

**SPECIFIC PLAN**  
for the  
**BUTLER/WILLOW**  
**AREA**

SPECIFIC PLAN

for the

BUTLER/WILLOW AREA

Approved by Resolution No. 5128

of the

Planning Commission

of the

City of Fresno

June 15, 1971

prepared by the

Department of Planning and Inspection

City of Fresno

BILL NO. B-111

INTRODUCED BY Bell

ORDINANCE NO. 71-116

AN ORDINANCE OF THE CITY OF FRESNO,  
CALIFORNIA, ADOPTING THE SPECIFIC  
PLAN FOR THE BUTLER/WILLOW AREA

WHEREAS, the Council of the City of Fresno by Resolution No. 70-124, dated July 16, 1971, did request the Planning Commission and staff of the Department of Planning and Inspection to prepare a specific plan for the territory within the boundaries of the Butler/Willow No. 1 Annexation Area; and,

WHEREAS, the boundaries of the Butler/Willow No. 1 Annexation were drawn for an area of sufficient size to provide adequate planning for orderly growth of the territory surrounding the site selected by the General Services Administration of the United States Government for the Internal Revenue Service Center; and,

WHEREAS, the Department of Planning and Inspection did prepare a specific plan for the Butler/Willow area, which plan was the subject of public hearings conducted by the Fresno City Planning Commission on May 18 and June 15, 1971; and,

WHEREAS, the Fresno City Planning Commission approved and recommended adoption of "Alternate No. 1 - Lower Intensity Uses - Preliminary Specific Plan for the Butler/Willow Area" and other recommendations having to do with environmental conservation, traffic, and circulation, by Resolution No. 5128 dated June 15, 1971; and,

WHEREAS, the Council on August 19, 1971, rejected the Land Use Element of the Butler/Willow Specific Plan approved and recommended by Planning Commission Resolution No. 5128; and,

WHEREAS, in the Public Hearing on October 19, 1971, the Planning Commission approved and recommended adoption of Map No. 2--Revised Land Use Element, and confirmed its previous approval and recommendation for adoption of the Circulation

PASSED NOV. 18, 1971

EFFECTIVE DEC. 19, 1971

71-116

Element and Environmental Conservation element of said plan by Resolution 5174;

NOW, THEREFORE, the Council of the City of Fresno does ordain as follows:

SECTION 1. The Revised Specific Plan for the Butler/Willow Area (hereinafter called the "plan"), relating to land use, official plan lines, traffic circulation, the installation of public improvements, and environmental conservation, including tree retention and replacement, is hereby adopted.

1. Description of the Plan. The plan consists of the elements delineated in this ordinance, together with Map No. 1--Boundary Map, Map No. 2--Land Use Element, Map No. 3--Circulation Element, and Map No. 4--Environmental Conservation Element, which maps are attached hereto and made a part hereof by this reference.

a. Conformity of the Plan--The Plan conforms generally to the land use and circulation patterns of the Fairgrounds and Sunnyside Community Planning Areas within which the Butler/Willow Area, as delineated on Map No. 1, Boundary Map, is located. The Fairgrounds and Sunnyside Community Planning Areas are elements of the Fresno-Clovis Metropolitan Area General Plan.

b. Objectives of the Plan--The objectives of the Plan described and depicted in this ordinance are to provide:

(1) a land use and circulation plan that will effectively blend the unique qualities of this newly annexed territory with the land use and circulation of the surrounding area;

(2) a land use and circulation plan that will accommodate development of the Internal Revenue Service Center and, at the same time, reduce the opportunity for the facility to adversely affect the street system and properties in the vicinity;

(3) controls in support of land use and circulation plans that will protect the area from unwarranted changes in the local environment;



(4) opportunities for new and long term development that are consistent with the land economics that determine balanced growth and development of the Fresno urbanized area;

(5) opportunities to retain the esthetic qualities of existing roads and properties within and adjacent to the Butler/Willow Annexation Area; and

(6) protection for the unique rural-suburban qualities of the area.

c. Boundary of the Plan--The area of the Plan is within the boundary delineated on Map No. 1, Boundary Map, and includes:

(1) The Butler/Willow No. 1 Annexation Area, the area of which is approximately 563.75 acres; and

(2) approximately 60.8 acres of previously incorporated territory immediately adjacent to the Butler/Willow No. 1 Annexation Area.

1. The Plan.

a. Land Use Element--The Land Use Element consists of land use districts arranged to provide:

(1) a range of residential dwelling units and population densities;

(2) a range of commercial intensities that are mutually protective of each other and of the environment;

(3) inherent property development standards that amplify the protective qualities of the land use pattern;

(4) design controls through overlay design control districts to preserve and promulgate esthetic qualities and environmental conservation, protection, and enhancement;

(5) a land use pattern that limits traffic generation to a level within the designed capabilities of arterial and collector streets;

(6) a land use pattern that will limit the intensification of uses to a level within the designed capabilities of sewer and water distribution systems and drainage facilities;

(7) commercial districts adequate to supply daily convenience goods and services for the potential population of the area;

(8) recognition of existing land use districts that are capable of providing goods and services at levels of intensity that may be competitive within the metropolitan area in terms of location and potential attractiveness; and

(9) adequate school and neighborhood park facilities.

b. Density--The land use districts, delineated on Map No. 2, Land Use Element, shall permit:

(1) single family residential dwellings at a dwelling unit density of up to 4.9 dwelling units per gross acre and not more than 13.5 people per gross acre, as permitted in the R-1-C, R-1-B, and R-1 Districts;

(2) low density multi-family residential uses at a dwelling unit density of 5 to 16 dwelling units per gross acre and not more than 35 people per gross acre as permitted in the R-2-A and R-2 Districts;

(3) offices and low density multi-family residential uses as a dwelling unit density of 5 to 16 dwelling units per gross acre and not more than 35 people per gross acre as permitted in the R-P District;

(4) medium density multi-family residential uses at a dwelling unit density of 19 to 29 dwelling units per gross acre and not more than 41 people per gross acre as permitted in the R-3-A and R-3 Districts;

(5) neighborhood commercial uses as permitted in the C-1 District;



(6) community commercial uses in a planned unified shopping center as permitted in the C-2 District;

(7) regional commercial uses as permitted in the C-3 District;

(8) special land development standards as required by the "BA" Boulevard-Area District;

(9) an elementary school; and

(10) ponding basin parks.

c. Circulation Element--The Circulation Element as delineated on Map No. 3, Circulation Element, includes certain arterial and collector streets of the Circulation Element of the Fresno-Clovis Metropolitan Area General Plan and certain arterial and collector streets for which official plan lines were adopted by Ordinance No. 71-11, within the Butler/Willow No. 1 Annexation, as follows:

(1) South Peach Avenue, designated an arterial street by the Circulation Element of the General Plan and for which Official Plan Lines were established by Ordinance No. 71-11;

(2) East Butler Avenue, designated a collector street from the westerly boundary of the Butler/Willow No. 1 Annexation to a point 440 feet east of South Willow Avenue by the Circulation Element of the General Plan and herewith designated a collector street from a point 440 feet east of South Willow Avenue to a point 660 feet west of South Peach Avenue and pursuant to Official Plan Lines established by Ordinance No. 71-11;

(3) East Lane Avenue, herewith designated a collector street between South Chestnut Avenue and South Peach Avenue pursuant to Official Plan Lines established by Ordinance No. 71-11;

(4) South Willow Avenue, herewith designated a collector street between South Lane Avenue and East

Kings Canyon Road pursuant to Official Plan Lines established by Ordinance No. 71-11.

(5) East Kings Canyon Road and South Chestnut Avenue designated arterial streets by the Circulation Element of the General Plan; and

(6) East Butler Avenue, herewith designated a local street from a point 660 feet westerly of South Peach Avenue to a point 330 feet easterly of South Peach Avenue pursuant to Ordinance No. 71-11.

A traffic diverter preventing eastbound traffic on East Butler Avenue easterly of the intersection of East Butler and South Peach Avenues and preventing left turn movement from South Peach Avenue easterly onto East Butler Avenue shall be installed at the intersection of South Peach Avenue and East Butler Avenue.

d. Environmental Conservation Element--The Environmental Conservation Element provides for the preservation and promotion of the environmental and esthetic quality of the Butler/Willow Area that is the result of roadside trees, vineyards, and orchards combined in a rural setting, the conservation of which is essential to the purposes of environmental protection.

The Environmental Conservation Element consists of:

(1) A Tree Replacement and Retention Plan for certain trees within the roadways of South Peach Avenue and East Butler Avenue that:

(a) shall provide for the retention in place, within the divider island of South Peach Avenue, of not less than fifteen (15) existing olive trees between a point on the center line of South Peach Avenue seven hundred and fifty (750) feet south of East Kings Canyon Road, and East Kings Canyon Road, and



(b) shall provide for the planting of not less than thirty (30) olive and holly oak trees and not less than six (6) Canary Island pine trees that are not less than twenty (20) inch box size within the divider island of South Peach Avenue between East Lane Avenue and East Kings Canyon Road, and for the planting of three olive or holly oak trees that are not less than twenty (20) inch box size, within the divider island of South Peach Avenue approximately four hundred and eighty (480) feet north of East Kings Canyon Road; and

(c) shall provide for the retention in place of not less than thirty (30) existing olive trees within the official plan lines established for East Butler Avenue by Ordinance No. 71-11 between a point 660 feet westerly of South Peach Avenue and a point 330 feet easterly of South Peach Avenue, excepting those olive trees within 110 feet of South Peach Avenue that may be removed to facilitate traffic safety and movement at the intersection of East Butler and South Peach Avenue; and

(d) shall provide detailed landscaping and sidewalk plans within the BA District and for the pedestrian paths specified herein; and

(e) shall provide for the retention in place of those existing trees between the curb lines and the Boulevard Area setback lines parallel to South Peach Avenue until the development of abutting properties shall occur excepting those trees that interfere with the improvement of South Peach Avenue and that may be hazardous to traffic safety.

(2) Landscaped setbacks 30 feet wide along East Butler Avenue pursuant to the Boulevard Area District containing pedestrian and bicycle paths;

(3) Landscaped setbacks 15 feet wide along South Peach Avenue, South Willow Avenue, East Lane Avenue and East Kings Canyon Road pursuant to the BA District containing pedestrian and bicycle paths;

(4) Landscaped pedestrian paths between the curb and property line on the west side of South Winery Avenue north of East Butler Avenue; on the east side of South Willow Avenue connecting the neighborhood ponding basin park on the east side of South Willow Avenue with the BA-30 landscaped setback on the south side of East Butler Avenue; on the East side of South Adler Avenue, connecting the ponding basin park at the southeast corner of East Huntington and South Adler Avenues to the BA-15 landscaped setback on the north side of East Kings Canyon Road; and connecting the BA-15 landscaped setback on the east side of South Peach Avenue and the BA-30 landscaped setback on the north side of East Butler along a local street between South Peach Avenue and the elementary school site and along a local street abutting the westerly boundary of the elementary school site; and

(5) Neighborhood ponding basin parks within the Fresno Metropolitan Flood Control District ponding basins on the east side of South Willow Avenue between extended alignments of East Heaton and East Hamilton Avenues and at the southwest corner of East Huntington and South Adler Avenues.

3. Role of the Chief Administrative Officer. The Chief Administrative Officer is hereby directed to implement the Tree Replacement and Retention Plan so as to insure the retention of as many existing trees as possible, and to insure expedient measures necessary to complete the planting of the specified replacement trees not later than March 31, 1972.



4. Role of the Council. In the implementation of this Plan, the Council will be responsible for and shall:

a. initiate by resolution the redistricting of each parcel of land within the boundaries of the planning area, the districting of which conflicts with the land use element specified herein, to a district which does not conflict with said land use element;

b. implement the Environmental Conservation Element, including but not limited to retention of designated existing trees according to the Tree Retention and Replacement Plan, the specific planning of the Boulevard Area District landscaped setbacks, and the development of ponding basin parks in cooperation with the Fresno Metropolitan Flood Control District;

c. initiate construction of improvements of public rights-of-way;

d. initiate installation of street lighting and traffic signal facilities, fire alarm systems, water mains, fire hydrants, and sanitary sewers; and

e. initiate installation of drainage facilities in conjunction with the Fresno Metropolitan Flood Control District.

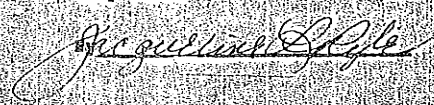
SECTION 2. This ordinance shall become effective and in full force and effect at 12:01 a.m. on the thirty-first day after its passage.

CLERK'S CERTIFICATION

STATE OF CALIFORNIA )  
COUNTY OF FRESNO ) ss.  
CITY OF FRESNO )

I, JACQUELINE L. RYLE, City Clerk of the City of Fresno, certify that the foregoing ordinance was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 18th day of November, 1971.

JACQUELINE L. RYLE  
City Clerk



JLR:ds  
10/29/71

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# PART ONE



## PREFACE to the SPECIFIC PLAN

FRESNO CITY PLANNING COMMISSION  
RESOLUTION NO. 5128

WHEREAS, the Council of the City of Fresno by Resolution No. 70-134, directed the preparation of a Specific Plan for the 563.75 acre BUTLER/WILLOW NO. Annexation Area; and

WHEREAS, in the public hearing of January 19, 1971, the Planning Commission, by Resolution No. 5076, approved and recommended adoption to the Council Official Plan Lines for East Lane Avenue, South Willow Avenue, South Peach Avenue, and East Butler Avenue within the BUTLER/WILLOW Area, said Official Plan Lines being part of the circulation element of the Specific Plan for the BUTLER/WILLOW Area; and

WHEREAS, the Planning Commission did conduct work shop meetings on Preliminary Specific Plan for the BUTLER/WILLOW Area on April 26 and May 11, 1971; and

WHEREAS, the Planning Commission did hold a public hearing on the Preliminary Specific Plan for the BUTLER/WILLOW Area on May 18, 1971, and continued that public hearing to June 15, 1971, and directed the preparation of two alternative land use plans, one for lower intensity uses and one for higher intensity uses for the public hearing of June 15, 1971; and

WHEREAS, the property owners in the area were noticed by direct mail of the public hearings of May 18 and June 15, 1971, at the direction of the Planning Commission, in addition to notices in a newspaper of general circulation 10 days prior to each hearing; and

WHEREAS, upon hearing the testimony of the staff, property owners in the area, and of the general public, the Planning Commission did find the BUTLER/WILLOW Specific Plan - Alternative One, Lower Intensity Uses to be in general conformity with the Community's General Plan and that said Specific Plan will:

1. reduce the stress on the designed capacities for traffic volumes on arterial and collector streets within and through the area;
2. reduce the demand for other urban services, especially sewer and water distribution systems and flood control facilities;
3. reduce the stress on the environment;
4. reduce the pressure inherent with newly developing areas for higher intensity uses resulting from a repetitive cycle of "higher zoning-higher land values-higher taxes and the attendant inflationary practices; and
5. reduce the opportunity for expansion of speculative land marketing practices into undeveloped areas south and east of the BUTLER/WILLOW Area.

NOW THEREFORE BE IT RESOLVED that the Planning Commission does herewith approve the BUTLER/WILLOW Specific Plan - Alternative One-Lower Intensity Uses

and does recommend its adoption to the Council;  
and

BE IT FURTHER RESOLVED that the Planning Commission's approval of said Specific Plan and recommendation to the Council does include all attendant staff recommendations as follows:

1. that the Boulevard Area District be applied to all properties within the BUTLER/WILLOW Specific Plan Area, requiring a landscaped setback 30 feet wide along East Butler Avenue frontages and a landscaped setback 15 feet wide along the frontages of East Lane Avenue, South Willow Avenue, South Peach Avenue, and East Kings Canyon Road;
2. implementation of the tree retention, relocation, and replacement plan dated June 15, 1971;
3. that the Chief Administrative Officer be requested to suspend pending tree removal contracts and to direct the scheduling of improvements on South Peach Avenue to permit detailing of the tree retention, relocation, and replacement plan;
4. the construction of the traffic diverter in East Butler Avenue at South Peach Avenue as depicted in the illustration dated May 18, 1971;
5. that the detailed design for the Boulevard Area District landscaped setbacks be commenced immediately;
6. that depending upon feasibility, the Fresno City Metropolitan Flood Control District ponding basins serving the BUTLER/WILLOW Area be developed as neighborhood parks and that detailed design of the ponding basin parks be commenced immediately;
7. that the Fresno County Planning staff be requested to work with the Department of Planning and Inspection staff in achieving continuity of the BUTLER/WILLOW Specific Plan recommendations into the Sunnyside Community Planning Area;
8. that additional annexations that are consistent with urban unification policies and processes be undertaken for the purposes of squaring-up the boundaries of incorporation established by the BUTLER/WILLOW NO. 1 Annexation;
9. that proven changes in market factors and land economics be recognized by the Planning Commission and Council as the only basis for the future rezoning of land in the BUTLER/WILLOW Area; and

10. that additional recommendations may be made by the staff to the Council regarding a collector street between East Lane Avenue and East Kings Canyon Road approximately 1300 feet westerly of South Peach Avenue.

The foregoing resolution was adopted by the Planning Commission of the City of Fresno upon motion of Commissioner McAlpine, seconded by Commissioner Williams.

VOTING: Aye - McAlpine, Williams, Bains, Baker,  
Colver, Tokmakian, Stockton

Noe - None

Absent - None

GEORGE A. KERBER, Secretary  
Fresno City Planning Commission

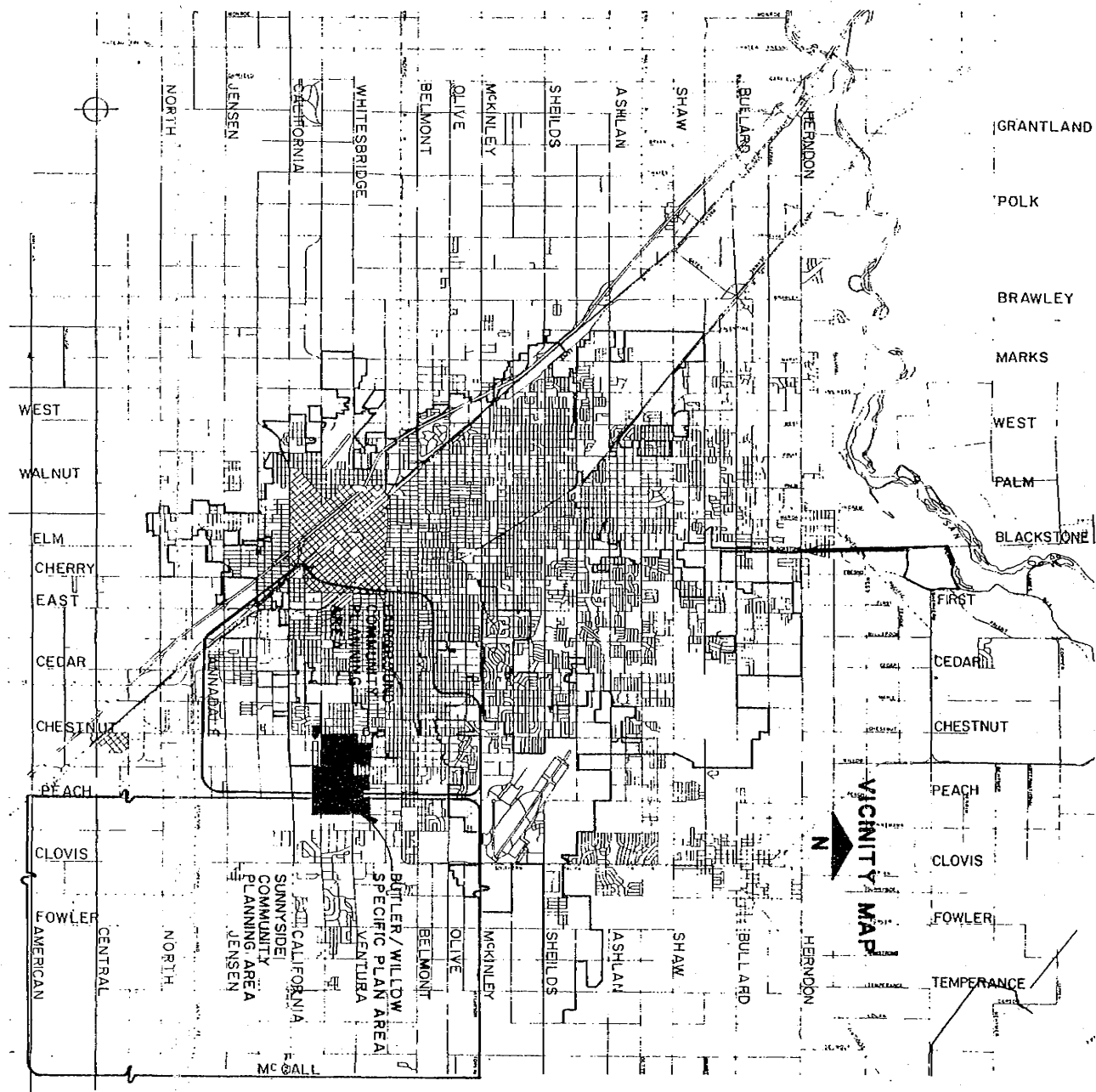
DATED: June 15, 1971

Resolution No. 5128

Approve Plan for BUTLER/WILLOW

Area





## BASELINE DESCRIPTION

### INTRODUCTION

Preparation of a specific plan for the Butler/Willow Annexation Area is intended primarily to provide a detailed plan for zoning and circulation in the 564 acre area surrounding the Internal Revenue Service Center. The level of detail that can be achieved through the specific planning process is fundamental to the protection of properties and the local environment from the adverse effect of disorganized development. Protection of the unique, rural-suburban qualities of the area has been the underlying foundation for plan preparation.

Upon annexation to the City of Fresno in August, 1970, the City Council directed the preparation of the specific plan by Resolution No. 70-134. Following Planning Commission review of an outline program for the technical work, several property owners in the area were invited to present their views to the Planning Staff on development of the area.

The legal basis for specific planning the Butler/Willow area is identical to the legal basis associated with zoning and official plan line procedures that are usually conducted on a piecemeal basis for individual properties and singular roadways. Basic information for specific plan preparation derives from General Plan land use and circulation guidelines. The absence of approved plans for the Fairgrounds and Sunnyside Community Planning Areas and the contended "impact" the IRS Center has made translation of planning information somewhat more difficult than is typical of the specific planning process.

Upon annexation, existing zoning in the area was accepted by the City of Fresno under the regulations of Section 12-203 of the Municipal Code. Approximately 45 acres of existing commercial zoning and the arterial and collector streets that will be widened or constructed to accommodate the IRS Center are major factors in the form and characteristics of the Specific Plan.

In the formative stages, land use and circulation proposals were reviewed by various departments and divisions. The consulting engineer for design of street improvements that became the subject of Improvement District No. 50 provided base map information and counsel in plan preparation. Fresno County Planning Department provided information and discussed plan objectives and content.

On January 19, 1971, the Planning Commission approved Official Plan Lines for designated arterial and collector streets within the Butler/Willow Area by Resolution No. 5076. That resolution also recommended adoption of the Official Plan Lines to the Council. The Council, by Ordinance No. 71-11 on February 11, 1971, adopted the Official Plan Lines as delineated on the maps in Appendix A for East Lane Avenue, East Butler Avenue, South Willow Avenue and South Peach Avenue. Map No. 3 of the Specific Plan illustrates this action and represents the Circulation Element of the Butler/Willow Specific Plan.

The Planning Commission held workshop meetings on the Plan on April 26 and May 11, 1971. A Public Hearing was held on May 18 and continued to June 15, with instructions to the staff that two alternative land use plans be prepared, one for lower intensity uses and one for higher intensity uses, including the addition of approximately 60 acres of previously incorporated territory surrounded by the territory annexed as Butler/Willow No. 1. The June 15 hearing was also officially noticed by mail and local newspaper.

The Planning Commission approved "Alternative One-Lower Intensity Uses" and recommended its adoption to the Council together with several supporting recommendations by Resolution No. 5128. The specific plan presented in Part Two and pertinent written material contained herein are the documents resulting from that action.

Supporting material prepared at the request of the Planning Commission following the workshop meetings and the Public Hearings of May 18 and June 15 is included in Appendix B. The report, "Preliminary Specific Plan for the Butler/Willow No. 1 Annexation Area" as originally presented to the Planning Commission on April 26, 1971, is Appendix D.

The Tree Retention and Replacement Plan, which is a detailed depiction of the trees to remain and trees to be planted to conserve the environmental quality of East Butler and South Peach Avenues. As a component of the Environmental Conservation Element of the specific plan, the Tree Retention and Replacement Plan is contained in Appendix C.

## BACKGROUND

IRS CENTER - Following extensive evaluation of several sites throughout the community by the General Services Administration and the Internal Revenue Service of the federal government a 50 acre site at the northeast corner of South Willow Avenue and East Butler Avenue was selected. The site was zoned R-P-BA and RP upon application of the owner during annexation proceedings in accordance with Section 12-203-c of the Municipal Code and as authorized in Section 11531 of the Business and Professions Code. The RP District was found appropriate as a transition district for the purposes of protecting residential neighborhoods from the adverse effect of the massive proportions and potential generating qualities of the IRS Center. The regulations of this district also provide for height control and site design control through the Site Plan Review process. The Boulevard Area overlay district provides for a landscaped setback that is intended to protect the esthetic qualities of East Butler Avenue.

The IRS Center is best described as an office facility of huge proportions that will serve the purposes of a regional center for federal income tax processing. Employing up to 4,000 people, the center will provide approximately 11 acres of floor space. Employee parking space for 2744 cars will be provided on the north side of the buildings. Access to the parking area is limited to East Lane Avenue. The center will operate up to three shifts per day, thus reducing the volume of employee traffic on arterial and collector streets to manageable proportions. Public access to the facility is restricted, and limited to East Butler Avenue. Parking space

for this purpose is located in two areas for 34 cars each south of the administrative offices.

The height limit for the RP District (20 feet) is exceeded by roof-top air conditioning equipment at several locations. Each area is visually screened. These areas are generally obscured from view by the proportions of the buildings and distances from adjacent properties. Sight line analysis and architectural review were applied as part of the site plan review process to ensure the protection of adjacent property from the potentially adverse condition of excess height limitations.

RURAL-SUBURBAN AREA - The annexation area contains 563.75 acres of land, approximately 75 percent of which is undeveloped in terms of urban uses. 40 percent of the undeveloped land is actively farmed. At the time annexation procedures began, the area contained less than 12 people resident in the precinct in which voter registration is required, and was thus considered "uninhabited territory" under state annexation law. With the completion of 56 multi-family dwellings and a 71 bed convalescent hospital, the area now contains an approximate statistical population of 327 people.

The annexation area included existing commercial zoning that is potentially capable of yielding a significant amount of retail commercial floor space if developed to full capacity. Twenty acres of undeveloped C-3 zoning on the south side of East Kings Canyon Road between South Chestnut and South Willow Avenue is adjacent to an active twenty-eight acre shopping center within the incorporated area at the time of



the Butler/Willow No. 1 Annexation. This area, Eastgate Shopping Center, was added to the specific plan area by the Planning Commission. Predominate commercial uses and existing commercial zoning are concentrated along the one-half mile length of East Kings Canyon Road between South Chestnut and South Willow Avenues.

Approximately 30 acres of previously incorporated territory zoned for multi-family uses was also added to the specific plan area by the Planning Commission.

The area is typically flat and contains arable soils characteristic of the metropolitan area. Cultivation of the area began in the 1870's under guidance of Theodore Kearney, to whom credit is given for the construction of the winery building (in 1880) immediately south and east of the intersection of East Kings Canyon Road and South Peach Avenues. Vineyards, cotton, and fruit and nut orchards establish rural character and favorable atmosphere for large-lot, low density subdivisions immediately south and east of the area. The image of the Sunnyside district begins, in most people's minds, with the olive trees arched over East Butler Avenue for the length of three-quarters of a mile. Although traveled less, olive trees arching over South Peach Avenue reinforce the image of the rural countryside that is rapidly disappearing.

PLANNING HISTORY - As part of the Fresno-Clovis Metropolitan Area Project, the Fresno County Planning Department prepared a Preliminary General Plan in 1965 for the area bounded by Willow, McCall, and American Avenues. The plan for the thus described Sunnyside Community Planning Area was not taken beyond the preliminary stage.

The Fairgrounds Community Planning Area, with an easterly boundary of Peach Avenue, was similarly developed to the completed, but preliminary planning stage.

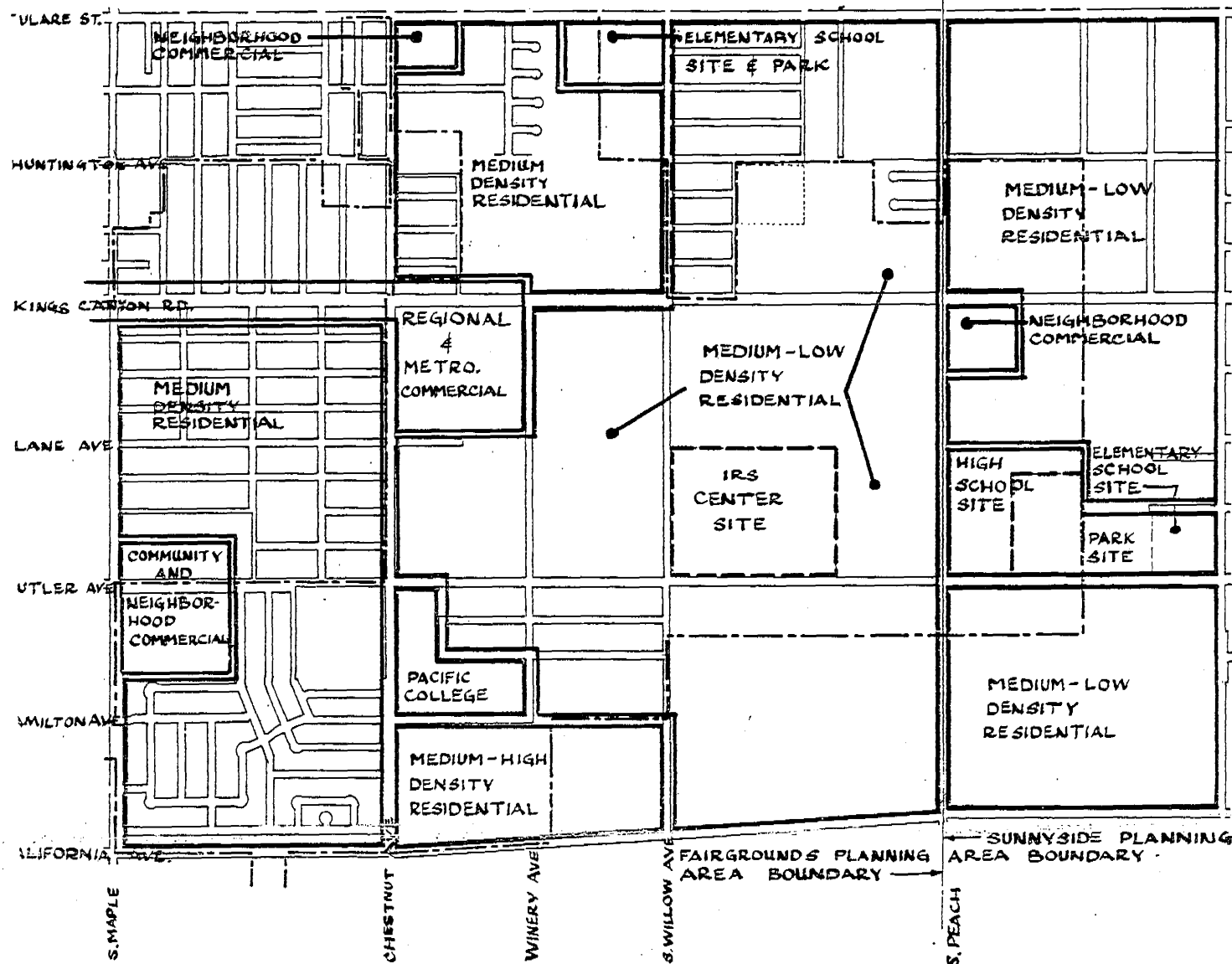
An amendment to the circulation element of the Fresno-Clovis Metropolitan Area General Plan proposed changing the classification of East Butler Avenue from a "local road" to a "collector road" from South Willow Avenue to South Clovis Avenue. At that time the Fresno County Planning Department conducted a study of the area bounded by Willow, Kings Canyon, Clovis, and California Avenues. The study recommended no change in the classification. East Butler Avenue thus remained in its primary classification of a "local road" from Willow to Clovis.

