

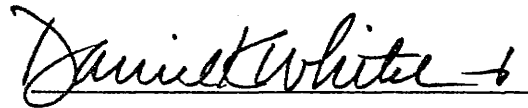


FRESNO HIGH - ROEDING COMMUNITY PLAN

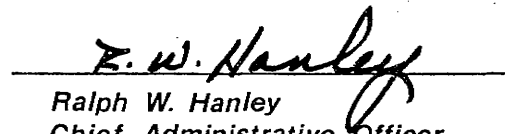
**CITY OF FRESNO
DEPARTMENT OF PLANNING
AND INSPECTION**

Fresno High-Roeding Community Plan

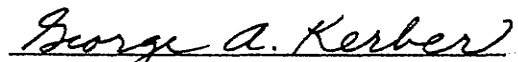
Adopted by the Fresno City Council on December 1, 1977



Daniel K. Whitehurst
Mayor



Ralph W. Hanley
Chief Administrative Officer



George A. Kerber
Director of Planning & Inspection

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RESOLUTION NO. 77-521

A RESOLUTION OF THE COUNCIL OF THE CITY OF
FRESNO, ADOPTING THE FRESNO HIGH/ROEDING
COMMUNITY PLAN AS A REFINEMENT OF THE
FRESNO-CLOVIS METROPOLITAN AREA GENERAL PLAN

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

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

WHEREAS, the Planning staff prepared the Preliminary Fresno High/Roeding Community Plan, August, 1976, in response to the Council's mandate for the development of Community Plans for each community as defined within Metropolitan Fresno; and

WHEREAS, the Planning Staff has held numerous public meetings relative to the Preliminary Fresno High/Roeding Community Plan to allow citizen participation in all phases of the planning process eventually developing two alternative land use plans for the area west of Freeway 99; and

WHEREAS, it was determined that the changes recommended in Alternative I and Alternative II would warrant the preparation of supplemental information for Environmental Impact Report #10058, and such supplemental information was prepared; and

WHEREAS, the Planning Commission held two public hearings, duly noticed, to consider the Preliminary Fresno High/Roeding Community Plan, and receive testimony in favor of and in opposition to the proposed plan on September 28 and October 4, 1977; and

WHEREAS, the Planning Commission considered the revisions to the Preliminary Fresno High/Roeding Community Plan, contained in the staff report, dated September 26, 1977; and

WHEREAS, the Preliminary Fresno High/Roeding Community Plan, a refinement of the 1974 General Plan, is intended to supercede

PASSED

EFFECTIVE

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77-521

those portions of the North Fresno, McKinley, Fairgrounds, CBD, and Roeding Community Plans which fall within the Preliminary Fresno High/Roeding Community planning area; and

WHEREAS, the Planning Commission, at its first hearing on September 28, 1977, following the presentation of staff reports and recommendations, the Environmental Impact Report No. 10058, and hearing testimony presented by residents and property owners and other groups of interest relative to the proposed Preliminary Fresno High/Roeding Community Plan, dated August, 1976, voted to approve and recommend Alternative I and the related recommendations west of Freeway 99; and

WHEREAS, at its second hearing held October 4, 1977, the Planning Commission approved and recommended the remaining portion of the Plan, concluding its public hearings with the finding that the portion of the said Plan east of Freeway 99 is consistent with the objectives and goals of the General Plan and will institute suitable planning principles for the growth and development of healthful, humane living environment; and

WHEREAS, the Preliminary Fresno High/Roeding Community Plan as approved and recommended by the Planning Commission along with other considered alternatives and modifications, and Environmental Impact Report No. 10058 have been made available to the Council; and

WHEREAS, thereafter and heretofore, this Council duly and regularly fixed the 3rd day of November, 1977, and then the 1st day of December, 1977, at the hour of 7:00 p.m. as the time for a public hearing on the Fresno High/Roeding Community Plan, a refinement of the Fresno-Clovis Metropolitan Area General Plan, and it appearing that the City Clerk hereof has duly and regularly given notice thereof in the manner required by law; and

WHEREAS, the Council, at its first hearing on November 3, 1977, after having heard evidence and having fully considered the same, adopted Resolution No. 77-477 certifying Final Environmental Impact Report No. 10058 on the Fresno High/Roeding Community Plan, and Resolution No. 77-478 making nine certain findings relating

to mitigation measures incorporated in the Final Environmental Impact Report No. 10058; and

WHEREAS, the Council, at its second hearing on December 1, 1977, after having heard further evidence and having fully considered the same, concluded that in light of metropolitan growth demands and the environmental constraints to growth in other parts of the metropolitan area, and that careful design of the interface between new and existing land uses through a specific planning process, as stated in the Preliminary Fresno High/Roeding Community Plan, can minimize actual conflicts:

NOW THEREFORE, the Council of the City of Fresno resolves that the "Preliminary Fresno High/Roeding Community Plan, August 1976," including the following revisions:

1. The 16 asterisked items on pages two to four, inclusive, of the Memorandum submitted to and considered by the Council, a true copy of which is attached to and made a part of this Resolution, and
2. ALTERNATIVE II, consisting of five pages plus map attached to the immediately above-referenced Memorandum, a true copy of which is attached to and made a part of this Resolution,

is hereby approved and adopted as the Fresno High/Roeding Community Plan and as a refinement of the Fresno-Clovis Metropolitan Area General Plan; and

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

CLERK'S CERTIFICATION

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

I, JACQUELINE L. RYLE, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 1st day of December, 1977.

JACQUELINE L. RYLE
City Clerk

By John T. Y. [Signature]
Deputy

CITY OF FRESNO

AGENDA ITEM NO. 7.01.21

COUNCIL MEETING 11/5/77

MEMORANDUM

TO: RALPH W. HANLEY *James E. Reddick*
Chief Administrative Officer

THROUGH: GEORGE A. KERBER, Director *George A. Kerber*
Department of Planning and Inspection

FROM: AL SOLIS *Al Solis* Deputy Director
Planning Division

SUBJECT: Preliminary Fresno High/Roeding Community Plan

INTRODUCTION

At public hearings held on the evenings of September 28, and October 4, 1977, the Planning Commission approved the Fresno High/Roeding Community Plan as recommended by planning staff. This approval included a citizen-sponsored alternative for the area west of Freeway 99, and fifteen modifications which were recommended by staff. Those items designated by an asterisk (*) received the planning staff's recommendation and the approval of the Planning Commission. One item, designated by a double asterisk (**), was recommended by the City's Annexation Coordinator following the Planning Commission hearings.

BACKGROUND

The Preliminary Fresno High/Roeding Community Plan is a refinement of the 1974 General Plan for the Fresno-Clovis Metropolitan Area. The approximately 22 square mile planning area is located in the central-to-western portion of the metropolitan area and includes many areas which are of historical value to the city.

The Preliminary Fresno High Community Plan was initiated by the City Council approximately one year ago. Since that time the Plan has had extensive citizen review, resulting in a change of name to the "Fresno High/Roeding Community Plan", and the development of two land use alternatives for the area to the west of Freeway 99. A brief narrative description of Alternatives I. and II. are attached for review by the Council.

In addition to these two land use alternatives for the "Roeding area", many modifications to the preliminary plan have been suggested. This memorandum will not detail the reasons for those recommendations, due to the length which would be required, but they will be discussed individually during the hearing.

PLAN ALTERNATIVES

The three plans being considered do not differ in the urbanized portion to the east of Freeway 99. The two alternatives proposed would only alter land uses to the west of Freeway 99 in the area of the County's Roeding Community Plan, adopted in 1961. The County has worked cooperatively and closely in the definition of these alternatives and sees this as an opportunity to update planning policies for the Roeding area.

- A. The Preliminary Fresno High/Roeding Community Plan - shows low density residential uses for the major undeveloped portion of the Roeding area and uses a concept which assumes that subdivision development could occur on parcels larger than 10 acres. Those parcels which are already rural residential in character will remain as they are.

~~*B. Alternative I, developed by the Roeding area citizens, working with City and County planning staff, shows nearly all undeveloped land between Freeway 99 on the east and the County's adopted rural residential policy to the west for a further expansion of rural residential development.~~

- C. Alternative II has been developed in response to a perceived need by the home building industry for additional land for moderate income housing. The currently undeveloped land west of Freeway 99, north of Shields Avenue, and east of Cornelia Avenue is shown as appropriate for medium density residential uses. South of Shields Avenue, undeveloped land is shown for the expansion of rural residential uses.

