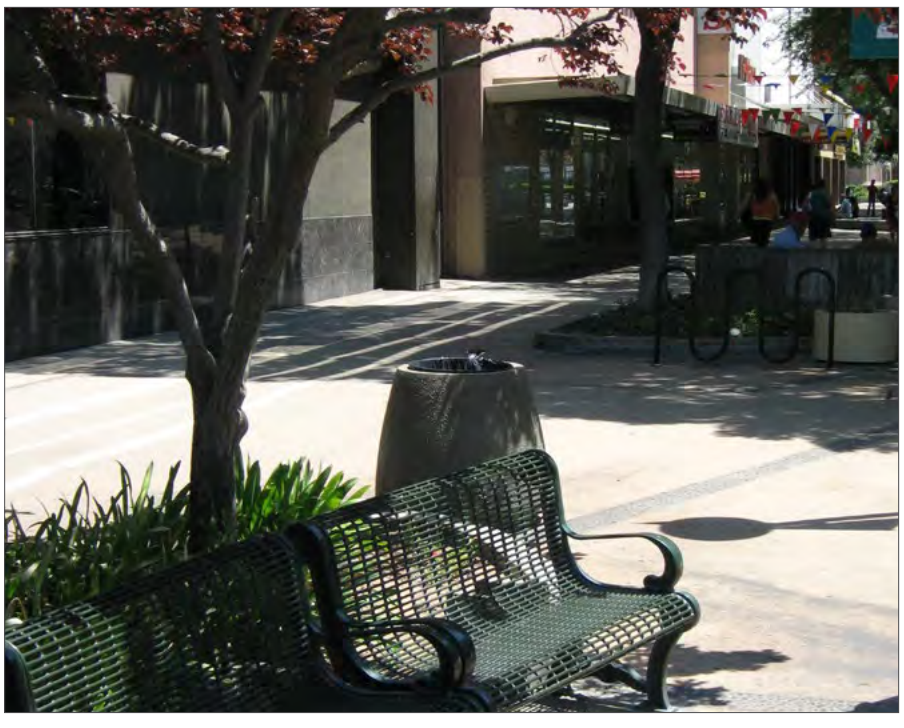
Plan view of Fulton Mall fully restored.

Illustrative view of Fulton Mall with rehabilitated pavement, new lighting and new planting.

APPENDIX A - FULTON MALL (continued)

Table 4.5A - A Side-By-Side Comparison of Three Options	Existing Condition In 2013	1. Reconnect the Grid: Traditional Streets	2. Reconnect the Grid: Vignettes	3. Restoration and Completion
Automobile and Transit				
Auto traffic along the length of Fulton	No	Yes	Yes	No
Auto traffic on the cross streets: Kern (east of Fulton), Mariposa, Merced	No	Yes	Yes	No
Auto traffic on Broadway south of Tuolumne	No	Yes	Yes	Yes
Public transit service accommodated on Fulton	No	Yes	Yes	No
On-street parking spaces present on Fulton between Tuolumne and Inyo	0	252	127	0
On-street parking spaces present on cross streets	14	117	117	14
Art and Landscape				
Historic Garrett Eckbo landscape restored	No	No	Partial	Yes
Statues on display in Mall (not including benches) (See **Table 4.5B**)	17*	20	20	20
Fulton Mall sculptures in exact, original Mall locations (See **Table 4.5B**)	17*	3	14	20
Fulton Mall water features in place and functioning	7	3	12	21
Use				
Mariposa Plaza redesigned to accommodate major events	N/A	Yes	Yes	Yes
Special events allowed on closed street/Fulton Mall blocks	Yes	Yes	Yes	Yes
Outdoor dining allowed in pedestrian right-of-way	Yes	Yes	Yes	Yes
Number of Tot lots	2	1 nearby	1 nearby	2
Streetscape				
Trees present (not including Mariposa Plaza) (approximate)	144	335	245	144
Improved lighting, restrooms, and signage	N/A	Yes	Yes	Yes
Pedestrian right-of-way along Fulton (approximate average)	80’	40’	48’	80’
Pedestrian right-of-way along Mariposa (approximate)	80’	40’	40’	80’
Pedestrian right-of-way along Merced and Kern (approximate)	80’	24’	24’	80’
Economics				
Projected annual gross retail sales (and percent change from 2011)	$32.1 million	$79.1m (+146%)	$55.4m (+73%)	$38.2m (+19%)
Projected ground floor vacancy rate	26%	9%	15%	20%
High visibility for ground floor retailers	No	Yes	Yes	No
Probable construction cost	N/A			
Projected operations and maintenance cost over 30 years	$5,155,535	$3.7 million	$4.2 million	$7.8 million
Projected parking meter revenues over 30 years	$0.7 million	$18.9 million	$12.5 million	$0.7 million

* Some works temporarily removed. See **Table 4.5B**.



Each option provides shade trees and street furniture.

Some restoration has been completed on some of the artwork in the Fulton Mall, as exemplified by the repainting of these clay standpipe water fountain pieces.

Table 4.5B - A Side-By-Side Comparison of Three Options				
	Existing Condition In 2013	**1. Reconnect the Grid: Traditional Streets**	**2. Reconnect the Grid: Vignettes**	**3. Restoration and Completion**
Treatment of Sculptures				
The Visit, Clement Renzi	In Mall location	Moved within Mall area	In Mall location	In Mall location
Clay standpipe water features, three groups, Stan Bitters	In Mall location	Moved within Mall area	Most moved within Mall area	In Mall location
Rite of the Crane, Bruno Groth	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location
Talos, James Lee Hansen	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location
Aquarius Ovoid, George Tsutakawa	In Mall location	Moved within Mall area	In Mall location	In Mall location
Trisem, T. Newton Russell	In Mall location	Moved within Mall area	In Mall location	In Mall location
Dancing Waters, Stan Bitters	In Mall location	Moved within Mall area	In Mall location	In Mall location
Valley Landing, Gordon Newell	In Mall location	Moved within Mall area	In Mall location	In Mall location
La Grande Laveuse, Pierre Auguste Renoir	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location
Clock Tower, Jan de Swart	In Mall location	Moved within Mall area	In Mall location	In Mall location
Big A, Peter Voulkos	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location
Arbre Echelle, François Stahly	In Mall location	Moved within Mall area	In Mall location	In Mall location
Orion, Bernard (Tony) Rosenthal	In Mall location	Moved within Mall area	In Mall location	In Mall location
Mother & Child, Raymond Puccinelli	In Mall location	Moved within Mall area	In Mall location	In Mall location
Ellipsoid VI, Charles Owen Perry	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location
Spreading Fires, Claire Falkenstein	Not present*	In Mall location	In Mall location	In Mall location
Leaping Fires, Claire Falkenstein	Not present*	In Mall location	In Mall location	In Mall location
Smoldering Fires, Claire Falkenstein	Not present*	In Mall location	In Mall location	In Mall location
Yokuts Indian, Clement Renzi	In Mall location	Moved within Mall area	In Mall location	In Mall location
Obos, George Tsutakawa	In Mall location	Moved within Mall area	In Mall location	In Mall location
Mosiac Benches, Joyce Aiken and Jean Ray Laury	In Mall location	Moved within Mall area	Moved within Mall area	In Mall location

* Pieces were temporarily removed in June 2013 following discovery of evidence of the imminent threat of theft .

Clement Renzi's "The Visit," located at the north end of the Mall, would be kept in place under Options 2 and 3.

Bruno Groth's "Rite of the Crane," currently on Merced Street, would be relocated under Options 1 and 2.

APPENDIX A - FULTON MALL (continued)

2. OPINION OF PROBABLE COSTS FOR EACH OPTION

Known Existing Conditions and Assumptions

- Paving has a 5 1/2" cross section thickness, with 2 linear joints and transverse joints at waves
- About 75% of Paving is relatively good shape
- Concrete walls generally in good shape with some patching needed for smooth textured walls
- Concrete walls with rough form board finish cannot be easily patched
- Light fixtures are not original; will require replacement to Title 24 specifications
- Power for light fixtures is 3 phase, of which only 1 phase works
- 1/3 of fixtures currently work
- Conduits are rusted and cannot feed wires through
- Power rooms flood and controls are damaged
- Speaker systems do not work
- Wood materials have rotted (benches, trellis, railings)
- Fountains leak
- Fountain mechanical is generally inoperable except in a few fountains, but all need new systems
- Irrigation system is inoperable and outdated
- Some fountains have been transformed to planters
- Trees require pruning; some improperly pruned
- Shrub landscaping is not original and needs repair
- Vines are overgrown

Option 1 – Do Nothing Different

No cost

Option 2 – Restoration and Completion

Cost Range:	Square footage cost
Low $8,000,000	$25.00
High $16,000,000	$50.00

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit and items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 3 – Restoration and Completion with Open Cross Streets

Option 4a – Keep Four Center Blocks Closed

Cost Range:	Square footage cost
Low $10,222,500.00	$30.07
High $13,822,500.00	$40.65

(Cross streets open and Fulton Street pushed towards the east between Tuolumne and Merced and Kern and Inyo in order to preserve Eckbo's sinuous fountains).