In 1968, the Planning Division prepared the "Fresno East Plan" and emphasized an apparent change in social and economic conditions in the area previously described as the Central Area and Fairgrounds Community. Willow Avenue formed the easterly boundary for this study.

In 1970, the Fresno Community Development Program staff and consultants conducted studies of a huge area entitled "Fresno Central East," terminating in an easterly boundary of Chestnut Avenue.

The unapproved status of the above studies, the various boundaries selected, and the particular purposes served prevented the effective translation of data into a form usable for the level of specificity required for the specific planning process.

The Fresno Community Development Program staff and consultants also conducted a site location analysis that apparently played a major role in the federal government's selection of the Butler/Willow site for the IRS Center.

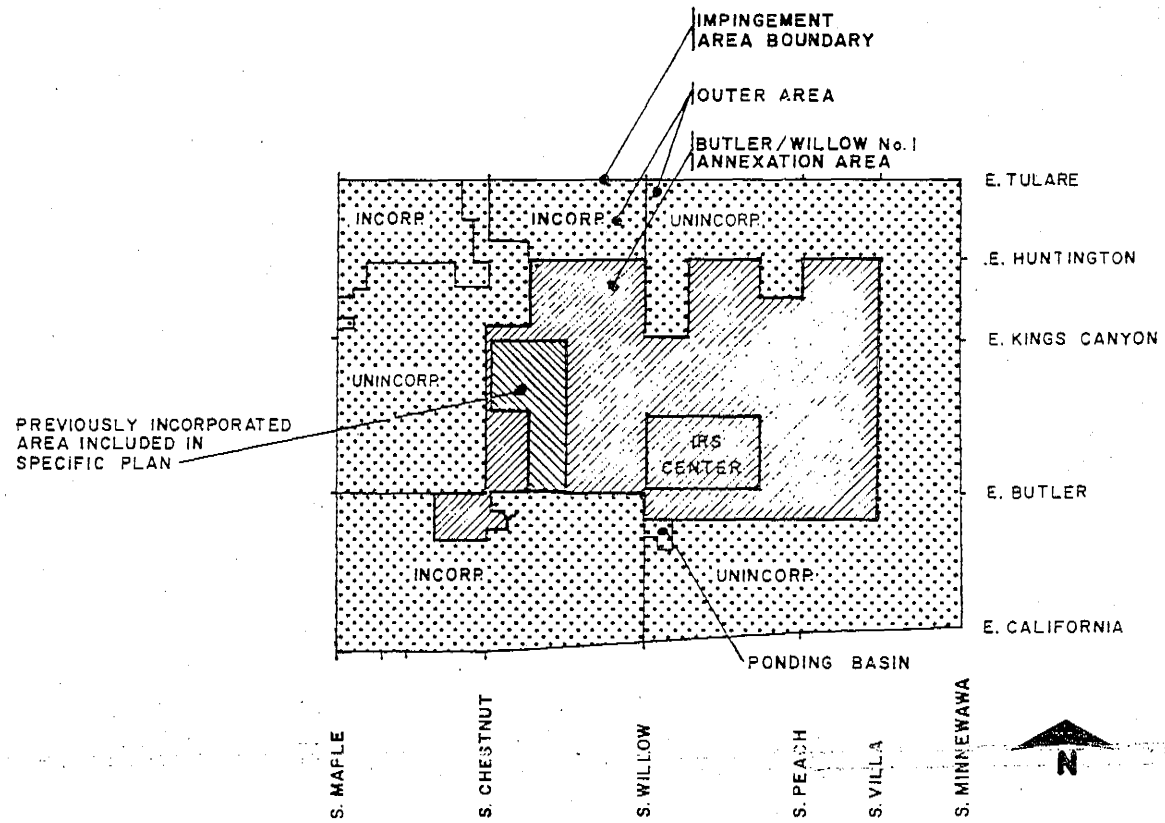


## BUTLER/WILLOW SPECIFIC PLAN AREA



## GENERAL PLAN PROPOSALS

BASED ON THE 1964  
GENERAL PLAN FOR  
THE FRESNO-CLOVIS  
METROPOLITAN AREA



AREA DEFINITION

6

## AREA ANALYSIS

For the purposes of determining relationships of land use and circulation within the annexation area to land use and circulation in the surrounding area, a 1902 acre "Impingement Area" bounded by Maple, Tulare, Minnewawa, and California was selected. Development of the Butler/Willow area will affect, and be effected by, changes in land use and circulation in the immediately surrounding area. The boundaries are finite to the extent that a specific area will, in turn, affect and be effected by a multitude of real estate market factors as they exist and occur throughout the metropolitan area.

Within the outer area between the Butler/Willow annexation boundary and the Impingement Area boundary, development is, at present, relatively static. Expansion of a housing center for the elderly, some new construction in the Kings Canyon commercial strip, a convalescent hospital and college oriented multi-family housing development have occurred during the last year. Housing quality ranges from poor in neighborhoods that are seriously in need of upgrading in the unincorporated areas to excellent in well designed subdivisions less than ten years old. The area is genuinely characteristic of the south and east portions of the community that are slowly urbanizing.

EXISTING ZONING - Existing zoning has resulted from two sources:

1. properties zoned by the County of Fresno in the unincorporated area were accepted prima facie upon annexation, excepting C-4 properties which automatically became C-6; and,

2. zoning for the IRS site was changed from R-A to R-P and RP-BA30 by the City of Fresno prior to annexation pursuant to Section 12-203-c of the Municipal Code and Section 11531 of the Business and Professions Code of the State of California.

An adjustment in the existing zone pattern for the five acres located at the northwest corner of East Kings Canyon Road and North Peach Avenue was requested by the owner. The change was approved in February, 1971, and produced a slight change in the ratio of commercially zoned property and properties zoned for medium to medium high density uses. The adjustment was entirely consistent with the purposes of the specific plan.

The following Chart One summarizes existing land use categories and districts for the entire Impingement Area.

Chart Two explains the development potential for the Impingement Area in terms of existing zoning, for now vacant land for 60, 80, and 100 percent of capability, assuming no time span.

## CHART ONE

IMPINGEMENT AREA - EXISTING  
LAND USE SUMMARY

TYPE	LAND USE DISTRICTS	BUTLER/WILLOW AREA	ACRES	
			OUTER AREA	IMPINGEMENT AREA-TOTAL
Low To Medium Density	RA, R1B, R1, RP, RPBA-30	364.9	944.2	1333.7
	R1C	0	24.6	
Medium To Medium High Density	R2, R3, R3A, R4	48.3	81.5	193.8
	TP	64.0	0	
Office	CP	4.5	0	4.5
Commercial	C1,C2,C3 C6	45.0	53.6	109.5
	C4,C5	0	10.9	
Industrial	M1	9.4	0	9.4
Streets		27.6	223.1	250.7
TOTAL		563.7	1337.9	1901.6



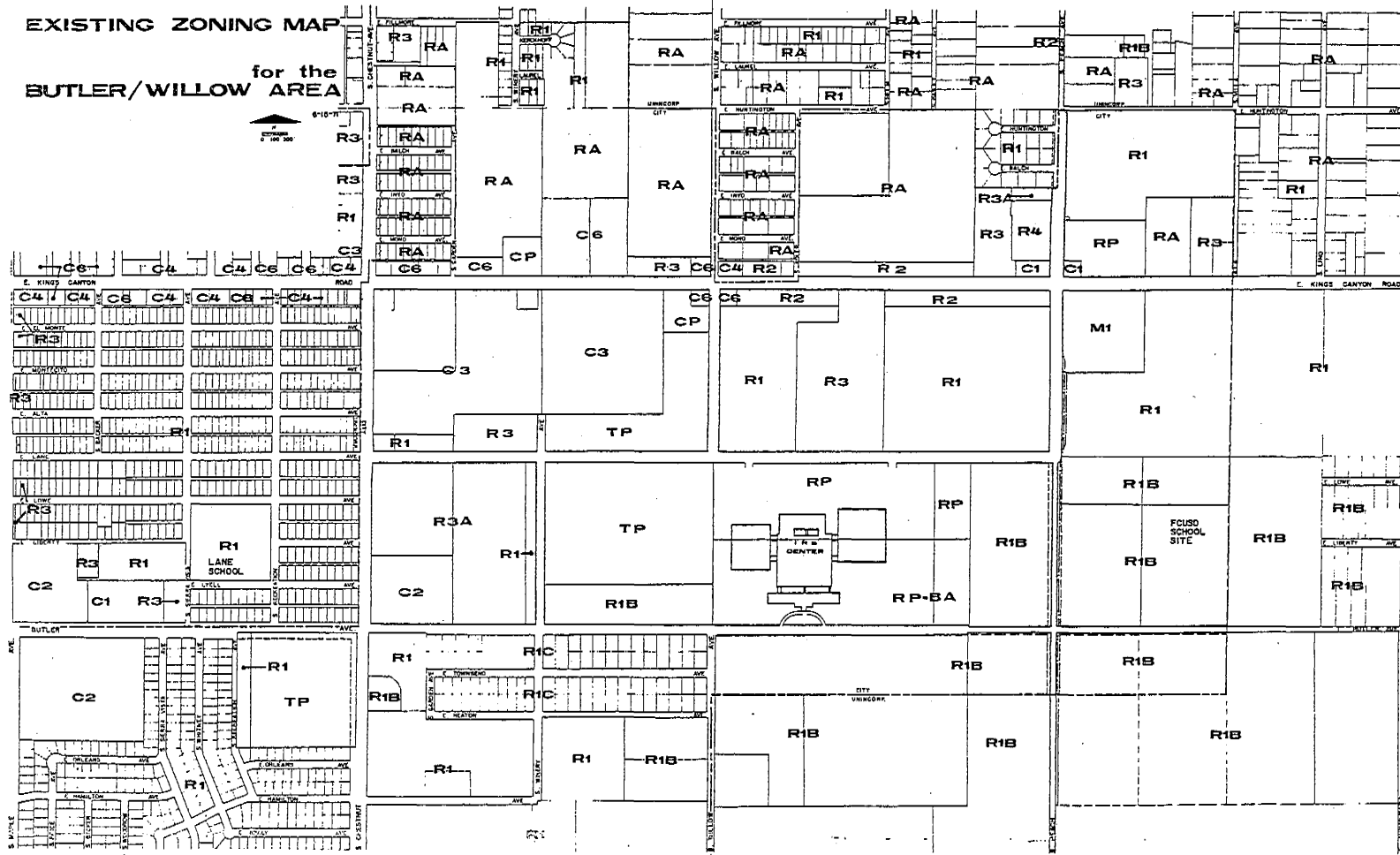
CHART TWO  
 IMPINGEMENT AREA  
 DEVELOPMENT POTENTIAL - EXISTING ZONING  
 OF VACANT LAND ONLY (NO TIME SPAN)

	POTENTIAL POPULATION			POTENTIAL DWELLING UNITS			POTENTIAL COMMERCIAL FLOOR AREA (SQ.FT.)		
	100%	80%	60%	100%	80%	60%	100%	80%	60%
BUTLER/ WILLOW AREA	6500	5200	3900	2900	2300	1700	341,000+	273,000	205,000
OUTER AREA	1600	1300	1000	520	410	300	228,000	182,000	136,000
TOTAL	8100	6500	4900	3420	2710	2000	605,000	455,000	341,000

+EXCLUDES APPROXIMATELY 100,000 SQUARE FEET OF EXISTING  
 FLOOR SPACE AND 75,000 SQUARE FEET - PLANNED FOR EASTGATE  
 SHOPPING CENTER

# EXISTING ZONING MAP

## for the BUTLER/WILLOW AREA



### LEGEND

- RA - SFR\* ESTATE HOMES ON MIN. LOTS OF 36,000 SQ. FT.
- R1B - SFR HOMES ON MIN. LOTS OF 12,500 SQ. FT.
- R1C - SFR HOMES ON MIN. LOTS OF 9,000 SQ. FT.
- R1 - SFR HOMES ON MIN. LOTS OF 6,000 SQ. FT.
- R2 - LOW DENSITY MFR\* DU, UP TO THREE D.U. ON LOTS OF 5,750 SQ. FT. AND ONE D.U. PER 2,700 SQ. FT. ON LARGER LOTS, AS SPECIFIED.
- R3 - MEDIUM DENSITY MFR D.U. UP TO ONE D.U. PER 1500 SQ. FT. OF LOT AREA, AS SPECIFIED.
- R3A - SIMILAR TO R3, ONE STORY LIMIT
- R4 - HIGH DENSITY MFR D.U. UP TO ONE D.U. PER 1,000 SQ. FT. OF LOT AREA, AS SPECIFIED
- TP - TRAILER PARK DISTRICT
- RP - RESIDENTIAL-PROFESSIONAL OFFICE DISTRICT; DENSITY SIMILAR TO R2 DISTRICT
- CP - ADMINISTRATIVE AND PROFESSIONAL OFFICE DISTRICT
- C1 - NEIGHBORHOOD PLANNED UNIFIED SHOPPING CENTER DISTRICT
- C2 - COMMUNITY PLANNED UNIFIED SHOPPING CENTER DISTRICT
- C3 - REGIONAL PLANNED SHOPPING CENTER DISTRICT
- C4 - CENTRAL TRADING DISTRICT (UNINCORP)
- C5 - GENERAL COMMERCIAL DISTRICT
- C6 - HEAVY COMMERCIAL DISTRICT
- M1 - LIGHT INDUSTRIAL USES
- \*SFR - SINGLE FAMILY RESIDENTIAL
- \*MFR - MULTI-FAMILY RESIDENTIAL
- \*D.U. - DWELLING UNIT(S)

EXISTING LAND USE - Existing land use district classifications range from RA, residential-agricultural, through neighborhood and heavy commercial zoning to M-1, light industrial zoning. Assuming the existing zoning pattern is unchanged, the area would yield a future population density of approximately 6,500 people and approximately 440,000 square feet of retail floor space, if and when developed to its full capabilities.

If the IRS Center development had not occurred, it is unlikely that the zone pattern would remain unchanged. The highly irregular pattern of land use districts distributed along East Kings Canyon Road between Chestnut and Willow could reasonably be considered a probable harbinger of future zoning along the area's arterial roads had not the opportunity arisen for specific planning. Slow but consistent population growth and availability of land for home construction in a suburban setting would eventually transform the Butler-Willow area into urbanized neighborhoods characterized by incompatible uses at unlikely locations.

Conditions relating to development are, however, clear:

THE IRS CENTER HAS OCCURRED AND BECAUSE OF A PREREQUISITE DEMAND FOR URBAN SERVICES, THE DEVELOPMENT HAS PRECIPITATED THE ANNEXATION OF THE CENTER'S SITE AND SURROUNDING TERRITORY. THESE EVENTS, IN TURN, DEMAND A DETAILED PLAN THAT WILL PROMOTE REASONABLE DEVELOPMENT AND PREVENT NEW USES IN THE AREA FROM ADVERSELY AFFECTING THE MAJOR STREET SYSTEM, SURROUNDING PROPERTIES, AND THE LOCAL ENVIRONMENT.

These conditions provide the opportunity for the orderly transformation of the area into a productive balance of land use coupled with an efficient street system for the protection of local environment.

Although the IRS Center has been viewed by some segments of the community as the catalyst for a surge of land development throughout a large easterly portion of the community, there is no evidence to support such generating qualities as being characteristic of this facility.

It is unreasonable to assume that all or even a significant portion of IRS Center employees will want to live across the street from their place of work. Demand for dwellings of any type in the Butler-Willow area will be determined largely by the market for dwellings in the metropolitan area, not by IRS Center development.

Similarly, cafeteria facilities and snack bars capable of serving all employees within the Center will offset demand for restaurants and quick meal eating establishments. Control of employees during their working shift precludes the need for these kinds of commercial uses and the need for commercial uses dependent upon lunch hour shopping.

The market for goods supplied by large scale retail commercial development in shopping centers containing department stores and/or discount stores will not be appreciably changed by IRS Center

development. Retail commercial uses of this level of intensity are determined by the amount of existing commercial floor space that is competing for a profitable share of family income expendable for goods and services by the population of a given trade area. Recent studies by market and real estate analysts (Larry Smith and Company) indicate that existing retail floor space in the Fresno urbanized area is adequate to satisfy demand for department and discount store commercial floor area at least through 1975. The trade area for existing major department and discount stores in the Fresno urbanized area includes Fresno County and five contiguous counties. The IRS Center will not add appreciable numbers of people to this trade area and the payroll will not, therefore, add a significant amount of "new dollars."

Retail service uses generally found in C-1 and C-6 districts are similarly dependent upon a variety of market factors involving competition, supply, and demand. Such uses are intensely competitive with those within a given area as well as with those retail service uses throughout the community. It is unlikely that new strip commercial uses would gain competitive advantages from locations within the Butler-Willow Area. The assumption that exposure to high volumes of traffic are conducive to business promotion is as erroneous for locations in this area as it is for locations in any other area.

Traffic volume on collector and arterial streets in the area will not increase to impact proportions because of the IRS Center.

The assumption that the IRS Center will create a demand for large scale office development in the immediate vicinity is difficult to support. Development of office space in the Butler-Willow area will be conditioned by the increased trend for new general office space in the Shaw Avenue area and the possibility of strong major activity generators in the Central Area. Planned construction which are presently known will, in fact, account for most of the demand for general office space projected for the urbanized area through 1975.

From information available on the operation of the IRS Center, there are no ancillary uses directly related to its functions that will require land in the Center's vicinity or in the metropolitan area.

The factors outlined above coupled with prior determinations for collector and arterial streets and the protection of the area's general environmental characteristics are blended as the basis for plan formulation.

Actualization of development proposals are more likely to result from normal response to market and demand conditions in the Fresno urbanized area than from opportunistic implications based on the mythology of zoning speculation. Translation of the existing zoning pattern into the proposed land use districts is thus directed toward a logical sequence of development occurring in manageable increments over a reasonable span of time.



## DESCRIPTION OF PLAN PROPOSALS

OBJECTIVES-The proposed specific plan, described and depicted in Part Two of this report, is designed to achieve the following objectives:

1. a land use and circulation plan that will effectively blend the unique qualities of this newly annexed territory with the land use and circulation of the surrounding area;
2. a land use and circulation plan that will accommodate development of the IRS Center and, at the same time, reduce the opportunity for the facility to adversely affect the street system and properties in the vicinity;
3. controls in support of land use and circulation plans that will protect the area from unwarranted changes in the local environment;
4. provide opportunities for new and long term development that are consistent with the land economics that determine balanced growth and development of the Fresno urbanized area;
5. retain the esthetic qualities of existing roads and properties within and adjacent to the Butler/Willow Annexation area; and
6. protect the unique rural-suburban qualities of the area

CIRCULATION - Existing arterial and collector streets that serve the area will be augmented by the improvement of four roadways\*of primary importance:

1. East Lane Avenue, to be developed as a collector street 80 feet in width from South Chestnut Avenue to South Peach Avenue. This length of East Lane Avenue is fundamental to the efficient flow of traffic to and from the IRS Center;
2. the extension of the existing 80 foot right-of-way for East Butler Avenue for a distance of approximately 850 feet between South Willow Avenue and South Peach Avenue. As the collector roadway serving the public entrance to the IRS Center, East Butler Avenue will also provide access for emergency vehicles to the facility. Approximately 660 feet westerly of South Peach Avenue, East Butler Avenue is proposed to remain a 60 foot local street, thus preserving the existing olive trees and reducing the opportunity for traffic generated by development within the Butler-Willow area to encroach upon adjacent single family residential areas to the east. Initial improvement of Butler Avenue will be limited to the IRS Center frontage (north side only);
3. development of South Willow Avenue to a collector road 80 feet in width between East Lane Avenue and East Kings Canyon Road will facilitate traffic movement between the IRS Center and East Kings Canyon Road; and

\*Refer to Appendix A, Official Plan Line Maps

4. ultimate development of South Peach Avenue as an arterial roadway 100 feet in width from East Butler Avenue northerly to the Butler/Willow Annexation boundary; initial improvement is proposed for approximately five-eighths mile between East Lane Avenue and the annexation boundary, and the westerly portion of the roadway between East Lane and South Peach Avenues.

Proposed initial public improvement of roadways also includes signalization of intersections of Lane/Willow, Lane/Chestnut, Lane/Peach, Willow/Kings Canyon, and Peach/Kings Canyon. Physical termination of East Lane Avenue immediately west of South Chestnut Avenue is contemplated to prevent the disbursement of traffic westerly into the existing single family neighborhood.

The planning staff and Planning Commission (by Resolution 5128) have also recommended a traffic diverter in East Butler Avenue to prevent left turn traffic from South Peach to Butler Avenue and east bound through traffic on East Butler Avenue.

Immediately following approval of the Official Plan Lines, an improvement district formation process began involving the selected initial street improvements for South Willow Avenue between East Lane Avenue and East Kings Canyon Road, East Lane Avenue between South Chestnut and South Peach Avenues, East Butler Avenue along the IRS Center site frontage, and South Peach Avenue between East Lane and the northerly annexation boundary, and partial improvement of South Peach Avenue between East Lane and East Butler Avenues. A

construction contract for street improvements within Improvement District No. 50 was awarded by the Council on July 1, 1971.

Street improvements thus outlined are essential to efficient accommodation of traffic anticipated for the IRS Center and the protection of properties within and surrounding the area. Frontage roads to achieve access control are contemplated for selected lengths of the arterial, collector, and major roadways. Local streets have not been planned as part of the specific planning process, although a generalized layout for local streets indicates all properties are potentially capable of maximum development with a minimum amount of land area devoted to circulation.

TRAFFIC GENERATION POTENTIAL-At the request of the City Planning Commission, the Traffic Division has prepared certain traffic data for the IRS specific planning area. The first portion of this study deals with the generation of vehicular trips to and from the study area under various specified conditions. The data thus developed is realistic and can be utilized as a reasonably reliable comparison of the various conditions.

Total trip generation has been calculated for total development of the following five (5) land use conditions:

1. The general land use plan as used in the 1964 study which projected 1985 traffic volumes.

2. The existing zoning.
3. The Planning Staff's land use proposal for this area.
4. A "lower density" as developed by the Planning Staff.
5. A "higher density" as developed by the Planning Staff.

The second portion of this study is to develop projected traffic flows with an unrealistic assumption that the total plan area will be developed by 1985. Without a complete restudy of the Metropolitan Area, the volumes developed for this study are hypothetical and unrealistic. The results will be volumes which are too high for 1985 and too low at the time that this area is 100% developed. This study has assumed that Freeway 180 would be completed by 1985 which probably is no longer correct. The projected volumes are compared to the street capacities for a reasonable level of service. The streets can carry about 20% more traffic but only with extreme congestion and delay. It is possible to widen Kings Canyon Road to six lanes within the existing right-of-way which would increase its capacity to about 32,000.

<u>TRIP GENERATION</u>		<u>% INCREASE/ DECREASE OVER EXISTING ZONING</u>
<u>LAND USE (100% Development)</u>	<u>TRAFFIC GENERATION (Trips Per Day)</u>	
GENERAL PLAN	45,700	-23%
EXISTING ZONING	59,400	0
PRELIMINARY SPECIFIC PLAN	88,300	+48%
ALTERNATE #1 LOWER INTENSITY*	76,000	+28%
ALTERNATE #2 HIGHER INTENSITY	112,000	+89%

\*Specific Plan approved by  
Planning Commission,  
Resolution 5128, June 15, 1971

TRAFFIC VOLUMES

	Capacity	1985 Pro- jections*	Existing Zoning	Preliminary Specific Plan	Alt. #1 Lower*** Intensity	Alt. #2 Higher Intensity
KINGS CANYON	22-24,000	14,000	20,850	35,300**	29,150**	47,150**
CHESTNUT	22-24,000	15,000	17,740	23,520**	21,060	28,260**
PEACH	22-24,000	8,000	10,740	16,520	14,060	21,260
BUTLER	16-18,000	8,500	9,870	12,760	11,530	15,130

\*1985 Projections from Fresno-Clovis Metropolitan Area Transportation Study.

\*\*Volumes at or above capacity.

\*\*\*Specific Plan approved by Planning Commission, Resolution 5128, June 15, 1971

Traffic projections for each land use plan based on 100% development of planning area.



The magnitude of the above outlined traffic volumes may be compared to estimated and known traffic volumes for local arterial streets:

East Shaw Avenue/West of N. First Street	30,000
North First Street at McKinley	24,000
North Fresno Street at Olive	19,000
North West Avenue at McKinley	15,000
McKinley between North First and Cedar	10,000

ALTERNATIVE CIRCULATION PROPOSAL-At the Public Hearing of June 15, a property owner in the Butler/Willow Area suggested an alternative to the extension of East Lane Avenue easterly of the IRS Center to South Peach Avenue. This alternative proposes a collector street 80 feet in width between East Lane Avenue and East Kings Canyon Road, directly north of the easterly entrance to the IRS Center parking area. The use of approximately 40 feet of both the Elks Lodge property and M. Sarkesian's property for a length of approximately one-quarter mile would be required.

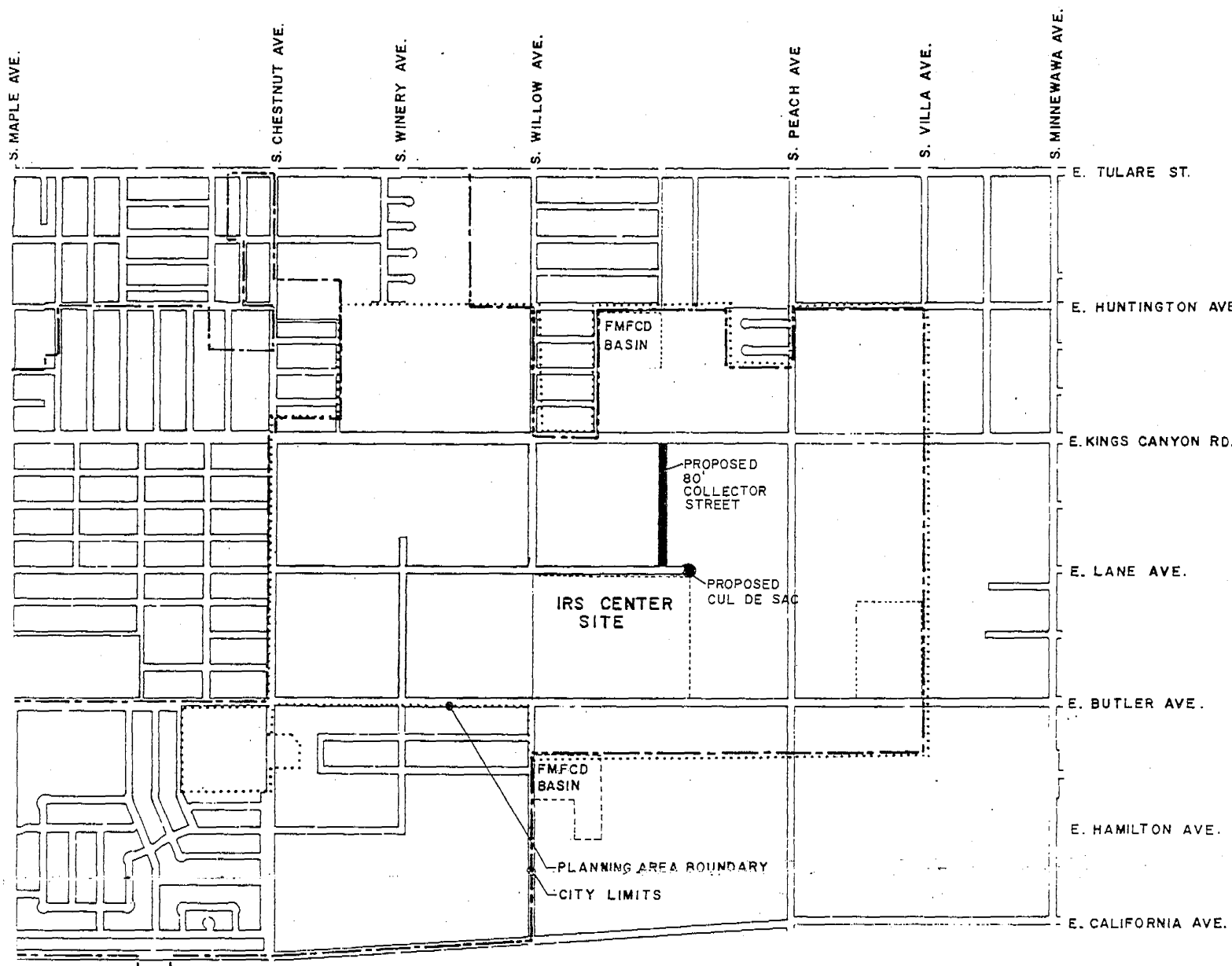
A similar proposal was made by the Planning staff (with other suggested alternative circulation proposals) earlier this year.

The Planning Commission acknowledged the validity of the alternative offered on June 15, and provided for its recommendation to the Council, should staff evaluation indicate favorable advantages.

The Planning staff, therefore, forwards this alternative as a recommendation to the Council on the basis that:

1. the resulting intersection with East Kings Canyon Road will occur at the quarter-mile point between signalized intersections on East Kings Canyon Road, thus causing no interference with timed and signalization intervals;
2. the cost of improving South Peach Avenue as an arterial street 100 feet wide may be deferred;

3. prolonged opposition by property owners to improvements attendant with the area's development may be reduced; and,
4. the originally proposed circulation scheme will not be impaired.



# BUTLER WILLOW NO.1 ANNEXATION



SCALE 1"=1200'

ALTERNATIVE  
CIRCULATION PROPOSAL.

PROPOSED LAND USE-Land use districts recommended by the Specific Plan will provide:

- a land use pattern in which the varying intensity of uses are mutually protective of each other and of the environment;
- inherent property development standards that amplify the protective qualities of the land use pattern;
- design controls through overlay design control districts to preserve and promulgate esthetic qualities and environmental conservation, protection, and enhancement;
- the opportunity for efficient land development that will be marketable in terms of projected population growth and known land absorption rates for the Fresno urbanized area;
- a land use pattern that limits traffic generation to a level within the designed capabilities of arterial and collector streets;
- a land use pattern that will limit the intensification of uses to a level within the designed capabilities of sewer and water distribution systems and drainage facilities;
- commercial districts adequate to supply daily convenience goods and services for the potential population of the area;

- recognition of existing land use districts that are capable of providing goods and services at levels of intensity that may be competitive within the metropolitan area in terms of location and potential attractiveness; and,

- adequate school and recreational facilities.