The Planning Commission recommends the adoption of Alternative I, recognizing the overwhelming support for continued rural residential development among property owners in the area. The active participation of these citizens (including meetings with up to 450 persons in attendance, and a survey of 1400 households) has been at a scale not seen in any other metropolitan area plan in recent history. Nevertheless, staff recognizes that there may be a need in the future to expand the boundaries of urban development. The existence of the Cornelia Avenue sewer line is a substantial public facility which would make such development feasible and one which the City Council will have to consider in making a determination as to a preferred alternative for the Roeding area.

PROPOSED MODIFICATIONS

The following list includes modifications to the Plan which are requested by property owners, caused by changes in conditions during the lengthy review process, or due to simple graphic errors. Asterisked items are recommended for Council.

Residential Land Use

- ~~*1. Change the designation of approximately 23 acres at the north-west corner, 14 acres at the northeast corner, and 9 acres at the southeast corner of Blythe and Ashlan Avenues, currently zoned C-6, to medium high density residential land use.~~

Commercial Land Use

- ~~*2. Alternatives I. and II. recommend the expansion of general heavy freeway related commercial uses on approximately 40 acres north of McKinley Avenue and east of Marks Avenue in recognition of existing parcelization and investment. (This item is included in a recommendation on page 47 of the original document. Staff has changed its position on this particular area.)~~
- *3. Change the designation of approximately .6 acres at the northeast corner of Dakota and Fruit Avenues from medium high residential land use to neighborhood commercial land use.

~~*4. Add approximately 30 acres of general heavy strip commercial land use along the frontage of Belmont Avenue between Marks and Valentine Avenues in recognition of County commitments and existing development~~

5. Change the designation of approximately 12 acres at the southwest corner of Blythe and Ashlan Avenues from residential uses to general heavy strip commercial.

6. Change the designation of approximately 20 acres at the southeast corner of Dudley and Hughes Avenues from medium density residential and public facilities to general heavy strip commercial land use.

7. Change the designation of approximately 2 acres at the southeast corner of Fruit and Clinton Avenues from medium density residential to neighborhood commercial and medium high density residential.

~~*8. Modify the neighborhood commercial recommendations on page 46, paragraph 2 to add the following: "Excessive, undeveloped commercial zoning should be rezoned to uses more compatible with existing development and planned land uses."~~

~~*9. Change the designation of approximately 10 acres at the southeast corner of Dakota and Hughes Avenues to commercial office uses~~

Industrial Land Use

*10. Remove the fifth recommendation under Industrial Land Use, page 51, and substitute the following:

It is recommended that new industrial development along the ~~Freeway 99~~/S.P.R.R. corridor which is located adjacent to non-industrial uses provide for mitigation of potentially adverse effects of noise, vibration, dust, and odors.

~~*11. Add approximately 50 acres of light industrial land use at the northeast corner of Marks and Belmont Avenues.~~

Environmental Resources and Open Space

*12. It is recommended that the policies of the FCMA Noise Element be implemented. Specific policies in the Element are prefaced by the general policy that a noise ordinance be utilized to: Provide acceptable noise standards for the various land uses defined in the zoning ordinance, and establish standards that set forth absolute maximum permissible noise levels and acceptable periods of duration.

Public Facilities

~~*13. Change the designation of approximately 2.6 acres at the southwest corner of Dakota and Hughes Avenues from medium high density residential land use to public facilities post office.~~

Transportation

~~*14. Delete the Shields Avenue crossing shown at Freeway 99. It~~

~~appears that the benefits gained from such a proposal would not justify the necessary costs.~~

- ~~*15. It is recommended that a study be made of the Ashlan/Brawley/Freeway 99 intersection area in an attempt to find solutions to existing problems of traffic flow and freeway access.~~
- ~~*16. Change "U" Street between Divisadero and Tulare Avenues to a collector.~~
- ~~*17. Realign Thorne Avenue between Belmont and Divisadero Avenues consistent with the adopted Official Plan Line.~~
- ~~*18. Remove Dakota Avenue between Palm and Maroa Avenues.~~
- ~~**19. Change the last sentence on page 40 to read, "Those areas recommended for a continuation of rural density residential development are expected to remain under the jurisdiction of the County of Fresno unless an urban level of services is found necessary or desirable."~~

RECOMMENDATION

It is recommended that the City Council adopt the Fresno High/Roeding Community Plan Alternative I, with modifications numbered one through four and eight through eighteen, as approved by the Planning Commission in public hearings on September 28, and October 4. It is further recommended that the City Council direct staff to add modification 19 as listed above.

APS:JR:mc
10/27/77

Attachments:

- Proposed Council Resolution
- Fresno High/Roeding Community Plan - Alternative I
- Fresno High/Roeding Community Plan - Alternative II
- Preliminary Fresno High/Roeding Community Plan
- Fresno High/Roeding Community Plan - Compendium

FRESNO HIGH/ROEDING COMMUNITY PLAN

ALTERNATIVE II

BACKGROUND

Following the preparation of the Preliminary Fresno High Community Plan, letters were sent to owners of commercial properties recommended for rezoning along the Freeway 99 corridor. In most instances, medium-high residential uses are suggested as an alternative land use which would assure the property owners economic use of their parcels while diminishing the supply of commercially zoned but undeveloped land.

Many discussions were held with these property owners and one individual questioned the feasibility of staff's proposal, stating that the local Federal Housing Administration (F.H.A.) Office had refused to guarantee loans for housing development in that area. Mr. E. R. (Dick) Huezinga, Deputy Director of the U.S. Department of Housing and Urban Development in Fresno was called to discuss the Department's policy. We met with Mr. Huezinga and explained our perception that land costs, proximity to a major transportation corridor, and availability of City water and sewer service, make this area potentially useful for future residential development. He and his staff were in agreement after reviewing our findings and suggested that they would set up a meeting with the Home Builders Association to discuss the feasibility of medium density residential development west of Freeway 99 and would inform them of a major change in their earlier policies.

A few meetings have been held since then to discuss service delivery questions. Those individuals involved have been fully informed of the Roeding citizens preferences and of activities related to the survey and the development of Alternative I (rural residential alternative). The citizens committee is also aware of the interest of some local developers in the area and, in fact, noted the interest of some holders of large parcels north of Shields Avenue in urbanization of the area as one finding of their survey. Both groups have been advised that the issues will be decided in the open forum of public hearings. It is in anticipation of these hearings and the need for assessment of land use requests that the following alternative is developed.

ALTERNATIVE II - RURAL RESIDENTIAL/LIMITED URBAN

This alternative to the Preliminary Fresno High/Roeding Community Plan alters land use proposals only in the area to the west of Freeway 99, generally south of Gettysburg, north of the Southern Pacific Railroad spur line (approximates the McKenzie Avenue alignment) and to the east of North Hayes Avenue.

Nearly half of this area has already been designated as appropriate for rural residential land use (minimum lot size two acres) by the Fresno County General Plan, adopted in 1976. That policy is depicted on the Preliminary Fresno High/Roeding Community Plan (Figure 1) on the western edge of the community. As the policy direction from the County of Fresno for that area was current, no change was considered.

The area east of the County's rural residential policy and north of Shields Avenue is proposed for medium density residential development (see Figure 1). Rural residential development is shown, as in Alternative 1 for the remaining area generally south of Shields Avenue between Brawley and Marks Avenues and north of Belmont Avenue. In addition, general heavy strip commercial uses are expanded north of McKinley and east of Marks Avenue, and on the north side of Belmont Avenue between Marks and Valentine Avenues. The implications of these proposed changes will be discussed, as follows, in those elements proposed in the Preliminary Fresno High/Roeding Community Plan.

RESIDENTIAL LAND USE

Alternative II shows approximately 850 acres north of Shields Avenue and east of Cornelia Avenue as appropriate for urban development at medium densities. This alternative is presented in the recognition that there are those who are interested in urbanization of that area and that existing urban service systems may make that land a potential growth area for the City. As land costs to the north of the metropolitan area escalate, this area also becomes a potentially attractive alternative site for the development of middle-income housing.

As shown in Figure 2, some of the area is already broken down into one to five-acre parcels and there are two existing subdivisions, one at the northeast corner of Shields and Cornelia Avenues, and one north of Shields Avenue on the east side of Brawley. Thus it is assumed that not all of the land would be available in the future for future subdivision activity. The figure could be as low as 400 acres.

Anticipated problems between existing rural uses and possible future subdivisions are of great concern to current residents of the area. While the introduction of any new use of a higher intensity is likely to result in change to the existing conditions, it is expected that careful design of the interface between these land uses can minimize actual conflicts.