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 4b – Keep Three Center Blocks Closed

Cost Range:	Square footage cost
Low $10,700,000.00	$31.47
High $13,390,000.00	$39.38

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design.

Demolish 2 blocks of mall and replace with new street with +/- 20 foot sidewalks with incorporated art from original mall and new light fixtures.

Pricing for new and cross streets includes, demolition, new lighting, new curbs, new asphalt roads, drainage inlets to existing storm drain system, new side walks, new Mariposa Plaza, Mariposa Plaza Fountain and lighting, excludes liner buildings and parking garage retrofit at Mariposa and Van Ness Avenue.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 5 – Keep Two Center Blocks Closed

Cost Range:	Square footage cost
Low $11,162,500.00	$32.83
High $12,905,000.00	$37.96

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design.

Demolish 4 blocks of mall and replace with new street with +/- 20 foot sidewalks with incorporated art from original mall and new light fixtures.

Pricing for new and cross streets includes, demolition, new lighting, new curbs, new asphalt roads, drainage inlets to existing storm drain system, new side walks, new Mariposa Plaza, Mariposa Plaza Fountain and lighting, excludes liner buildings and parking garage retrofit at Mariposa and Van Ness Avenue.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 6a – Reconnect the Grid 1 with One Way Street

Cost Range:	Square footage cost
Low $9,406,500.00	$27.67
High $14,798,800.00	$43.53

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design. Pricing includes ADA warning tile at introduction of street in mall.

Pricing for cross streets includes, demolition, new lighting, new curbs, new asphalt roads, drainage inlets to existing storm drain system, new side walks, new Mariposa Plaza, Mariposa Plaza Fountain and lighting, excludes liner buildings and parking garage retrofit at Mariposa and Van Ness Avenue.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 6b – Reconnect the Grid 1 with Two Way Street

Cost Range:	Square footage cost
Low $9,406,500.00	$27.67
High $14,798,800.00	$43.53

Replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design. Pricing includes ADA warning tile at introduction of street in mall.

Pricing for cross streets includes, demolition, new lighting, new curbs, new asphalt roads, drainage inlets to existing storm drain system, new side walks, new Mariposa Plaza, Mariposa Plaza Fountain and lighting, excludes liner buildings and parking garage retrofit at Mariposa and Van Ness Avenue.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, repairs to art objects or bases, potable water needs water or other infrastructure needs, ADA slope requirements, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

APPENDIX A - FULTON MALL (continued)

Option 7 – Reconnect the Grid 2

Cost Range:	Square footage cost
Low $11,374,500.00	$33.45
High $12,830,800.00	$37.74

Demolish all 6 blocks of mall except 6 carpets of historical mall and replace with new street with +/- 20 foot sidewalks with incorporated art from original mall and new light fixtures.

Pricing for new and cross streets includes, demolition, new lighting, new curbs, new asphalt roads, drainage inlets to existing storm drain system, new side walks, new Mariposa Plaza, Mariposa Plaza Fountain and lighting, excludes liner buildings and parking garage retrofit at Mariposa and Van Ness. For new carpets of existing mall; replace light fixtures to original and replace light fixture infrastructure, replace with new uplights and electrical outlets in planters, replace irrigation mainline and piping, replace fountain mechanical equipment, replace sound system and speakers patch paving at all trenching areas due to lighting, fountains, drinking fountain and irrigation needs, surface coat fountains for water proofing with elastomeric coating in lieu of demo and re-pour concrete, replace wood items and benches and trellis tops, replace ground plane landscaping, restore/paint fountain art that has faded, restore fountains that are now planters and replace existing drinking water fixtures with original custom design.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, potable water needs water or other infrastructure needs, General Contractor overhead and profit items deleted from the original contract documents (i.e. domed canopies).

Higher cost range numbers are based on replacement vs. patching for paving, fountain replacement vs. elastomeric coating, etc.

Option 8 – Reconnect the Grid 3

Cost Range:	Square footage cost
Low $12,022,500.00	$35.36
High $12,824,000.00	$37.72

Demolish all 6 blocks of mall and cross streets and replace with new street, curbs, with +/- 20 foot sidewalks with incorporated art from original mall and new light fixtures.

Pricing does not include repairs to drainage infrastructure, sewers, gas lines and fire hydrant water supplies, potable water needs water or other infrastructure needs, and General Contractor overhead and profit.

Table A.1 - Fulton Mall Options Summary Cost Comparison

	Alternative	Construction Costs (1) High	Construction Costs (1) Low	Construction Costs (1) Average	Maintenance Costs Over 30 Years (2, 3)	Parking Revenue Over 30 Years (4, 5)
1	Do Nothing Different	$ -	$ -	$ -	$ 3,230,248	$ 234,826
2	Restoration and Completion	$16,000,000	$ 8,000,000	$ 12,000,000	$ 7,805,528	$ 234,826
3	Restoration and Completion with Open Cross Streets	$ 14,747,500	$ 9,297,500	$ 12,022,500	$ 6,686,938	$ 1,962,470
4a	Keep Four Center Blocks Closed	$ 13,822,500	$ 10,222,500	$ 12,022,500	$ 6,109,699	$ 2,834,679
4b	Keep Three Center Blocks Closed	$ 13,390,000	$ 10,700,000	$ 12,045,000	$ 5,035,036	$ 3,572,702
5	Keep Two Center Blocks Closed	$ 12,905,000	$ 11,162,500	$ 12,033,750	$ 4,560,035	$ 4,109,446
6a	Reconnect Grid 1 - with One Way Street	$ 14,798,800	$ 9,406,500	$ 12,102,650	$ 6,305,707	$ 2,767,586
6b	Reconnect Grid 1 - with Two Way Street	$ 14,798,800	$ 9,406,500	$ 12,102,650	$ 6,606,197	$ 3,069,505
7	Reconnect Grid 2	$ 12,830,800	$ 11,374,500	$ 12,102,650	$ 4,202,278	$ 4,092,673
8	Reconnect Grid 3	$ 12,824,000	$ 12,022,500	$ 12,423,250	$ 3,702,555	$ 6,189,329

Notes:

(1) See Attachment A for construction cost assumptions for each alternative.

(2) Present value of 30 year cost based on 2% inflation rate and 5% discount rate

(3) Maintenance costs for each alternative are derived from three sources:

The actual 2010 PARCS Department budget (see Attachment B), the ideal PARCS Department budget (Attachment C), and the current cost to maintain Kern Street between Van Ness Avenue and N Street (Attachment D).

These three maintenance cost sources are applied to each alternative as follows:

- Alternative 1 (Do Nothing Different): 100% actual 2010 PARCS budget
- Alternative 2 (Restoration and Completion): 100% ideal PARCS budget
- Alternative 3 (Restoration and Completion with Open Cross Streets): Closed blocks based 100% upon ideal PARCS budget;
  Cross streets based 100% upon current Kern Street (between Van Ness and N) costs
- Alternative 4a (Keep Four Center Blocks Closed): Closed blocks based 100% upon ideal PARCS budget;
  Cross streets based 100% upon current Kern Street (between Van Ness and N) costs
  Fulton Street between Tuolumne and Merced and between Kern and Inyo based 50% upon ideal PARCS budget and 50% Kern Street (Van Ness to N) budget
- Alternative 4b (Keep Three Center Blocks Closed): Closed blocks based 100% upon ideal PARCS budget;
  Cross streets and open portions of Fulton Street based 100% upon current Kern Street (Van Ness to N) budget
- Alternative 5 (Keep Two Center Blocks Closed): Closed blocks based 100% upon ideal PARCS budget;
  Cross streets and open portions of Fulton Street based 100% upon current Kern Street (Van Ness to N) budget
- Alternative 6a (Reconnect Grid 1 - with One Way Street): Fulton Street based 100% upon ideal PARCS budget and 0% Kern Street (Van Ness to N) budget;
  Cross streets based 100% upon Kern Street (between Van Ness and N) costs
- Alternative 6b (Reconnect Grid 1 - with Two Way Street): Fulton Street based 90% upon ideal PARCS budget and 10% Kern Street (Van Ness to N) budget;
  Cross streets based 100% upon Kern Street (between Van Ness and N) costs
- Alternative 7 (Reconnect Grid 2): Fulton Street based 20% upon ideal PARCS budget and 80% Kern Street (Van Ness to N) budget;
  Cross streets based 100% upon Kern Street (between Van Ness and N) costs
- Alternative 8 (Reconnect Grid 3): Fulton Street and cross streets based 100% upon current Kern Street (Van Ness to N) budget

(4) Parking revenue costs derived from City of Fresno Public Works Department, Parking Division (see Attachment E)

(5) Present value of a 30 year income stream based on 2% inflation rate and 5% discount rate

Table A.2 - Maintenance Cost Assumption - Fulton Mall and Civic Center Square
Current Year Actual Costs (Total FY 2013 as of 0/6/12/2013)

Mall Maintenance includes: daily repair and maintenance of the fountains and tot lots, concrete repair, electrical repair, annual artwork cleaning and restoration, daily litter pick-up, daily power washing, sprinkler repair, shrub and tree trimming, and payment of utilities, etc. Not included in maintenance expenditures are capital expenditures for trash receptacles and planters in FY 2013 in the amount of $31,627.53. Additionally, PARCS receives up to $25,000 per year from the Downtown Fresno Partnership for a license agreement regarding Fulton Mall events and vendor permits.