Land use districts recommended by the Specific Plan will affect the area and the community in terms of:

1. potential population that may result from dwelling unit densities specified by the zoning ordinance for each category of residential district;
2. the potential floor area that may result from parking and floor area ratios specified by the zoning ordinance for each category of commercial and office district; and,
3. the demand for urban services and public facilities produced by the intensity of uses; intensity of use is a function of the potential population combined with the potential floor area in a given composition of land use districts.

Land use districts recommended by the Specific Plan and their potential yield of dwelling units, population, and floor area are outlined in the following Chart Three, IF AND WHEN full development capabilities are realized.



CHART THREE

SUMMARY

EXISTING AND POTENTIAL DEVELOPMENT

BUTLER/WILLOW SPECIFIC PLAN AREA

(SUMMARY OF THE FOLLOWING CHARTS FOUR AND FIVE)

	A DEVELOPED OR NON-CONTRIBUTING AREA				B DEVELOPMENT POTENTIAL (FROM UNDEVELOPED, CONTRIBUTING AREA)				A & B TOTAL ESTIMATED DEVELOPMENT POTENTIAL (ROUNDED)			
	AREA (AC.)	DU.	POP.	FL. AREA (SQ. FT.)	AREA (AC.)	DU.	POP.	FL. AREA (SQ. FT.)	AREA (AC)	DU.	POP.	FL. AREA (SQ. FT.)
Residential Uses	99.0	71	327		398.7	2334	6309		498	2405	6640	
Commercial Uses	32.0			312,000	50.9			477,700				790,000
SUB-TOTAL	131.0	71	327	312,000	449.6	2334	6309	478,000	563.3	2405	6640	790,000
TOTAL - AREA									563			
DU.										2400		
POPULATION											6600	
COMMERCIAL FLOOR AREA												790,000

POTENTIAL POPULATION-The Butler/Willow specific plan will accommodate a potential population of approximately 6,500 people in an estimated 2400 dwelling units when fully developed.

Residential land use districts proposed by the plan will provide for a potential population that is approximately equal to the population possible under the existing residential land use districts. Limitation of the potential population as proposed will maintain a workable relationship between density and the capacities of collector and arterial street system in the vicinity. Establishing and controlling the population density by specific planning will provide a basis for sewer water and utility distribution system design. Proposed land use districts may also be used as a reliable basis for establishing school classroom capacities, providing the specific plan is adhered to as the development policy for the area.

Reduction of the opportunity for overstressing urban service facilities by maintaining the approximate population possible with existing densities will thus produce a corresponding reduction in the potentially adverse effect of high traffic volumes and mechanical equipment on the local environment.

The rate of population increase will be affected to some degree by the undeveloped land in the Impingement Area and outside the Butler/Willow Area that is zoned for residential use. The existing population in this "Outer Area" is estimated at approximately 8,100 and existing vacant land zoned for residential uses will house an additional 1,600 people.

The range of residential land use districts proposed form a graduation of intensity similar to those actually developed in other urbanized portions of the community. Translation of existing land use districts to the proposed land use districts reflects an urbanizing trend that may be promulgated by the extension of urban services.

POTENTIAL COMMERCIAL DEVELOPMENT-Approximately 75 acres of land was zoned for commercial uses in the area prior to annexation. The Specific Plan proposes approximately 85 acres of commercial uses. The additional commercial zoning resulted from the proposed change of approximately 10 acres of industrially zoned land to neighborhood shopping center uses.

Retail and service commercial floor area that a given amount of commercial zoning will yield is a function of required parking to floor area ratios and property development standards. Proposed commercial land use will yield approximately 598,000 square feet of additional retail floor space (excluding approximately 32 acres of commercially developed land and approximately 3 acres that will probably be limited to service commercial uses because of size and configuration).

COMMERCIAL USES-Development of land proposed for by the specific plan will be determined by the market for retail floor space in the urbanized area. Profitable retail floor space, in turn, is a function of family income that is available for purchase of retail goods and services and, thus indirectly a function of population, income, and level of employment. According to a mid-1970 economic and market analysis of the Fresno area

by Larry Smith and Company, the unsatisfied demand for department and discount store floor space will range from a mere 20,000 square feet to 150,000 square feet by 1975, thus indicating the demand for these kinds of retail facilities is currently satisfied. By 1985, this economic study estimates a demand for 300,000 to 485,000 square feet for department and discount store floor space may exist in the Fresno urbanized area. Existing major activity generators in established locations will undoubtedly continue to hold and attract new retail uses (Central Business District, Fashion Fair, Manchester Center, Fig Garden Shopping Center, and others).

The study by Larry Smith and Company also indicates an estimated potential demand for non-department store retail floor space of 135,000 square feet in the Fresno urbanized area in 1972, 385,000 square feet by 1975 and 980,000 square feet by 1985. Development of non-department store floor space will be conditioned by land market and locational factors throughout the urbanized area, as well as the demand for various types of retail facilities.

Thus, the rate of development and composition of retail commercial floor space in the Butler/Willow Area will be determined by market factors and the degree of attractiveness of commercially zoned sites in the area among competitive relationships of established and developable sites throughout the Fresno urbanized area. There is no indication that the IRS Center will have any bearing on the attractiveness of retail locations in the Butler/Willow area.

POTENTIAL OFFICE DEVELOPMENT-For the purposes of analysis it is assumed that approximately two-thirds of the acreage proposed for residential-professional office use will be include offices, and of that area, approximately 40 percent would actually yield office floor space. Excluding the IRS Center site and existing R-P zoned land for which uses are known and, partially developed, 38 acres proposed for residential/professional uses could, therefore, yield up to an estimated 440,000 square feet of office space.

With reference to office space, the Larry Smith and Company economic and market study estimates a 1972 demand for general office space of 85,000 to 135,000 square feet outside the Central Area and within the urbanized area, and approximately 135,000 square feet in the Central Area.

These estimates are for general office space, and it is impossible to determine the actual demand for the types of office uses that may be developed in residential-professional office land use districts.

A very positive trend toward general office space development on Shaw Avenue is apparent, as is the strong possibility that major activity generators will develop in the Central Area. Such trends in these two prime areas will affect the rate and type of office use in the Butler/Willow area.

Residential-professional office land use has been proposed to accommodate the probable development of small offices and limited institutional uses that may seek to locate in the area. More importantly, however, is this type of use in a separating, transitional capacity between single family residential areas and more intensely used, non-residential areas.

# CHART FOUR

EXISTING DEVELOPMENT AND NON-CONTRIBUTING AREA  
WITHIN THE  
BUTLER/WILLOW SPECIFIC PLAN AREA

PROPOSED LAND USE	EXISTING ZONING			DEVELOPED OR NON-CONTRIBUTING AREA (ACRES)	EXISTING DEVELOPMENT		
	EXISTING ZONING	PERMITTED LAND USE DISTRICTS			DWELLING UNITS	POPULATION	FLOOR AREA (SQUARE FT.)
SINGLE FAMILY RESIDENTIAL USES UP TO 4.9 D.U. AND 13.5 PEOPLE PER ACRE	RA RIB	R1C R1B R1	31.6*		6	10*	
LOW DENSITY MULTI- FAMILY USES OF 5 TO 16 D.U. AND UP TO 35 PEOPLE PER ACRE	TR R1, R1B R2	R2A R2	0		0	0	
OFFICES AND LOW DENSITY MULTI-FAMILY USES OF 5 TO 16 D.U. AND UP TO 35 PEOPLE PER ACRE	RP	RP	52.6*		0	200*	
MEDIUM DENSITY MULTI- FAMILY USES OF 19 TO 29 D.U. AND UP TO 41 PEOPLE PER ACRE	R3A R3	R3A R3	5.3		65	117	
SUB-TOTAL RESIDENTIAL USES			99.0		71	327	
NEIGHBORHOOD COMMERCIAL USES	M1 C1	C1	0				0
COMMUNITY COMMERCIAL USES	C2	C2	0				0
REGIONAL COMMERCIAL USES	C1, C3 C3	C3	32.0°				312,000
SUB-TOTAL COMMERCIAL USES			32				312,000
TOTAL AREA			131				
DWELLING UNITS					71		
POPULATION						327	
COMMERCIAL FLOOR AREA							312,000

\* ESTIMATED

\* INCLUDES 9.8 AC. PONDING BASIN & 14.8 AC. SCHOOL SITE

+ INCLUDES 47.5 NET AC. IRS CENTER SITE

° 28.6 AC. EASTGATE SHOPPING CENTER AND 3.4 AC  
STRIP COMMERCIAL

# CHART FIVE

DEVELOPMENT POTENTIAL OF UNDEVELOPED LAND  
AS PROPOSED BY THE LAND USE ELEMENT OF THE  
BUTLER/WILLOW SPECIFIC PLAN

PROPOSED LAND USE	PERMITTED LAND USE DISTRICTS	UNDEVELOPED OR CONTRIBUTING AREA (ACRES)	DEVELOPMENT POTENTIAL OF UNDEVELOPED, CONTRIBUTING AREA		
			DWELLING UNITS	POPULATION	FLOOR AREA (SQUARE FT.)
SINGLE FAMILY RESIDENTIAL USES UP TO 4.9 D.U. AND 13.5 PEOPLE PER ACRE.	R1C R1B R1	198.9	756	2268	
LOW DENSITY MULTI- FAMILY USES OF 5 TO 16 D.U. AND UP TO 35 PEOPLE PER ACRE	R2A R2	126.5	1138	3186	
OFFICES AND LOW DENSITY MULTI-FAMILY USES OF 5 TO 16 D.U. AND UP TO 35 PEOPLE PER ACRE	BP	38.1	60	171	
MEDIUM DENSITY MULTI- FAMILY USES OF 19 TO 29 D.U. AND UP TO 41 PEOPLE PER ACRE	R3A R3	35.2	380	684	
SUB-TOTAL, RESIDENTIAL USES		398.7	2334	6309	
NEIGHBORHOOD COMMERCIAL USES	C1	12.0			78,400
COMMUNITY COMMERCIAL USES	C2	7.1			70,000
REGIONAL COMMERCIAL USES	C3	31.8			329,300
SUB-TOTAL, COMMERCIAL USES		50.9			477,700
TOTAL AREA		450			
DWELLING UNITS			2330		
POPULATION				6310	
COMMERCIAL FLOOR AREA					478,000



Approximately 23 percent of the area (excluding existing streets) either contains existing urban development or will not contribute to development potential because of prior determination of uses such as the ponding basin, school site, and IRS Center. Yield of dwelling units, population, and commercial floor area is estimated for 76 percent of the developable area. Approximately 61 acres (9.77 percent) are allocated to existing streets, including the widening of arterial and collector streets to widths established by Official Plan Lines.

Development potential may also be illustrated in terms of percentages of total development. Although the point in time at which a given amount of development will occur is undeterminant, percentages of development provide a range for evaluation as shown in Chart Six.

CHART SIX  
DEVELOPMENT POTENTIAL RANGE  
BUTLER/WILLOW SPECIFIC PLAN

	60%	80%	100%
Dwelling Units	1400	1900	2400
Population	4000	5300	6600
Commercial Floor Area (Sq. Ft.)	474,000	632,000	790,000

Comparison of development potential for both of the alternative plans prepared in response to Planning Commission direction is shown in Chart Seven. Stress on the local environment and public facilities is clearly proportional to dwelling unit and population density and commercial floor area that will result from the transformation of land use categories designated by the specific plan into zoning and ultimate development.

CHART SEVEN  
COMPARISON OF ALTERNATIVE SPECIFIC PLAN PROPOSALS  
FOR THE BUTLER/WILLOW AREA

	DEVELOPMENT POTENTIAL*		
	ALTERNATIVE ONE LOWER INTENSITY USES APPROVED BY PLANNING COMMISSION RESOLUTION NO. 5128	ORIGINAL PRELIMINARY SPECIFIC PLAN (ADJUSTED) (REFER TO APPENDIX "D")	ALTERNATIVE TWO HIGHER INTENSITY USES
DWELLING UNITS	2400	3500	5100
% INCREASE° OR DECREASE	-31.4%		+45.7%
POPULATION	6600	8500	10,100
% INCREASE OR DECREASE	-22.3%		+18.8%
COMMERCIAL FLOOR AREA (SQUARE FEET)	790,000	898,000	1,014,000
% INCREASE OR DECREASE	-12.0%		+12.9%

All Figures include existing development

\*Figures for each alternative include development potential yield for existing and/or proposed land use for 60.5 acres added to the plan area by the Planning Commission.

°% Increase or decrease in comparison to original preliminary specific plan (Adjusted)

ENVIRONMENTAL AND ESTHETIC QUALITIES-The Boulevard Area modifying district is proposed to provide the special property development standards and architectural controls necessary to ensure the preservation and promotion of esthetic qualities present in the area. Landscaped setbacks will soften the manicured edges of arterial and collector roads, provide for the continuation and addition of tree strips characteristic of the area and provide a natural "shelterbelt" filtering system of trees and shrubs to aid in reducing odors and pollutants in the air.

Where necessary for controlled access, frontage roads with landscaped divider islands consistent with the Boulevard Area District are proposed. Frontage roads are recommended for selected frontages along South Peach Avenue between Kings Canyon Road and East Butler Avenue, and for all undeveloped frontages of Butler Avenue.

To safeguard the rural suburban characteristics of the area, the means to retain and promote inherent esthetic qualities must be established with the specific plan. The opportunity to utilize and strengthen existing features lies primarily with developers and property owners as the area is gradually transformed into urban uses that are esthetically pleasing as well as efficient and profitable. Such an opportunity is rare and should be supported with a development policy that will encourage adaptation of the area's physical features rather than the promotion or exploitation.

The Environmental Conservation Element of the specific plan is intended to promote the retention of esthetic qualities and conserve the environment within and surrounding the

Butler/Willow Area. Boulevard Area landscaped setback areas, that will include pedestrian and/or bicycle paths linking two ponding basin parks, an elementary school (and possibly a future neighborhood park), and the Tree Retention and Replacement Plan for South Peach and East Butler Avenues are the component parts of the Environmental Conservation Element of the Specific Plan (refer to Map 4, Part Two).

A key component of the Environmental Conservation Element was prepared in response to strong public expression regarding the potential threat to the venerable olive trees and the esthetic quality they impart to roadways in the area. The Tree Retention and Replacement Plan, contained in Appendix C provides for the retention of approximately 20 olive trees in the modified divider island in South Peach Avenue between East Lane and East Kings Canyon Road. Although extensive study was made of the condition of the olive trees, special tree moving equipment and modified street designs, it is impractical to attempt to save additional trees within the South Peach Avenue right-of-way.

The high survival risk and costs involved in trees the size of most of these olive trees lead to the decision to save as many as possible and follow removable with new, relatively mature trees in the divider islands and along the sidewalk area. Olive trees and holly oak of the 20 inch or 24 inch box size are proposed as replacement trees.

Although the arching effect of the trees over the roadway cannot be regained because of the road width, an aisle between trees approximately 12 feet apart can be achieved within the

divider island. The image of the old rural road is thus retained.

Excepting three or four, the olive trees along East Butler Avenue need not be disturbed. The 60 foot local street configuration enables a stand curb to curb width to be constructed with the olive trees in place.

Detailed landscaping and sidewalk designs for the BA 15 and BA 30 landscaped setbacks will provide for informal, well planted road edges. It is proposed that sidewalk designs include special consideration for bicycles and that the paths thus achieved be softly angular rather than curvilinear. The landscaped setbacks and other street-side pedestrian paths will be the subject of detailed designs and the specific plan process following approval of the Environmental Conservation Element.

## VALUE OF DEVELOPMENT POTENTIAL

The land use pattern proposed for the Butler/Willow Area will ultimately be translated into the "brick and mortar" of structures for shelter, service and commerce. Investment in land and structures will, in turn, generate taxes for the community.

To determine approximate values of land, 47 actual property sales occurring in northeast Fresno from 1967 through mid-1970 were examined. Information on estimated market values for various categories of land use districts was also obtained from the Fresno County Assessor's Office. These estimates were evaluated with the actual property sales, and in most instances, rounded and reduced slightly to compensate for the differences in attractiveness of land in the vicinity of Fresno State College in comparison to land in the Butler/Willow Area.

For the purposes of estimating the value of improvements, the Marshall Valuation Service was utilized in determining costs of various housing types for which average floor areas were estimated. Areas of units typically constructed in the Fresno area were used. A similar basis was used for commercial construction. Dwelling unit yield and potential commercial floor areas were then combined with cost and floor area estimates.

Land and improvement values were thus obtained and summarized on the following chart. These figures do not imply rate of development, which is indeterminant. Value of probable development potential for the percentages of saturation indicated are shown.

## CHART EIGHT

ESTIMATED VALUE OF DEVELOPMENT POTENTIAL\*

(\$MILLIONS)	PERCENT/DEVELOPMENT POTENTIAL		
	60% DEVELOPED	80% DEVELOPED	100% DEVELOPED
LAND VALUE	4.9	6.6	8.2
IMPROVEMENT COSTS	33.7	45.0	56.2
TOTAL ESTIMATED VALUE OF LAND & IMPROVEMENTS	38.6	51.6	64.4

\*EXCLUDING IRS CENTER FOR WHICH CONSTRUCTION COSTS AND LAND VALUE ARE ESTIMATED AT \$11,000,000.

The eventual property tax producing capabilities of the area are a function of types of development that occur and that are based on the Butler/Willow Specific Plan. Estimates of the market value of property costs of improvements outlined above were used to determine assessed valuation. All tax yield estimates are based on the 1971=72 assessed valuation of twenty-five percent of the estimated value of property and improvements thus obtained.

The current city tax rate of \$2.99 per \$100.00 of assessed valuation was used for these estimates, although it is doubtful that this rate will remain constant. The total estimated tax return is based on Code 627-00 and Code 627.10, the rates of which amount to \$13.62 per \$100.00 of assessed valuation for 1970-1971 tax year.

The figures do not imply rate of development which is indeterminant. Tax producing capabilities only are related to the probable potential for the percentages of saturation indicated.

#### CHART NINE

##### ESTIMATED ANNUAL TAX RETURN\* PROPERTY AND IMPROVEMENTS

(\$MILLIONS)	PERCENT/TAX POTENTIAL		
	60% DEVELOPED	80% DEVELOPED	100% DEVELOPED
CITY OF FRESNO	0.289	0.385	0.481
TOTAL TAX RETURN	1.31	1.75	2.19

\*BASED ON ASSESSED VALUATION OF 25% OF ESTIMATED MARKET VALUE: CODE 627-000 AND 627-10; CITY OF FRESNO: \$2.99/\$100 ASSESSED VALUATION; TOTAL TAX RETURN: \$13.62/\$100 ASSESSED VALUATION FOR 1970-1971 TAX YEAR; ALSO EXCLUDES IRS CENTER, WHICH MAY YIELD A TAX RETURN OF UP TO AN ESTIMATED \$85,000 ANNUALLY TO THE CITY OF FRESNO.



## SUMMARY

DEVELOPMENT-Although formulated as a series of land use controls and a circulation system, the opportunity to achieve the goals of community development is implicit with the Specific Plan. Estimated value of potential development that becomes possible through the Specific Plan vehicle is approximately 185 percent of the existing estimated value of the area, including the IRS Center. Without planned land use and the attendant circulation system, it is doubtful that the area would achieve the same development potential. Adverse effect of early, over-intensification of land use would be self-defeating and inhibit the promulgation of a balanced land use pattern. Premature development and over-intensification would discourage the use of other land. Ultimate potential tax return would not be realized and burdensome costs would result from disproportionate demands on tax supported urban services as the community attempted to achieve a balanced condition in the area.

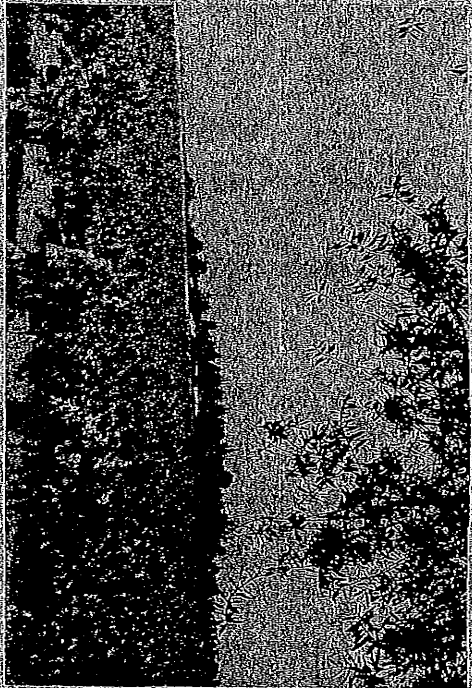
Considerable attention has been given the planning process as the initial and guiding effort to blend the Butler/Willow Area into the urbanizing fringe rather than the creation of an area of unique development characteristics. The area's uniqueness will unquestionably result from retention of the area's environmental quality and not as the result of the IRS Center development.

The recommendation to approve the proposals set forth in the specific plan is the result of the technical processes associated with preparation of a specific plan that is responsive to the well founded concern of the Planning Commission and property owners in the vicinity of the IRS Center that the stress on the local environment and urban service facilities be limited.

Once approved, the integrity of the plan should be protected from unwarranted changes in land use. Such protection can best be achieved through a policy that supports retention of the land use districts designated and approved by the specific plan process. The intent of the supporting nature of this kind of policy is similar to the intent of control extended to federally assisted redevelopment projects that prohibit changes in zoning for a period of 40 years.

A firm policy set by and adhered to by the Planning Commission and Council would accomplish a high degree of plan protection and promote the achievement of community development goals.

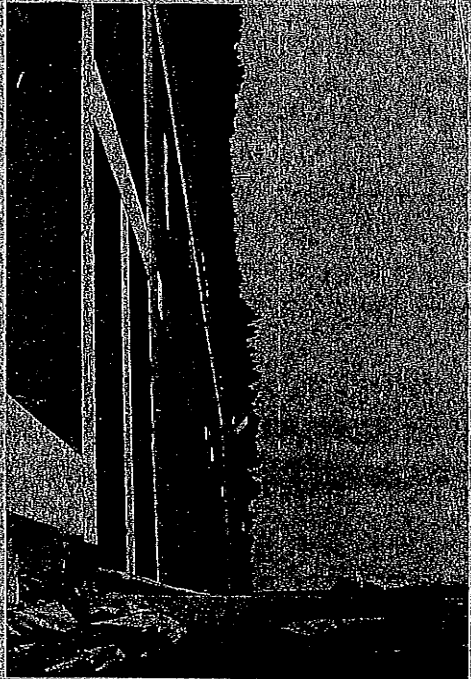
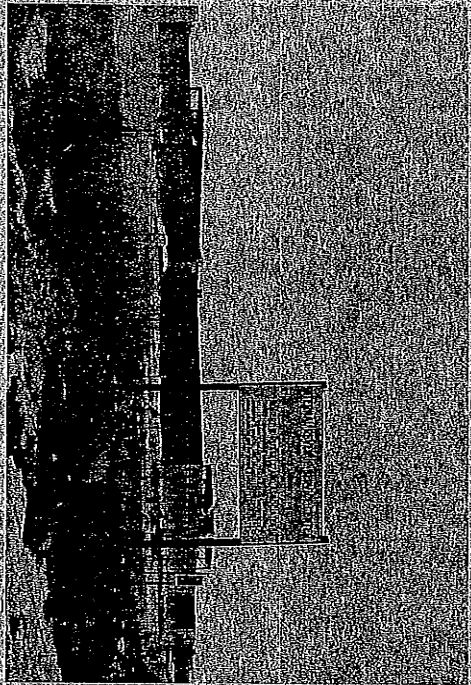
Such a reinforcing policy should recognize the integrity of the plan and its importance to the extent of requiring proof of significant changes in the surrounding planning area as a basis for zone changes. Recognition of changes in market factors and land economics as the only basis for rezoning would inherently become the backbone of this kind of a policy.



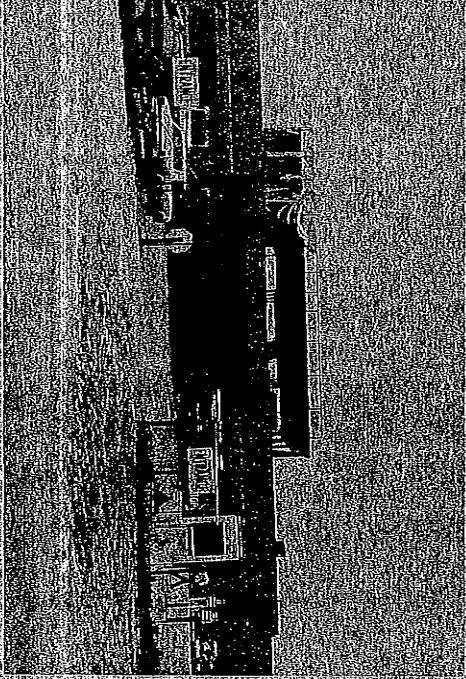
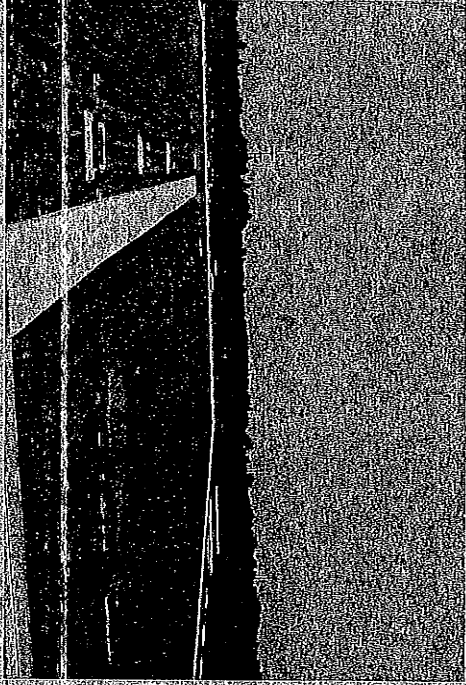
LEFT: EAST BUTLER  
AVE. LOOKING NW.  
RIGHT: EAST BUTLER  
AT SOUTH BEACH



LEFT: SOUTH WILLOW  
AVE. LOOKING EAST  
RIGHT: 1450 CENTER  
FROM ELLIS LODGE

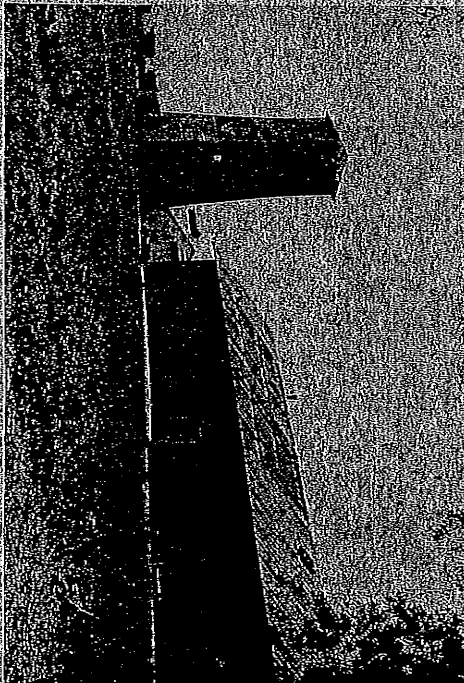


LEFT - IRS CENTER  
BUTLER / WILLOW  
RIGHT - IRS CENTER  
POC, LOOKING SW

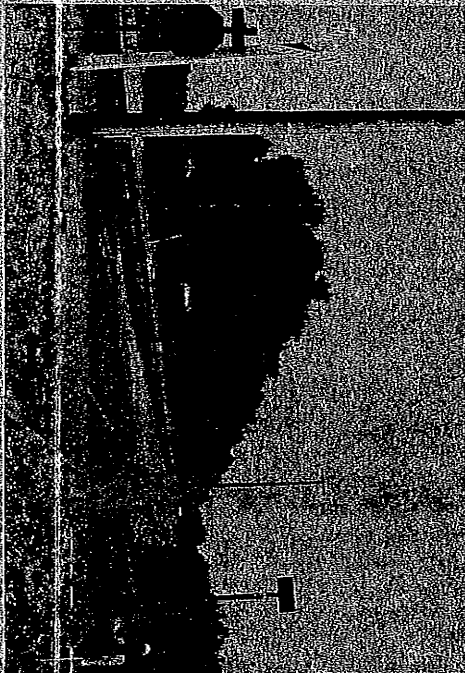
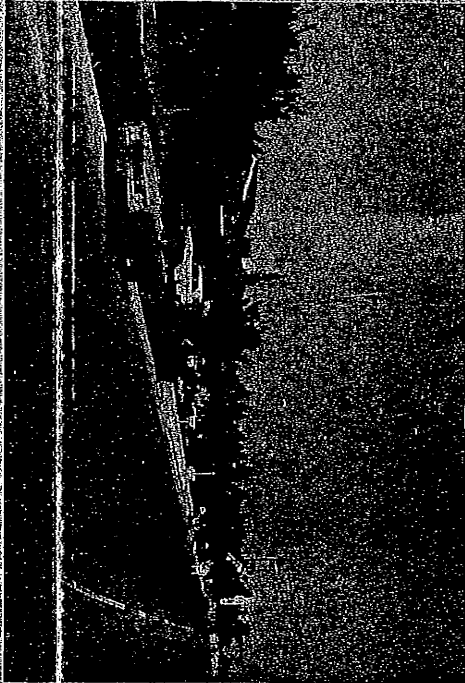


LEFT - IRS POC  
LOOKING SE  
RIGHT - BUTLER AVE  
ENTRANCE, IRS CENTER

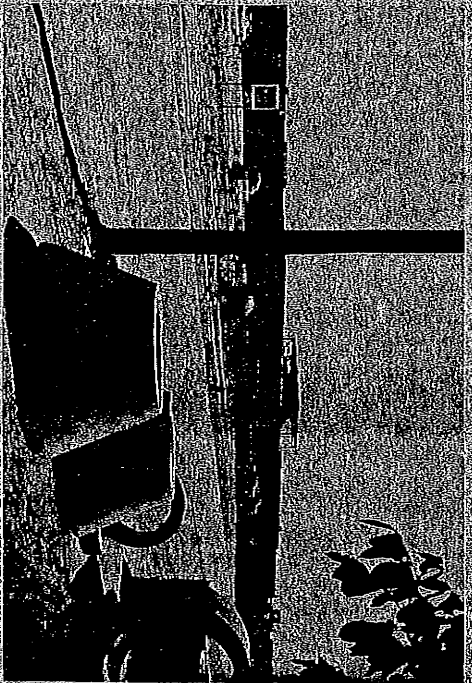
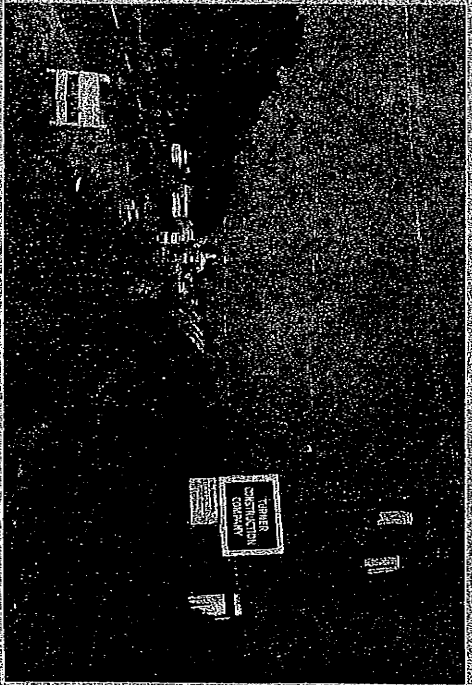