The land shown as appropriate for urban development is close to the existing urban area, includes larger parcels, and is up-wind from the remaining rural residential development. Historically, the County has had complaints about agricultural dust or animal smells down-wind from rural residential or agricultural uses. For this reason alone the land to the north appears to be the best land for potential development of single family subdivisions. Subdivision review procedures should be particularly attuned to the need for

sensitive design of subdivisions adjacent to existing rural residential homes. In order to assure the use of such mitigating measures as back-up treatment, the development of larger lots in areas which are directly adjacent to rural parcels, similar set backs, and modification of street development standards, the plan recommends the preparation of a specific plan for all subdivision activity within the City.

RECOMMENDATIONS

It is recommended that a specific plan be prepared for all new subdivisions occurring west of Freeway 99 to insure that conflicts between rural residential and urban residential uses are minimized.

COMMERCIAL LAND USE

Alternative 2 recommends the expansion of general heavy freeway-related commercial uses on approximately 40 acres north of McKinley Avenue and east of Marks Avenue in recognition of existing parcelization and investment. This alternative also recommends the addition of general heavy strip commercial land use along the frontage of Belmont Avenue between Marks and Valentine Avenues, in recognition of existing commitments by the County.

INDUSTRIAL LAND USE

Approximately 50 acres of land at the northeast corner of Marks and Belmont Avenues is zoned M-1 for light industrial uses. The area is one of mixed land uses, combining both single family homes and small manufacturing operations. When either residential or industrial use is shown on an adopted plan map, the other use becomes nonconforming, as the two uses are considered incompatible. Alternative 2 recommends that the area shown be designated for light industrial uses, suggesting that the existing commitment to manufacturing is the stronger of the two and that existing housing should be phased out.

ENVIRONMENTAL RESOURCES AND OPEN SPACE

Alternative 2 recommends no change in environmental resources and open space policies. The primary resource of this area is the land itself, and its potential for use. Soils are generally of the Exeter and San Joaquin series over a hardpan layer 24 to 36 inches below the surface. These soils are suitable for pasture, cotton, grapes, fruit trees, alfalfa, and corn, according to the USDA Soil Conservation Service.

As urban development and rural residential uses become more prevalent, agricultural use of the land will become less viable. It could

be argued that this transition out of agricultural uses was made inevitable by the continued parcelization of the area-wide jurisdiction of the County in the past, as well as the County's recent action delineating rural residential uses to the west (shown on Figure 1).

PUBLIC FACILITIES

Alternative 2 will result in two patterns of public service characteristics to the west of Freeway 99. In that area proposed for urbanization north of Shields Avenue and to the east of Cornelia Avenue, it is assumed that annexation would occur as the area develops. Therefore, in most instances basic services such as sewer, water, police, fire, parks, etc. would be provided by the City. The area would continue to be served by County schools, however, unless annexed to the Fresno Unified School District (FUSD). This seems unlikely under existing conditions, as the County schools have additional unused capacity and the FUSD is already experiencing overcrowding in its northwest school facilities.

Rural residential development will also strongly affect the service characteristics of the area west of Freeway 99. Both liquid waste disposal and water service would be provided on-site by individual property owners through septic tanks and individual water wells. The long-term affects of expanded rural residential use are difficult to assess. The area is on the far side of the metropolitan area's ground water supply, and thus possible degradation of water quality and depletion of water supply do not pose the same dangers as perceived for the Northeast Ground Water Study area in the McLane Community Plan. Fresno County Department of Environmental Health has recognized the adequacy of a two-acre parcel to handle both a water well and septic tank system, given proper placement on-site.

Fire service for the rural area under Alternative 2 would continue to be provided by the City in the incorporated area and by the North Central Fire District outside of the City. North Central has recently voted to add paramedic services and will institute this program in 1978.

Police protection in the County areas would be provided by the Sheriff's office, as at present. Many flood control facilities are likely to go undeveloped, as impervious surfaces will be diminished under Alternative 2, except north of Shields Avenues.

Educational needs for the area would continue to be met primarily by the County school districts - Central Union, McKinley-Roosevelt, Teague, and Herndon. These schools are currently operating below capacity and could easily accomodate anticipated growth.

TRANSPORTATION

No changes are proposed by this Alternative in the existing circulation system shown in the Preliminary Fresno/High Roeding Community Plan.

CITY OF FRESNO, CALIFORNIA

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Randy Morrison
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Executive Committee

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Frank Oneto, Delegate-At-Large

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INTRODUCTION

INTRODUCTION

ORIENTATION TO THE COMMUNITY PLANNING PROCESS

Authorization for the development of general plans is granted to local government by state law (Article 5, Section 65300, of the State of California Government Code).

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

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

The General Plan, which deals with the perspective of the entire Fresno-Clovis Metropolitan Area and defines policies to guide the pattern and growth of various segments of the city into an integrated urban system.

Community Plans, which deal with the individual community areas at an intermediate level of planning between the generalness of the General Plan and the precision of Specific Plans.

Specific Plans, which include precise proposals for the implementation of the General Plan and/or Community Plan for limited areas of geographic or topical concern.

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

Community Plans serve at least seven functions:

1. Identification of problems and solutions at the community scale;
2. A statement of community-wide objectives;
3. An estimate of the future;
4. A decision-making guide for both public and private activities;
5. A means of coordinating and enhancing public and private investment;

6. A plan for the enhancement of the physical environment essential for human interaction and a healthy and stable economic atmosphere;
7. A source of information.

The first three sections provide information about the background of the community, assumptions of the future, and an overview of the basic plan proposals. The remaining sections discuss each element of the plan in detail and assets, liabilities, and plan recommendations.

The Fresno High/Roeding Community is a reflection of community-wide interests and concerns. These concerns have been expressed by neighborhood residents during several planning efforts in the geographical area over the past five years - through Central Area planning, Neighborhood Council meetings, and Planned Variations Neighborhood Plans (unadopted) for Neighborhoods 2 and 4. More recently, area issues and plan proposals have been discussed with the Fresno High Community Plan Steering Committee, composed of citizens from Neighborhood Councils 2 and 4, and the 1977 Roeding Area Plan Committee, a group formed by residents west of Freeway 99.

The Fresno High/Roeding Community Plan is presented as a guide to action in both the public and private sectors for short and mid-term as well as the long-range future within the context of the expressed objectives of the community.

OVERVIEW OF HISTORY AND EXISTING CONDITIONS

OVERVIEW OF HISTORY AND EXISTING CONDITIONS

HISTORY

Much of the early history of Fresno centers around the geographical area which is included in the Fresno High/Roeding Community. This area continues as a rich resource of historical significance for the entire Metropolitan Area.

In 1872, the Central Pacific Railroad (now the Southern Pacific) spanned the San Joaquin River and established the town of Sycamore on the south bank of the river at the site of present-day Herndon. Sycamore was the head of river navigation during the spring and early summer of those years when the river had sufficient run-off. The sight of irrigated land farther to the south on A. Y. Easterby's Banner Ranch impressed officials of the Central Pacific Railroad and they selected the new site for the use of the railroad line, naming it Fresno Station.

Within the present Central Area, the old town of Fresno grew rapidly and was officially incorporated in 1885. Development activity and land speculation boomed in the 1880's but was slowed by an economic decline which prevailed in Valley communities in the 1890's. At the turn of the century, business and development activities again began to prosper and a transit system, the Fresno Traction Company, was built. The move of the Fresno State Teachers College (Fresno Normal School) to the Van Ness and University Avenues site and the development of the Forkner-Giffen Tract (Old Fig Garden) spurred the northward growth. The Traction Company extended its lines to the north, following Forkner's lead.

The area to the east of Freeway 99 has been incorporated into the City of Fresno as it developed, with a few exceptions, notably that of Old Fig Garden. Much of this development occurred from the 1920's through the 1950's, with residential neighborhoods filling the area from south to north. The Tower District, one of the City's earliest suburban shopping areas, was developed just prior to the years of World War II. Nearly all of this residential development occurred in a comparably compact manner, with most residential lots no larger than, and often smaller than, the current R-1 zone designation of 6,000 square feet.

Some larger lot, high income homes were built north of the Tower District in the vicinity of the new (1921) Fresno High School. Even in those early years, the Fresno High/Roeding Community had its example of "urban sprawl" in the development of the area known as "Fig Garden", generally bounded by Shaw, Dakota, Maroa, and Palm Avenues, beginning in 1919. By 1938, when winter storms caused extensive flood damage to the area, there were more than 135 homes in the area, usually built on one-acre lots. Development had expanded by the end of World War II to include nearly all of the area between Blackstone and West Avenues. Subdivision activity has continued to the west from the 1950's through the 1970's and today nearly all of the land to the east of the Southern Pacific Railroad/Freeway 99 corridor is urbanized.