Department of Public Utilities, Solid Waste	$ 142,485.00
PARCS	86,433.82
Public Works, Streets	26,451.62
*Total FY2013 as of 6/12/13	$ 255,370.44

Table A.3 - Maintenance Cost Assumption - Pedestrian Mall
Ideal Fulton Mall costs (ideal PARCS department budget)

	per employee	*Rate x # employees*
PMW1's(4)	$ 37,416.00	$ 149,664.00
Services Aides (2)	27,664.00	55,328.00
Irrigation Specialist (30%)	44,700.00	13,410.00
Supervisor (10%)	71,830.00	7,183.00
Blower (10 hours per day)	2.15/hour	5,676.00
Hedge Trimmers (2 hours per day)	1.63/hour	860.64
Pressure Washer (20 hours per week)	3.50/hour	3,640.00
Sweeper (15 hours per week)	15.00/hour	11,700.00
Trucks (3)	annual cost	23,700.00
Irrigation Supplies	annual cost	500.00
Herbicides	annual cost	150.00
Chlorine	annual cost	2,197.00
Tree Trimming	annual cost	5,000.00
Minor Repairs & Supplies	annual cost	5,000.00
Utilities - Water	annual cost	45,515.12
Utilities - Electric	annual cost	44,713.12
Music Service	annual cost	-
Art Cleaning	City portion of annual cost shared w/DTA	5,465.00
based on 264 workdays	**Total***	**$ 379,701.88**
	Total Lineal Feet	**4,187.84**
	Total Cost Per Lineal Foot	**$ 90.67**

Notes:

* Does not include costs of services provided by other City Departments (aka ISF's) such as Purchasing, Facilities, Attorney's Office, Finance, Budget, etc. in support of Fulton Mall operations.

Annual maintenance cost does not include the significant amount of deferred maintenance on the Mall.

Source: City of Fresno PARCS

APPENDIX A - FULTON MALL (continued)

Table A.4 - Maintenance Cost Assumption - Street
Current cost to maintain Kern Street between Van Ness Avenue and N Street

	Work Description	Notes	Annual Cost
1	Pavement markings, curb paint, sign maintenance, striping	Estimated	$1,000
2	Traffic signal maintenance, inspection, and repair	Assumes 4 signalized intersections like those on Kern at Van Ness and M	$1,530
3	Lighting electric bill	Traffic signals and street lights	$2,809
4	Street Sweeping	$19.64 per curb mile; 350 days/year	$1,406
5	Street Trees	$6,000 every 4 years	$1,500
6	Trash receptacle servicing by truck (1)	Twice weekly; 6 cans per block;	$23,746.31
7	Art Cleaning	Art is not present on Kern Street between Van Ness and N Street. This work item has been introduced into the cost figures in order to account for the presence of art in the Fulton Mall alternatives. Art cleaning costs are based upon the ideal PARCS Department cost estimate for Fulton Mall maintenance (Attachment C).	$5,465.00
8	Sidewalk Pressure Wash	Sidewalk pressure washing is not currently done on Kern Street, but has been introduced into the cost figures in order to include it should it be done along sidewalks of the Fulton Mall alternatives. Sidewalk pressure washing costs are based upon ideal PARCS Department cost estimate for Fulton mall maintenance (Attachment C) with the assumption that sidewalks are 50% of the right of way.	1,820.00
9	Irrigation, blower, Plant maintenance	Included in above work items.	-
	Total		**$39,276**
	Total Lineal Feet		**1,080**
	Total Cost Per Lineal Foot		**$ 36.37**

Notes:

(1) Assumes truck serviceable receptacles, accessibility by truck, and parking restrictions at servicing times.

Source: City of Fresno Public Works Department, Street Maintenance Division; City of Fresno Public Utilities Department, Solid Waste and Community Sanitation Divisions.

Table A.5 - Park Revenues - Street

	Notes		cost/meter
1	Installation Cost		$850
2	Annual Fare Revenue	10 hours/day x 80% use x 0.75/hour x day/weeks x 52 weeks/year 5	$1,560
3	Annual Citation Revenue	20,540 citations from all meters in FY10 x $30/citation x 50% collection rate / 1750 meters	$176

Source: City of Fresno Public Works Department, Parking Division

3. FULTON MALL: ASSESSMENT AS A CULTURAL LANDSCAPE

Prepared by:
Charles Birnbaum, FASLA, FAAR
October 15, 2010

This memorandum serves to document initial thoughts and impressions from my trip to Fresno on September 25-27. As background, some of these ideas were captured in the 15-minute public presentation made on September 27, while others were included in a Birnbaum Blog that was published on The *Huffington Post*, titled, "Modernism, Fresno and the Future of a City's Heart" (October 8). Finally, a detailed summary is included that weighs the opening and closing of both cross streets and three blocks of the Mall.

Background

The face of US Post War urban planning was irrevocably changed with the pedestrian mall – among the earliest, Fresno, California's Fulton Mall in 1964. This pioneering attempt at revitalizing a city's center was one of more than 200 urban pedestrian malls constructed in North America from 1959 to the mid-1980s. Midway through this period, educator, author and landscape architect Harvey Rubenstein, in his comprehensive 1978 survey "Central City Malls", buoyantly declared, "*Pedestrian malls have become an exciting part of the revitalization of downtown business districts.*"

Thirty-two years later, some malls, such as that in Virginia's city of Charlottesville remain economically viable, while others in Sacramento, CA, Minneapolis, MN, Allentown, PA, and elsewhere have been reopened to vehicular traffic. In Fresno, where the mall was determined eligible for listing on the National Register of Historic Places on August 20, it is a classic case of *high integrity* and *poor condition* from a historic preservation perspective.

So, what are the options today for balancing historic values, design, and economic stability for the Fulton Mall? Pioneering landscape architect Garrett Eckbo's design unified the original architecture and planning by Victor Gruen Associates – it was the centerpiece of Gruen's master plan ... and an initial hit. Like other pedestrian malls, Fulton has seen its share of decline. Because of demographic and population shifts, the mall's only real usage is during business hours. After 5PM, it's largely dormant. This is bad for retail, revenue and city spirit.

Since the big issue is how to integrate or re-integrate this pioneering modernist work into Fresno's broader revitalization efforts, this white paper will attempt to avoid the trap of complaining about the poor state of the mall's historically-significant landscape features such as planters and fountains (though collectively, these are important and unique, in the overall design). The reality is that as a designed landscape, Fulton Mall still has great bone structure, and I would suggest it's a potential National Historic Landmark. In addition, it is worth noting that before the recent determination of eligibility to the National Register and California Register of Historic Places, there were no Eckbo designations.

Preservation Issues and Considerations

The issue of how to preserve and manage the Mall's significant historic design while balancing critical economic and programmatic requirements is the core question. To this end, it is worth noting that what's happening in Fresno is playing out elsewhere in towns and cities with modernist urban landscape architecture. The nation's rich and diverse legacy of modernist landscape architecture is still struggling for visibility that will result in change and continuity in equal measure. For example, two of Eckbo's designs – Ambassador College in Pasadena and the Tucson Convention Center – are in serious trouble and in the end may meet the wrecking ball. And, as we have all heard at one time or another, city planning and design decisions about the fate of such places are frequently made under unusual, sometimes secretive circumstances. Occasionally, the actual outcome isn't clear until the first bulldozer shows up. Clearly based on the response and the comments made at the public forum on September 27, Fresno's approach is different and Fresnans know the mall is important. This was echoed in Mayor Swerengin's spirited opening, when she noted that unlike previous attempts at revitalizing the mall that had thwarted Fresnans, this time is different: "There is something powerful going on here," she declared to a boisterous crowd. "We are going to be moving mountains as a community. This is monumental."