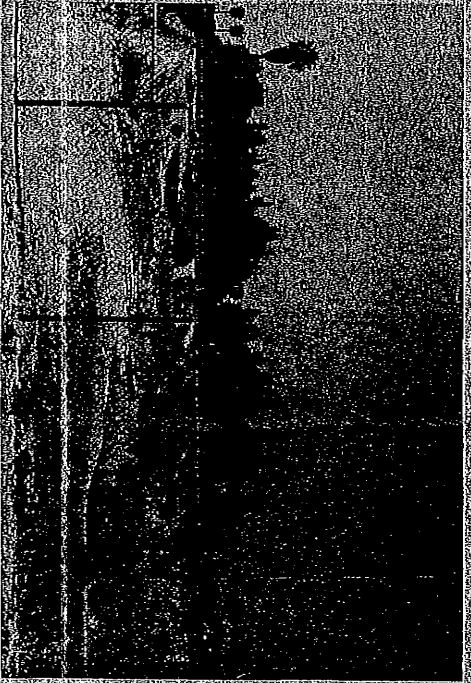
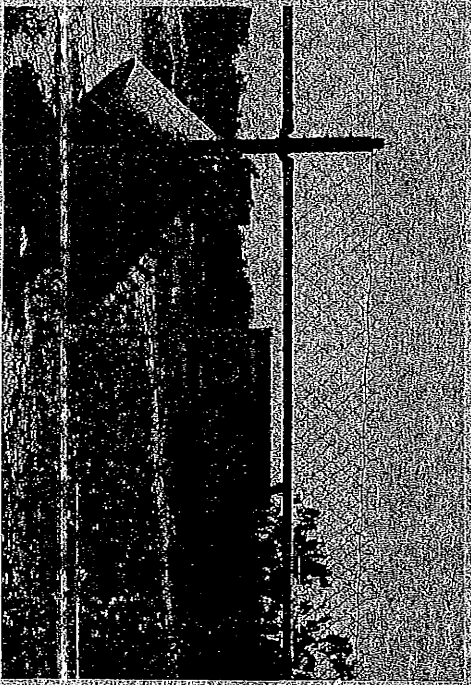
LEFT-BRICK MINERY,  
BUILT 1890 BY THE ORE  
HEARNES (ESTATED, 1948  
RIGHT-EXSGATE  
SHOPPING CENTER,  
E KINGS CANYON



LEFT-LON DELKITY  
NEAR ROAD, SOUTH  
SIDE-EAST BUTLER  
RIGHT-40 RAILROAD  
STOPS, ACROSS E  
BUTLER, E OF SPEDCH

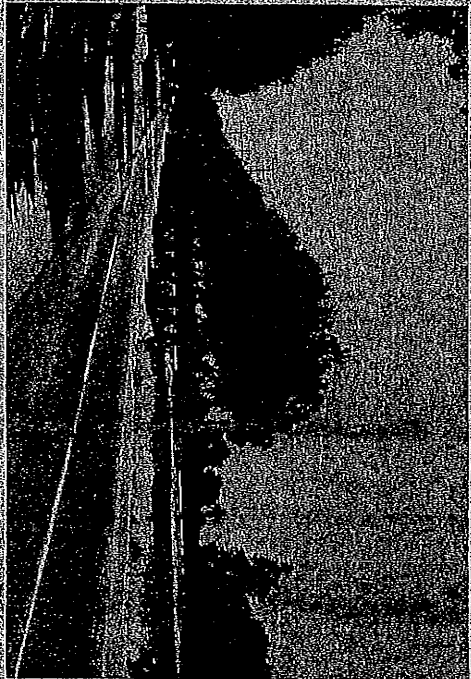


LEFT DRAINAGE EQL-  
TUBES, EAST BUTTES  
RIGHT-CONSTRUCTION  
PROGRESS, JULY 2, 1971

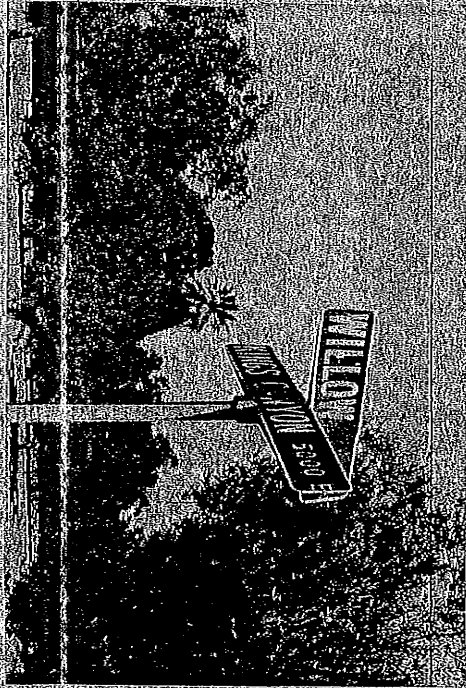


LEFT FOLDING BASIN,  
SOUTH VILLAGE AVENUE  
RIGHT FOLDING BASIN  
HUNTINGTON AVENUE





LEFT: FUTURE KGS  
ACCOL SITE, E BUTLER,  
LOOKING NE.  
RIGHT: SOUTHPACK  
ALE. KRTH OF EAST  
KINGS CANYON ROAD



LEFT: NW CORNER,  
E KINGS CANYON AT  
S WILLOW.  
RIGHT: LOOKING SE  
FROM S WILLOW  
OF E KINGS CANYON



PART  
TWO



BUTLER/WILLOW  
SPECIFIC  
PLAN  
ORDINANCE

BILL NO. \_\_\_\_\_

INTRODUCED BY \_\_\_\_\_

ORDINANCE NO. \_\_\_\_\_

AN ORDINANCE OF THE CITY OF FRESNO, CALIFORNIA,  
ADOPTING THE SPECIFIC PLAN FOR THE BUTLER/WILLOW  
AREA

WHEREAS, the Council of the City of Fresno by Resolution No. 70-124, dated July 16, 1971, did request the Planning Commission and Staff of the Department of Planning and Inspection to prepare a specific plan for the territory within the boundaries of the Butler/Willow No. 1 Annexation Area; and,

WHEREAS, the boundaries of the Butler/Willow No. 1 Annexation were drawn for an area of sufficient size to provide adequate planning for orderly growth of the territory surrounding the site selected by the General Services Administration of the United States Government for the Internal Revenue Service Center; and,

WHEREAS, the Department of Planning and Inspection did prepare a specific plan for the Butler/Willow area, which plan was the subject of public hearings conducted by the Fresno City Planning Commission on May 18 and June 15, 1971; and,

WHEREAS, the Fresno City Planning Commission approved and recommended adoption of "Alternate No. 1 - Lower Intensity Uses - Preliminary Specific Plan for the Butler/Willow Area" and other recommendations having to do with environmental conservation, traffic, and circulation, by Resolution No. 5128 dated June 15, 1971;

NOW, THEREFORE, the Council of the City of Fresno does ordain as follows:

SECTION 1. The Specific Plan for the Butler/Willow Area (hereinafter called the "Plan"), relating to land use, official plan lines, traffic circulation, the installation of public improvements, and environmental conservation, including tree retention and replacement, is hereby adopted.

1. Description of the Plan. The plan consists of the elements delineated in this ordinance, together with Map No. 1 --Boundary Map, Map No. 2--Land Use Element, Map No. 3--Circulation Element, and Map No. 4--Environmental Conservation Element, which maps are attached hereto and made a part hereof by this reference.

a. Conformity of the Plan--The Plan conforms generally to the land use and circulation patterns of the Fairgrounds and Sunnyside Community Planning Areas within which the Butler/Willow Area, as delineated on Map No. 1, Boundary Map, is located. The Fairgrounds and Sunnyside Community Planning Areas are elements of the Fresno-Clovis Metropolitan Area General Plan.

b. Objectives of the Plan--The objectives of the Plan described and depicted in this ordinance are to provide:

(1) a land use and circulation plan that will effectively blend the unique qualities of this newly annexed territory with the land use and circulation of the surrounding area;

(2) a land use and circulation plan that will accommodate development of the Internal Revenue Service Center and, at the same time, reduce the opportunity for the facility to adversely affect the street system and properties in the vicinity;

(3) controls in support of land use and circulation plans that will protect the area from unwarranted changes in the local environment;

(4) opportunities for new and long term development that are consistent with the land economics that determine balanced growth and development of the Fresno urbanized area;

(5) opportunities to retain the esthetic qualities of existing roads and properties within and adjacent to the Butler/Willow Annexation Area; and

(6) protection for the unique rural-suburban qualities of the area.

c. Boundary of the Plan--The area of the Plan is within the boundary delineated on Map No. 1, Boundary Map, and includes:

(1) The Butler/Willow No. 1 Annexation Area, the area of which is approximately 563.75 acres; and

(2) approximately 60.8 acres of previously incorporated territory immediately adjacent to the Butler/Willow No. 1 Annexation Area.

2. The Plan.

a. Land Use Element--The Land Use Element consists of land use districts arranged to provide:

(1) a range of residential dwelling units and population densities;

(2) a range of commercial intensities that are mutually protective of each other and of the environment;

(3) inherent property development standards that amplify the protective qualities of the land use pattern;

(4) design controls through overlay design control districts to preserve and promulgate esthetic qualities and environmental conservation, protection, and enhancement;

(5) a land use pattern that limits traffic generation to a level within the designed capabilities of arterial and collector streets;

(6) a land use pattern that will limit the intensification of uses to a level within the designed capabilities of sewer and water distribution systems and drainage facilities;

(7) commercial districts adequate to supply daily convenience goods and services for the potential

population of the area;

(8) recognition of existing land use districts that are capable of providing goods and services at levels of intensity that may be competitive within the metropolitan area in terms of location and potential attractiveness; and

(9) adequate school and neighborhood park facilities.

b. Density--The land use districts, delineated on Map No. 2, Land Use Element, shall permit:

(1) single family residential dwellings at a dwelling unit density of up to 4.9 dwelling units per gross acre and not more than 13.5 people per gross acre, as permitted in the R-1-C, R-1-B, and R-1 districts;

(2) low density multi-family residential uses at a dwelling unit density of 5 to 16 dwelling units per gross acre and not more than 35 people per gross acre as permitted in the R-2-A and R-2 Districts;

(3) offices and low density multi-family residential uses as a dwelling unit density of 5 to 16 dwelling units per gross acre and not more than 35 people per gross acre as permitted in the R-P district;

(4) medium density multi-family residential uses at a dwelling unit density of 19 to 29 dwelling units per gross acre and not more than 41 people per gross acre as permitted in the R-3-A and R-3 Districts;

(5) neighborhood commercial uses as permitted in the C-1 District;

(6) community commercial uses in a planned unified shopping center as permitted in the C-2 District;

(7) regional commercial uses as permitted in the C-3 District;

(8) special land development standards as required by the "BA" Boulevard-Area District;

- (9) an elementary school; and
- (10) ponding basin parks.

c. Circulation Element--The Circulation Element as delineated on Map No. 3, Circulation Element, includes certain arterial and collector streets of the Circulation Element of the Fresno-Clovis Metropolitan Area General Plan and certain arterial and collector streets for which official plan lines were adopted by Ordinance No. 71-11, within the Butler/Willow No. 1 Annexation, as follows:

(1) South Peach Avenue, designated an arterial street by the Circulation Element of the General Plan and for which Official Plan Lines were established by Ordinance No. 71-11;

(2) East Butler Avenue, designated a collector street from the westerly boundary of the Butler/Willow No. 1 Annexation to a point 440 feet east of South Willow Avenue by the Circulation Element of the General Plan and herewith designated a collector street from a point 440 feet east of South Willow Avenue to a point 660 feet west of South Peach Avenue and pursuant to Official Plan Lines established by Ordinance No. 71-11;

(3) East Lane Avenue, herewith designated a collector between South Chestnut Avenue and South Peach Avenue pursuant to Official Plan Lines established by Ordinance No. 71-11;

(4) South Willow Avenue, herewith designated a collector street between South Lane Avenue and East Kings Canyon Road pursuant to Official Plan Lines established by Ordinance 71-11;

(5) East Kings Canyon Road and South Chestnut Avenue designated arterial streets by the Circulation Element of the General Plan; and

(6) East Butler Avenue, herewith designated a local



street from a point 660 feet westerly of South Peach Avenue to a point 330 feet easterly of South Peach Avenue pursuant to Ordinance 71-11.

A traffic diverter preventing eastbound traffic on East Butler Avenue easterly of the intersection of East Butler and South Peach Avenues and preventing left turn movement from South Peach Avenue easterly onto East Butler Avenue shall be installed at the intersection of South Peach Avenue and East Butler Avenue.

d. Environmental Conservation Element--The Environmental Conservation Element provides for the preservation and promotion of the environmental and esthetic quality of the Butler/Willow Area that is the result of roadside trees, vineyards, and orchards combined in a rural setting, the conservation of which is essential to the purposes of environmental protection.

The Environmental Conservation Element consists of:

(1) A Tree Replacement and Retention Plan for certain trees within the roadways of South Peach Avenue and East Butler Avenue that:

(a) shall provide for the retention in place, within the divider island of South Peach Avenue, approximately twenty (20) existing olive trees between a point on the center line of South Peach Avenue seven hundred and fifty (750) feet south of East Kings Canyon Road, and East Kings Canyon Road; and

(b) shall provide for the planting of not less than thirty (30) olive and holly oak trees and not less than six (6) Canary Island Pine Trees that are not less than twenty (20) inch box size within the divider island of South Peach Avenue between East Lane Avenue and East Kings Canyon Road, and for the planting of three olive or holly oak trees that are not less than twenty (20) inch box size, within the divider island of

South Peach Avenue approximately four hundred and eighty (480) feet north of East Kings Canyon Road; and

(c) shall provide for the retention in place of not less than thirty (30) existing olive trees within the official plan lines established for East Butler Avenue by Ordinance 71-11 between a point 660 feet westerly of South Peach Avenue and a point 330 feet easterly of South Peach Avenue, excepting those olive trees within 110 feet of South Peach Avenue that may be removed to facilitate traffic safety and movement at the intersection of East Butler and South Peach Avenue; and

(d) shall provide detailed landscaping and sidewalk plans within the BA District and for the pedestrian paths specified herein; and

(e) shall provide for the retention in place of those existing trees between the curb lines and the Boulevard Area setback lines parallel to South Peach Avenue until the development of abutting properties shall occur excepting those trees that interfere with the improvement of South Peach Avenue and that may be hazardous to traffic safety.

(2) Landscaped setbacks 30 feet wide along East Butler Avenue pursuant to the Boulevard Area District containing pedestrian and bicycle paths;

(3) Landscaped setbacks 15 feet wide along South Peach Avenue, South Willow Avenue, East Lane Avenue and East Kings Canyon Road pursuant to the BA District containing pedestrian and bicycle paths;

(4) Landscaped pedestrian paths between the curb and property line on the west side of South Winery Avenue north of East Butler Avenue; on the east side of South Willow

Avenue connecting the neighborhood ponding basin park on the east side of South Willow Avenue with the BA-30 landscaped setback on the south side of East Butler Avenue; on the East side of South Adler Avenue, connecting the ponding basin park at the southeast corner of East Huntington and South Adler Avenues to the BA-15 landscaped setback on the north side of East Kings Canyon Road; and connecting the BA-15 landscaped setback on the east side of South Peach Avenue and the BA-30 landscaped setback on the north side of East Butler along a local street between South Peach Avenue and the elementary school site and along a local street abutting the westerly boundary of the elementary school site; and

(5) Neighborhood ponding basin parks within the Fresno Metropolitan Flood Control District ponding basins on the east side of South Willow Avenue between extended alignments of East Heaton and East Hamilton Avenues and at the southwest corner of East Huntington and South Adler Avenues.

3. Role of the Chief Administrative Officer. The Chief Administrative Officer is hereby directed to implement the Tree Replacement and Retention Plan and to insure the retention of as many existing trees as possible and to insure expedient measures necessary to plant the specified replacement trees between October 1, 1971, and March 31, 1972.

4. Role of the Council. In the implementation of this Plan, the Council shall be responsible for and shall:

a. direct the Director of Planning and Inspection to initiate the redistricting of each land use district within the boundaries of the planning area which conflicts with the land use element specified herein, to a district which does not conflict with said land use element.

b. implement the Environmental Conservation Element, including but not limited to retention of designated existing

trees according to the Tree Retention and Replacement Plan, the specific planning of the Boulevard Area District landscaped setbacks, and the development of ponding basin parks in cooperation with the Fresno Metropolitan Flood Control District;

c. initiate construction of improvements of public rights-of-way;

d. initiate installation of street lighting and traffic signal facilities, fire alarm systems, water mains, fire hydrants, and sanitary sewers; and

e. initiate installation of drainage facilities in conjunction with the Fresno Metropolitan Flood Control District.

SECTION 2. This ordinance shall become effective and in full force and effect at 12:01 a.m. on the thirtyfirst day after its passage.

CLERK'S CERTIFICATION

STATE OF CALIFORNIA     )  
COUNTY OF FRESNO     ) SS.  
CITY OF FRESNO         )




I, JACQUELINE L. RYLE, City Clerk of the City of Fresno, certify that the foregoing ordinance was adopted by the Council of the City of Fresno, California, at a regular meeting held on the \_\_\_\_\_ day of \_\_\_\_\_, 1971.

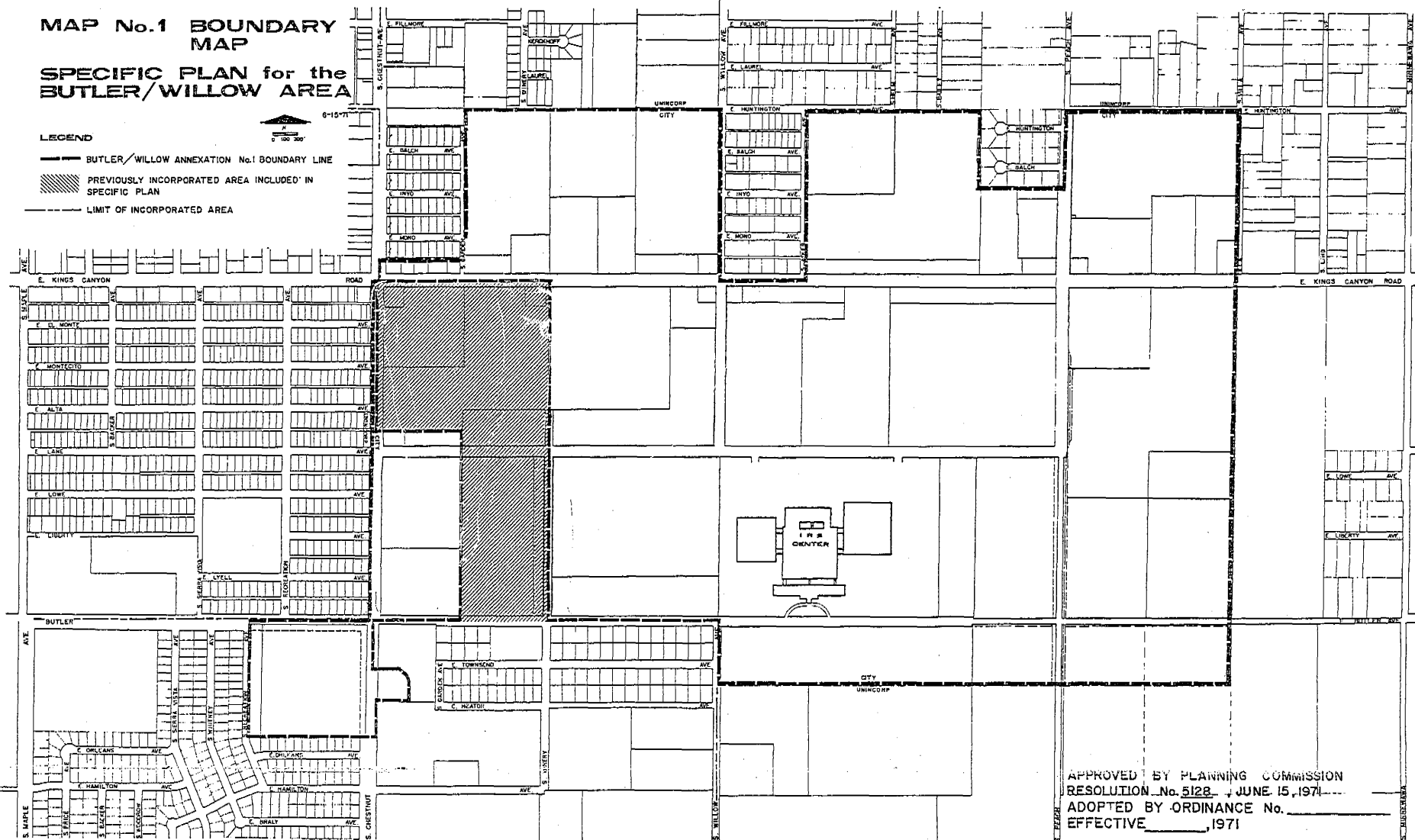
JACQUELINE L. RYLE  
City Clerk

By \_\_\_\_\_ Deputy

JAM:mk  
7/30/71

**SPECIFIC PLAN for the  
BUTLER/WILLOW AREA**

-  BUTLER/WILLOW ANNEXATION No.1 BOUNDARY LINE  
 PREVIOUSLY INCORPORATED AREA INCLUDED IN SPECIFIC PLAN  
 LIMIT OF INCORPORATED AREA



APPROVED BY PLANNING COMMISSION  
RESOLUTION No. 5128 + JUNE 15, 1971  
ADOPTED BY ORDINANCE No. \_\_\_\_\_  
EFFECTIVE \_\_\_\_\_, 1971

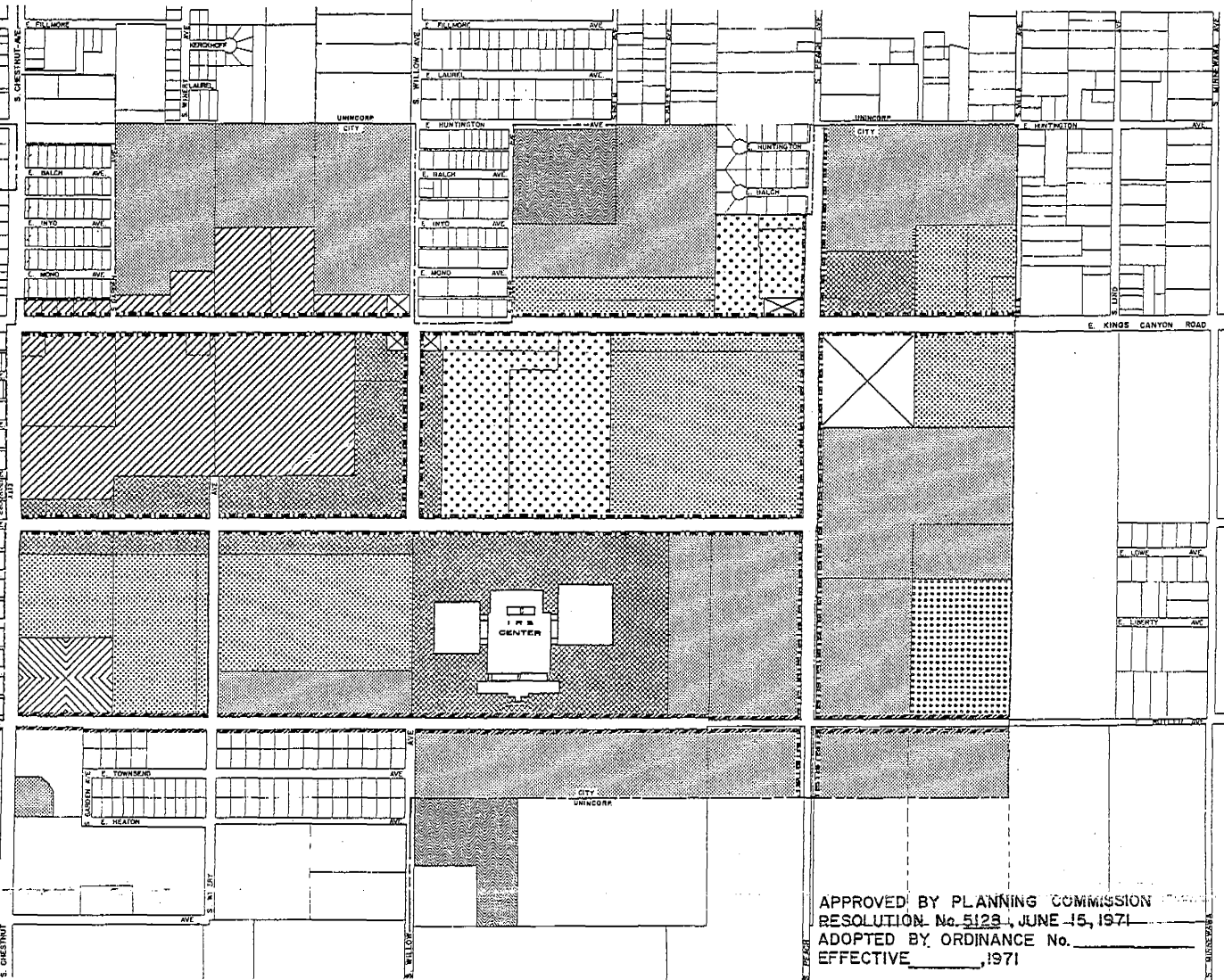
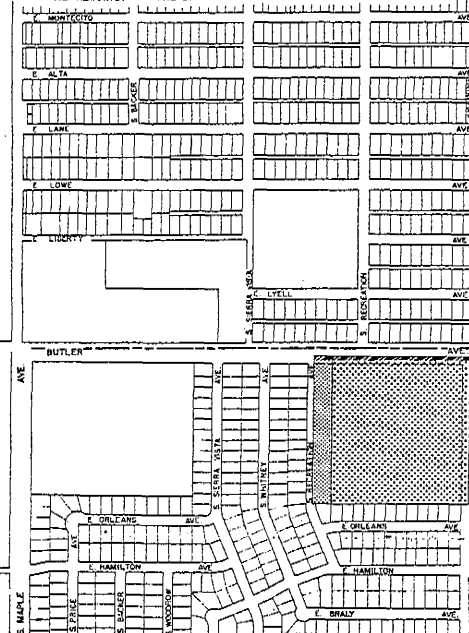
# MAP No.2 LAND USE ELEMENT

## SPECIFIC PLAN for the BUTLER/WILLOW AREA

### LEGEND

- SINGLE FAMILY RESIDENTIAL DWELLINGS AS PERMITTED IN THE R1C, R1B, AND R1 DISTRICTS.
- LOW DENSITY MULTI-FAMILY RESIDENTIAL USES AS PERMITTED IN THE R2A, AND R2 DISTRICTS.
- OFFICES AND LOW DENSITY MULTI-FAMILY RESIDENTIAL USES AS PERMITTED IN THE RP DISTRICTS.
- MEDIUM DENSITY MULTI-FAMILY RESIDENTIAL USES AS PERMITTED IN THE R3A AND R3 DISTRICTS.
- NEIGHBORHOOD COMMERCIAL USES AS PERMITTED IN THE C1 DISTRICT.
- COMMUNITY COMMERCIAL USES AS PERMITTED IN THE C2 DISTRICT.
- REGIONAL COMMERCIAL USES AS PERMITTED IN THE C3 DISTRICT.
- ELEMENTARY SCHOOL
- PONDING BASIN PARK
- BA 30' 30' LANDSCAPED SETBACK
- BA 15' 15' LANDSCAPED SETBACK

\*AS REQUIRED BY THE BA DISTRICT

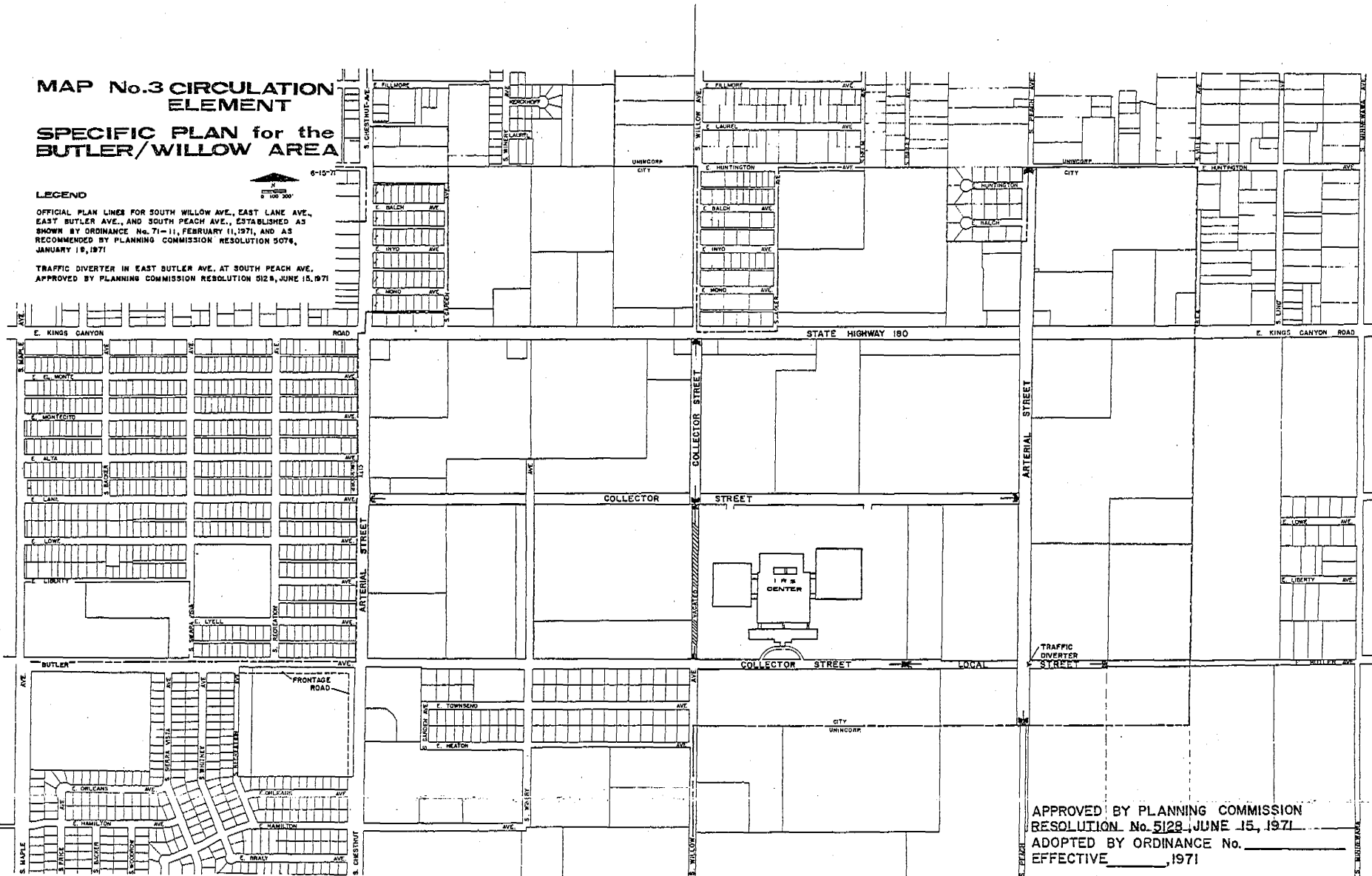


APPROVED BY PLANNING COMMISSION  
RESOLUTION No. 5123, JUNE 15, 1971  
ADOPTED BY ORDINANCE No. \_\_\_\_\_  
EFFECTIVE \_\_\_\_\_, 1971