EXISTING PHYSICAL FACTORS

The Fresno-Clovis Metropolitan Area was developed on an alluvial plain which slopes gradually to the southwest from the San Joaquin River on the north. The Fresno High/Roeding Community, as defined for purposes of community planning, encompasses the Central Area, with the Civic Center and Central Business District, and the southerly portion of the northwestern quadrant to the Metropolitan Area - the older portion of northern Fresno which comprised the first stage of Fresno's growth to the north. The approximate boundaries of the planning area are Blackstone-First Avenues on the east, Hayes and Polk Avenues on the west, Ashlan Avenue on the north, and the Southern Pacific Spurline on the south (see Exhibit 1).

The total planning area of about 22 square miles includes about 11 square miles of urban development and approximately 11 square miles to the west of Freeway 99, which is a mixture of unincorporated agricultural land, rural residential uses, light industrial uses, mobile home parks, small subdivisions, and freeway-related commercial uses. (See Exhibit 2) This portion of the community also contains the cemeteries for the Metropolitan Area. The area's oldest regional park, Roeding Park, is situated within the corridor between Freeway 99 and the Southern Pacific Railroad. To the east of the Freeway 99 corridor, the land is largely developed in the medium-density pattern most common to the Fresno Area with supporting neighborhood commercial services. The commercial nodes for the area are located in the Central Area and in the Tower District at Olive and Wishon Avenues. There are also extensive strip commercial and office services located along several major streets in the planning area. Industrial land uses in the planning area are confined primarily to those areas adjacent to the Southern Pacific Railroad/Freeway 99 corridor to the west and the Santa Fe Railroad corridor to the east, particularly surrounding the Blackstone/McKinley area. Much of the area to the east of Freeway 99 has been annexed to the City as it developed. The area to the west of the freeway does have the potential for the extension of such urban services as sewer and water; however, the scattered nature of land uses there makes the extension of other urban-level services very costly. Most of that area has remained unincorporated and is served by Fresno County and a variety of special service districts.

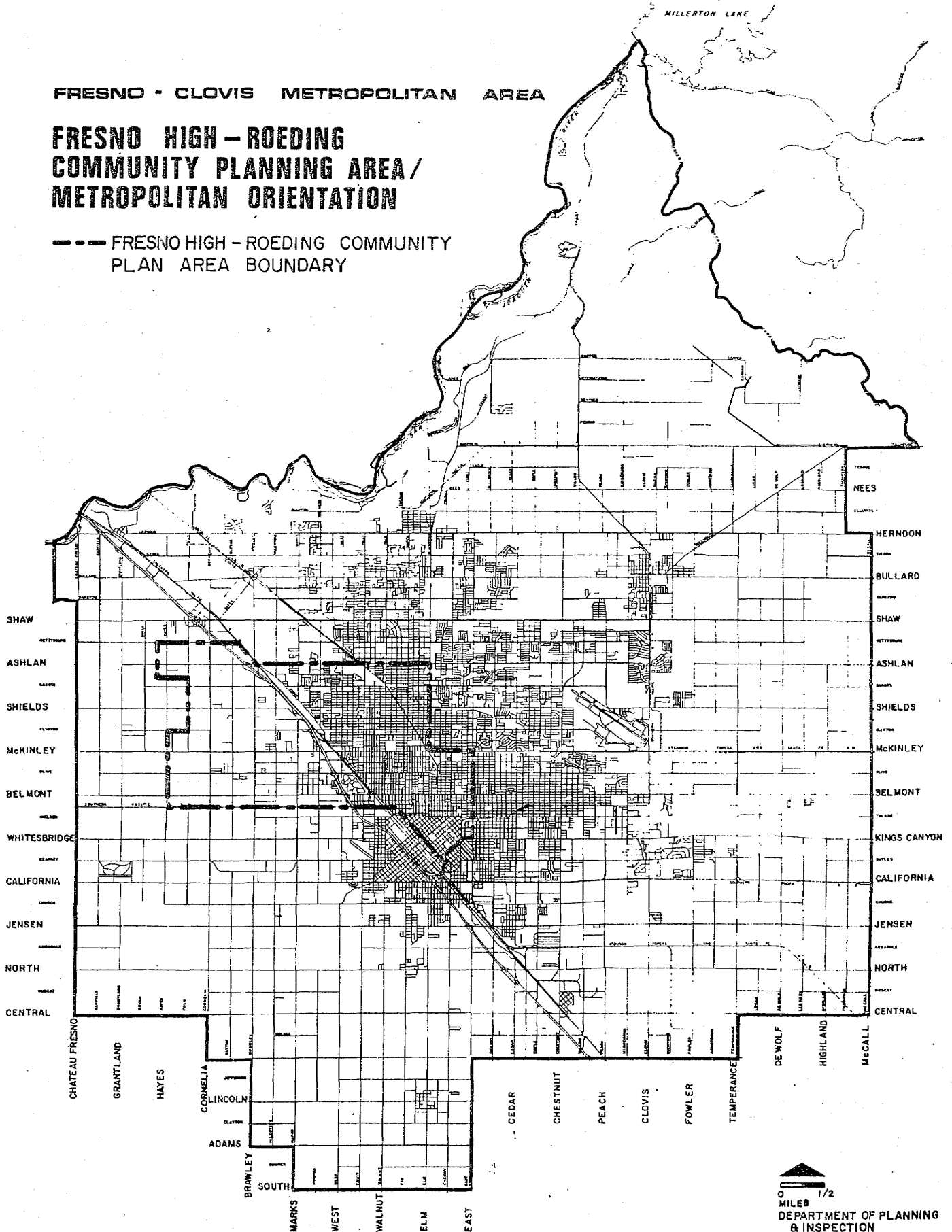
Public facility needs of the community are met by a variety of jurisdictions. Two unified school districts - Fresno and Central - serve the educational needs of the community through the secondary school level with a total of 16 elementary schools, 6 junior high schools and two high schools. In addition, the planning area contains the site of Fresno City College, the first junior college in the State of California. Recreational needs of the community are being served at eleven of these schools through the City's recreation and cultural arts program. In addition, the area's needs for recreational open space are served through a regional park, one neighborhood-level park, and three municipal recreation centers located in the community. Fire protection needs are met by the City of Fresno and two fire

EXHIBIT 1

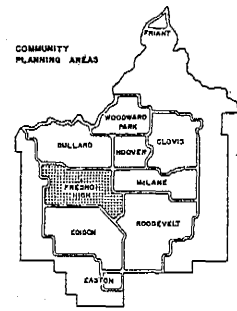
FRESNO - CLOVIS METROPOLITAN AREA

FRESNO HIGH - ROEDING COMMUNITY PLANNING AREA/ METROPOLITAN ORIENTATION

--- FRESNO HIGH - ROEDING COMMUNITY
PLAN AREA BOUNDARY



DEPARTMENT OF PLANNING
& INSPECTION
PLANNING DIVISION
JANUARY 1976



LEGEND

RESIDENTIAL

- [Pattern] SINGLE FAMILY
- [Pattern] MULTIPLE FAMILY

COMMERCIAL

- [Pattern] OFFICE
- [Pattern] COMMUNITY
- [Pattern] GENERAL AND STRIP
- [Pattern] REGIONAL

PUBLIC FACILITIES

- [Pattern] PUBLIC FACILITIES
- [Symbol] E ELEMENTARY SCHOOL
- [Symbol] J JUNIOR HIGH SCHOOL
- [Symbol] H HIGH SCHOOL
- [Symbol] C COLLEGE
- [Symbol] S SPECIAL SCHOOL
- [Symbol] FS FIRE STATION
- [Symbol] HOSPITAL
- [Symbol] CHURCH
- [Symbol] PORE SUBSTATION SITE
- [Symbol] CEMETARY