During that evening there were 8 alternative designs presented by the consulting team which ranged from "do nothing" to "restoration" or "opening the street to vehicles" with variations on these themes. Foundational to this planning process was a mission statement crafted by the community, which notes that "Fulton will be a destination for the region due to the vibrancy and vitality that exists. At the core, Fulton is built upon commerce, community, culture and connectedness and uses the values of the past in a manner that authentically resonates with the opportunities of the future."

Following on that meeting I have had adequate time to reflect on the eight original alternatives as well as a ninth alternative which opens three of the six blocks of the Mall. Here are my broader recommendations and considerations:

On the Significance of the Mall:

- The Mall is a masterwork of Garrett Eckbo's professional career and is potentially significant as a National Historic Landmark, both as the work of a master and a rare surviving example with a high degree of design integrity;
- In addition to Eckbo's contributions, the Mall is significant for the visionary leadership of the Downtown Mall Art Selection Committee, chaired by O. J. Woodward II, and the public display of modern art that grew out of that committee's patronage. The art was fully funded by private citizens, with the intent to provide "an outdoor museum of art." The combination of sculpture, mosaics (drinking fountains and benches), and clock tower, which cost over $200,000 in 1964, is an early if not the first large-scale display of contemporary art by both internationally-recognized and local artists – *and not physically attached to a museum as a sculpture garden*. Therefore, the placement of the work and their integrity of setting are of great significance.

On the Need for Detailed Economic Analysis and Metrics for Success:

- During the charrette process I had the opportunity to spend time with Bob Gibbs, consulting economist for the Fulton Mall visioning project. It is clear from our conversations that there is much we do not know about the economics and exactly how many streets to open. How is success measured? What are the economic models for leveraging the value of an "authentic" modernist mall? In fact, during one of several site walks, Gibbs noted that the opening of Kern Street between Van Ness and Fulton Street had done little to affect retail and street life. So what does this mean? It does not seem reasonable or possible to opine about the number of streets that require opening without solid, defensible, quantifiable economic analysis. To this end there may also be the prospect of phasing this work. For example, what about phasing the work so that selected cross streets are open first, then the two blocks – one at the south end and one at the north end - are opened. Following those efforts, evaluating and measuring the impact at these critical junctures could take place.

APPENDIX A - FULTON MALL (continued)

On the Alternatives:

Cross Streets - As discussed during the charrette, the idea of opening some of the cross streets to vehicular traffic has great merit. For example, in Charlottesville, VA, two of the cross streets along the eight block mall have successfully been opened in recent years. Here in Fresno, the most critical cross street to be opened is the central spine of the mall at Mariposa. As I suggested in the public forum, the idea of viewing the Mall and Courthouse Park as "one campus" is critical - after all, they are of the same period and Modernist in their designs. This is also timely with the light-rail proposed just west of the mall as a justification for pulling folks through the Mall.

As part of opening Mariposa between Van Ness and Fulton, the underground connection should be abandoned and the street-level cross reinstated. With the two arcaded buildings flanking this street just south of Van Ness there is a tremendous opportunity to energize the street, which is wide enough for outdoor dining. As part of this work *La Grande Laveuse* (Washer Woman) will need to be relocated.

The block moving south on Mariposa, between Fulton and Broadway, should also be reopened. As part of this work the *Clock Tower* by Jan de Swart should remain in place with the road moving around it and the *Big A* by Peter Voulkos may be re-sited in this southernmost block.

Moving north, the two blocks of Merced between Van Ness and Broadway may also be opened. Further study should be undertaken as to how such sculpture/fountain compositions as the *Rite of the Crane* by Bruno Groth and Talos by Lee Hansen may actually remain as part of a new road construction.

Moving south, the block of Kern between the Fulton Mall and the Stadium requires further research. Since the building envelope and the sculptural ensemble of *Spreading, Leaping and Smoldering Fire* by Clare Falkenstein have such a high degree of integrity of design and setting, every effort should be made to protect these character-defining landscape features while still acknowledging that a strong visual relationship between the Stadium and the Mall is desired.

Fulton Mall - In general, by opening the Mall to moving/parked vehicles there is a diminished integrity of design. In addition, the size and character of most of the fountains and sculpture is at a pedestrian scale and is therefore diminished when there are contiguous parked vehicles adjacent to the art and fountains. Parking bays have a significant impact on a street's appearance, making it look like any other street. These changes to accommodate vehicles will need to be viewed on a case-by-case basis, ideally guided by a set of overarching design principles that balance use, design and historic preservation. For example, "no cars will be parked within X feet of a human scale sculpture; every effort will be made to preserve canopy trees when..."

Following the development of agreed-upon principles, the following general comments regarding the ninth alternative, which opens three blocks of Fulton Mall, should be considered:

North and South Perimeter Blocks - The two blocks at either end of the Mall have suffered the greatest losses to their building envelopes, and are today surrounded by parking or buildings which ignore the original setbacks, and therefore it can be suggested that they have greater potential to absorb change. With that stated, these two end-blocks are also the locations for two unique signature linear fountain/art features that run the longest horizontal lengths of the Mall. They bookend and/or bracket the Mall while serving as gateways with *The Visit* by Clement Renzi to the north and *Obos* by George Tsutakawa to the south. As gateways, the recommended treatment in Alternative Nine of having parking flanking both sides at the entrance to the Mall at Tuolumne and Inyo is the wrong arrival statement; it suggests "Street" and not "Mall." At Inyo, this situation is even less desirable because the small-scale fountain on the north side of the street has been given over to parking and ideally should be preserved.

In sum, I think that the idea of "arrival experience" is important in the historic design and should be considered in this and any other rehabilitation solution when opening these two critical perimeter blocks. I think that opening the northernmost block at Toulumne is extremely desirable not just for accommodating a more attractive development proposal but also for connecting with the neighborhood immediately to the north, which seems to be moving towards the Mall.

In general, as stated above, when significant landscape features are surrendered to parking there should be a unified series of guidelines established that balance use, design and historic preservation concerns.

Beyond these two blocks, Alternative Nine also proposes opening an additional block between Merced and Fresno Streets. I believe that if that block was also opened the Mall may reach its tipping point and the adverse affect would severely compromise its integrity. It is important to remember that this is a very balanced design, with Mariposa and its associated plaza space in the middle, serving as the central spine. To open the block at either end of the mall and to open an additional one to north upsets the balance and is not recommended.

Finally, a note about vegetation: Due to time limitations and available information during the charrette, an in-depth analysis of trees and plant materials was not possible. However, although it is clear that many trees are in decline, some have outgrown their design intent, and other inappropriate plant materials have been introduced, a richer and deeper understanding of Eckbo's design intent should be undertaken to guide change. For example, I believe that in much the same way that Lawrence Halprin was abstracting nature during this same period with his design for Lovejoy Park in Portland (his palette was abstracting nature with concrete and water), Eckbo was interpreting the regional plant palette through his purposeful tree selections. This historic design intent is essential in assessing which trees remain and which can be replaced as part of any rehabilitation plan.

Closing

Today, just one month before the 100-year anniversary of Eckbo's birth, it seems fitting that a vibrant community-based exercise regarding the future of this nationally significant Modernist landscape is underway. Eckbo would have embraced such a public process, as part of a plea for well-organized and well-planned landscapes, from garden to nature, stressing our relationship with the land without apologizing for the human presence.

I look forward to working with the consulting team and the city as this process advances and to participating in this exciting balancing act of guiding this National Historic Landmark into the future, to become a more fully-integrated, economically-viable community asset for all Fresnans.

4. FULTON MALL ALTERNATIVE PLAN ECONOMIC IMPACT ANALYSIS

Prepared by :
Gibbs Planning Group, Inc. for PBID Partners of Downtown Fresno,
June 24, 2011

Executive Summary
This study finds that the original premise for the creation of the Fulton Street Pedestrian Mall to serve as a regional shopping destination is fundamentally flawed and cannot be supported by Fresno's current market conditions. The 1964 closure of Fulton Street and removal of its on-street parking assumed that the downtown would retain enough critical mass of retailers and department stores to offer the visitor several hours of exciting shopping. In exchange, parking in remote decks and hiking to the shops could be acceptable, just as it is in today's modern malls.

This business model is dependent on at least 500,000 square feet (sf) of proven retailers, competitive centralized management, marketing and extended common shopping hours. It was also based on the traditional two-parent, stay at home mom – working dad, household of the mid-twentieth century.

By every shopping center industry metric, the Fulton Mall is underperforming. Presently, Fulton Mall has the following existing conditions:

- **High Vacancy Rate**: The Fulton Street Mall's ground level retail suffers from an overall 26 percent vacancy of ground floor commercial (120,700 sf vacancy of the 472,200 sf gross ground level). This represents more than twice the City of Fresno's overall retail vacancy rate of 11.2 percent and nearly triple the national regional center vacancy rate of nine percent.