**SPECIFIC PLAN for the  
BUTLER/WILLOW AREA**

OFFICIAL PLAN LINES FOR SOUTH WILLOW AVE., EAST LANE AVE., EAST BUTLER AVE., AND SOUTH PEACH AVE., ESTABLISHED AS SHOWN BY ORDINANCE No. 71-11, FEBRUARY 11, 1971, AND AS RECOMMENDED BY PLANNING COMMISSION RESOLUTION 5076, JANUARY 18, 1971

TRAFFIC DIVERTER IN EAST BUTLER AVE. AT SOUTH PEACH AVE.  
APPROVED BY PLANNING COMMISSION RESOLUTION 512B, JUNE 15, 1971



APPROVED BY PLANNING COMMISSION  
RESOLUTION No. 5128, JUNE 15, 1971  
ADOPTED BY ORDINANCE No. \_\_\_\_\_  
EFFECTIVE \_\_\_\_\_, 1971



# MAP No.4 ENVIRONMENTAL CONSERVATION ELEMENT SPECIFIC PLAN for the BUTLER/WILLOW AREA

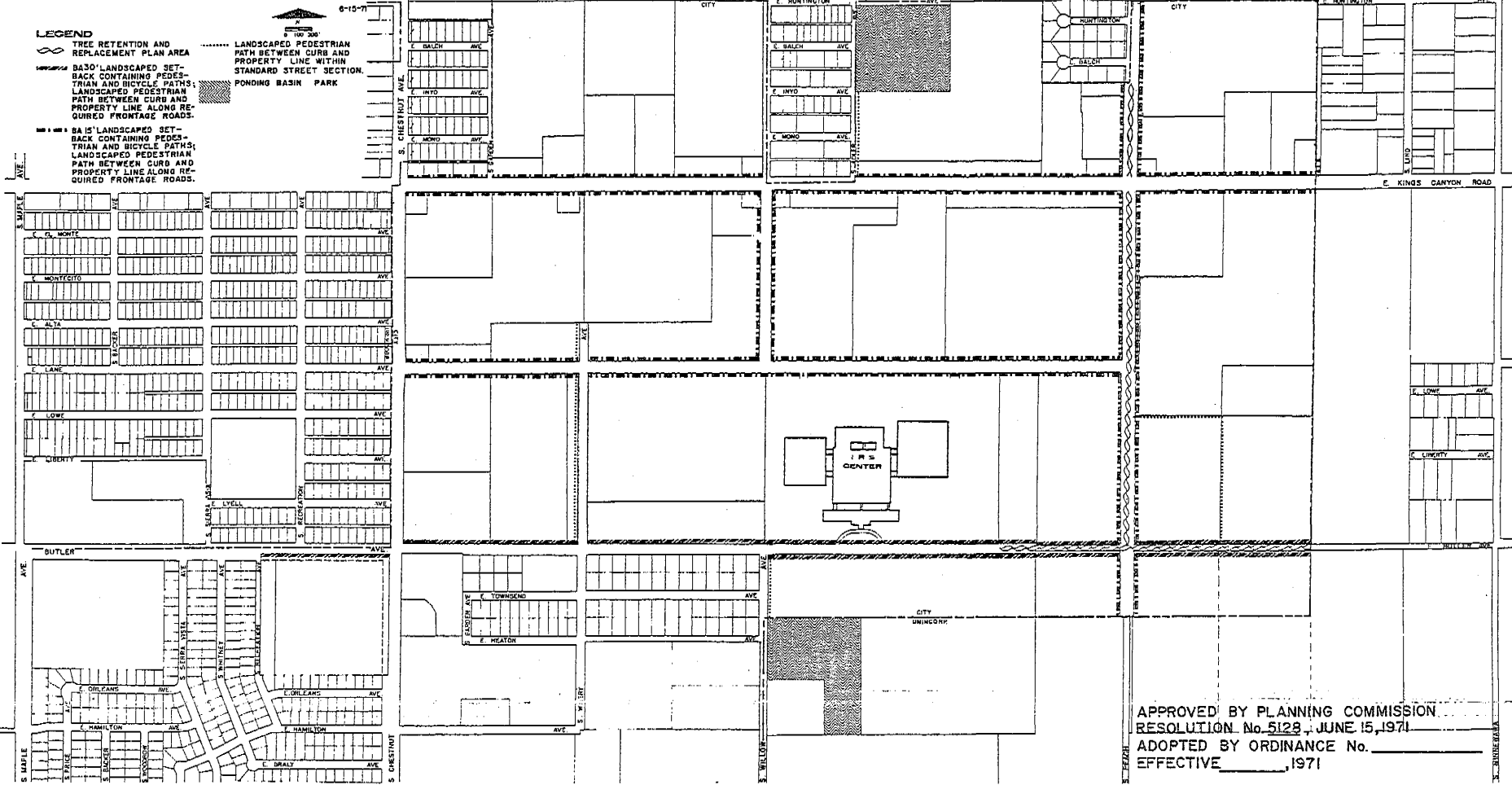
**LEGEND**

— TREE RETENTION AND REPLACEMENT PLAN AREA

— LANDSCAPED PEDESTRIAN PATH BETWEEN CURB AND PROPERTY LINE WITHIN STANDARD STREET SECTION.

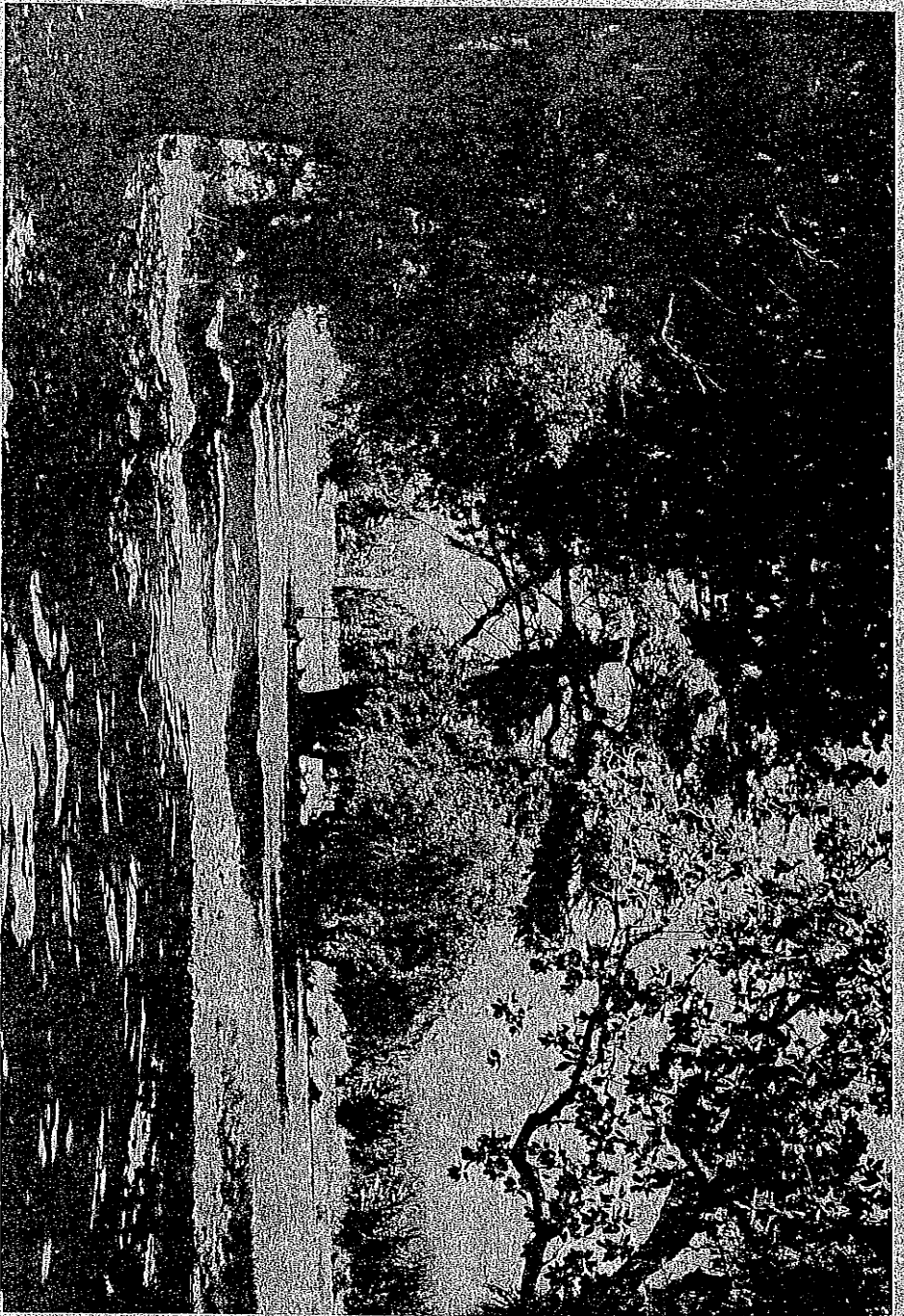
— PONDING BASIN PARK

— BA IS LANDSCAPED SET-BACK CONTAINING PEDESTRIAN AND BICYCLE PATHS; LANDSCAPED PEDESTRIAN PATH BETWEEN CURB AND PROPERTY LINE ALONG REQUIRED FRONTAGE ROADS.



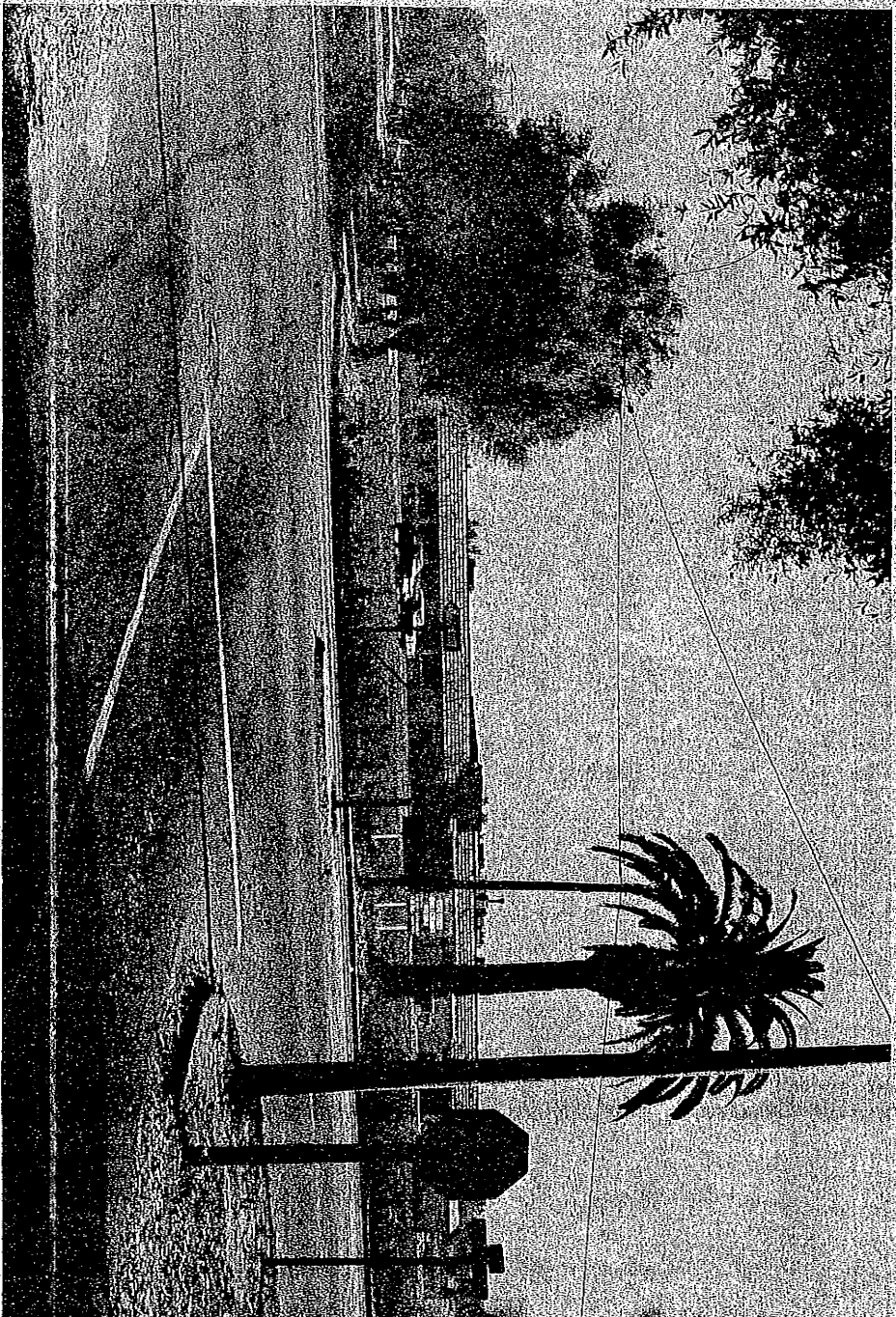
APPROVED BY PLANNING COMMISSION  
RESOLUTION No. 5128, JUNE 15, 1971  
ADOPTED BY ORDINANCE No. \_\_\_\_\_  
EFFECTIVE \_\_\_\_\_, 1971

# PART THREE



## APPENDICES

## APPENDIX A



OFFICIAL  
PLAN  
LINES

OFFICIAL PLAN LINES ON  
E. LANE AVENUE,

FROM CHESTNUT AVENUE TO PEACH AVENUE

S. WILLOW AVENUE,

FROM LANE AVENUE TO KINGS CANYON ROAD

E. BUTLER AVENUE,

FROM A POINT 440 FEET EAST OF WILLOW AVENUE TO A POINT 380 FEET EAST OF PEACH AVENUE

S. PEACH AVENUE,

FROM A POINT 492.25 FEET SOUTH OF BUTLER AVENUE TO THE FRESNO CITY LIMITS  
(AS OF JANUARY 15, 1971) NORTH OF KINGS CANYON ROAD

THIS MAP CONSTITUTES PART OF THE GENERAL PLAN OF THE CITY OF FRESNO, CALIFORNIA, AND IS FILED IN  
THE VOLUME ENTITLED "OFFICIAL PLAN LINES-CITY OF FRESNO" IN THE DEPARTMENT OF PLANNING & INSPECTION

I, THE UNDERSIGNED, CITY ENGINEER OF THE CITY OF FRESNO, CALIFORNIA,  
DO HEREBY CERTIFY THAT I HAVE EXAMINED THE OFFICIAL PLAN LINES DELINEATED  
ON THIS MAP AND THAT I AM SATISFIED THAT THE MAP IS TECHNICALLY CORRECT.

DATED Jan 11 1971

Donald E. Baird  
DONALD E. BAIRD C.E. 7589  
CITY ENGINEER

WE HEREBY CERTIFY THAT THIS MAP CONSTITUTES A PART OF THE OFFICIAL  
PLAN OF STREETS AND HIGHWAYS, BEING A PART OF THE MASTER PLAN  
OF THE CITY OF FRESNO, CALIFORNIA, ADOPTED BY THE PLANNING COMMISSION  
OF SAID CITY BY RESOLUTION NO. 5076, AT A MEETING HELD ON THE  
17th DAY OF SEPTEMBER, 1971, AND CARRIED BY THE AFFIRMATIVE  
VOTE OF THE MAJORITY OF THE TOTAL MEMBERSHIP OF SAID COMMISSION.

Paul D. Jackson  
CHAIRMAN

James C. Taylor  
SECRETARY

WE HEREBY CERTIFY THAT THIS MAP OF OFFICIAL PLAN LINES WAS ADOPTED  
BY THE COUNCIL OF THE CITY OF FRESNO ON THE 11th DAY OF FEBRUARY, 1971,  
BY ORDINANCE NO. 411-11, ADOPTED PURSUANT TO ARTICLE 7 OF CHAPTER 12  
OF THE FRESNO MUNICIPAL CODE.

Ted C. Willis  
MAYOR

Jacqueline L. O'Leary  
CITY CLERK

INSTRUMENT NO. 15,231 FILED AND RECORDED AT THE REQUEST OF THE CITY OF FRESNO THIS 16th DAY OF FEBRUARY  
AT 5:30 MINUTES PAST 2 P.M. AND RECORDED IN VOLUME 44  
OF RECORD OF PRECISE PLAN LINES AT PAGE 27-8 OF OFFICIAL RECORDS  
OF FRESNO COUNTY.

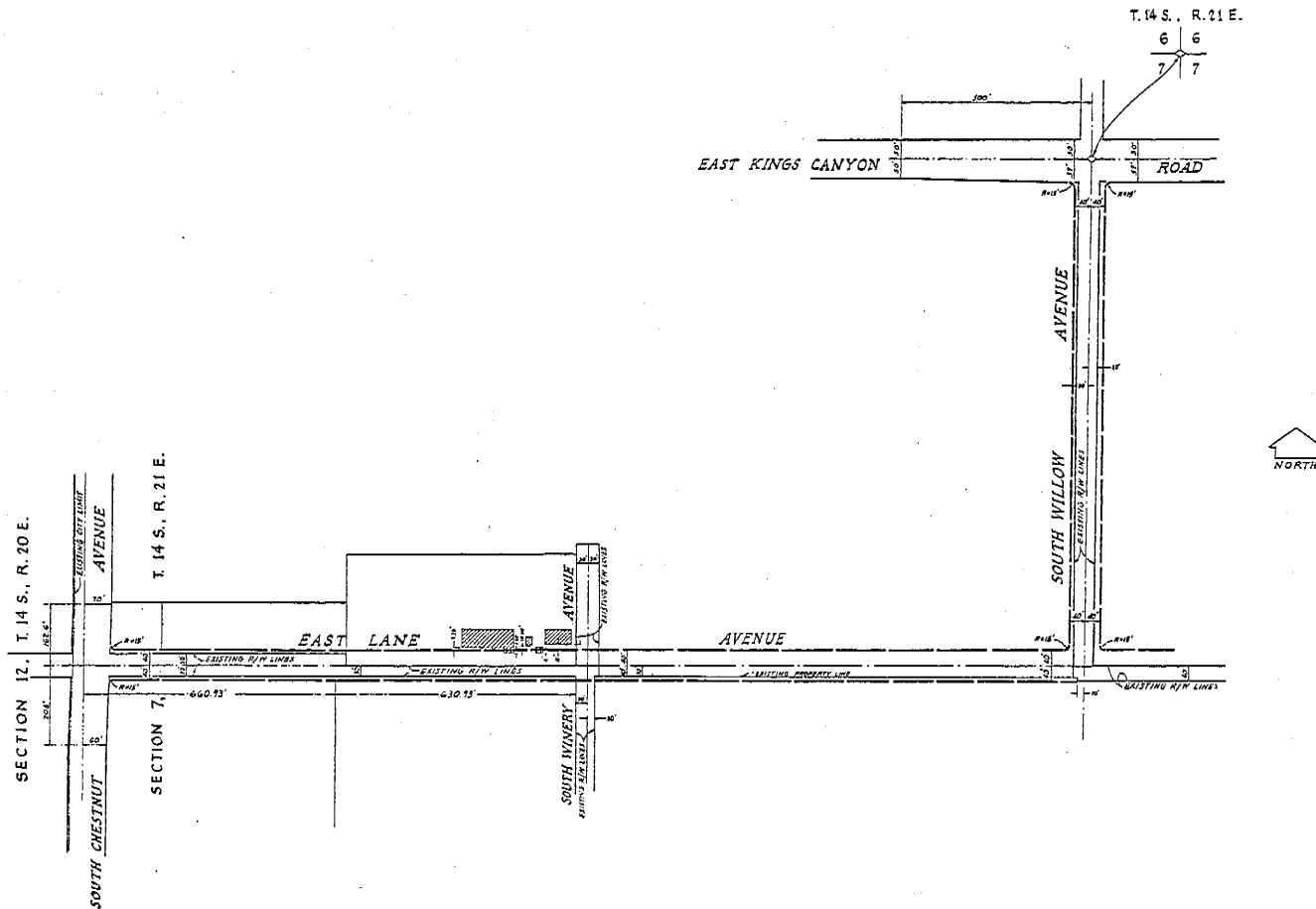
NO FEE

COUNTY RECORDER

BY D. Solomon  
DEPUTY

Sheet No 1 of 3 sheets



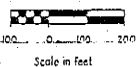


# OFFICIAL PLAN LINES

E. LANE AVENUE, S. WILLOW AVENUE,  
E. BUTLER AVENUE AND S. PEACH AVENUE

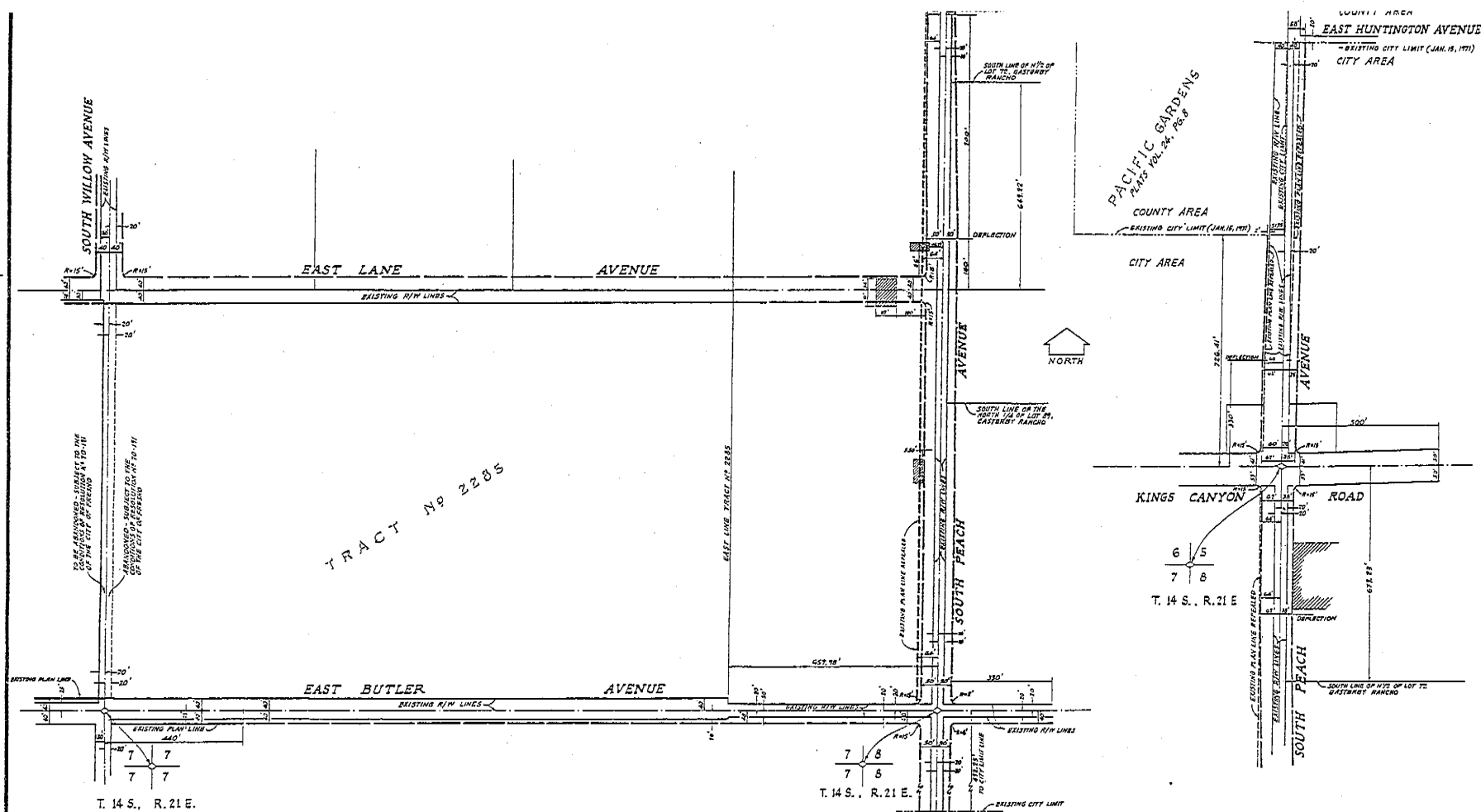
## LEGEND

- Official Plan Lines
- Right of Way Lines
- Property Lines
- City Limit
- Section Line



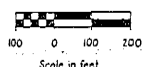
Note:  
All setbacks shall be measured from  
the "Official Plan Lines."

Sheet No. 2 of 3 sheets



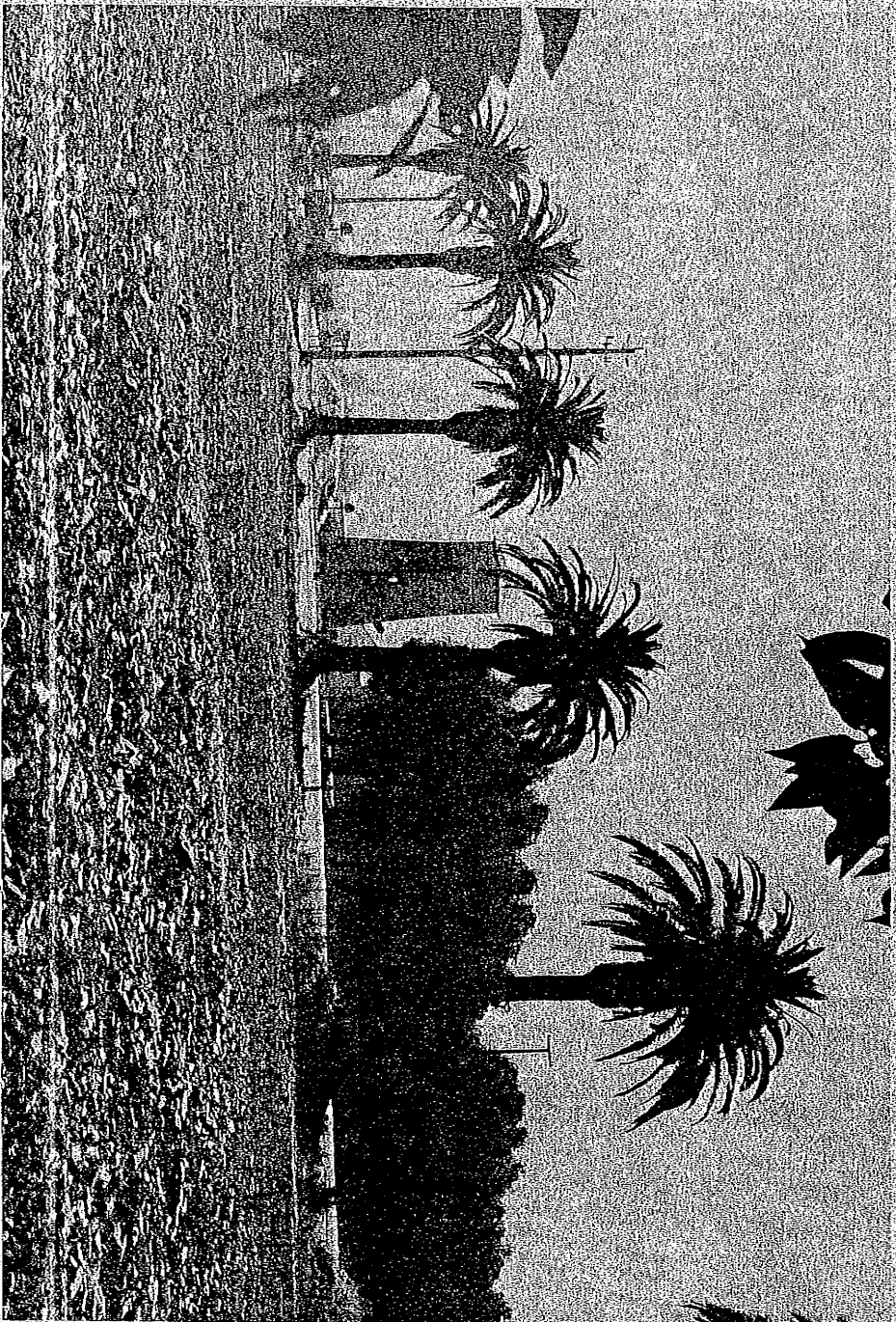
# OFFICIAL PLAN LINES E. LANE AVENUE, S. WILLOW AVENUE, E. BUTLER AVENUE AND S. PEACH AVENUE

LEGEND	
—	Official Plan Lines
—	Right of Way Lines
—	Property Lines
—	City Limit
—	Section Line
—	Plan Lines repeated



Note:  
All setbacks shall be measured from  
the "Official Plan Lines."

## APPENDIX B



SUPPORTING  
MATERIAL



Material prepared in support of the specific plan between April 26 and July 8 is included in this Appendix B as follows:

1. Explanatory material regarding
  - a. Conformity to General Plan proposals
  - b. Environmental protection
  - c. Objectives (of the plan)
  - d. Existing zoning of contiguous areas (maps)
  - e. Land use and zoning on East Kings Canyon Road between South Cedar and South Fowler Avenues
2. Analysis of Preliminary Specific Plan proposals for the Butler/Willow Area in relation to community development objectives for Central Area Revitalization and the Fresno/Clovis Metropolitan Area General Plan
3. Short term housing demand, City of Fresno
4. Comparison analysis of development potential for undeveloped land (Outer Area, Improvement Area, and Butler/Willow Area)
5. Comparison of alternative specific plan proposals for the Butler/Willow Area.

In addition, the following supporting graphic material was prepared but not included in this Appendix B:

1. Developed and Undeveloped Commercially zoned land on East Kings Canyon Road, East Tulare, and East Butler Avenue, between South Cedar and South Fowler Avenues
2. Traffic diverter design at South Peach and East Butler Avenues
3. Traffic volume comparisons of the generating qualities of Butler/Willow Area plan proposals in relation to existing land use and General Plan proposals
4. Schematic design for bicycle paths within the proposed Boulevard Area landscaped setbacks

Item 3 is included in Part One - Preface to the Specific Plan.

May 11, 1971

PRELIMINARY SPECIFIC PLAN  
BUTLER/WILLOW NO. 1 ANNEXATION AREA

SUPPORTING MATERIAL

I. CONFORMITY TO GENERAL PLAN PROPOSALS

The Preliminary Specific Plan closely follows the land use recommendations of the Sunnyside and Fairgrounds Community Planning Areas.