OPEN SPACE

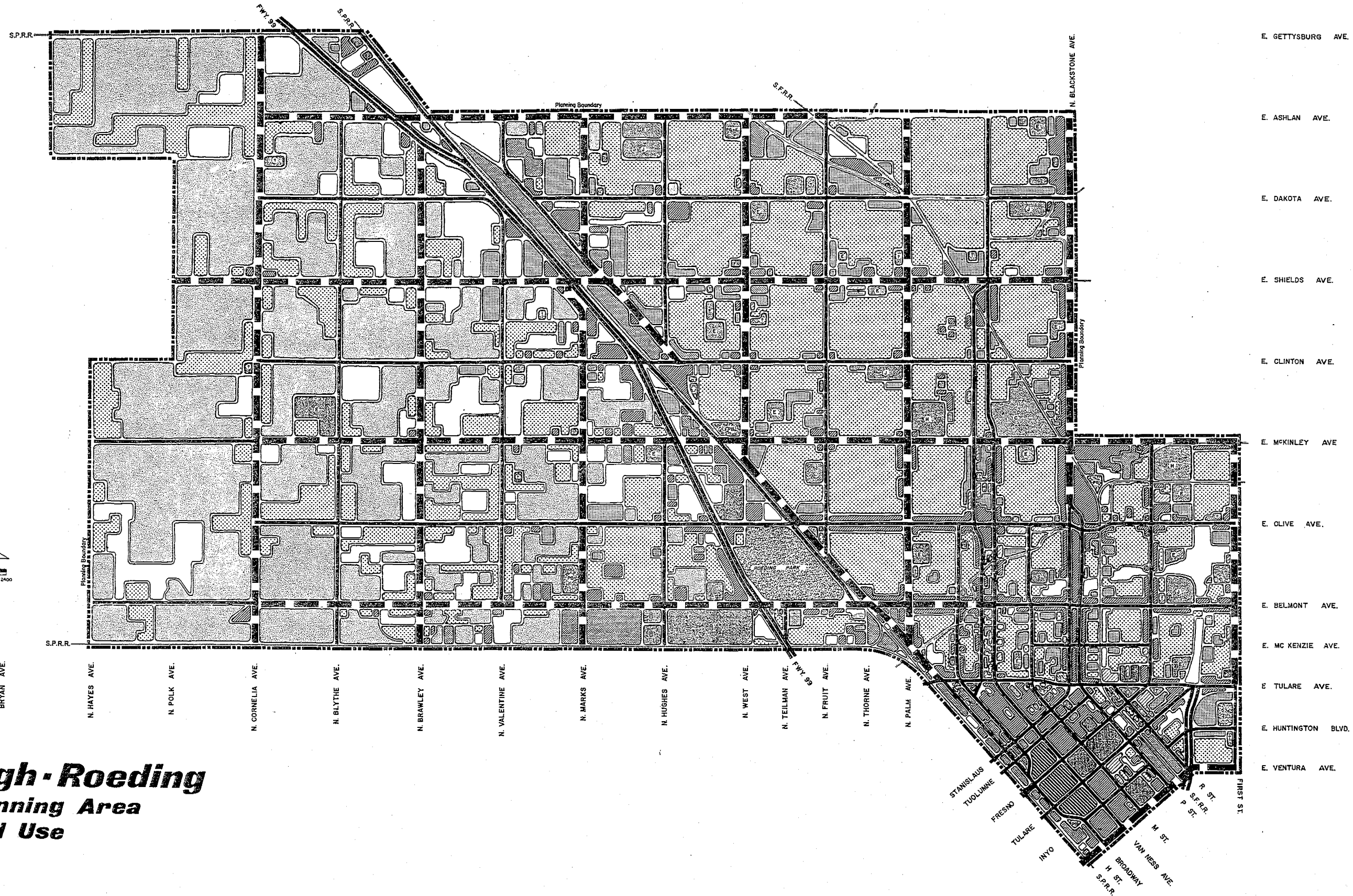
- [Pattern] AGRICULTURAL
- [Pattern] RECREATIONAL
- [Symbol] P GOLF COURSE
- [Symbol] PB PONDING BASIN
- [Symbol] VACANT

INDUSTRIES

- [Pattern] LIGHT INDUSTRIES

CIRCULATION

- [Pattern] FREEWAY
- [Pattern] ARTERIAL
- [Pattern] COLLECTOR



**Fresno High-Roeding
Community Planning Area
Existing Land Use**

protection districts. Within the City limits, paramedic services are provided by the City of Fresno Fire Department. Police protection needs are met by the City of Fresno Police Department, the Fresno County Sheriff's Office and the California Highway Patrol. Storm drainage is provided through the efforts of the Fresno Metropolitan Flood Control District which has developed six of the proposed fourteen flood control basins for the community. Library services are extended by Fresno County, with the main library and one branch located in the Fresno High/Roeding Community.

The community's existing major street system is laid out in the basic half-mile grid system common to the Metropolitan Area, with the notable exception of the Central Area which has a higher level of major street service to match the intensity of land use found there. The community is crossed diagonally from the northwest to the southeast by Freeway 99 and two railroads, the Southern Pacific and Santa Fe. The significant regional transportation links in the community include these three and Blackstone Avenue, serving as State Highway 41 in the absence of freeway development.

EXISTING SOCIO-ECONOMIC FACTORS

The current population of the Fresno High/Roeding Community is estimated to be approximately 67,250. The population is predominantly nonminority (83 percent) with approximately a 17 percent minority population as compared to a City-wide average of 31 percent.

The community had a median income of \$6,679 (derived from 1970 census figures) as contrasted to a City-wide median income of \$8,971. The community continues to follow a trend detailed in the Fresno Community Profile as early as 1971 which noted that the area south of McKinley Avenue experiences a series of problems as defined by social indicators. The eight census tracts within the planning area which lie below the alignment of McKinley Avenue have income levels only slightly above half the City-wide median income level, while those to the north of McKinley Avenue show income levels which correspond to the City-wide median. Educational level does not, however, appear to correlate significantly in this instance with income-producing ability, as all of the fifteen census tracts in the planning area have median education levels very close to the City-wide average of 12.3 years. This situation can be explained, in part, by the higher numbers of senior citizens in the area south of McKinley Avenue in relation to the numbers of adults in income-producing age groups, as well as the higher incidence of students living in the area.

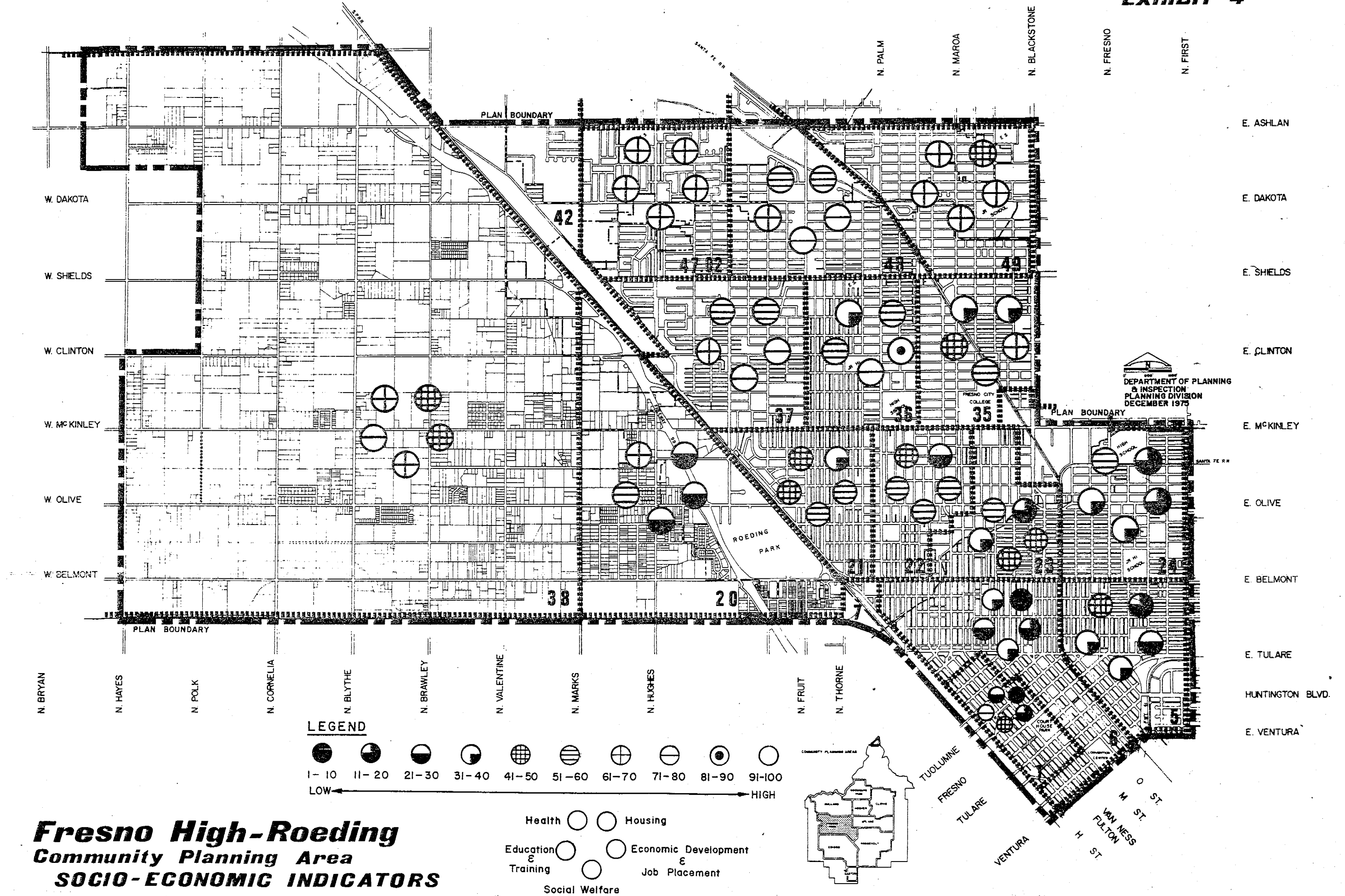
Exhibit 3 shows composite scores by area, recognized as providing an index of socio-economic health. The scores run a continuum from 1 - 100, with scores higher than 50 indicating above average conditions. A graphic summary of socio-economic indicators is presented in Exhibit 4.