- **Low Sales:** The Fulton Street Mall has average annual retail sales of only $92 per sf ($32.1 million). This represents only 25 percent of the national annual average of $372 per sf for regional centers.

- **Low Rents:** The Fulton Street Mall's rents are reported in the $0.50 to $0.60 per sf/month, or less than half of the region's average rates of $1.20. Many of the buildings are reportedly owner occupied.

Fulton Challenges
Cosmetic enhancements alone will not significantly improve Fulton's economic sustainability and commerce. The pedestrian mall could potentially approach full market potential with the oversight of a qualified third-party shopping center developer and the deployment of multiple department stores and entertainment anchors that are unique to the region. However, similar public-private implementation strategies are risky and often require tens of millions of dollars of public subsidies.

On the other hand, opening the street to vehicular traffic, lined with managed parking, has proven to quickly revitalize similar pedestrian malls across the United States (see attached studies).

GPG concludes that the Fulton Street Mall's existing economic underperformance is primary due to the following factors:

- **Lack of Vehicular Traffic:** The existing businesses along Fulton do not have any vehicular traffic and must rely on advertising or pedestrian traffic to attract commerce. This disadvantage could be minimized if Fulton had multiple department store anchors and an overall tenant mix of over 500,000 sf.

APPENDIX A - FULTON MALL (continued)

- **Inadequate Parking:** The Fulton Mall has an overall parking ratio of one stall per 460 sf of gross commercial area. This equals less than two cars per 1000 sf, less than half of the industry standard for similar shopping districts (2788 parking stalls for 1,281,310 sf gross commercial area excluding basements).

- **Inconvenient Parking:** 75 percent of Fulton's 2788 parking spaces are located in structures. While structured parking is acceptable for office and regional shopping centers, they are inconvenient for downtown workers, young families and visitors seeking an impulse purchase or with little time to shop.

- **Minimal On-street Parking:** Presently, Fulton only has 14 metered on-street parking stalls. Managed on-street stalls are essential for competitive shopping districts and offer convenient parking for an impulse visit. Research led by Norman Garrick of the University of Connecticut in 2007 concluded: *"We found that on-street parking plays a crucial role in benefiting activity centers on numerous levels…users of downtowns consistently valued on-street parking spaces over and above off-street surface lots and garages".*

- **Poor Tenant Mix**: Fulton lacks any department store anchors or leading regional or national retailers.

- **Young Families:** Fresno has a high ratio of young family and single parent households, with over 80,000 children under age nine living within the downtown's primary trade area (per GPG's market research). These households are defined as the Industrious Urban Fringe and NeWest tapestry lifestyles (source ESRI Research). These young families are time-stressed and prefer convenient shopping destinations.

- **New Consumer Trends:** Today's households are frequently single parents or two-income families that accomplish more shopping in less time than was common in the early 1960's. As a result, modern shoppers frequently have purpose-driven shopping, rather than recreational browsing. They prefer to park directly in front of their destination store, make a quick purchase, and continue with their other responsibilities.

- **Strong Competition:** Fresno has numerous well-managed, state of the art shopping centers that offer leading brands, extended hours, convenient surface parking and effective operations. These centers are frequently located adjacent to many of Fresno's densely populated areas. Many of Fulton's visitors will need to drive past several of these competitive centers en-route to the downtown pedestrian mall.

- **Daytime Office Workers**: Fresno has a strong daytime employment base of 40,000 workers in the downtown, and 60,000 within a five minute drive. Office workers are more time-stressed due to the recession, leaving little time for casual dining and shopping during the workday. While daytime office workers make an average of $157 in retail and restaurant purchases weekly, most of these are made while driving to and from work. While their annual spending totals $81.2 million, Fulton does not receive its share of this worker spending because of its lack of a street and convenient on-street parking.

- **Limited Management:** Similar to most historic shopping districts, Fulton is made up of numerous individually owned properties and lacks central management essential to compete with other commercial centers.

- **Site Constrains:** Although the Fulton Pedestrian Mall has a market demand for over 300,000 sf of additional retail and strong demographics, it does not meet the minimal site selection criteria for most leading regional and national retailers. These challenges could potentially be overcome with a third-party qualified shopping center developer and a public-private partnership similar to Santa Monica's Third Street Promenade and Miami Beach's Lincoln Road. Alternatively, opening Fulton Street to vehicular traffic with managed on-street parking (individual parking meters) could unleash pent-up market demand and significantly improve the commerce for many of its existing businesses.

Alternative Impacts

The six proposed alternative plans (prepared by Moule-Polozides Architects) each have various levels of economic inpact on the performance of Fulton's retail sales. GPG finds that sales can range from a decrease of $3.9 million with the "Do Nothing" alternative to an increase of $47 million by reopening the street to two-way traffic lined with parking.

Please find below a summary of this study's findings:

Alternative	*Fulton On-Street Parking*	*Cross Street Parking*	*Projected Overall Ground Floor Vacancy*	*Projected Ground Floor Occupancy*	*Projected Ground Floor Sales Change*	*Projected Total Gross Retail Sales Revenue*	*Projected Change from 2011*
2011 Existing Conditions	N/A	14	26% existing 122,700 sf	74% 350,000 sf	N/A $92.00 sf	$32.1 million	N/A
Alt 1: Do Nothing Different	0	14	35% 165,300 sf	65% 307,000 sf	N/A $92.00 sf	$28.2 million	- $3.9 million
Alt 2: Restoration & Completion	0	14	20% 94,400 sf	80% 377,800 sf	+10% $101.20	$38.2 million	+ $6.1 million
Alt 4a: Open the Outer Blocks & Cross Streets	52	117	20% 94,400 sf	80% 377,800 sf	+ 12% $103.00 sf	$38.9 million	+ $6.8 million
Alt 6a: Reconnect the Grid-One Way Street	48	117	20% 94,400 sf	80% 377,800 sf	+ 12% $103.00 sf	$38.9 million	+ $6.8 million
Alt 7: Reconnect the Grid with Vignettes	127	117	15% 70,800 sf	85% 401,300 sf	+ 50% $138.00 sf	$55.4 million	+ $23.3 million
Alt 8 Reconnect the Grid on Traditional Street	252	117	9% 43,500 sf	91% 430,000 sf	+ 100% $184,00 sf	$79.1 million	+ $47 million

Background

Designed by noted architect Victor Gruen and landscape architect Garrett Eckbo, the Fulton Street Pedestrian Mall opened in 1964 and replaced a once-vibrant shopping street. Like most other pedestrian malls, Fulton quickly deteriorated into a mostly vacant city center and many of its leading retailers and department stores moved to suburban shopping centers. Gibbs Planning Group Inc. (GPG) has been retained by the PBID Partners of Downtown Fresno, California to conduct an economic impact analysis for six alternative master plans for the Fulton Street pedestrian mall. These plans have been designed by Moule Polyzoides Architects.

Methodology

To address the above issues, GPG conducted a review of published research prepared by third-party groups on the economics of American pedestrian malls, modern shopping trends and the impacts of on-street parking. GPG has not conducted primary research or tested the existing data for Fresno's current conditions. This evaluation was conducted during the month of June, 2011.

For the purposes of this study, GPG has assumed the following:

- **On-street Parking:** Each metered on-street parking stall will receive a minimum of four user turns per day (actual turns can be as high as 20 per day), equating to twice the usage of off-street surface and structured parking spaces. This equates to each parking stall directly supporting 500 sf of gross retail space. Average U.S. annual regional retail sales are $372 per sf (2008 Dollar & Cents of Shopping Centers, ICSC & ULI). Therefore, each managed (individually metered) on-street Fulton parking stall will conservatively generate $186,000 in annual gross retail sales. Meters located along cross streets are assumed to produce $62,000 in sales because of their distance from Fulton's retailers.

- **Comparative Studies:** Research has indicated that the opening of similar pedestrian malls to vehicular traffic and adding on-street parking has been *"an unqualified success," resulting* in a significant reduction of vacancy and an increase in sales (see attached research). Eugene, Oregon reported: *"retailers were thrilled by the (pedestrian mall) opening; people are coming back by the thousands."* Numerous case studies indicate that returning cars to pedestrian malls increased sales of existing businesses by 25-30 percent and cut vacancies in half, typically to five to ten percent. (See attached case studies for Covington, Kentucky; Eugene, Oregon; Oak Park, Illinois; South Bend, Indiana; Waco, Texas,)

- **Reduced Vacancies:** Based on similar case studies (attached), GPG assumes that the reopening of Fulton and adding on-street parking will reduce the existing vacancy rates from 26 percent to nine percent, equaling the overall Fresno retail vacancies. This represents leasing 72,200 sf of the existing 120,700 vacant ground floor space (20 – 30 new retailers producing $29 million in additional sales revenue).