Those specific plan proposals that differ from General Plan (community planning areas) recommendations are the result of:

1. recognition of existing zoning categories that were established at the time of annexation;
2. prior site selection for an elementary school site and a flood control basin; and,
3. variations necessary to achieve a reasonable density pattern in separating existing and proposed uses from residential neighborhoods.

In comparison, the existing overall zone pattern would yield approximately 6,500 people when fully developed, which is slightly higher overall population density of the land use pattern recommended by the General Plan.

The Preliminary Specific Plan proposals will yield a total population of approximately 7,200 people (when fully developed), or an increase of approximately 26% over General Plan land use recommendations. Preliminary Specific Plan proposals will yield an overall density of 12.8 people per acre; which closely approximates "medium density" under General Plan definition.

The Preliminary Specific Plan recognizes the regional shopping center complex at East Kings Canyon Road and South Chestnut Avenue as a General Plan proposal. The Plan also recognizes the C-3 zoning immediately east of that location, and the strip commercial zoning on the north side of East Kings Canyon Road between Chestnut and Willow Avenues. In combination, this zoning configuration will best lend itself to property development standards and controls attendant with regional commercial zoning and are thus proposed by the Preliminary Specific Plan.

Proposed expansion of regional commercial uses to South Willow Avenue frontage anticipates widening of South Willow Avenue to a collector roadway 80 feet in width.

Neighborhood commercial use in a planned unified shopping center at the southeast corner of East Kings Canyon Road and South Peach Avenue is a direct translation of the General Plan.

## II. ENVIRONMENTAL PROTECTION

Any discussion of the effect on the environment that may be produced by the urbanization of the Butler/Willow Area must first acknowledge three given factors:

1. the IRS Center has occurred;
2. development of any urbanizing area will generate automobile traffic; and,
3. automobile traffic will continue to add some degree of air pollution as long as the internal combustion engine is used to propel vehicles.

The technical processes associated with preparation of the specific plan have been directed toward minimizing the potentially adverse effect of increased vehicular traffic in the Butler/Willow Area (refer to report and plan maps). More restrictive controls, such as prohibition of automobile traffic in the area, are not available and would be impractical because of the existing pattern of arterial streets and East Kings Canyon Road (State Highway 180).

The effect of the IRS Center itself on the surrounding area has been approached through standard controls typical of the present planning "state of the art." These include property development standards, architectural and site plan review procedures, conditional use permit procedures, and others. Occupying approximately 21% of the total site, IRS Center buildings are set back considerable distances from all four property lines. Although parking facilities provide for 2,744 cars, daily vehicle trips to and from the Center will be far less than daily vehicle trips generated by other existing uses in the area. Best described as an office facility of high

proportions, there is no apparent adverse effect that may be generated by the IRS Center facility that is measurable in terms of sound, air pollution, water pollution, land defacement, visual pollution, or other form of environmental effect.

Beautifying and air filtering qualities of trees will be achieved through the proposed Boulevard Area District landscaping. Other controls and elements intended to promulgate environmental protection are inherent with each land use and circulation proposal and are too lengthy to describe in detail.

### III. RESTATEMENT OF OBJECTIVES

The following "objectives" include the five statements purpose on Page 11 of the report "Preliminary Specific Plan - Butler/Willow No. 1 Annexation Area." Although emphasized several times in the other portions of the report, the primary intent of the planning process is added as the sixth "objective".

#### Objectives:

1. a land use and circulation plan that will effectively blend the unique qualities of this newly annexed territory with the land use and circulation of the surrounding area;
2. a land use and circulation plan that will accommodate development of the IRS Center and, at the same time, reduce the opportunity for the facility to adversely affect the street system and properties in the vicinity;
3. controls inherent with land use and circulation planning that will protect the area from unwarranted changes in the local environment;
4. opportunities for new and long term development that are consistent with the land economics that determine balanced growth and development of the Fresno urbanized area;
5. opportunities to retain the esthetic qualities of existing roads and properties within and adjacent to the Butler/Willow Annexation area; and,

6. protection of the unique rural-suburban qualities of the area.

#### IV. CONTIGUOUS AREAS

Refer to proposed Land Use and Zoning Maps that have been modified to illustrate land use and zoning in both incorporated and unincorporated areas adjacent to but not within the Butler/Willow No. 1 Annexation Area.

#### V. LAND USE AND ZONING OF LAND ABUTTING EAST KINGS CANYON ROAD

Refer to special maps.

May 13, 1971

ANALYSIS OF PRELIMINARY SPECIFIC PLAN PROPOSALS  
FOR THE BUTLER/WILLOW ANNEXATION AREA IN RELATION  
TO COMMUNITY DEVELOPMENT OBJECTIVES FOR CENTRAL  
AREA REVITALIZATION AND THE FRESNO/CLOVIS  
METROPOLITAN GENERAL PLAN

Intensification of land use in the Butler/Willow Area involves two aspects of community development:

1. Community development policy in relation to city form;
2. translation of general community planning proposals into urban development.

COMMUNITY DEVELOPMENT POLICY IN RELATION TO CITY FORM--At the metropolitan community level, the form of a city may be one of four dominant types:

1. A "principal center" city form is characterized by one major center of activity--a true centering place for those functions of the country side that are best performed centrally;
2. "Lineal" is used to describe those urban areas with their main activities strung out in a linear fashion along a major roadway or roadways.
3. "Radial" is an urban form in which major roadways radiate from an older, intensely urban areas like to spokes of a wheel; and,
4. "Multi-centered" (poly-nucleated) communities, in which sub-regional commercial/all-purpose centers acts as focii for clustering of activities into sub-areas.

Each of the urban forms are shaped by activity and spatial patterns and the consequent formation of street networks. Two or more characteristic forms may be present in one city, but the dominant form invariably emerges as a clear, traceable pattern.

It is generally assumed that these several alternative urban forms meet the same fundamental goals for the urban citizen. The form of the city is thus determined--and differentiated by--the emphasis, priorities and rights given certain values relating to community development.

The urban form of which Fresno is so typical is obviously the "principal center" form. A public and private commitment of tens of millions of dollars to the revitalization, hence retention, of the Central Area is overwhelmingly evidential of the emphasis given the principal center among community development objectives. Central Area revitalization is a direct result of comprehensive planning goals for the entire metropolitan area inherent with the General Plan.

Fashion Fair Shopping Center is a notable deviation from the objective of retaining the principal center urban form. Development of this suburban center was heralded by some as the harbinger of a "second-down town." However, Central Area revitalization continues. As regards Fashion Fair, errors have been made, but such precedent should not be interpreted as authority for duplication.

The intensification of the Central Area has also consistently been further demonstrated by high rise construction. Notably, the only high rise construction to occur in the metropolitan area during the last 10 years, all but one within a quarter-mile radius of Courthouse Park..

Changes in policy leading to revision of community planning objectives must logically result from careful assessment of the potential effect of such changes on the overall community. Changes without careful assessment seriously decrease the effectiveness of planning and budgeting processes.

TRANSLATION OF GENERAL COMMUNITY PLANNING PROPOSALS INTO URBAN DEVELOPMENT--Although in need of updating, the guidelines of the General Plan, Fairgrounds Community Plan, and Sunnyside Community Plan (the latter two in preliminary form) are basic tools in translating land use and circulation proposals for the Butler/Willow Area. The IRS Center location was not anticipated in the General Plan processes. However, the IRS Center development proposal has produced the opportunity for the preparation of a detailed plan for the surrounding area. The specific plan is thus an almost ideal example of the relationship between the zoning ordinance and community planning areas guidelines, as they are used in the technical processes associated with detailed planning.

Major shifts in development trends have not occurred and there is no indication of conditions that may produce such a trend. There is no indication of changes in community development policies that might lead to revisions of general community plans. Direction is, therefore, apparent--control



of over-intensive use of land is implicit in the General Plan and community development policies. Both clearly reflect the intent of community development objectives to retain and strengthen the "principal center city form."

The Butler/Willow Area is unquestionably valuable to owners of prime land as specious development trends are weighed. As with any area of the community, land zoned to higher classifications to satisfy individual land speculation schemes injects false market factors that generate unreasonable demands for still higher classification of adjacent properties. It is apparent that the guiding principle in resolving differences between planned land use and circulation and individual demands for intensifying land use must lie with community plans and policies and with the integrity of technical planning processes and legislative commitment. Unwarranted demands for over-intensification of land use generates escalated land values, which in turn increases pressure for higher classifications that deviate still further from balanced land use.

It is generally understood that all new development ultimately imposes an additional burden on the urban taxpayer. It is, therefore, difficult to support the much lobbied contention that all real estate development is "good" for the community. Over-intensification of land use at unplanned locations invariably produces the heaviest addition to taxes as public funds are applied to street widening, the accommodation of changes in land use patterns, the amelioration of adverse effect on adjacent neighborhoods, and other predictable changes. Thus, plans and recommendations for development of the Butler/Willow Area do not include excessive commercial zoning for the specific purpose of maintaining the principle center form of city and, in corollary, for the purpose maintaining reasonable intensity of uses as vacant land in the area continues to develop.

May 14, 1971

SUPPORTING MATERIAL - PRELIMINARY SPECIFIC PLAN FOR  
THE BUTLER/WILLOW NO. 1 ANNEXATION AREA

MEMORANDUM

TO: George A. Kerber, Secretary  
Fresno City Planning Commission

FROM: James E. McCormick

SUBJECT: Short Term Housing Demand, City of Fresno

As per your request, the short term housing demand characteristics of the City of Fresno in general and an analysis of the timing of multiple family housing construction specifically in the IRS annexation area is presented below.

The basis for determining the overall short term housing demand will be the document entitled "FHA Housing Market Analysis-Fresno, California, Housing Market Area, as of October 1, 1970." Two minor limitations must be placed on this analysis, the fact that it was prepared on the basis of the preliminary 1970 census figures and that it is approximately 8 months old at present. Each condition requires that only a minor modification be made, which would be an increasing of FHA projected demand by 5 percent to allow for a slightly higher population level and a somewhat less restricted housing construction money supply

FHA estimates that the annual demand for new unsubsidized housing will be 2600 units per year until October, 1972, which, when factored by the aforementioned 5 percent increase, should be changed to 2730 units per year. Subsidized housing, FHA 235 and 236 categories, are not considered as effective demand components in this analysis because, at the present condition of Fresno's housing inventory, its immediate purpose is the replacement of worn out obsolete housing rather than an increment to the existing housing supply.

The 2730 housing units needed to be added to the inventory refer to the demand for the entire Fresno County area. To project a demand for the City of Fresno, it is necessary to apportion demand for the two areas realistically. Notwithstanding, slight differences in the definitions of a

SUPPORTING MATERIAL - PRELIMINARY SPECIFIC PLAN FOR  
THE BUTLER/WILLOW NO. 1 ANNEXATION AREA

Page Two  
May 14, 1971

housing unit for the 1960 and 1970 censuses, a reasonably firm long term trend may be observed by comparing these two periods. In 1960 housing units in the City of Fresno accounted for 38 percent of all Fresno County housing, and this figure increased to 43 percent in 1970. This means that the City of Fresno is adding to its housing inventory at a more rapid rate than Fresno County in general. However, this addition is the product of two factors, construction of new units and annexation of existing units, whereas Fresno County's additional inventory is restricted to new construction only.

Examination of building permit data for recent years enables a determination of the City's expected share of the total new housing demand to be made. For the period 1967 through 1969, City building permit activity in new units authorized ranged between 48 and 54 percent of all County units. The City's share increased to 58 percent in 1970. It should be assumed that this percentage is abnormally high due to the rush to acquire building permits for multiple family construction prior to the January 1, 1971, effective date for the adoption of the new 1.5 to 1 parking ratio for multiple family units. Therefore, this rapid percentage increase has been discounted to the 1967-1969 range.

On this basis, we should expect the City of Fresno to have an effective demand rate of 53 percent of all units authorized in Fresno County in 1971 and 1972. This would indicate that an annual demand for approximately 1460 new units per year exists for the City of Fresno.

Regarding the housing mix that could be expected we find that multiple family building permits have accounted for between 54 and 77 percent of the total units authorized on an annual basis, but that the 77 percent figure for 1970 must be factored because of the parking requirement change cited above. On this basis, it is concluded that the effective proportion is approximately 65 percent multiple family and 35 percent single family, with a strong potentiality for a lowering of the multiple family demand as pressures for single family units continue to mount and as multiple family units are beginning to assume an overbuilt tendency relative to financing.

SUPPORTING MATERIAL - PRELIMINARY SPECIFIC PLAN FOR  
BUTER/WILLOW NO. 1 ANNEXATION AREA

Page Three  
May 14, 1971

Consequently, we conclude that the maximum number of multiple family units constructed would be 940 per year for the next two years and that there is an effective demand for 520 single family units per year for the same period.

Regarding the demand for construction of housing units in the IRS area, it is necessary to evaluate the area's short term potentiality of absorbing a share of the predicted housing demand, particularly in the multiple family sector.

In spite of the progress of the construction of the IRS Center, this area is still in a raw land state as compared to other buildable areas of the City. Construction activity has been centered in north and northeast Fresno for many years as sewers, water lines, streets, utilities and other public facilities have been developed. This represents a very firm trend, which is not expected to be reversed within a short term period.

No definite construction proposals for the IRS area have been presented for staff review, indicating that immediate construction is not imminent in the IRS area. Considering the lead time necessary for sewer and water extension, street construction, plan development and rezoning, it is predicted that residential construction would not commence prior to 1972. Because there is a lack of development history in the area, lending institutions will probably move slowly in pioneering a new investment area, particularly if the present trend to an overbuilt multiple family sector becomes stronger.

On the basis of this, it is predicted that the maximum number of multiple family units that will be constructed in the IRS area to the end of 1973 would not be more than 35 units.

RED/ck

COMPARISON ANALYSIS  
DEVELOPMENT POTENTIAL OF UNDEVELOPED LAND  
SINGLE FAMILY, MULTI-FAMILY AND COMMERCIAL USES

LAND USE	ZONE	TOTAL AREA DEV. AREA	% DEVELOPED	UNDEVELOPED AREA	DEVELOPMENT POTENTIAL		
					ED.U.	POPULATION	FL. AREA
SINGLE FAMILY RES.	R1, R1B, R1C	999/771	77	228	580	1500	
MULTI-FAMILY RES.	R2, R3, R3A, R4	94/84	89	10	260	430	
<b>A SUB-TOTAL</b>		1092/855	78	238	840	1930	
COMM.	C1, C2, C3, C4, C5, C6	80/43	53	38			435,600*
SINGLE FAMILY RES.	R1, R1B, R1C, R1, R1D	303/40	13	263	820	2340	
MULTI-FAMILY RES.	R2, R2A, R3, R3A, R4, R4D	106/8.0	8	98	1710	3110	
<b>B SUB-TOTAL</b>		409/48	12	361	2530	5450	
COMM.	C1, C2, C3, C6	45/3	7	42			282,700
<b>C TOTAL (A+B)</b>					3370	7390	718,300
SINGLE FAMILY RES.	R1B, R1, R1D	282/96*	33	206	810	2150	
MULTI-FAMILY RES.	R2, R2A, R3, R3A, R4	172/8	5	164	2350	4810	
<b>SUB-TOTAL</b>		454/104	22	370	3160	6960	
<b>D COMM.</b>	C1, C2, C3	65/3	5	62			548,700*

OUTER AREA, EXISTING ZONING

\*C3 INCLUDES EASTGATE SHOPPING CENTER - APPROX. OF PLANNED UNDEV. FLOOR SPACE

\*EXCLUDES 60 AC. RD - IRS CENTER SITE - NON-CONTRIBUTING TO RESIDENTIAL USES.

BUTLER/WILLOW NO. ANNEXATION AREA EXISTING ZONING

TOTAL, IMPINGEMENT AREA (A+B), EXISTING ZONING

PRELIMINARY SPECIFIC PLAN - BUTLER/WILLOW NO.1 ANNEXATION AREA - PROPOSED ZONING

\*INCLUDES 60 AC. IRS CENTER SITE \*EXCLUDES YIELD FROM 2.77 AC SERVICE COMMERCIAL SITES

PRELIMINARY SPECIFIC PLAN BUTLER/WILLOW NO.1 ANNEX. AREA

5-18-71 DEPT. OF PLANNING & INSPECTION

B4

# COMPARISON OF ALTERNATIVE SPECIFIC PLAN PROPOSALS FOR THE BUTLER/WILLOW AREA

6-10-71

DEVELOPMENT POTENTIAL*		
ALTERNATIVE ONE LOWER INTENSITY USES	ORIGINAL PRELIMINARY SPECIFIC PLAN (ADJUSTED)	ALTERNATIVE TWO HIGHER INTENSITY USES
DWELLING UNITS	2400	3500
% INCREASE OR DECREASE	-31.4%	+45.7%
POPULATION	6500	6500
% INCREASE OR DECREASE	-25.5%	+18.8%
COMMERCIAL FLOOR AREA (SQUARE FEET)	79000	898,000
% INCREASE OR DECREASE	-12.0%	+12.9%

ALL FIGURES INCLUDE EXISTING DEVELOPMENT.

\*FIGURES FOR EACH ALTERNATIVE INCLUDE  
DEVELOPMENT POTENTIAL YIELD FOR  
EXISTING AND/OR PROPOSED LAND USE  
FOR 60.5 ACRES ADDED TO THE PLAN AREA  
BY THE PLANNING COMMISSION.

% INCREASE OR DECREASE  
IN COMPARISON TO  
ORIGINAL PRELIMINARY  
SPECIFIC PLAN  
(ADJUSTED)



ZONE	TOTAL AREA	DEVELOPED OR			EXISTING		UNDEVE- LOPED OR CONT.	POTENTIAL YIELD-UNDEVELOPED			ESTIMATED TOTAL DEVELOPMENT		
		NON.	CONT.	D.U.	POP.	FL. AREA		D.U.	POP.	FL. AREA	D.U.	POP.	FL. AREA
RP	90.7	52.6	-		200		38.1	57	171		57	371	
R1B	112.4	19.7	0		0		92.7	278	834		278	834	
R1C	1.6	1.6	1		3		0	0	0		1	3	
R1	116.0	9.8	0		0		106.2	478	1434		478	1434	
R2A	126.5	0	0		0		126.5	1138	3186		1138	3186	
R2	0	0	0		0		0	0	0		0	0	
R3A	332	0.8	9		16		32.4	316	569		325	585	
R3	7.3	4.5	56		101		2.8	64	115		120	216	
Sub-Total - Residential Uses			66		320		398.7	2331	6309		2397	6512	
C1	12.0						12.0*			78,400			78,400
C2	7.1						7.1			70,000			70,000
C3	65.6	32.0*				312,000	336			329,300			641,300
Sub-Total - Commercial Uses										598,400			
*Includes 28.6 ac. Eastgate Shopping Center, with maximum yield of 200,000 sq. ft. existing, plus 75,000 sq. ft. planned.								*Excludes service commercial potential for 3.2 acres					
Existing	<u>Dwelling Units (D.U.)</u>										<u>2400</u>		
Plus	<u>Population (Pop.)</u>										<u>6500</u>		
Potential	<u>Floor Area (Sq. Ft.)</u>										<u>790,000</u>		

ALTERNATIVE TWO - HIGHER INTENSITY DEVELOPMENT POTENTIAL  
BUTLER/WILLOW AREA

6/2/71

ZONE	TOTAL AREA	DEVELOPED OR NON. CONT. D.U.			EXISTING POP. FL. AREA		UNDEVE- LOPED OR CONT.	POTENTIAL YIELD-UNDEVELOPED			ESTIMATED TOTAL DEVELOPMENT		
								D.U.	POP.	FL. AREA	D.U.	POP.	FL. AREA
RP	88.6	54.4	-	200			34.2	51	162		51	362	
R1B	32.8	19.7	0	0			13.1	39	117		39	117	
R1C	28.1	1.6	1	3			26.4	74	222		75	225	
R1	102.1	9.8	0	0			92.3	415	1245		415	1245	
R2A	0	0	0	0			0	0	0		0	0	
R2	0	0	0	0			0	0	0		0	0	
R3A	107.0	0.8	9	16			106.2	2018	3632		2027	3648	
R3	110.8	4.5	56	101			106.3	2445	4401		2501	4502	
Sub-Total - Residential Uses			66	320				5042	9779		5109	10089	
C1	12.4						12.4*			78,400*			78,400
C2	7.1						7.1			70,000			70,000
C3	82.6	32.0°			312,000		54.0			529,200			841,000
C6	2.3	2.3			25,000		0			0			25,000
Sub-Total - Commercial Uses					337,000					807,000			1,014,000
°Includes 28.6 ac. Eastgate Shopping Center, with maximum yield of 200,000 sq. ft. existing, plus 75,000 sq. ft. planned..								*Excludes service commercial potential for 3.6 acres					
Existing	Dwelling Units (D.U.)										5100		
Potential	Population (Pop.)										10100		
Potential	Floor Area (Sq. Ft.)										1,014,000		

B4

ADJUSTED PRELIMINARY SPECIFIC PLAN DEVELOPMENT POTENTIAL  
BUTLER/WILLOW AREA

6/2/71

ZONE	TOTAL AREA	DEVELOPED OR			EXISTING		UNDEV- LOPED OR CONT.	POTENTIAL YIELD-UNDEVELOPED			ESTIMATED TOTAL DEVELOPMENT		
		NON.	CONT.	D.U.	POP.	FL. AREA		D.U.	POP.	FL. AREA	D.U.	POP.	FL. AREA
RP	96.4	60.2	-		200		36.2	54	162		0	362	
RLB	85.7	19.7	-		0		66.0	198	594			594	
RLC	1.6	1.6	1		3		0	0	0		1	3	
R1	116.1	9.8	0		0		106.3	478	1434		478	1434	
R2A	34.6	0	0		0		34.6	311	871		311	871	
R2	29.2	0	0		0		29.2	321	899		321	899	
R3A	87.6	0.8	9		16		86.8	1649	2968		1658	3014	
R3	39.3	4.3	56		101		25.8	593	1067		649	1168	
R4	3.2	0	0		0		3.2	112	168		112	168	
Sub-Total- Residential Uses				62	320			3712	8423		3530	8513	
C1	12.0	0				0	12.0*			78,400*			78,400
C2	7.1	0				0	7.1			70,000			70,000
C3	78.1	32.0°				312,000	46.3			437,400			749,400
Sub-Total - Commercial Uses										585,800			897,800

°Includes 28.6 ac. Eastgate Shopping  
Center, with maximum yield of 200,000  
sq. ft. existing, plus 75,000 sq. ft. Planned.

\*Excludes Service Commercial  
Potential for 3.2 acres

Existing	Dwelling Units (D.U.)	3500
Plus	Population (Pop.)	8500
Potential	Floor Area (Sq. Ft.)	898,000

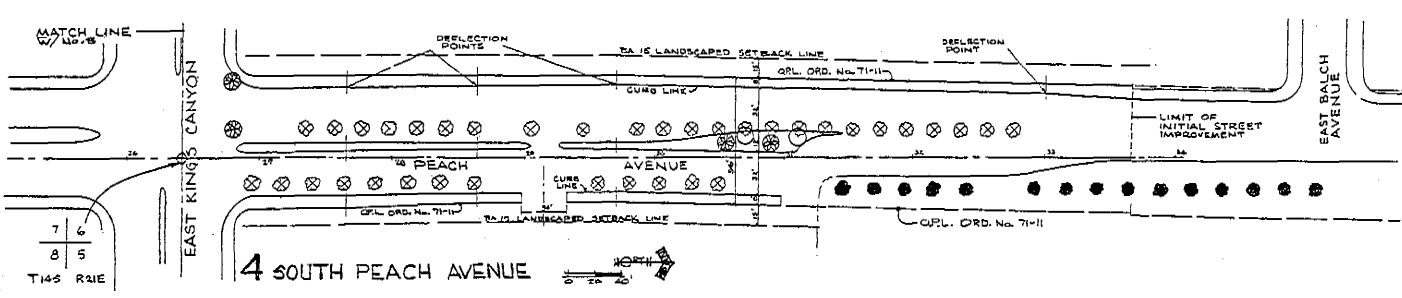
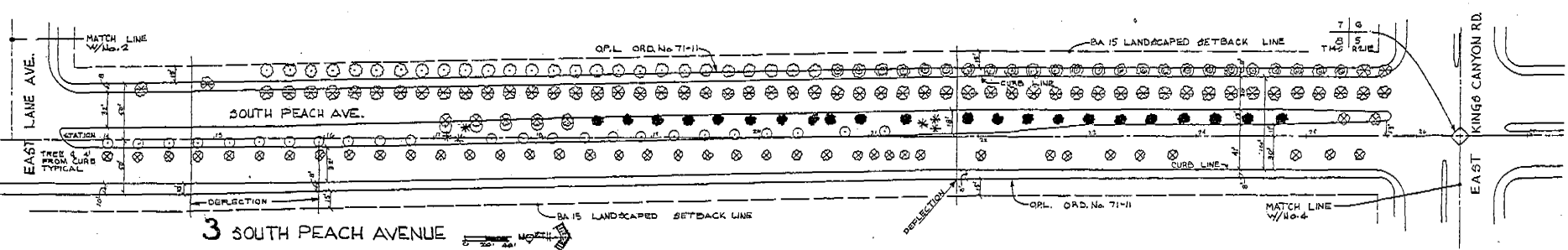
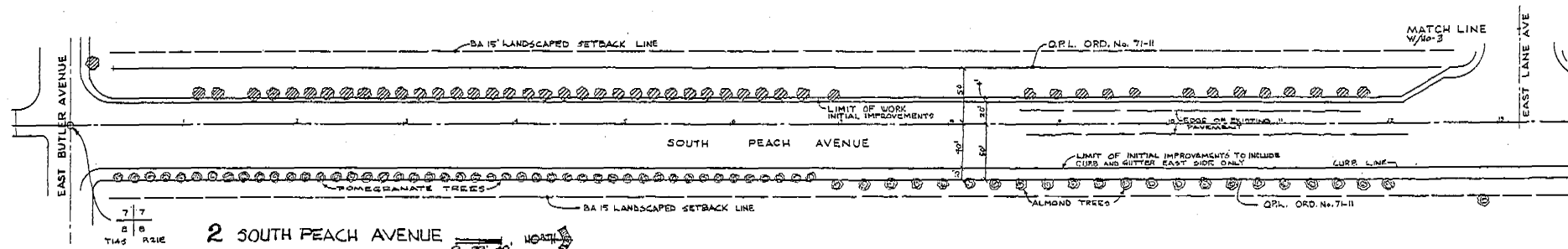
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## APPENDIX C



## TREE RETENTION and REPLACEMENT PLAN





# TREE RETENTION AND REPLACEMENT PLAN

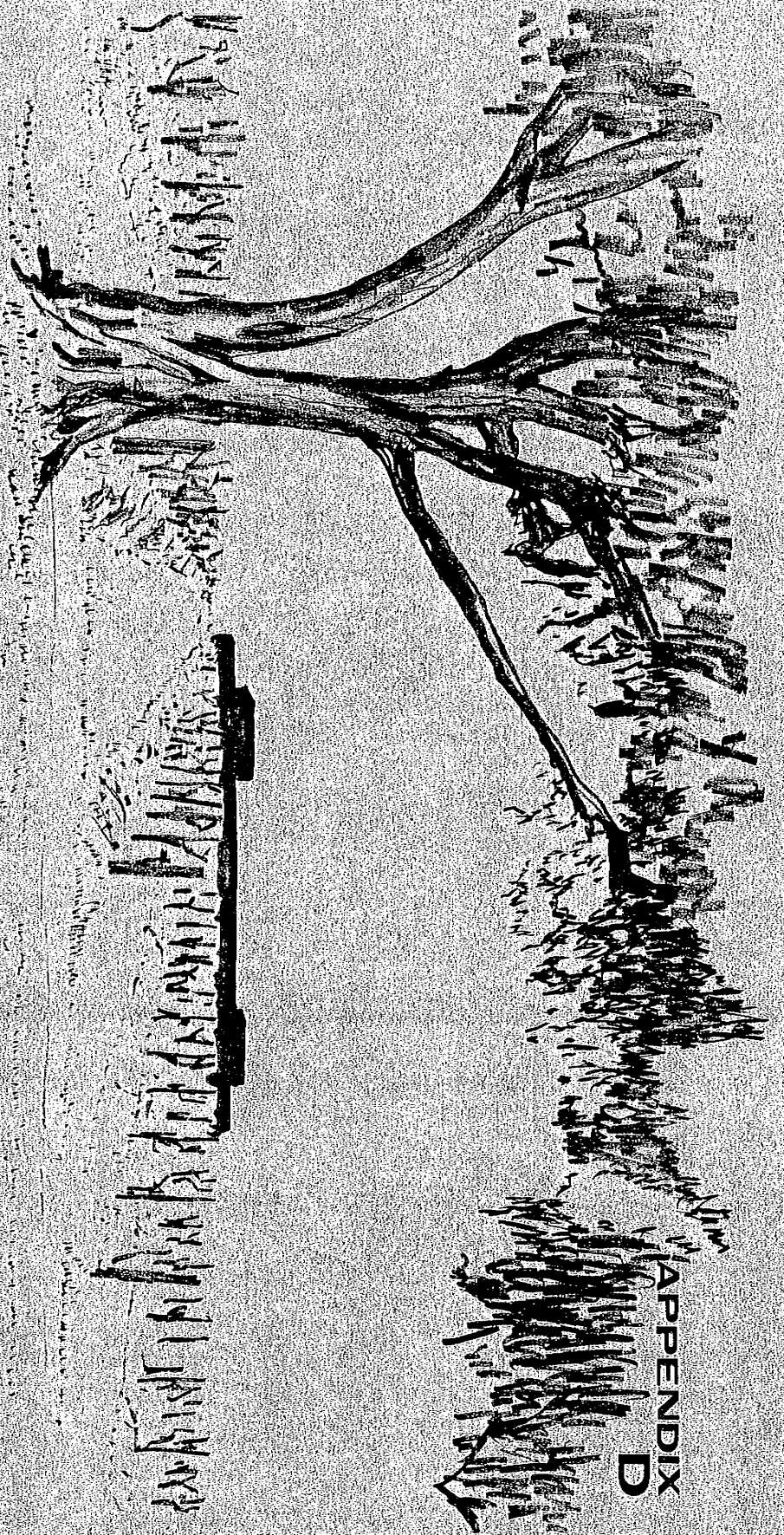
A COMPONENT OF THE  
ENVIRONMENTAL CONSERVATION  
ELEMENT  
OF THE  
BUTLER/WILLOW SPECIFIC PLAN

APPROVED \_\_\_\_\_  
BY ORDINANCE NO. \_\_\_\_\_  
EFFECTIVE \_\_\_\_\_

## LEGEND

- ⊗ EXISTING OLIVE TREE TO BE REMOVED\*
- ⊙ EXISTING OLIVE TREE OR OTHER TREE TO REMAIN IN PLACE
- ⊕ EXISTING OLIVE TREE OR OTHER TREE THAT MAY BE REMOVED
- ⊖ EXISTING TREE OTHER THAN OLIVE THAT MAY REMAIN OUTSIDE RIGHT-OF-WAY UNTIL PROPERTY DEVELOPMENT OCCURS
- ⊗ EXISTING TREE OTHER THAN OLIVE TO BE REMOVED
- ⊙ 20" OR 24" BOX OLIVE TREE OR HOLLY OAK
- \* 24" BOX PINE TO BE PLANTED
- ⊕ EXISTING TREE OTHER THAN OLIVE THAT MAY TEMPORARILY REMAIN
- ⊖ EXISTING PALM TREE THAT MAY BE RELOCATED TO DIVIDER ISLAND AS SHOWN
- \* MAY BE RELOCATED, AS DETERMINED