EXHIBIT 3

SOCIO-ECONOMIC INDICATORS

Census Tract	Housing	Economic Development and Job Placement	Social Welfare	Education and Training	Health	Census Tract Mean
1	8	15	46	51	23	28
5	19	23	32	33	49	31
6	10	18	33	30	34	25
20	22	22	27	54	66	38
21	36	53	56	44	41	46
22	21	54	53	54	50	46
23	20	46	44	39	60	42
24	13	18	31	32	55	30
35	34	64	60	48	39	49
36	52	82	75	53	32	59
37	56	75	71	65	53	64
38	50	44	65	76	69	61
47.02	64	64	63	67	63	64
48	56	75	74	63	51	64
49	46	65	63	62	62	60
Mean	34	48	53	51	50	

The scores tabulated for program areas represent composite indices. Housing includes: (1) Housing quality; (2) housing gain, 1960-70; (3) owner occupancy rate; (4) low value index. Economic Development and Job Placement includes: (1) Mean family income; (2) concentration of families below poverty level; (3) unemployment rate. Social Welfare includes: (1) Normal family life index; (2) dependency load; (3) illegitimate birth rate; (4) aid to families with dependent children; (5) juveniles on active probation; (6) police activity. Education and Training includes: (1) Median school years completed; (2) basic intelligence tests scores; (3) classroom requirements index. Health includes: (1) Gonorrhea cases; (2) elderly population; (3) suicide rate; (4) infant deaths.



FUTURE PERSPECTIVE

FUTURE PERSPECTIVE

PLANNING ASSUMPTIONS

When a planning program seeks to establish guidelines for community growth and revitalization, it is necessary to make some assumptions about the social and physical changes which will occur within the community during the planning period of 20 years. In order to clarify the base on which the Fresno High/Roeding Community planning program was carried out, the following assumptions of future conditions are presented:

Population

1. The population of the planning area will remain fairly stable, experiencing an increase of approximately 5 percent over the 20-year planning period. The trend toward a decreasing number of persons per household will be balanced through the conversion of some older, demolition category housing to multiple density housing, and the expansion of urban development into the presently rural area north of Shields Avenue, between Freeway 99 and Cornelia Avneue.
2. The community is expected to include a range of population groups with lower to upper-middle income characteristics.
3. The percentage of minority group members is expected to grow as the Fresno High/Roeding Community continues as an attractive location for moderate income minority group members.

Housing

1. The number of housing units in the Fresno High/Roeding Community will increase slightly to a total of approximately 32,350.
2. The percentage of multiple family housing units in the planning area will continue to increase due to conversion of older units and to housing development policies supportive of Central Area activities.
3. Housing rehabilitation and historical conservation efforts will have a favorable impact on the quality of housing in the Fresno High/Roeding Community.
4. Older housing in the Fresno High/Roeding Community will provide a major resource for low and moderate income families.

Transportation

1. Primary transportation modes will continue to utilize a system of streets and highways.

2. Improvement to public transit will result in improved mobility opportunities for all residents of the Fresno High/Roeding Community, reducing reliance on the automobile.

Public Facilities and Services

1. The present high level of municipal services will be maintained.
2. The continuing escalation of the cost of providing urban level services will provide an impetus for consolidation of special service districts.

Urban Growth Management

1. The process of Urban Growth Management, which causes new development to pay the costs of necessary urban service extensions, will result in increasing general revenues available for maintenance of older areas such as the Fresno High/Roeding Community.
2. The urban unification efforts of the City will result in a broadening of the tax base to include the Metropolitan Area with a potential for tax reductions as areas of higher assessed valuation participate in urban costs.

THE FRESNO HIGH/ROEDING COMMUNITY PLAN: A SUMMARY

THE FRESNO HIGH/ROEDING COMMUNITY PLAN: A SUMMARY

OBJECTIVES

As the introduction indicates, the primary purpose of the community plan process is the refinement of General Plan goals, policies, and principles to apply them to the individual characteristics of each community. The necessity to identify and address community-wide rather than individual concerns and objectives is an unstated but crucial task for the plan.

The underlying objective of all of the community plans is the creation of a liveable urban environment which will enhance the ability of the individual to interact successfully with his neighbors and attain individual, group and community goals. The combination of effective planning and sound public fiscal policy can minimize the adverse features of the urban environment and facilitate the successful participation of the individual in society.

The community plan must also serve a present and ongoing function of guidance to public and private decision-making particularly in the physical development and maintenance of the area. The adoption of a plan constitutes a statement of the intentions of the public sector which can provide direction to property owners, developers, and other jurisdictions.

While a listing of applicable General Plan goals and policies would be an appropriate way of setting the framework for the community plan which follows, the length of that material is prohibitive. Those readers who wish to review those policies are referred to the General Plan itself. From such a reading it would become apparent that the community plan recommendations constitute a refinement of General Plan policies.

PLAN PROPOSALS

Central Area

Much of the Fresno High/Roeding Community is tied inextricably to policy direction for the Central Area. As a highly detailed planning effort has been initiated for the Central Area, the Fresno High/Roeding Community Plan is supportive of concepts proposed by that plan, but does not deal specifically with land use issues within the area bounded by proposed Freeways 41, 180, and 99 (see Exhibit 5). Completion of this plan is anticipated following the adoption of the Fresno High/Roeding Community Plan and will constitute an amendment to the community plan.

Community Center

While the proximity of the Fresno High/Roeding Community to the regional services available in the Central Area makes the development

of a center (implementation of the General Plan multiple-centers concept) inappropriate, it is well-recognized that the Tower District does function in many ways as the focal point of that community. The plan reinforces the vitality and diversity of the commercial development within that area.

Residential Land Use

The Fresno High/Roeding Community Plan recognizes the importance of the residential neighborhoods as a resource both for continuing housing needs and as a historical record of the City which retains its usefulness and value through the years. The plan recommends the rehabilitation of older housing through public and private efforts using priorities as defined in a recent study completed by the Planning Division.

Preservation of historically significant structures and neighborhoods will be detailed in the Historic Preservation Element of the General Plan and is supported through policies of this Community Plan. Protection of the neighborhood environment is further enhanced through suggested modifications to property development standards, design requirements for multiple density housing which make it more responsive to the needs of its renters, and selective use of unit planned development concepts in the development of by-passed parcels.