- **Increased Sales:** Based on similar case studies (attached), GPG assumes that overall existing businesses will increase sales by 10 to 100 percent, depending on the street design and numbers of parking stalls. As a result, the reopening of the mall would generate an additional $6.1 to $47 million in annual retail sales. Fulton's 2010-2011 sales are reported at $32.1 million.

- **No New Competition:** No major regional retail centers will be developed within the trade area of this study through 2016 except as noted below. Other major community retail centers may be planned or proposed (Fancher Creek Town Center), but only the existing retail is considered for this study. The quality of the existing retail trade in the study area is projected to remain constant. Gains in future average retail sales per sf reflect higher sales per sf in newly developed retail and selected increases in sales per sf by individual retail categories.

- **Population Growth:** Annual population growth for the primary trade area is estimated to be 0.79 percent throughout the five-year period of this study.

- **Employment:** Employment distribution is projected to remain constant, without a spike or decline in employment by NAICS categories.

- **Reported Lease Data:** The projected lease and vacancy rate model is based on our proprietary econometric model of the relationship between changes in employment and changes in vacancy and lease rates. Data was gathered from the US Census Bureau, Experian, ESRI, CBRE, COSTAR Group, Inc., LOOPNET, and local brokerage services.

- **Regional Economy:** The region's economy will continue at normal or above normal ranges of employment, inflation, retail demand, and growth.

- **Implementation:** Any new construction of the Fulton Street Pedestrian Mall will be planned, designed, built, and managed to the best practices of The American Planning Association, The Congress for the New Urbanism, The International Council of Shopping Centers, and The Urban Land Institute.

Limits of Study

The findings of this study represent GPG's best estimates for the potential economic impacts of the above Fulton Pedestrian Mall alternatives. Every reasonable effort has been made to ensure that the data contained in this study reflect the most accurate and timely information possible and are believed to be reliable. This study is based on estimates, assumptions, and other information developed by GPG independent research effort, general knowledge of the industry, and consultations with the client and its representatives.

No responsibility is assumed for inaccuracies in reporting by the client, its agent and representatives or in any other data source used in preparing or presenting this study. This report is based on information that was current as of June 24, 2011, and GPG has not undertaken any update of its research effort since such date.

This report may contain prospective financial information, estimates, or opinions that represent GPG's view of reasonable expectations at a particular time, but such information, estimates, or opinions are not offered as predictions or assurances that a particular level of income or profit will be achieved, that particular events will occur, or that a specific price will be offered or accepted. Actual results achieved during the period covered by our prospective financial analysis may vary from those described in our report, and the variations may be material. Therefore, no warranty or representation is made by GPG that any of the projected values or results contained in this study will be achieved.

GPG does not endorse or recommend that any or all of the subject alternatives be implemented. GPG further acknowledges that the Gruen-Eckbo design and sculptural elements have historical and cultural value that cannot necessarily be quantified for their economic or cultural value to the community. This study should not be the sole basis for programming, planning, designing, financing, or development of any individual property, commercial center or the Fulton Mall. This study is for the use of the City of Fresno for general planning purposes only, and is void for other site locations or developers.

Downtown Retail Market Demand

GPG has recently completed a retail market study for The City of Fresno's PBID, and concluded that Fresno's downtown can presently support an additional 313,000 sf of retail and restaurant development, generating over $83.7 million in new sales. By 2016, the downtown can support a total of 353,000 sf of new commercial growth, generating $105.7 million in sales. The demand could partially be absorbed by existing businesses, or with the opening of 40 to 60 new restaurants and retailers. Downtown Fresno's commercial offerings are under-serving its consumer base, both residential and employees. The greatest categories of supportable retail growth are department and discount department stores, grocery/supermarket, apparel & shoe stores, full service restaurants, and general electronics.

Although there is strong retail competition to the north along the Shaw Avenue corridor, daytime employee expenditure will supplement evening and weekend residential consumer expenditure, creating the base for community-scale retailers to enter the market, or expand their local presence. The existing retail, limited to mostly neighborhood goods and services, but

APPENDIX A - FULTON MALL (continued)

exceptional freeway and local artery access, along with significant consumer expenditure leakage from the trade areas, offers the potential to expand the scale to include community and regional retailers.

This study further finds that the Fresno study area has a primary trade area population of 395,000 persons, increasing to 410,000 persons by 2015. The projected annual growth rate is 0.79 percent, slightly exceeding both the state and national levels. Average household income in the primary trade area is $44,400, lower than both the state and national averages. The district's per capita income ($13,400) is also less than the city and state levels. The primary trade area has a labor base of 155,900 employees, with 50.8 percent holding white-collar positions.

The supportable 2011 retail stretches across the spectrum of retail categories including:

- 98,600 sf of General Merchandise
- 65,400 sf of Food & Beverage
- 57,800 sf of Apparel, Shoes & Accessories
- 37,400 sf of Food & Restaurants
- 23,700 sf of Electronics, Appliances, & Computers
- 11,500 sf of Home Furnishings
- 10,400 sf of Sporting Goods, Hobby, Books & Music Stores
- 4,900 sf of Miscellaneous Retailers
- 1,700 sf of Jewelry, Luggage & Leather Goods
- 1,400 sf of Hardware, Lawn & Garden Stores
- 700 sf of Health Care & Personal Services.

I. Alternative 1: Do Nothing Different

Alternative 1 Description & Assumptions:

- Existing pedestrian mall to remain unchanged.
- Maintenance of public realm to remain at present levels.
- All public and private parking to remain in existing locations; only 14 parking meters along the cross streets.
- Existing surrounding shopping centers to continue current operations.
- The majority of the existing unmet demand for 313,000 sf of additional retail yielding $83.7 million in sales will be absorbed outside of the Fulton Mall in existing businesses or with the development of a new retail center.

Alternative 1 Projected Economic Impact

- The existing 26 percent (120,700 sf) of ground floor vacancies will increase to 35 percent (165,300 sf).
- Approximately 307,000 sf of the total existing ground floor space (472,200 sf) will be occupied.
- Overall annual gross sales revenues will decrease by $2-$3 million, from $32.1 million to $29 to $30 million.
- Average sales per sf will remain at $92/sf per year.
- Average rents will remain flat or slightly decline.

Alternative 1 Rationale

- Fulton will appear tattered and neglected while the surrounding shopping centers continue to upgrade their physical plant and implement proven management, leasing and marketing practices.
- New businesses and some existing Fulton businesses will be attracted to surrounding better managed centers.
- Downtown workers, families and visitors will continue to find Fulton inconvenient, and lacking the retailers and restaurants that they desire.

II. Alternative 2: Restoration & Completion

Alternative 2 Description & Assumptions

- The Fulton Pedestrian Mall will be restored and completed per original Gruen and Eckbo plans.
- Maintenance of public realm will increase to private sector shopping center industry standards.
- All public and private parking to remain in existing locations; no additional on-street parking along Fulton and only 14 parking meters along cross streets.
- Existing surrounding shopping centers to continue current operations.

Alternative 2 Projected Economic Impacts

- Ground floor vacancies will decrease from 26 percent to 20 percent with 377,800 sf of occupied ground level space.
- Overall annual gross sales revenues will increase by ten percent from $32.1 million to $38.2 million (+$6.1 million).
- Average annual sales will increase by ten percent from $92.00/sf to 101.20/sf.
- Average rents will increase by five to ten percent.

Alternative 2 Rationale

- Fulton will regain its national attention and become a must-visit destination for visitors and local residents.
- Some businesses will be attracted to deploy new stores along Fulton.
- Some existing businesses and property owners will invest in store upgrades in response to the renovated public realm.
- Shoppers will continue to find Fulton inconvenient, and lacking many of the retailers and restaurants that they desire.
- While the novelty of the improved mall will bring more visitors and tourists, it will not translate into significantly stronger sales because of the lack of major anchors, coordinated management, business hours and its inconvenient parking.

II. Alternative 4A: Keep Four Center Blocks Closed

Alternative 4A Description & Assumptions

- The middle four blocks of the pedestrian mall will be restored and completed per original Gruen and Eckbo plans.
- The outer two blocks will be opened to vehicular traffic.
- Maintenance of public realm will increase to private sector shopping center industry standards.
- 52 additional on-street parking spaces installed along the outer two blocks and 117 metered on-street stalls will be added along the cross-streets.
- The existing surrounding shopping centers to continue current operations.