APPENDIX  
D

PRELIMINARY SPECIFIC PLAN  
BUTLER / WILLOW NO.1  
ANNEXATION AREA



PRELIMINARY SPECIFIC PLAN

for the

BUTLER/WILLOW NO. 1  
ANNEXATION AREA

prepared by the

Department of Planning and Inspection

City of Fresno

April, 1971

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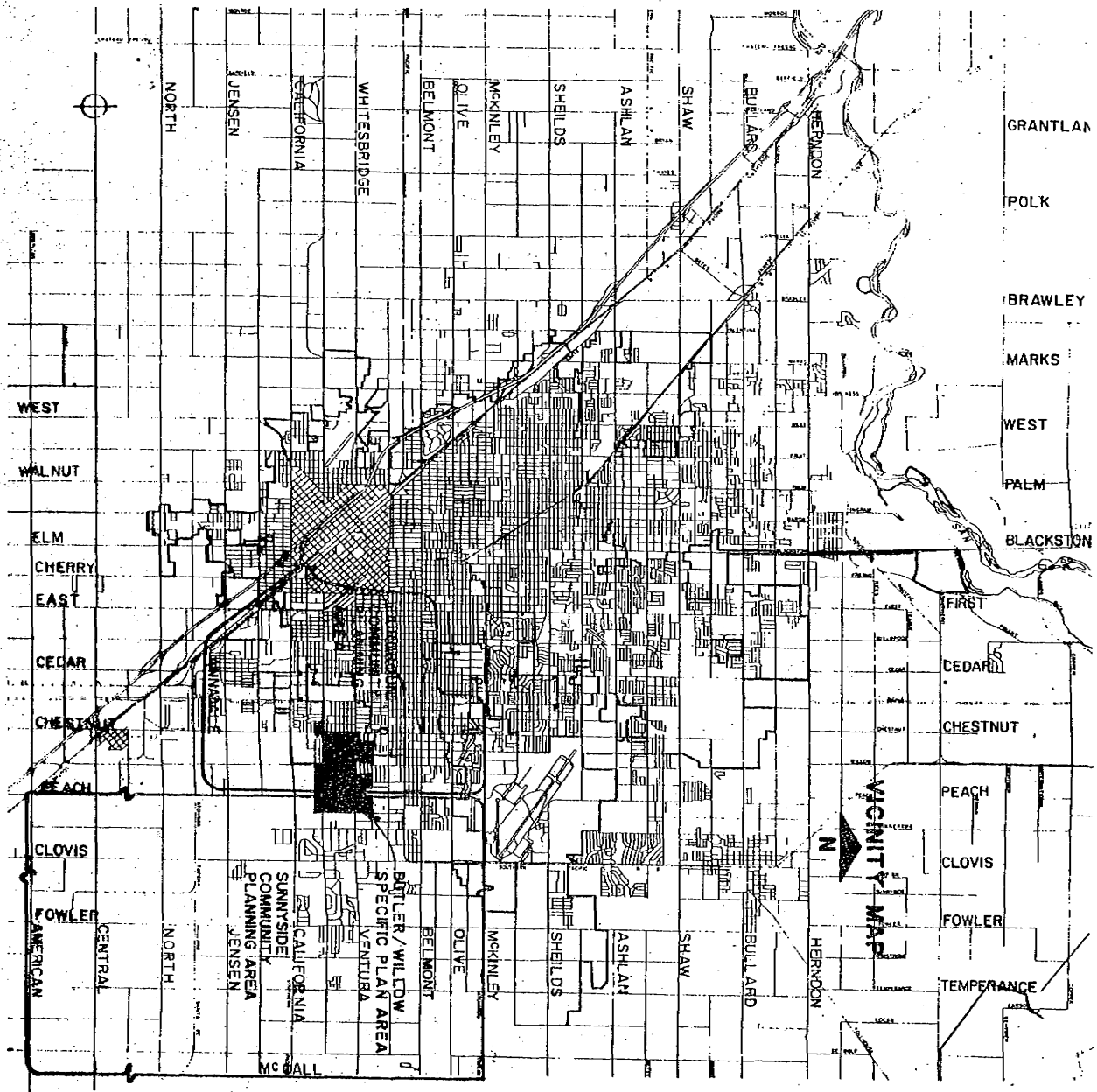
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## INTRODUCTION

Preparation of a specific plan for the Butler/Willow Annexation Area is intended primarily to provide a detailed plan for zoning and circulation in the 564 acre area surrounding the Internal Revenue Service Center. The level of detail that can be achieved through the specific planning process is fundamental to the protection of properties and the local environment from the adverse effect of disorganized development. Protection of the unique, rural-suburban qualities of the area has been the underlying foundation for plan preparation.

Upon annexation to the City of Fresno in August, 1970, the City Council directed the preparation of the specific plan by Resolution No. 70-134. Following Planning Commission review of an outline program for the technical work, several property owners in the area were invited to present their views to the Planning Staff on development of the area.

The legal basis for specific planning the Butler/Willow area is identical to the legal basis associated with zoning and official plan line procedures that are usually conducted on a piecemeal basis for individual properties and singular roadways. Baseline data for specific plan preparation derives from General Plan land use and circulation guidelines. The absence of approved plans for the Fairgrounds and Sunny-side Community Planning Areas and the considerable effect that the IRS Center is expected to produce has made translation of planning information somewhat more difficult than is typical of the specific planning process.

Upon annexation, existing zoning in the area was accepted by the City of Fresno under the regulations of Section 12-203 of the Municipal Code. Approximately 45 acres of existing commercial zoning and the arterial and collector streets that will immediately be widened or constructed to accommodate the IRS Center are major factors in the form and characteristics of the Preliminary Specific Plan.

In the formative stages, land use and circulation proposals were reviewed by various departments and divisions. The consulting engineer for design of street improvements that will be the subject of probable district formation provided base map information and counsel in plan preparation. Fresno County Planning Department provided information and discussed plan objectives and content.

## BACKGROUND

IRS CENTER - Following extensive evaluation of several sites throughout the community by the General Services Administration of the U. S. Government and the Internal Revenue Service, a 50 acre site at the northeast corner of South Willow Avenue and East Butler Avenue was selected. The site was zoned RP-BA and RP upon application of the owner during annexation proceedings in accordance with Section 12-203-c of the Municipal Code and as authorized in Section 11531 of the Business and Professional Code. The RP District was found appropriate as a transition district for the purposes of protecting residential neighborhoods from the adverse effect of the massive proportions and potential generating qualities of the IRS Center. The regulations of this district also provide for height control and site design control through the Site Plan Review process. The Boulevard Area overlay district provides for a landscaped setback that is intended to protect the esthetic qualities of East Butler Avenue.

The IRS Center is best described as an office facility of huge proportions that will serve the purposes of a regional center for federal income tax processing. Employing up to 4,000 people, the center will provide approximately 11 acres of floor space. Employee parking space for 2740 cars will be provided on the north side of the buildings. Access to the parking area is limited to East Lane Avenue. The center will operate up to three shifts per day, thus reducing the volume of employee traffic on arterial and collector

streets to manageable proportions. Public access to the facility is restricted, and limited to East Butler Avenue. Parking space for this purpose is located in two areas for 34 cars each south of the administrative offices.

The height limit for the RP District (20 feet) is exceeded by roof-top air conditioning equipment at several locations. Each area is visually screened. These areas are obscured from view by the proportions of the buildings and distances from adjacent properties. Sight line analysis and architectural review were applied as part of the site plan review process to ensure the protection of adjacent property from the potentially adverse condition of excess height limitations.

RURAL-SUBURBAN AREA - The annexation area contains 563.75 acres of land, 70 percent of which is undeveloped in terms of urban uses. 40 percent of the undeveloped land is actively farmed. At the time annexation procedures began, the area contained less than 12 people resident in the precinct in which voter registration is required, and was thus considered "uninhabited territory" under state annexation law. With the completion of 56 multi-family dwellings and a 60 bed convalescent hospital, the area now contains an approximate statistical population of 220 people.

The annexation area includes existing commercial zoning that is potentially capable of yielding a significant amount of retail commercial floor space if developed to full capacity. Twenty acres of undeveloped C-3 zoning on the south side of East Kings Canyon Road between South Chestnut

and South Willow Avenue is adjacent to an active thirty-two acre shopping center within the incorporated area at the time of Butler-Willow No. 1 Annexation. Predominate commercial uses and existing commercial zoning are concentrated along the one-half mile length of East Kings Canyon Road between South Chestnut and South Willow Avenues.

The area is typically flat and contains arable soils characteristic of the metropolitan area. Vineyards, cotton, and fruit and nut orchards establish rural character and favorable atmosphere for large-lot, low density subdivisions immediately south and east of the area. The image of the Sunnyside district begins, in most people's minds, with the olive trees arched over East Butler Avenue for the length of three-quarters of a mile.

**PLANNING HISTORY** - As part of the Fresno-Clovis Metropolitan Area Project, the Fresno County Planning Department prepared a Preliminary General Plan in 1965 for the area bounded by Willow, McCall, and American Avenues. The plan for the thus described Sunnyside Community Planning Area was not taken beyond the preliminary stage. The Fairgrounds Community Planning Area, with an easterly boundary of Peach Avenue, was similarly developed to the completed, but preliminary planning stage.

An amendment to the circulation element of the Fresno-Clovis Metropolitan Area General Plan proposed changing the classification of East Butler Avenue from a "local road" to a "collector road" from South Willow Avenue to South Clovis Avenue. At that time the Fresno

County Planning Department conducted a study of the area bounded by Willow, Kings Canyon, Clovis, and California Avenues. The study report recommended no change in the classification. East Butler Avenue thus remained in its present classification of a "local road" from Willow to Clovis.

In 1968, the Fresno Central East Plan was prepared and emphasized an apparent change in social and economic conditions in the area previously described as the Central Area and Fairgrounds Community. Willow Avenue formed the easterly boundary for this study.

In 1970, the Fresno Community Development Program staff and consultants conducted studies of a huge area terminating in an easterly boundary of Chestnut Avenue.

The unapproved status of the above studies, the various boundaries selected, and the particular purposes served prevented the effective translation of data into a form usable for the level of specificity required for the Butler-Willow Specific Plan.



## AREA ANALYSIS

For the purposes of determining relationships of land use and circulation within the annexation area to land use and circulation in the surrounding area, a 1902 acre "Impingement Area" bounded by Maple, Tulare, Minnewawa, and California was selected. Development of the Butler/Willow area will affect, and be effected by, changes in land use and circulation in the immediately surrounding area. The boundaries are finite to the extent that a specific area will, in turn, affect and be effected by a multitude of real estate market factors as they exist and occur throughout the metropolitan area.

Within the Impingement Area, development is relatively static. Expansion of a housing center for the elderly, some new construction in the Kings Canyon commercial strip, a convalescent hospital and college oriented multi-family housing development have occurred during the last year. Housing quality range from poor in neighborhoods that are seriously in need of upgrading in the unincorporated areas to excellent in well designed subdivisions less than ten years old. The area is genuinely characteristic of the south and east portions of the community that are slowly urbanizing.

EXISTING ZONING - Existing zoning has resulted from two sources:

1. properties zoned by the County of Fresno in the unincorporated area were accepted prima facie upon annexation, excepting C-4 properties which automatically became C-6; and,

2. zoning for the IRS site was changed from R-A to R-P and RP-BA30 by the City of Fresno prior to annexation pursuant to Section 12-203-c of the Municipal Code and Section 11531 of the Business and Professions Code of the State of California.

An adjustment in the existing zone pattern for the five acres located at the northwest corner of East Kings Canyon Road and North Peach Avenue was being requested by the owner. The change was approved in February, 1971 and produced a slight change in the ratio of commercially zoned property and properties zoned for medium to medium high density uses. The adjustment was entirely consistent with the purposes of the specific plan. The miniscule change in areas of existing zones will not affect specific plan proposals.

The following chart one summarizes existing land use categories and districts for the entire Impingement Area.

The capability of the Butler/Willow Area to sustain development of various types of land use in terms of existing zoning is summarized in the Chart Two assuming 100 percent development of vacant land over an unspecified time span. Chart Three explains the development potential for the Impingement Area in terms of existing zoning, for now vacant land for 60, 80, and 100 percent of capability, assuming no time span.

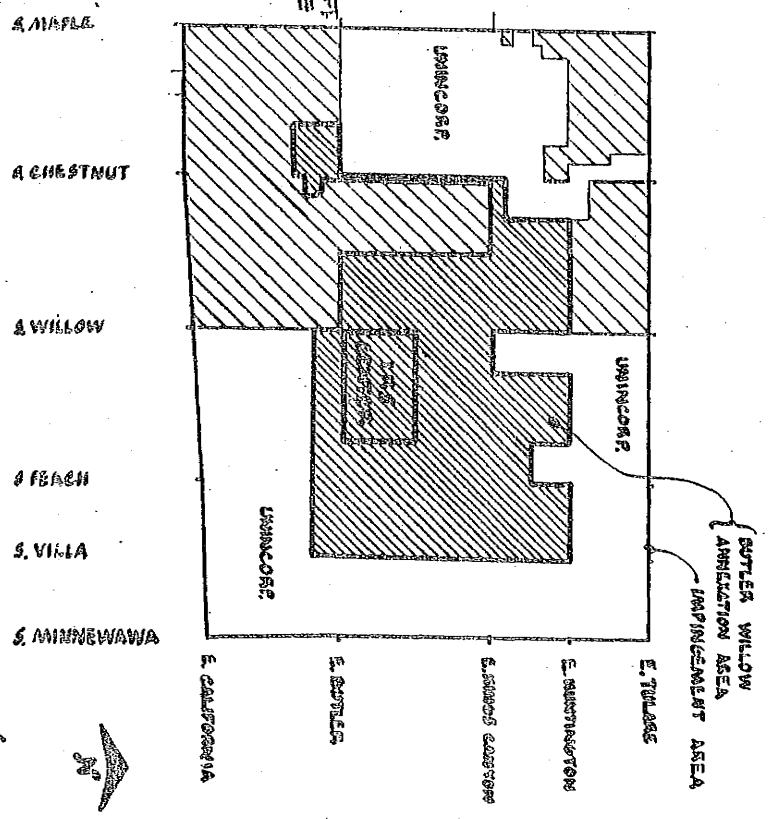
ONLY LIST

# CHART TWO BUTLER/WILLOW AREA - DEVELOPMENT CAPABILITY SUMMARY

EXISTING LAND USE	EXISTING AREA (ACRES)	POTENTIAL OFFICE	POTENTIAL COMMERCIAL	POTENTIAL INDUSTRIAL	POTENTIAL POPULATION
LOW TO MEDIUM DENSITY	364.9				2900
MEDIUM TO MED. HIGH DENSITY	112.3				3600
OFFICE	4.5	9000*			
COMMERCIAL	45.0		441,000†		
INDUSTRIAL	9.4			200,000	
STREETS	27.6				
TOTAL	563.7	9000*	441,000	200,000	6500

\* EXCLUDES IRS OFFICES

† INCLUDES APPROX. 100,000 SQ. FT. OF EXISTING COMM. FLOOR SPACE



BUTLER WILLOW  
AMPHIBIOUS AREA  
PRAIRIE/CLAYTON AREA

[illegible]

## MAPLE

## A CASE STUDY

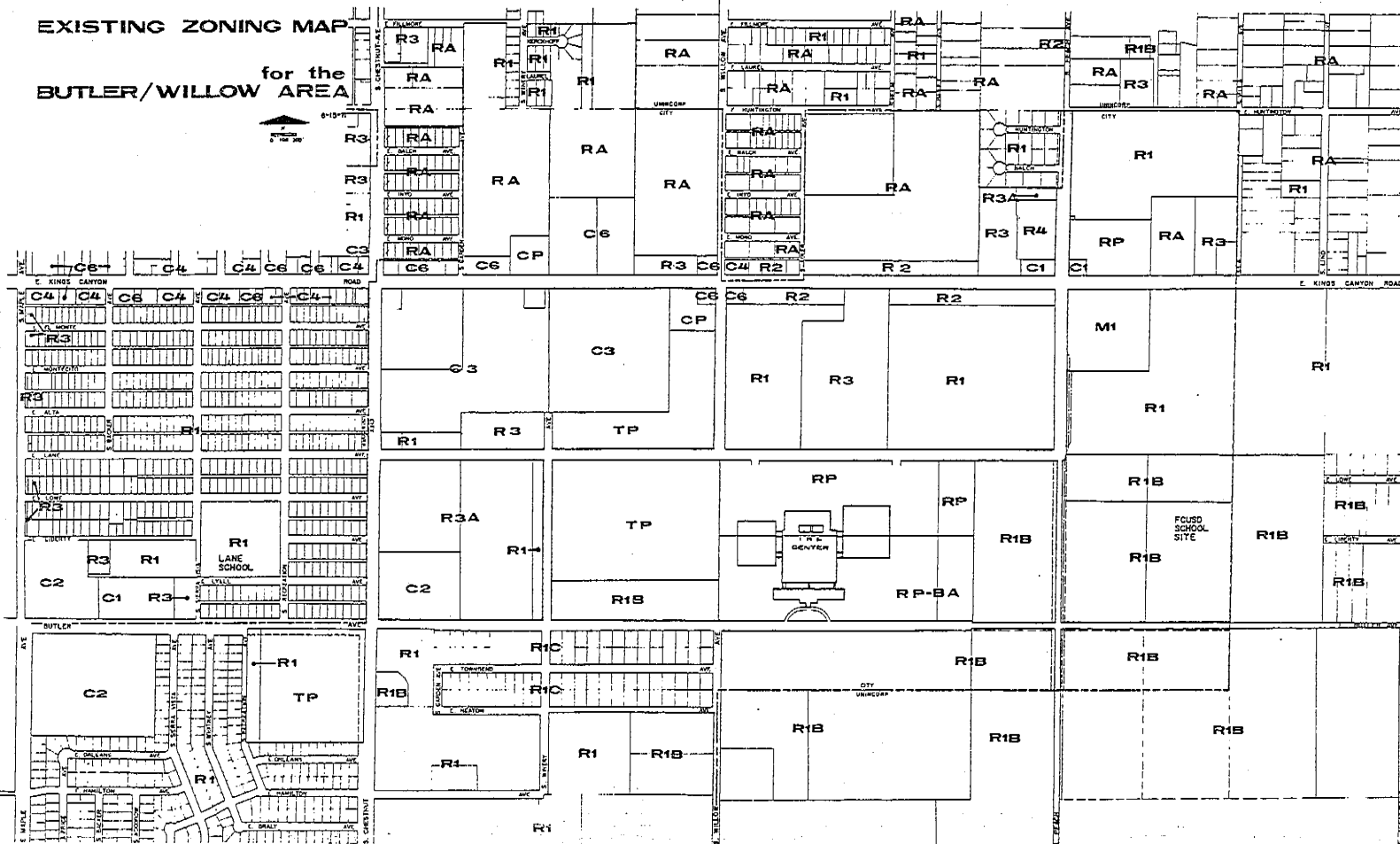
## 4. Willow

**§ 16A-21**

S. VILLA

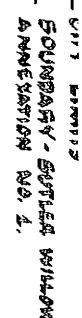
## 5. MINNEAPOLIS

**BUTLER/WILLOW** for the **AREA**



















- RA - SFR\* ESTATE HOMES ON MIN. LOTS OF 36,000 SQ.FT.
- RIB- SFR HOMES ON MIN. LOTS OF 12,500 SQ.FT.
- RIC- SFR HOMES ON MIN. LOTS OF 9,000 SQ.FT.
- RI - SFR HOMES ON MIN. LOTS OF 6,000 SQ.FT.
- R2 - LOW DENSITY MFR D.U. UP TO THREE D.U. ON LOTS OF 6,750 SQ. FT. AND ONE D.U. PER 2,700 SQ. FT. ON LARGER LOTS, AS SPECIFIED.
- R3- MEDIUM DENSITY MFR D.U. UP TO ONE D.U. PER 1,500 SQ. FT. OF LOT AREA, AS SPECIFIED.
- R3A- SIMILAR TO R3, ONE STORY LIMIT
- R4 - HIGH DENSITY MFR D.U. UP TO ONE D.U. PER 1,000 SQ. FT. OF LOT AREA, AS SPECIFIED
- TP - TRAILER PARK DISTRICT
- RP - RESIDENTIAL-PROFESSIONAL OFFICE DISTRICT; DENSITY SIGNAGE TO R2 DISTRICT
- CP - ADMINISTRATIVE AND PROFESSIONAL OFFICE DISTRICT
- C1 - NEIGHBORHOOD PLANNED UNIFIED SHOPPING CENTER DISTRICT
- C2 - COMMUNITY PLANNED UNIFIED SHOPPING CENTER DISTRICT
- C3 - REGIONAL PLANNED SHOPPING CENTER DISTRICT
- C4 - CENTRAL TRADING DISTRICT (UNINCORP)
- C5 - GENERAL COMMERCIAL DISTRICT
- C6 - HEAVY COMMERCIAL DISTRICT
- MI - LIGHT INDUSTRIAL USES

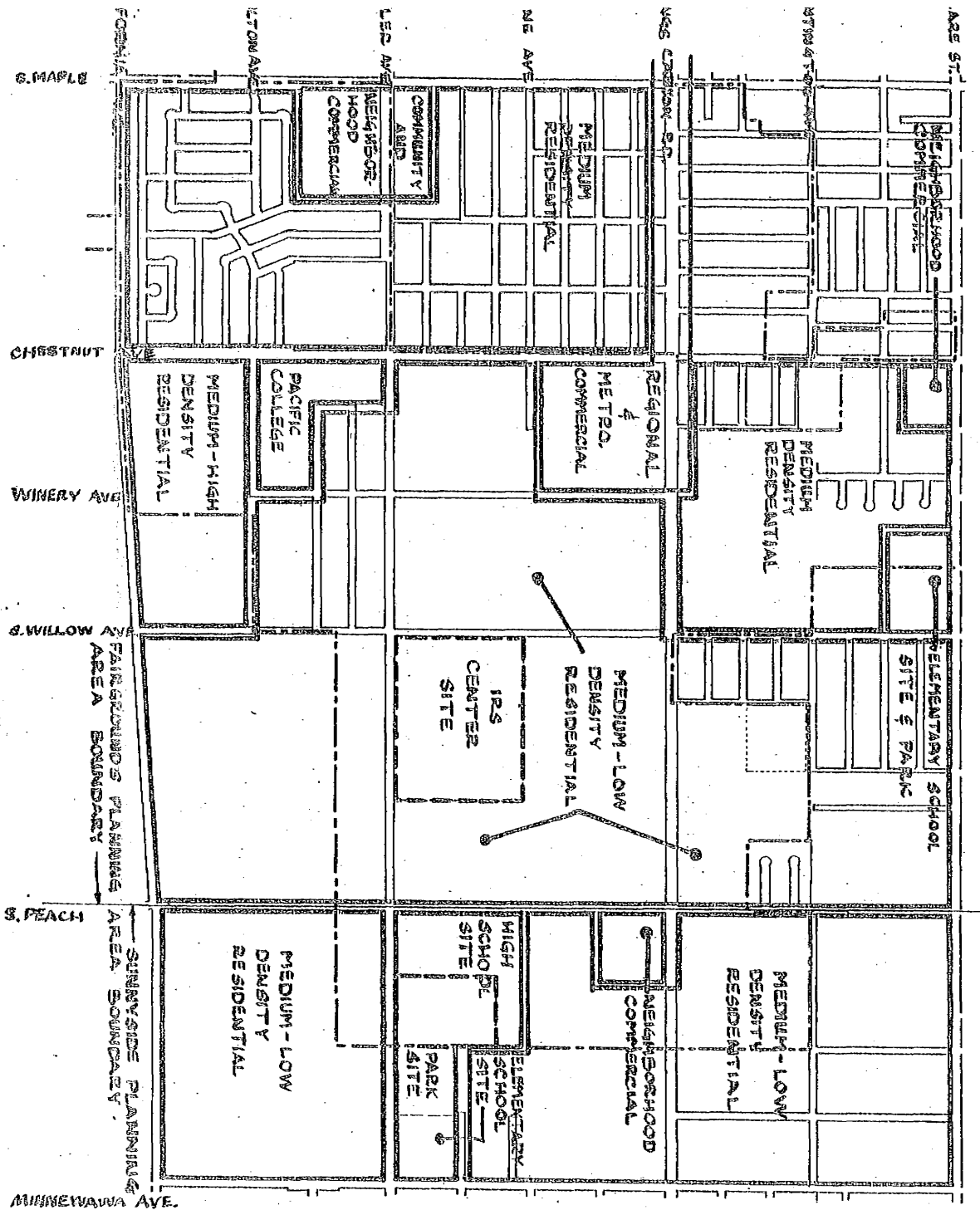
\*SFR- SINGLE FAMILY RESIDENTIAL  
 \*MFR- MULTI-FAMILY RESIDENTIAL  
 \*D.U.- DWELLING UNIT(S)



BUTLER/WILLOW  
SPECIFIC  
AREA

১৯৩০

	5F8/LE58 TRAN
	14 P2001E /Ac.
	5F8/ANRE
	5F-32 /Ac.
	ANRE
	3F-32/Ac.
	REGIONAL
	COMMERCIAL
	COMMUNITY
	COMMERCIAL
	MEMBERSHIP
	COMMERCIAL
	PUBLIC/
	INSTITUTIONAL
	150FT
	INDUSTRIAL



**BUTLER/WILLOW  
SPECIFIC PLAN  
AREA  
GENERAL PLAN  
PROPOSALS**



## PROPOSED SPECIFIC PLAN

The proposed specific plan, described and depicted preliminarily in this report, is designed to provide:

1. a land use and circulation plan that will effectively blend the unique qualities of this newly annexed territory with the land use and circulation of the surrounding area;
2. a land use and circulation plan that will accommodate development of the IRS Center and, at the same time, reduce the opportunity for the facility to adversely affect the street system and properties in the vicinity;
3. controls inherent with land use and circulation planning that will protect the area from unwarranted changes in the local environment;
4. opportunities for new and long term development that are consistent with the land economics that determine balanced growth and development of the Fresno urbanized area; and,
5. opportunities to retain the esthetic qualities of existing roads and properties within and adjacent to the Butler/Willow Annexation area.

CIRCULATION PLAN - Existing arterial and collector streets that serve the area will be augmented by the improvement of four roadways of primary importance.

1. East Lane Avenue is proposed as a collector street 80 feet in width from South Chestnut

Avenue to South Peach Avenue. This length of East Lane Avenue is fundamental to the efficient flow of traffic to and from the IRS Center;

2. a proposed extension of the existing 80 foot right-of-way for East Butler Avenue for a distance of approximately 850 feet between South Willow Avenue and South Peach Avenue. As the collector roadway serving the public entrance to the IRS Center, East Butler Avenue will also provide access for emergency vehicles to the facility. Approximately 660 feet westerly of South Peach Avenue, East Butler Avenue (as proposed) will become a 60 foot local street, thus preserving the existing olive trees and reducing the opportunity for traffic generated by development within the Butler-Willow area to encroach upon adjacent single family residential areas to the east. Initial improvement of Butler Avenue will be limited to the IRS Center frontage (north side only);
3. proposed widening of South Willow Avenue to a collector road 80 feet in width between East Lane Avenue and East Kings Canyon Road will facilitate traffic movement between the IRS Center and East Kings Canyon Road; and,
4. proposed modification of existing Official Plan Lines for Peach Avenue from an arterial roadway 84 feet in width to an arterial roadway 100 feet in width from East Butler Avenue to the intersection of Peach Avenue and the Butler-Willow Annexation boundary; initial improvement is proposed for approximately five-

eight miles between East Lane Avenue and the annexation boundary; development of the remainder of the length for which Official Plan Lines have been approved for a 100 foot roadway will be programmed as demanded by future needs.

Proposed initial public improvement of roadways also includes signalization of intersections of Lane/Willow, Lane/Chestnut, Lane/Peach, Willow/Kings Canyon, Peach/Kings Canyon, and Peach/Butler. Physical termination of East Lane Avenue immediately west of South Chestnut Avenue is contemplated to prevent the disbursement of traffic westerly into the existing single family neighborhood.

Formation of street improvement districts is contemplated for the initial construction of the four roadways described above. Street improvements thus outlined are essential to efficient accommodation of traffic anticipated for the IRS Center and the protection of properties within and surrounding the area. Frontage roads to achieve access control are contemplated for selected lengths of the arterial, collector, and major roadways. Local streets have not been planned as part of the specific planning process, although a generalized layout for local streets indicates all properties are potentially capable of maximum development with a minimum amount of land area devoted to circulation.

LAND USE - Existing land use district classifications range from RA, residential-agricultural, through neighborhood and heavy commercial zoning to M-1, light industrial zoning. Assuming the existing zoning pattern is unchanged, the area will yield a future population density of approximately 6,500 people and approximately 440,000 square feet of retail floor space, if and when developed to its full capabilities.

Whether the IRS Center development had occurred or not, it is unlikely that the zone pattern would remain unchanged. The highly irregular pattern of land use districts distributed along East Kings Canyon Road between Chestnut and Willow could reasonably be considered a probable harbinger of future zoning along the area's arterial roads had not the opportunity arisen for specific planning. Slow but consistent population growth and availability of land for home construction in a suburban setting would eventually transform the Butler-Willow area into urbanized neighborhoods characterized by incompatible uses at unlikely locations.

Conditions relating to development are, however, clear:

THE IRS CENTER HAS OCCURRED AND BECAUSE OF A PREREQUISITE DEMAND FOR URBAN SERVICES, THE DEVELOPMENT HAS PRECIPITATED THE ANNEXATION OF THE CENTER'S SITE AND SURROUNDING TERRITORY. THESE EVENTS, IN TURN, DEMAND A DETAILED PLAN THAT WILL PROMOTE REASONABLE DEVELOPMENT AND PREVENT NEW USES IN THE AREA FROM ADVERSELY AFFECTING THE MAJOR STREET SYSTEM, SURROUNDING PROPERTIES, AND THE LOCAL ENVIRONMENT.

These conditions provide the opportunity for the orderly transformation of the area into a productive balance of land uses coupled with an efficient street system for the protection of local environment.

Although the IRS Center has been viewed by some segments of the community as the catalyst for a surge of land development throughout a large easterly portion of the community, there is no evidence to support such generating qualities as being characteristic of this facility.

It is unreasonable to assume that all or even a significant portion of IRS Center employees will want to live across the street from their place of work. Demand for dwellings of any type in the Butler-Willow area will be determined largely by the market for dwellings in the metropolitan area, not by IRS Center development.

Similarly, cafeteria facilities and snack bars capable of serving all employees within the Center will offset demand for restaurants and quick-meal eating establishments. Control of employees during their working shift precludes the need for these kinds of commercial uses and the need for commercial uses dependent upon lunch hour shopping.