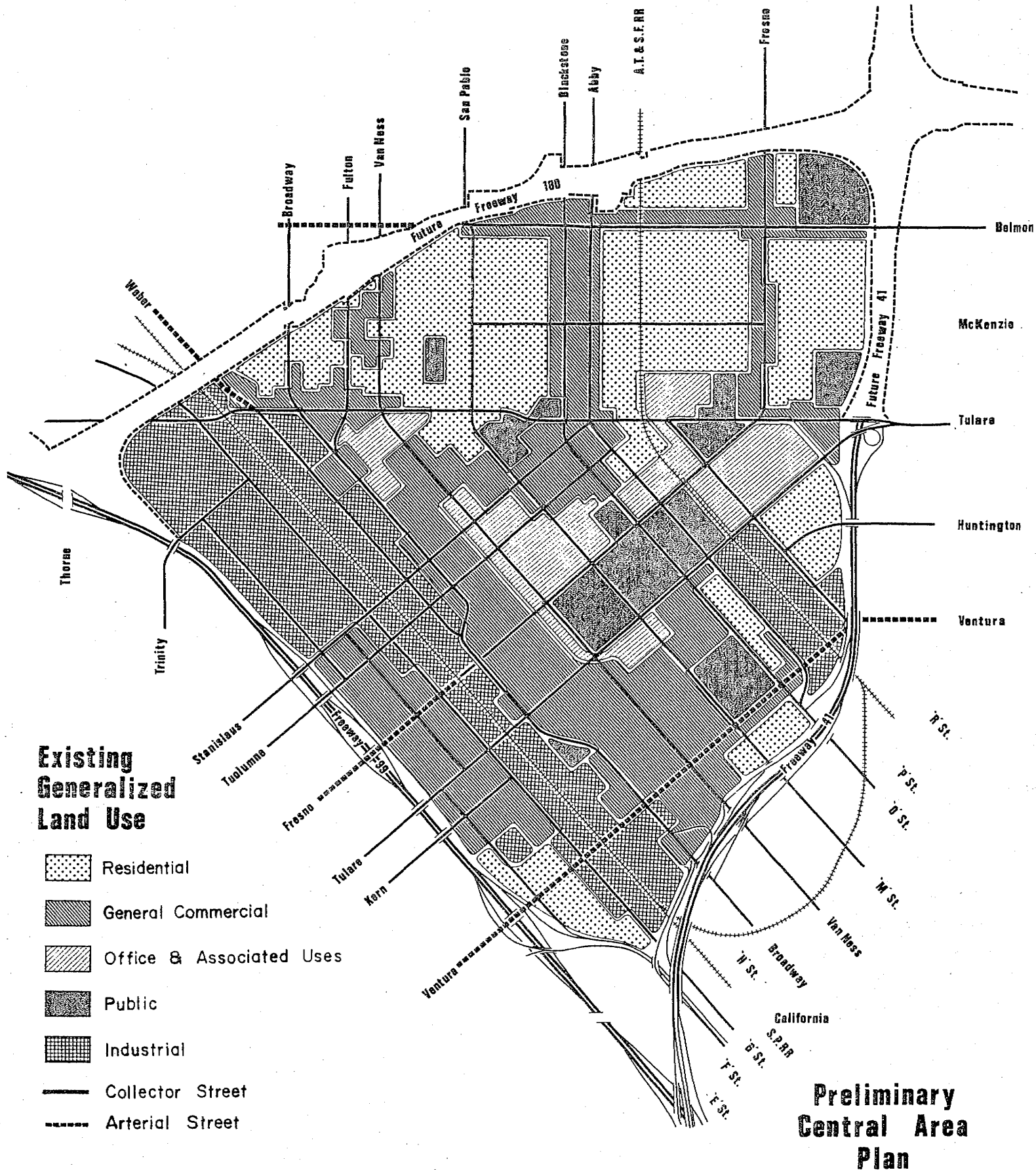
The Fresno High/Roeding Community Plan also continues to enunciate the policies developed in the Housing Element of the General Plan for the maintenance of housing quality and quantity. Implementation of the plan will achieve a better housing mix through the development of new middle income housing in the Central Area, continued rehabilitation of structurally sound older housing, and the dispersion of subsidized housing throughout the metropolitan area.

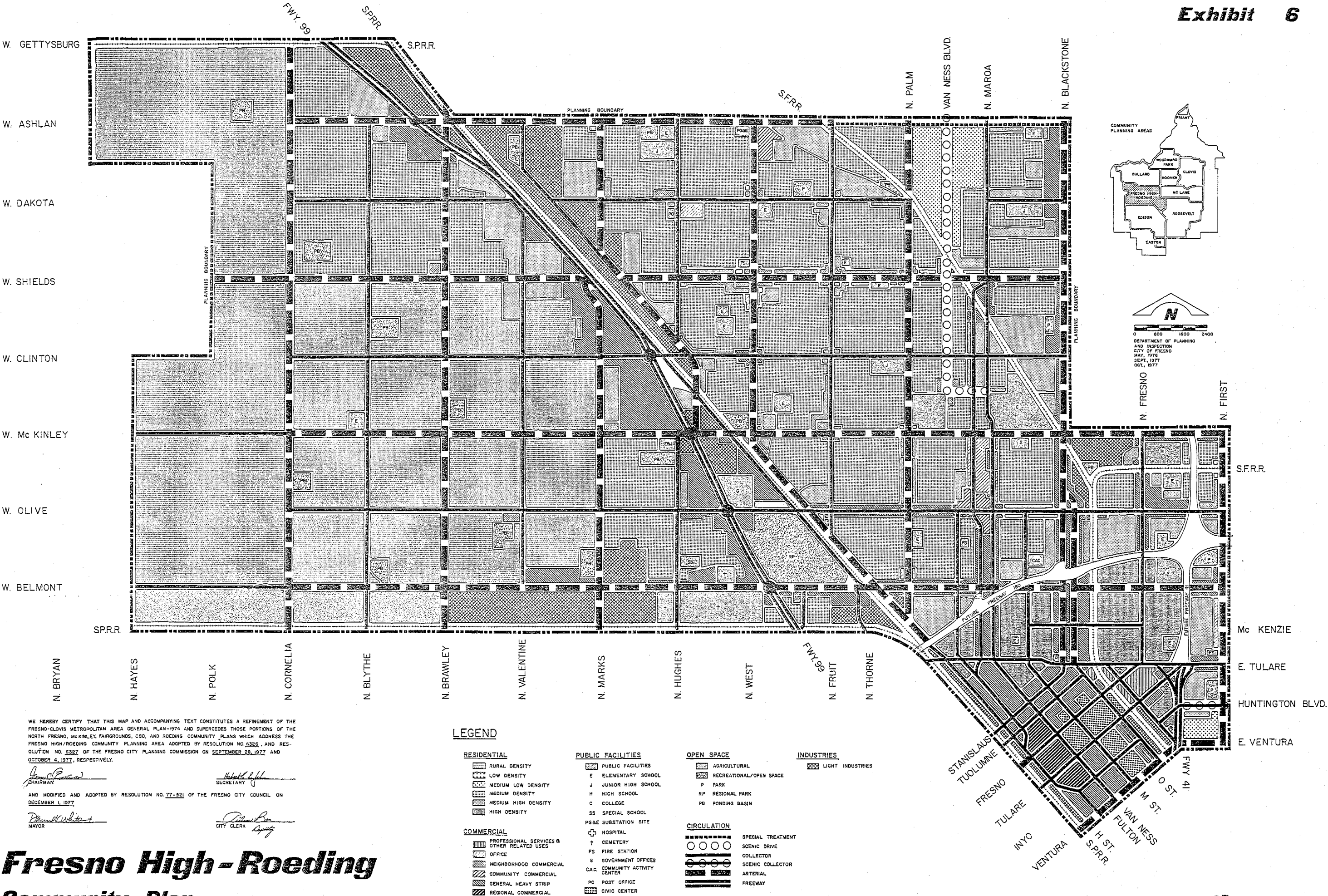
Supporting Commercial Services

The Fresno High/Roeding Community Plan recognizes the importance of regional facilities located in the Central Area and the need for reinforcement of those activities through Central Area planning and implementation activities.

The plan recognizes the commercial and historical significance of the Van Ness/Fulton one way couplet, particularly between Belmont and Divisadero Avenues. The Historic Preservation Element of the General Plan and the Central Area Plan will develop strategies for extending the options available for continuing rehabilitation and use of that area. Following the completion of those plans and the resolution of freeway development issues, the preparation of a specific plan is recommended. This specific plan is intended to direct strategies toward traffic circulation, off-street parking, and the assembling of land into economic units.

EXHIBIT 5





WE HEREBY CERTIFY THAT THIS MAP AND ACCOMPANYING TEXT CONSTITUTES A REFINEMENT OF THE FRESNO-CLOVIS METROPOLITAN AREA GENERAL PLAN-1974 AND SUPERCEDES THOSE PORTIONS OF THE NORTH FRESNO, Mc KINLEY, FAIRGROUNDS, C&D, AND ROEDING COMMUNITY PLANS WHICH ADDRESS THE FRESNO HIGH/ROEDING COMMUNITY PLANNING AREA ADOPTED BY RESOLUTION NO. 5326, AND RESOLUTION NO. 5327 OF THE FRESNO CITY PLANNING COMMISSION ON SEPTEMBER 28, 1977 AND OCTOBER 4, 1977, RESPECTIVELY.

James C. Parnell
CHAIRMAN

AND MODIFIED AND ADOPTED BY RESOLUTION NO. 77-521 OF THE FRESNO CITY COUNCIL ON DECEMBER 1, 1977

Blanche Whitworth
MAYOR

Michael J. Hill
SECRETARY

Robert B. Brown
CITY CLERK

Fresno High-Roeding Community Plan

Much of the policy related to commercial land use in the Fresno High/Roeding Community is directed toward the adjustment of neighborhood level services to achieve a healthy balance between need and services. The plan offers a detailed listing of recommendations for expansion or maintenance of services and attempts to promote clustering of neighborhood commercial uses.