Alternative 4A Projected Economic Impacts

- Ground floor vacancies will decrease from 26 percent to 20 percent with 377,800 sf of occupied ground level space.
- Overall annual gross sales revenues increase from $32.1 million to $38.9 million (+$6.8 million).
- Average annual sales will increase by 12 percent, from $92.00/sf to 103.00/sf.
- Average rents will increase by five to ten percent.

APPENDIX A - FULTON MALL (continued)

Alternative 4A Rationale

- Fulton will regain its national attention and become a must-visit destination for visitors and local residents.
- Some new businesses will be attracted to deploy a new store along the restored Fulton Pedestrian Mall; however, some existing mall businesses will seek to relocate to the newly opened outer blocks.
- Some existing businesses and property owners will invest in store upgrades in response to the renovated public realm.
- Shoppers will continue to find the middle four blocks of Fulton inconvenient, and lacking many of the retailers and restaurants that they desire.
- The opened outer blocks will not have enough critical mass of retail to create a destination. The middle four-block pedestrian mall will disrupt vehicular flow and add to the district's inconvenience.
- The 52 additional Fulton on-street parking stalls will only directly support 26,000 sf of the mall's 472,165 sf.
- Most of the 117 cross-street parking stalls are too far removed from Fulton businesses to have a significant impact on their sales.
- While the novelty of the improved mall will bring more visitors and tourists, it will not translate into significantly stronger sales because of the lack of major anchors, coordinated management, business hours and inconvenient parking.

IV. Alternative 6A: Reconnect the Grid With One-Way Street

Alternative 6A Description & Assumptions

- The pedestrian mall will be partially restored and a one-way street installed for the entire length.
- Maintenance of public realm will increase to private sector shopping center industry standards.
- 48 on-street parking spaces will be installed along the Fulton and 117 metered on-street stalls will be added along the cross-streets.
- The existing surrounding shopping centers to continue current operations.

Alternative 6A Projected Economic Impacts

- Ground floor vacancies will decrease from 26 percent to 20 percent, with 377,800 sf of occupied ground level space.
- Overall annual gross sales revenues increase from $32.1 million to $38.9 million (+$6.8 million)
- Average annual sales will increase by 12 percent, from $92.00/sf to 103.00/sf.
- Average rents will increase by five to ten percent.

Alternative 6A Rationale

- Some new businesses will be attracted to deploy a new store along the restored Fulton Pedestrian Mall.
- Some existing businesses and property owners will invest in store upgrades in response to the renovated public realm.
- Shoppers will appreciate the opportunity to easily drive Fulton and view stores and businesses. However, they will continue to find access to the middle eight blocks of Fulton inconvenient due to limited on-street parking.
- The one-way street orientation will frustrate visitors and potential shoppers.
- Overall, Fulton will continue to lack the necessary critical mass of retailers and restaurants to attract the surrounding daytime workers and young families.
- While the novelty of the improved mall will bring more visitors and tourists, it will not translate into significantly stronger sales because of the lack of major anchors, coordinated management, business hours and its inconvenient parking.

V. Alternative 7: Reconnect the Grid 2 (Two-Way Street)

Alternative 7 Description & Assumptions

- The pedestrian mall is replaced with a two-way street and smaller groupings of the original Gruen and Eckbo design features and sculpture.
- Maintenance of public realm will increase to private sector shopping center industry standards.
- 127 on-street parking spaces will be installed along Fulton Street, and 117 metered on-street stalls will be added along the cross-streets.
- The existing surrounding shopping centers to continue current operations.

V. Alternative 7: Reconnect the Grid 2 (Two-Way Street)

Alternative 7 Description & Assumptions

- The pedestrian mall is replaced with a two-way street and smaller groupings of the original Gruen and Eckbo design features and sculpture.
- Maintenance of public realm will increase to private sector shopping center industry standards.
- 127 on-street parking spaces will be installed along Fulton Street, and 117 metered on-street stalls will be added along the cross-streets.
- The existing surrounding shopping centers to continue current operations.

Alternative 7 Projected Economic Impacts

- Fulton will experience a significant increase of pedestrian and shopper traffic, including daytime workers, families and visitors, many for the first time.
- Ground floor vacancies will decrease from 26 percent to 15 percent, yielding 401,300 sf of occupied ground level space.
- Overall annual gross sales revenues increase by 50 percent, from $92.00/sf to $138.00/sf, representing approximately 37 percent of the national average of $372/sf.
- Combined sales for the eight-block Fulton district will grow by $23.3 million, from $32.1 to 55.4 million. Average annual sales will increase by 12 percent, from $92.00/sf to 103.00/sf.
- Average rents will increase to approximately eight to ten percent of gross sales (per industry standards).

Alternative 7 Rationale

- Many new businesses will be attracted to deploy a new store along the opened Fulton Street.
- Some existing businesses and property owners will invest in store upgrades in response to the renovated public realm.
- Shoppers will appreciate the opportunity to easily drive and park along Fulton. However, parking will be less than desirable due to the limited on-street stalls.
- These 127 Fulton Street parking stalls will directly support only 13 percent or 65,000 of the mall's 472,000 sf of ground level commercial area.
- The one-way street orientation will frustrate visitors and potential shoppers.
- Overall, Fulton will continue to lack the necessary critical mass of retailers and restaurants to attract the surrounding daytime workers and young families.
- While the novelty of the improved mall will bring more visitors and tourists, it will not translate into significantly stronger sales because of the lack of major anchors, coordinated management, business hours and inconvenient parking.

VI. Alternative 8: Reconnect the Grid 3

Alternative 8 Description & Assumptions

- The pedestrian mall is replaced with a two-way street and smaller groupings of the original Gruen and Eckbo design features and sculpture.
- Maintenance of the public realm will increase to private sector shopping center industry standards.
- 252 on-street parking spaces will be installed along Fulton Street, and 117 metered on-street stalls will be added along the cross-streets.
- The existing surrounding shopping centers to continue current operations.

Alternative 8 Projected Economic Impacts

- Fulton will experience a significant increase of pedestrian and shopper traffic, including daytime workers, families and visitors, many for the first time.
- Ground floor vacancies will decrease from 26 percent to 9 percent, with 430,000 sf of occupied ground level space.
- Overall annual gross sales revenues increase from $32.1 million to $79.1 million (+$47 million)
- Average retail sales will double from $92.00/sf to $184.00/sf. Some new retailers will likely generate sales equal to or greater than the industry standard of $372/sf.

Alternative 8 Rationale

- Fulton’s combination of quality urbanism, numerous historic buildings and convenient accessibility and parking will attract many retailers to deploy a new store in Fresno.
- Many existing businesses and property owners will invest in store upgrades in response to the renovated public realm.
- Shoppers will appreciate the opportunity to easily drive and park.
- The new 252 Fulton Street parking stalls, if properly metered and managed, will directly generate up to $48.9 million in new retail sales, supporting 126,000 sf of retail space or 42 stores.
- Overall, Fulton will eventually gain the necessary critical mass of retailers and restaurants to attract the surrounding daytime workers and young families.

Background Research Summary

1.0 Introduction

The first pedestrian mall in the United States opened in 1959 in Kalamazoo, MI, part of a much larger plan by Victor Gruen Associates—otherwise never realized—to revitalize that city's downtown area[1]. The concept spread throughout the country in the following decades, and it is estimated that more than 200 communities of varying sizes had installed pedestrian malls by the early 1990s[23]. By this time, however, many communities had already begun to reevaluate their malls' effectiveness; at least 15 malls had reopened to some form of vehicular traffic by 1977, and dozens more did so during the 1980s. This trend continued unabated into the 1990s and beyond, with Kalamazoo reopening its Burdick Street Mall to traffic in 1998[4]. By 2005, less than 25 pedestrian malls remained in place[5]

Those communities who have reintroduced vehicular traffic to their pedestrian malls—either completely or partially—have on the whole seen a positive economic impact after doing so. Two major studies commissioned in 1989, by the cities of Eugene, Oregon and Poughkeepsie, New York, were catalysts for proponents of 'de-malling' in the 1990s and beyond: of the 10 cities studied in the latter survey completed by the firm HyettPalma, five had reopened their malls to traffic, and all reported "an increase in property values, sales, and number of businesses[6]." As more communities de-malled, later surveys of greater sample size[78] confirmed the same results: taken together, of 72 communities surveyed nearly 80 percent had reintroduced some form of vehicular traffic on their pedestrian malls, and 10 percent of them had the idea under consideration in 2009. Of those malls reopened to vehicular traffic, 90 percent reported "significant improvements in occupancy rates, retail sales, property values, and private sector reinvestment in the downtown area[9]."

The following case studies aim to provide more specific details relating to the economic impacts of pedestrian mall conversions where retail sales, occupancy or rent data were made available.