The market for goods supplied by large scale retail commercial development in shopping centers containing department stores and/or discount stores will not be appreciably changed by IRS Center

development. Retail commercial uses of this level of intensity are determined by the amount of existing commercial floor space that is competing for a profitable share of family income expendable for goods and services by the population of a given trade area. Recent studies by market and real estate analysts (Larry Smith and Company) indicate that existing retail floor space in the Fresno urbanized area is adequate to satisfy demand for department and discount store commercial floor area at least through 1975. The trade area for existing major department and discount stores in the Fresno urbanized area includes Fresno County and five contiguous counties. The IRS Center will not add appreciable numbers of people to this trade area.

Retail service uses generally found in C-1 and C-6 districts are similarly dependent upon a variety of market factors involving competition, supply, and demand. Such uses are intensely competitive with those within a given area as well as with those retail service uses throughout the community and are thus characterized by a high incidence of failure. It is unlikely that new strip commercial uses that generally provide retail commercial service would gain competitive advantages at locations within the Butler-Willow Area. The assumption that exposure to high volumes of traffic are conducive to business promotion is as erroneous for locations in this area as it is for locations in any other area. Traffic volume on collector and

arterial streets in the area will not increase to impact proportions because of the IRS Center.

The assumption that the IRS Center will create a demand for large scale office development in the immediate vicinity is difficult to support. Development of office space in the Butler-Willow area will be conditioned by the increased trend for new general office space in the Shaw Avenue area and the possibility of strong major activity generators in the Central Area. Planned projects for which construction documents are in progress (January, 1971) will, in fact, account for most of the demand for general office space projected for the urbanized area through 1975.

From information available on the operation of the IRS Center, there are no ancillary uses directly related to its functions that will require land in the Center's vicinity or in the metropolitan area.

The factors outlined above coupled with prior determinations for collector and arterial streets and the protection of the area's general environmental characteristics are blended as the basis for plan formulation.

Actualization of development proposals are more likely to result from normal response to market and demand conditions in the Fresno urbanized area than from opportunistic implications based on the mythology of zoning speculation. Translation of the existing zoning pattern into the proposed land use districts is thus directed toward a logical sequence of development occurring

in manageable increments over a reasonable span of time.

~~Land use districts recommended by the Preliminary Specific Plan will provide:~~

- a land use pattern in which the varying intensity of uses are mutually protective of each other and of the environment;
- inherent property development standards that amplify the protective qualities of the land use pattern;
- design controls through overlay design control districts to preserve and promulgate the esthetic qualities of the area;
- the opportunity for efficient land development that will be marketable in terms of projected population growth and known land absorption rates for the Fresno urbanized area;
- a land use pattern that limits traffic generation to a level within the designed capabilities of arterial and collector streets;
- a land use pattern that will limit the intensification of uses to a level within the designed capabilities of sewer and water distribution systems and drainage facilities;
- commercial districts adequate to supply daily convenience goods and services for the potential population of the area;

- recognition of existing land use districts that are capable of providing goods and services at levels of intensity that may be competitive within the metropolitan area in terms of location and potential attractiveness; and,

- adequate school and recreational facilities;

Land use districts recommended by the Preliminary Specific Plan will affect the area and the community in terms of:

1. potential population that may result from dwelling unit densities specified by the zoning ordinance for each category of residential district;
2. the potential floor area that may result from parking and floor area ratios specified by the zoning ordinance for each category of commercial and office district; and,
3. the demand for urban services and public facilities produced by the intensity of uses; intensity of use is a function of the potential population combined with the potential floor area in a given composition of land use districts.

Land use districts recommended by the Preliminary Specific Plan and their potential yield of population and floor area are outlined in the following chart, IF AND WHEN full development capabilities are realized.

CHART FOUR

DEVELOPMENT POTENTIAL - PROPOSED LAND USE DISTRICTS  
BUTLER/WILLOW SPECIFIC PLAN

PROPOSED LAND USE DISTRICT	AREA (ACRES)	DEVELOPED OR NON- CONTRIBUTING (ACRES)	GROSS DEVELOPABLE LAND AREA (ACRES)	POTENTIAL DWELLING UNITS	POTENTIAL POPULATION	POTENTIAL FLOOR AREA (SQ. FT.)	
RD	92.04	65.97	26.04	39	117	(700,000)*	* IRS CENTER PLUS RES./PROF. OFFICE SPACE
R1B	81.41	20.00	61.41	104	553		
R1	119.35	9.77	109.58	443	1479		
R2A	35.52	-	35.52	320	817		
R2	32.38	-	32.38	356	1030		
R3A	71.67	-	71.67	1362	2437		
R3	28.18	14.11	13.47	310	522		
R4	3.83	-	3.83	134	199		
C1	10.78	-	10.78			78,400 <sup>+</sup>	+ EXCLUDES SERVICE COMMERCIAL POTENTIAL FOR 2.77 AC.
C2	7.32	-	7.32			71,900	
C3	43.82	3.20	40.62			398,100	
SUB-TOTAL	526.29	113.65					
EXISTING STREETS	27.64	} 37.30					
STREET WIDENING	9.66						
TOTAL GROSS AREA	563.75						
GROSS DEVELOPMENT POTENTIAL (100%)			150.95	412.64	3200	7200	546,000
80% DEVELOPMENT POTENTIAL				2600	5700	439,000	
60% DEVELOPMENT POTENTIAL				1900	4200	324,000	

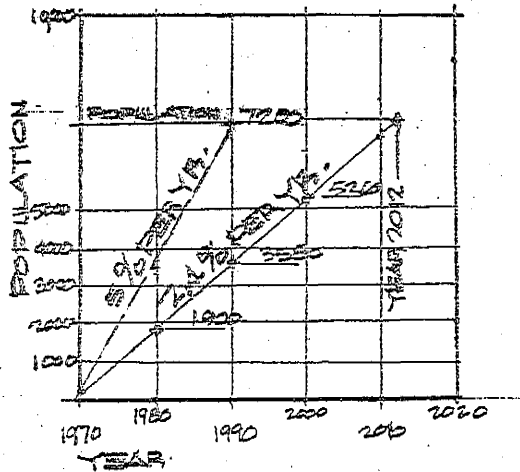
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## DESCRIPTION OF PLAN PROPOSALS

POPULATION POTENTIAL-- As a basis for analysis, development potential for the Butler/Willow Area can be examined in contrast with the growth and rate of growth of the City of Fresno over the past ten years. Although not a true indicator of urbanization, the incorporated area of the City increased from 28.6 square miles in 1960 to 41.8 square miles in 1970, an increase in area of 46.2 percent. During the same period between decennial censuses, the population of the city increased from 133,929 to 165,972, an increase of 24 percent. Population thus increased at a rate of approximately 2.4 percent per year.

Applying rates of population increase to the previously described densities and land use patterns proposed for the area --

## CHART FIVE



ASSUMED 100%  
DEVELOPMENT POTENTIAL

From the chart, the area would achieve the maximum population potential in approximately 42 years if people move into the area at the same rate of population growth experienced by the City over the 1960-1970 period. At 5 percent increase per year (approximately twice the 1960-1970 City rate), the area would achieve the maximum potential population in about 20 years.

The rate of population increase will be affected to some degree by the undeveloped land in the Impingement Area and outside the Butler/Willow Area that is zoned for residential use. The existing population in this "Outer Area" is estimated at approximately 8,800 and existing vacant land zoned for residential uses will house an additional 1,600 people.

Residential land use districts proposed by the plan will provide for an increase in potential population of 26 percent over the population possible under the existing residential land use districts. Limitation of the potential population as proposed will maintain a workable relationship between density and the capacities of collector and arterial street system in the vicinity. Establishing and controlling the population density by specific planning will provide a basis for sewer water and utility distribution system design. Proposed land use districts may also be used as a reliable basis for establishing school classroom capacities, providing the specific plan is adhered to as the development policy for the area.



The range of residential land use districts proposed form a graduation of intensity similar to those actually developed in other urbanized portions of the community. Translation of existing land use districts to the proposed land use districts reflects an urbanizing trend that may be promulgated by the extension of urban services.

COMMERCIAL POTENTIAL--Approximately 45 acres of land were zoned for commercial uses in the area prior to annexation. The Preliminary Specific Plan proposes approximately 62 acres of commercial zoning. The additional commercial zoning resulted from adjustments in the land use pattern for improved compatibility and the proposed change of approximately 10 acres of industrially zoned land to neighborhood shopping center zoning.

Retail and service commercial floor area that a given amount of commercial zoning will yield is a function of required parking to floor area ratios and property development standards. Proposed commercial land use districts will yield approximately 548,000 square feet of additional retail floor space (excluding approximately 3 acres of commercially developed land and approximately 3 acres that will probably be limited to service commercial uses because of size and configuration).

Development of commercially zoned land proposed by the preliminary specific plan will be determined by the market for retail floor space in the urbanized area. Profitable retail floor space, in turn, is a function of family income that is available for purchase of retail goods and services and, thus indirectly, a function of population, income, and level of employment. According to a mid-1970

economic and market analysis of the Fresno area by Larry Smith and Company, the unsatisfied demand for department and discount store floor space will range from a mere 20,000 square feet to 150,000 square feet by 1975, thus indicating the demand for these kinds of retail facilities is currently satisfied. By 1985, this economic study estimates a demand for 300,000 to 485,000 square feet for department and discount store floor space may exist in the Fresno urbanized area. Existing major activity generators in established locations will undoubtedly continue to hold and attract new retail uses (Central Business District, Fashion Fair, Manchester Center, Fig Garden Shopping Center, and others).

The study by Larry Smith and Company also indicates an estimated potential demand for non-department store retail floor space of 135,000 square feet in the Fresno urbanized area in 1972, 385,000 square feet by 1975 and 980,000 square feet by 1985. Development of non-department store floor space will be conditioned by land market and locational factors throughout the urbanized area, as well as the demand for various types retail facilities.

Thus, the rate of development and composition of retail commercial floor space in the Butler/Willow Area will be determined by market factors and the degree of attractiveness of commercially zoned sites in the area among competitive relationships of established and developable sites throughout the Fresno urbanized area. There is no indication that the IRS Center will have any bearing on the attractiveness of retail locations in the Butler/Willow area.

POTENTIAL OFFICE DEVELOPMENT--For the purposes of analysis it is assumed that approximately two-thirds of the acreage proposed for residential-professional office use will be used for offices, and of that area, approximately 40 percent would actually yield office floor space. Excluding the IRS Center site and existing R-P zoned land for which uses are known and partially developed, 26 acres proposed for R-P zoning could, therefore, yield up to an estimated 300,000 square feet of office space.

With reference to office space, the Larry Smith and Company economic and market study estimates a 1972 demand for general office space of 85,000 to 135,000 square feet outside the Central Area and within the urbanized area.

ESTIMATED OFFICE FLOOR SPACE DEMAND

	URBANIZED AREA* EXCEPTING CENTRAL BUSINESS DISTRICT	
	HIGH (Sq.Ft.)	LOW (Sq.Ft.)
1972	85,000	135,000
1975	175,000	270,000
1985	550,000	800,000

\*HIGH FIGURES ARE APPROXIMATELY ONE-HALF OF THE OFFICE SPACE DEMAND ESTIMATED FOR THE URBANIZED AREA.

These estimates are for general office space, and it is impossible to determine the actual demand for the types of office uses that may be developed in residential-professional office land use districts.

A very positive trend toward general office space development on Shaw Avenue is apparent, as is the strong possibility that major activity generators will develop in the Central Area. Such trends in these two prime areas will affect the rate and type of office uses in the Butler/Willow area.

The residential professional office district has been proposed to accommodate the probable development of small office uses that may seek to locate in the area. More importantly, however, is this district's use as a separating, transition zone between single family residential areas and more intensely used, non-residential areas.

RETENTION AND PROMOTION OF ESTHETIC QUALITIES--The boulevard area modifying district is proposed to provide the special property development standards and architectural controls necessary to ensure the preservation and promotion of esthetic qualities present in the area. Landscaped setbacks will soften the hard edges of arterial and collector roads, provide for the continuation and addition of tree strips characteristic of the area and provide a natural "shelterbelt" filtering system of trees and shrubs to reduce odors and pollutants in the air. Where necessary for controlled access, frontage roads with landscaped divider islands are proposed.

Frontage roads are recommended for Peach Avenue between Kings Canyon Road and Butler Avenue, and for ~~all undeveloped frontages of Butler Avenue.~~

To safeguard the rural suburban characteristics of the area, the means to retain and promote inherent esthetic qualities must be established with the specific plan. The opportunity to utilize and strengthen existing features lies primarily with developers and property owners as the area is gradually transformed into urban uses that are esthetically pleasing as well as efficient and profitable. Such an opportunity is rare and should be supported with a development policy that will encourage adaptation of the area's physical features rather than the promotion or exploitation.

# VALUE OF DEVELOPMENT POTENTIAL

The land use pattern proposed for the Butler/Willow Area will ultimately be translated into the "brick and mortar" of structures for shelter, service and commerce. Investment in land and structures will, in turn, generate taxes for the community.

To determine approximate values of land, 47 actual property sales occurring in northeast Fresno from 1967 through mid-1970 were examined. Information on estimated market values for various categories of land use districts was also obtained from the Fresno County Assessor's Office. These estimates were evaluated with the actual property sales, and in most instances, rounded and reduced slightly to compensate for the differences in attractiveness of land in the vicinity of Fresno State College in comparison to land in the Butler/Willow Area.

For the purposes of estimating the value of improvements, the Marshall Valuation Service was utilized in determining costs of various housing types for which average floor areas were estimated. Areas of units typically constructed in the Fresno area were used. A similar basis was used for commercial construction. Dwelling unit yield and potential commercial floor areas more then combined with cost and floor area estimates.

Land and improvement values were thus obtained and summarized on the following chart. These figures do not imply rate of development, which is indeterminate. Value of probable development potential for the percentages of saturation indicated are shown.

CHART SIX

## ESTIMATED VALUE OF DEVELOPMENT POTENTIAL

(\$ MILLIONS)	PERCENT DEVELOPMENT POTENTIAL		
	60%	80%	100%
LAND VALUE	4.6	6.1	7.7
IMPROVEMENT COSTS	36.1	50.8	63.5
TOTAL ESTIMATED VALUE OF LAND & IMPROVEMENTS	42.7	56.9	71.2

The eventual property tax producing capabilities of the area are a function of types of development that occur and that are based on the Butler/Willow Specific Plan. Estimates of the market value of property costs of improvements outlined above were used to determine assessed valuation. All tax yield estimates are based on the 1971-72 assessed valuation of twenty-five percent of value of property and improvements thus obtained.

The current city tax rate of \$2.99 per \$100.00 of assessed valuation was used for these estimates, although it is doubtful that this rate will remain constant. The total estimated tax return is based on Code 627-00 and Code 627.10, the rates of which amount to \$13.62 per \$100.00 of assessed valuation.

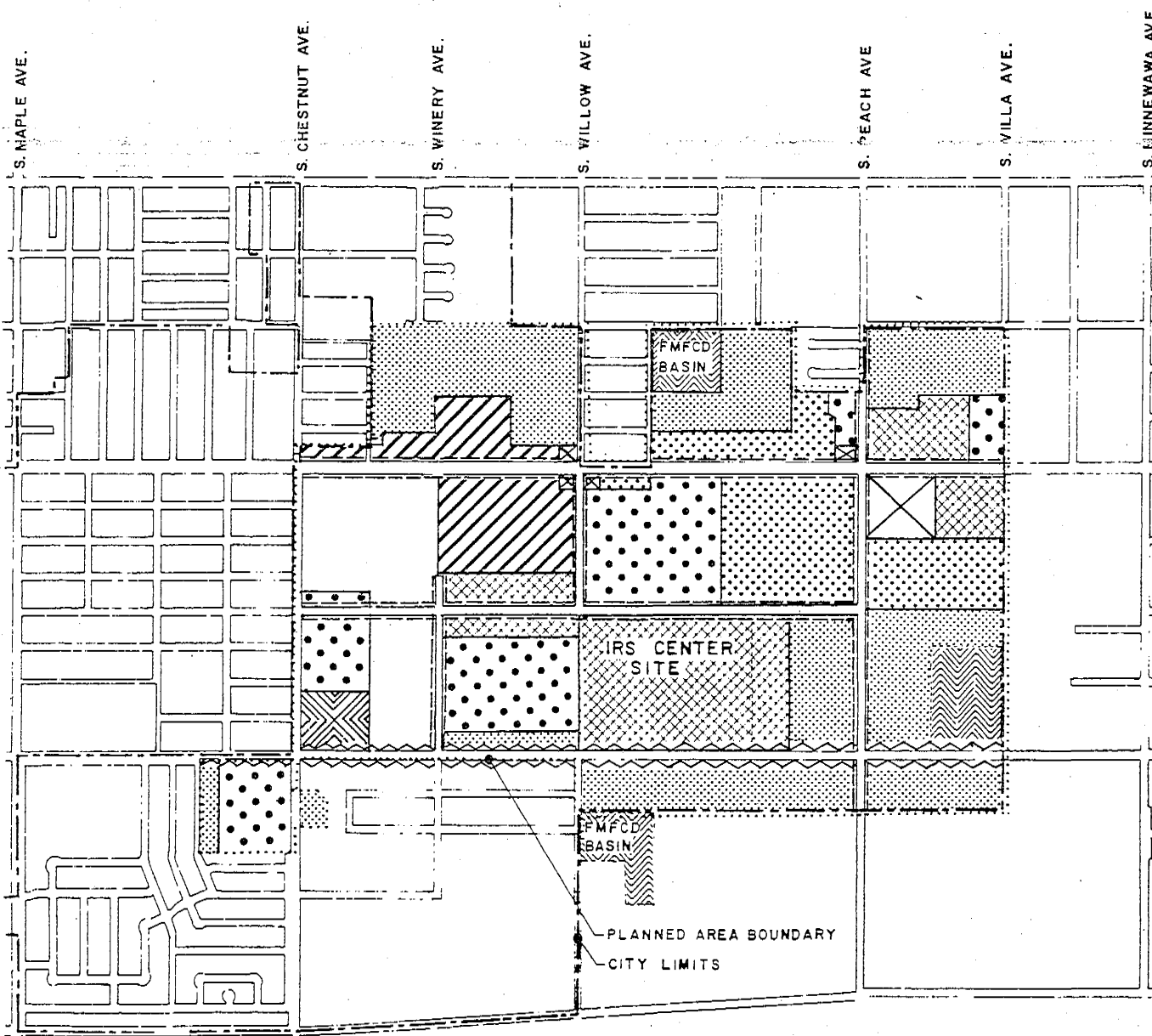
The figures do not imply rate of development which is indeterminant. Tax producing capabilities only are related to the probable potential for the percentages of saturation indicated.

#### CHART SEVEN

#### ESTIMATED ANNUAL TAX RETURN\* PROPERTY AND IMPROVEMENTS

(\$ MILLIONS)	POTENTIAL TAX RETURN		
	60%	80%	100%
CITY OF FRESNO	0.320	0.426	0.532
TOTAL TAX RETURN	1.45	1.94	2.42

\*BASED ON ASSESSED VALUATION OF 75 EST.  
MARKET VALUE; CODE 627-00 AND 627.10;  
CITY OF FRESNO = \$2.99/\$100 ASSESSED  
VALUATION; TOTAL TAX RETURN = \$13.62/\$100  
ASSESSED VALUATION



# SPECIFIC PLAN BUTLER WILLOW NO ANNEXATION



SCALE 1"=1200'

## E. TULARE ST. PROPOSED LAND USE

### LEGEND

RES.-PROFESSIONAL LESS  
THAN 14 PEOPLE /AC.

SFR-LESS THAN 14  
PEOPLE /AC.

E. HUNTINGTON AVE.

SFR/MFR 15-32 PEOPLE /AC.

MFR 33-52 PEOPLE /AC.

E. KINGS CANYON RD.

REGIONAL COMMERCIAL

COMMUNITY COMMERCIAL

E. LANE AVE.

NEIGHBORHOOD COMMERCIAL

PUBLIC / INSTITUTION

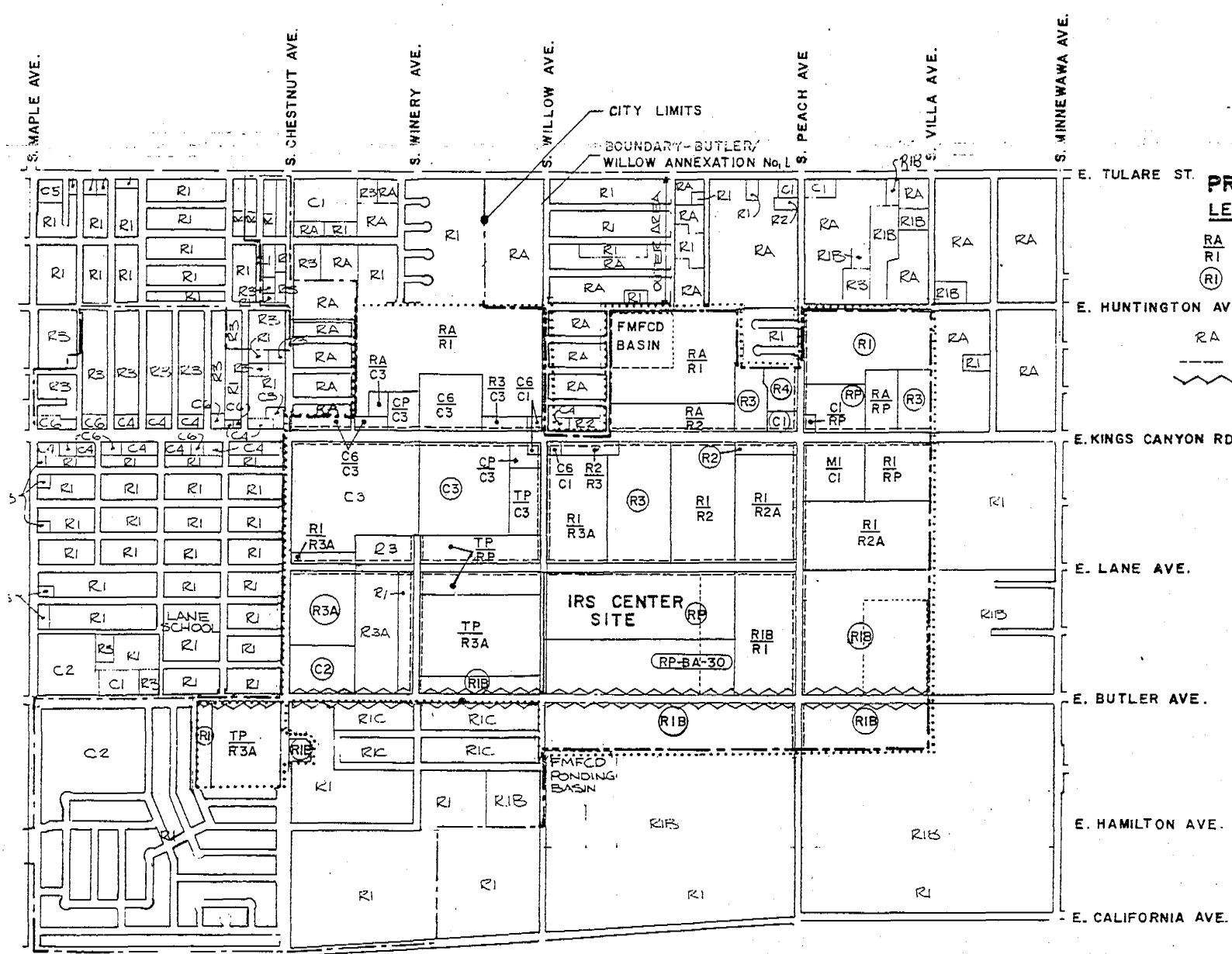
BA 30 OR FRONTAGE ROAD

E. BUTLER AVE.

BA 15 OR FRONTAGE ROAD

E. HAMILTON AVE.

E. CALIFORNIA AVE.



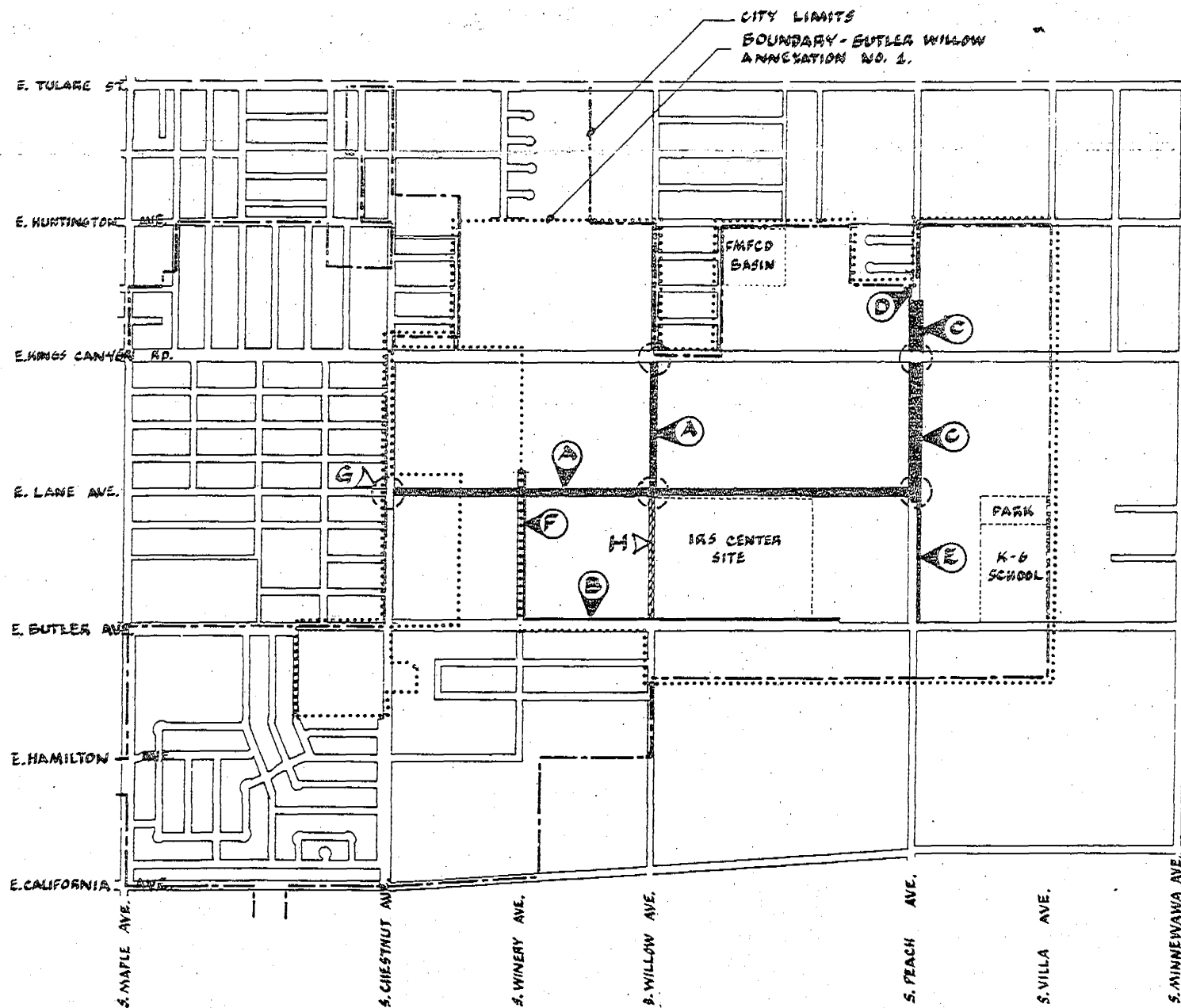
# SPECIFIC PLAN BUTLER WILLOW NO. 1 ANNEXATION



## PROPOSED ZONING LEGEND

- RA = EXISTING ZONING
- R1 = PROPOSED ZONING
- (R1) = EXISTING ZONING TO REMAIN
- RA = EXIST ZONING - OUTER ARE
- BA 15' OR FRONTAGE RD.
- BA 30' OR FRONTAGE RD.
- BA, AREA MODIFYING DISTRICT AS INDICATED BY BA 15 OR BA 30 SYMBOL





# INITIAL IMPROVEMENTS BUTLER/WILLOW SPECIFIC PLAN



## LEGEND

- (A) 50' COLLECTOR STREET
- (B) 15' WIDENING
- (C) 100' ARTERIAL STREET
- (D) VARIES
- (E) 30' WIDENING
- (F) 10' WIDENING
- (.) SIGNALIZATION
- (G) THROUGH ACCESS BARRIER
- (H) ABANDON

## SUMMARY AND RECOMMENDATIONS

DEVELOPMENT - Although formulated as a series of land use controls and a circulation system, the opportunity to achieve the goals of community development is implicit with the Preliminary Specific Plan. Estimated value of potential development that becomes possible through the Specific Plan vehicle is approximately 185 percent of the existing estimated value of the area, including the IRS Center. Without planned land use and the attendant circulation system, it is doubtful that the area would achieve the same development potential. Adverse effect of early, over-intensification of land use would be self-defeating and inhibit the promulgation of a balanced land use pattern. Premature development and over-intensification would discourage the use of other land. Ultimate potential tax return would not be realized and burdensome costs would result from disproportionate demands on tax supported urban services as the community attempted to achieve a balanced condition in the area.

Considerable attention has been given the planning process as the initial and guiding effort to blend the Butler/Willow into the urbanizing fringe rather than the creation of an area of unique development characteristics. The area's uniqueness will unquestionably result from retention of the area's environmental quality and not as the result of the IRS Center development.

RECOMMENDATIONS - The recommendation to approve the proposals set forth in the preliminary specific plan is inherent with the technical effort associated with plan preparation. The review and approval cycle that follows preliminary review by the by the

Planning Commission, will, of course, provide the opportunity for public and official review and subsequent modification by the Planning Commission, Council, and other agencies.

Once approved, however, the integrity of the plan should be protected from unwarranted changes in land use. Such protection can best be achieved through a policy that supports retention of the land use districts designated and approved by the specific plan process. The supporting nature of this kind of policy could be similar to the extended control of federally sponsored redevelopment projects that prohibit changes in zoning for a period of 40 years. Although redevelopment project area control is obtained through deed restrictions, it is recommended that other means to retain the zoning fixed by the specific plan for a period of at least 10 years be investigated by the Planning Staff for consideration by the Planning Commission and Council.

Alternatively, a firm policy set by and adhered to by the Planning Commission and Council would accomplish the same degree of plan protection and more effectively achieve community development goals. Such a reinforcing policy should recognize the integrity of the plan and its importance to the extent of requiring proof of significant changes in the surrounding planning and as a basis for zone changes. Recognition of changes in market factors and land economics as the only basis for rezoning would inherently become the backbone of this kind of a policy.

#### REVIEW AND APPROVAL CYCLE

PLANNING COMMISSION - Review of Preliminary Specific Plan; schedule public hearing.

PLANNING STAFF - Plan modification, if required; legal notice of property owners in area and vicinity.

PLANNING COMMISSION - Public Hearing on Preliminary Specific Plan; schedule public hearing on final specific plan.

PLANNING STAFF - Plan modification if required; preparation of official maps for public hearing on final Specific Plan if required.

PLANNING COMMISSION - Public Hearing on final specific plan; resolution of recommendation to Council.

PLANNING STAFF - Plan modification, if required; legal notice of property owners in area and vicinity of public hearing before Council; preparation of report to Council, including Planning Commission recommendation.

COUNCIL - Public hearing on final Specific Plan.

PLANNING STAFF - revision of Official Zone Maps and preparation of other official documents according to Council action.