2.0 Case Studies

2.1 Kalamazoo, MI

As mentioned previously, Kalamazoo was home to the country's first pedestrian mall. After a protracted battle[1011], the mall on Burdick Street was reopened to traffic in 1998. By this time, one major retailer remained on the street, only to leave within nine months of the reopening[12]. While the reopening coincided with a low point for downtown retail, new investment came quickly: by early 2000, three major projects were under development[13]: two redeveloped the large spaces previously occupied by the last major retailers to leave into mixed-use spaces with first floor retail and upper story residential and office space. 2011 marked a milestone for the former mall when it was announced that every storefront was occupied or under agreement to be filled within two years—the first time in four decades retail vacancy had seen such levels[141516].

2.2 Oak Park, IL[17]

Oak Park Center Mall was built in 1967 along four blocks of Lake Street, the traditional main street in this suburban Chicago community. By 1987, one major retailer—who had direct access to a parking structure—remained, though overall vacancy along the mall was 25%. Retail sales had been cut in half from a high of $50 million annually in 1972. Three of the four blocks were reopened to traffic in November 1988, and within the next year vacancies dropped to 19% while retail sales increased 6.3%[18]. In the decades since reopening, new redevelopment of the corridor—including two "unobtrusive" parking structures—has taken place, resulting in a 15 to 20% overall increase in sales from the time of reopening, and a vacancy rate that today is around 5%[19].

[1] Cheyne, Michael. "No Better Way? The Kalamazoo Mall and the Legacy of Pedestrian Malls." *Michigan Historical Review* 36, no. 1 (Spring 2010): 103-28.

[2] Rubenstein, Harvey M. *Pedestrian Malls, Streetscapes, and Urban Spaces*. New York: Wiley, 1992. 17-22.

[3] This figure includes fully-pedestrianized streets, as well as streets open only to transit, and 'semimalls' which allowed all motor vehicles, albeit with severely reduced capacity and parking.

[4] Cheyne, pp. 116-128.

[5] Smith, Kennedy L. *Pedestrian Malls.* Report. Accessed June 10, 2011. http://www.cluegroup.com/Downloads/Pedestrian%20Malls%20%28Kennedy%20Smith%29.pdf.

[6] Cheyne, p. 116; Vizard, Mary M. "Some Downtown Areas Are Coming Full Circle." *The New York Times*, December 29, 1991.; Bressi, Todd. "Retrofits." *Planning*, June 1990.

[7] West, Amanda B. *An Information Brief on Downtown Pedestrian Malls, April 1995.* Issue brief. Accessed June 10, 2011. http://weblink.cityofdubuque.org/WebLink8/1/doc/40005/Page124.aspx. Included as an attachment in the memorandum, "Streetscape Improvements - Main Street from 5th Street to 9th Street", City of Dubuque, IA.

[8] City of Buffalo, NY. *City of Buffalo Main Street Multi-Modal Access and Revitalization Project Environmental Assessment.* Report. April 2009. www.nfta.com/pdfs/Appendix%20A.pdf.
Appendix A, "Experience of Other Communities with Pedestrian Malls"

[9] City of Buffalo, NY. *City of Buffalo Main Street Multi-Modal Access and Revitalization Project Environmental Assessment*. Report. April 2009. www.nfta.com/pdfs/COBMulti-Modal%20Access.pdf. p. 1-5.

[10] Cheyne, pp. 119-128.

[11] Steinhauer, Jennifer. "When Shoppers Walk Away From Pedestrian Malls." *The New York Times*, November 5, 1996.

[12] Flisram, Greg. "Post Modern or Post-Mortem? The Kalamazoo Mall Revisited." *American Planning Association/Viewpoints*, March 2000.

[13] LoBianco, Dan. *Other Plaza Research Findings, January - May 2000.* Report. Dubuque Main Street. http://weblink.cityofdubuque.org/WebLink8/1/doc/40005/Page124.aspx. Included as an attachment in the memorandum, "Streetscape Improvements - Main Street from 5th Street to 9th Street", City of Dubuque, IA.

[14] Nixon, Alex. "Kalamazoo Mall: Retail Is Making a Comeback in City's Core Shopping Area." *Kalamazoo Gazette*, March 18, 2011. http://www.mlive.com/news/kalamazoo/index.ssf/2011/03/kalamazoo_mall_retail_is_makin.html.

[15] Nixon, Alex. "Kalamazoo Mall: After Loss of Department Stores, Companies Step Forward to Fill Empty Spaces." *Kalamazoo Gazette*, March 19, 2011. http://www.mlive.com/news/kalamazoo/index.ssf/2011/03/kalamazoo_mall_after_loss_of_m.html.

[16] Nixon, Alex. "Kalamazoo Mall: Every Storefront May Be Filled in 2 Years as Prominent Developers Rehab Buildings." *Kalamazoo Gazette*, March 20, 2011. http://www.mlive.com/news/kalamazoo/index.ssf/2011/03/kalamazoo_mall_every_storefron.html.

[17] Lang, Jon. "Case Study: Oak Park Center Mall, Oak Park, Illinois, USA: a Mall Built and Demolished (1967, 1989)." In *Urban Design: a Typology of Procedures and Products*, 81-83. Oxford: Architectural Press, 2006.

[18] Vizard, 1991.

[19] City of Buffalo, NY, Appendix A.

2.3 Poughkeepsie, NY

In 1973, when Poughkeepsie's Main Street Mall was completed, more than 70 businesses operated along the four-block stretch of street, which contained "over one hundred trees, numerous benches and six fountains, […] a pavilion and playground equipment[20]." These features were not enough to prevent the loss of the street's anchor stores—and subsequently other retailers—to new regional malls in the ensuing years; by 1991, vacancy rates were around 30%. When the street was reopened to one lane of traffic that year, vacancies dropped to 10.7% as buildings were sold or tenanted[21]. The street was converted to two lanes of traffic with on-street parking in 2001[22].

2.4 South Bend, IN

Michigan Street, South Bend's main thoroughfare had lost its two department stores and movie theatre to regional malls by 1987, the year it decided to reopen the street to two-way traffic. Retail sales increased by 20% after the reopening of the street to traffic, prompting new development including the reopening of the State Theater. Less than ten years after the reopening, the street had become a revitalized area for restaurants and entertainment[23].

2.5 Pittsburgh, PA

East Liberty Mall opened in 1969, restricting three streets to buses and taxis while directing auto traffic around a perimeter ring road. In 1986, the streets were reopened to all vehicles and on-street parking was added. A retail study undertaken at the time determined that shoppers were not willing to navigate the ring road system to find perimeter parking. Where the vacancy rate along the malled streets had been at 60% in 1983, the six years after their reopening saw $80 million in development of both new and restored buildings. By 1992, 200 new businesses had opened in the area[242526].

2.5 Further Case Studies

Eugene, OR	7-block, H-Shaped pedestrian mall opened in 1971. Several blocks were reopened in 1985; retail vacancy on those blocks was reduced from 25% to 6% by 1989. All but two blocks had been reopened by 2000, due to the previous successes[272829].
Louisville, KY	3-block River City Mall opened in 1973[30]. When reconverted to two-way traffic in 2000, vacancy rate was 80%, but decreased to 50% the following year[3132].
Waco, TX	Austin Avenue reopened to traffic in 1986; ground-floor vacancies fell by 50%[33].
Covington, KY	Old Town Plaza was reopened to two-way traffic with parallel parking prior to the 1993 Holiday shopping season. Retailers immediately reported year-over-year sales gains of 30%[34].
Burlington, IA	Two separate blocks converted to pedestrian mall in the late 1970s, one adjacent to the Mississippi River and the other was the historic retail block. Within a decade, retail vacancy on the latter block was close to 80%. Both blocks were reopened in 1990; by 1992 all retail space on the latter block was filled[3536].

[20] Longo, Gianni, and Virginia Dzurinko. *American Urban Malls: A Compendium*. By Roberto Brambilla. Washington, DC: US Government Printing Office, 1977. 86-87. Institute for Environmental Action in association with Columbia University Center for Advanced Research in Urban and Environmental Affairs.
[21] Vizard, 1991.
[22] City of Buffalo, NY, Appendix A.
[23] West, 1995.
[24] Longo et al, pp. 46-47.
[25] West, 1995.
[26] LoBianco, 2000.
[27] City of Buffalo, NY, Appendix A.
[28] LoBianco, 2000.
[29] West, 1995.
[30] Longo et al, pp. 80-81.
[31] Center City Commission (Memphis, TN). *Pedestrian & Transit Malls Study.* Report. June 2008. www.indydt.com/Pedestrian_and_Transit_Malls_Study.pdf.
[32] City of Buffalo, NY, Appendix A.
[33] West, 1995.
[34] LoBianco, 2000.
[35] Ibid.
[36] Smith, Kennedy L.