The limited market potential and poor accessibility of zoned heavy commercial land along the western side of Freeway 99 are recognized and the plan recommends more appropriate zoning for approximately 130 acres of C-6 zoned land.

The formulation of a specific plan is recommended on the topic of strip commercial development. Such a plan should deal with problems such as the proliferation of signs, outdoor storage, parking, access, and congestion. While it would be very useful in dealing with conditions in the Fresno High/Roeding Community, its applicability would not be limited to any single community.

Minimizing the Environmental Impact of Industry

Established industrial land use sites and policies are perpetuated by the Fresno High/Roeding Community Plan. ~~A study is recommended to establish performance standards for industry with specific application to sites in the Fresno High/Roeding Community.~~ Of particular reference are the open storage and parking problems in the Blackstone/McKinley industrial area.

~~The plan also recommends the limiting of future expansion of industrial uses along the West Belmont corridor to the Brawley Avenue alignment in recognition of the abundance of planned industrial zoning in other areas and the diminished prospects for freeway development to serve that area.~~

~~The plan seeks to confine future industrial development to areas with adjacent compatible land uses. Additionally, industrial performance standards, including improved noise attenuation measures, are recommended to mitigate the impact of industrial development in areas where land use conflict is unavoidable.~~

Open Space and Environmental Resources

The Fresno High/Roeding Community Plan recommends the utilization of the General Plan Open Space Element to give policy direction for the location of future parks, playgrounds, and neighborhood recreation centers. The Open Space Plan, now being developed, will also detail potentials for the development of varied open space resources such as trails along canal easements ~~or pocket parks.~~

The community plan recommends that policies for the preservation of existing mature trees be integrated into public sector activities such as assessment districts, subdivision review and, at the discretion of the Planning Director, site plan review.

~~Use of the cleared freeway rights-of-way as a transitional open space area with specific neighborhood uses such as community gardens is recommended by the plan.~~

The development of two new recreational resources, a neighborhood park at the former Lafayette Elementary School site and a community activity center at the former site of Washington Junior High, are recognized as short-term improvements which are strongly needed in the community.

The importance of retaining valuable agricultural land is recognized by the Fresno High/Roeding Community Plan and ~~policy is directed at the use of the AE-20 zoning designation to preserve agricultural uses.~~

The adverse environmental impacts of major streets on surrounding residences are recognized by the Plan and mitigating measures are recommended for any future urban development.

Circulation/Transportation

The circulation system for the Fresno High/Roeding Community Plan has been developed for many years and is based upon a grid system of major streets at half-mile intervals, and Freeway 99 diagonally bisecting the planning area.

~~The Fresno High/Roeding Community Plan recommends the retention of the rights-of-way for proposed Freeways 41 and 180 as public property for open space or transportation in order that future options for a transportation corridor may be preserved.~~

In recognition of delays in freeway construction, the plan recommends that Belmont Avenue between Fulton and Blackstone Avenues be upgraded to an arterial classification.

A study of means to reduce traffic on Olive Avenue and redirect trips which are more appropriate to arterial streets is recommended.

Weldon Avenue west from Fresno City College to Van Ness Avenue, and Van Ness Avenue north to Dakota Avenue are designated as a scenic drive to reinforce the maintenance of public landscaping and environmental quality in that area.

The intrusive effects of through traffic in older areas under the grid street system are recognized, and design measures to assist in solving neighborhood problems are offered. The implementation of such measures as traffic diverters and forming cul-de-sacs should be initiated by neighborhood residents.

A continuing program of development of bicycle facilities as recommended in the FCMA Bikeways Plan is anticipated by the plan as an expansion of transportation alternatives.

Public transportation will be expanded throughout the metropolitan area and in the Fresno High/Roeding Community. Transit improvements are recommended in hours and frequency of service, as well as in expansion of routes.

The Commitment of Government

Implementation of the Fresno High/Roeding Community Plan requires continual commitment by local government to revitalization of the older portions of the City, sensitivity to the needs and desires of the community's citizens, and to planned, economically sound management of growth in the City's fringe areas.

A commitment to action in the Fresno High/Roeding Community will require adaptation and sensitive administration of City ordinances, code enforcement, and all programs related to housing which can be used to stabilize the area. The expanding awareness and commitment of citizens to the need for historic preservation must also play an active role in maintenance and improvement of the resources existing throughout the older urbanized portion of the community. The range of necessary policy and implementation activities will require a consistent level of inter-agency cooperation and creative management of available funding.

~~The area to the west of Freeway 99 will require cooperation between the City and County of Fresno in order to preserve the established character of the area designated for continued rural usage, and to planfully manage the appropriate development of that portion of the area assigned for urban residential use.~~

Future Planning Requirements

Planning activity in the Fresno High/Roeding Community dates back to a report prepared in 1918 by "architect and city planner", Charles Henry Cheney, titled "Progress of a City Plan for Fresno". More recent efforts have included the Roeding Community Plan, adopted in 1960 by Fresno County, and the North Fresno Community Study, part of the 1964 Fresno-Clovis Metropolitan Area Project of the 1964 General Plan, adopted by the City and County of Fresno. The Fresno High/Roeding Community Plan will function as the much-needed update of plans for these areas.

The Fresno High/Roeding Community Plan refines policies and goals stated in the 1974 General Plan, adopted by the City of Fresno, in a manner which adapts them to fit the particular environment and physical needs of the community. This, in turn, provides the framework for the development of specific plans and significant development proposals.

Within the incorporated areas of the Fresno High/Roeding Community, the City of Fresno has developed and is in the process of developing specific plan policies to establish detailed land use and circulation

plans to ensure the provision of a livable human environment. One such specific plan, currently in effect, is a development policy for properties adjacent to North First Street between East McKinley and East Lamona Avenues. This plan details potential professional office and single-story multiple density housing alternatives to the single-family residential character of adjoining residential neighborhoods, and was adopted by the City Council in June, 1971.

Additionally, the Fresno Civic Center Master Development Plan was adopted in October, 1966, to provide detailed guidance for development in the area generally bounded by Van Ness, "R", Merced and Ventura Streets. Furthering a concept initially envisioned by Cheney's land use proposal, the Civic Center Plan is intended to create a centralized location for governmental, administrative and medical offices and facilities, cultural and convention related activities, and other supportive public uses and facilities. The plan promotes a pedestrian-oriented environment, consisting of malls, plazas, and special landscape and property development standards.

The City has also adopted several urban renewal plans which impact portions of the Fresno High/Roeding Community. These are as follows:

- South Angus Street Urban Renewal Plan, a residential redevelopment project for the area between Tulare, First, Ventura Streets and Freeway 41;
- Central Business District Urban Renewal Plan, a project intended to facilitate the rehabilitation and commercial revitalization within the area bounded by Tuolumne, Broadway, Ventura and Van Ness Streets; and
- Mariposa Urban Renewal Plan, applying to the area generally located between Divisadero, Ventura, "O" Streets and Freeway 41, and intended to facilitate redevelopment and reuse of such area for multi-family housing; professional, administrative and governmental offices; regional and specialty commercial uses; and light manufacturing.

Specific plan studies in progress or to be scheduled for development following adoption of the Fresno High/Roeding Community Plan include:

Specific Plans

- ~~1. The Fig Garden Specific Plan is being completed by neighborhood residents incorporated as the Fig Garden Specific Plan District working with a planning consultant firm. The primary focus of this plan is preservation of the character of the existing residential environment. Land use, circulation, and proposed uses of undeveloped land in Old Fig Garden will be detailed to ensure compatibility with the existing environment and the surrounding metropolitan area. The plan is further,~~

~~expected to include an ordinance which will provide a consistent guide for actions of either the County or the City in the years ahead. (See Exhibit 7).~~

2. A specific plan for the Van Ness/Fulton Couplet will be formulated following the completion of the Central Area Plan and the Historic Preservation Element of the General Plan. This plan will be directed toward the development of a commercially-oriented landmark exhibiting the historic qualities of the area and will resolve issues of circulation, parking, and assembly of land.

~~3. A specific plan will be developed to apply to metropolitan-wide problems of strip commercial development. Alternate solutions to issues such as signs, outdoor storage, parking, access, and congestion will be addressed by the plan.~~

Studies and Recommended Programs

1. Continuing housing conservation and rehabilitation programs will utilize the information provided by the recently completed study by the Research Section of the Planning Division, titled, "A System of Conservation and Rehabilitation Project Sites Selection".

~~2. A study will be conducted to establish industrial performance standards which can be applied throughout the metropolitan area. Standards relating to open storage will be applied to the Blackstone/McKinley industrial area.~~

~~3. A study is planned to address off-street parking deficiencies and traffic problems in the Blackstone/McKinley industrial area.~~

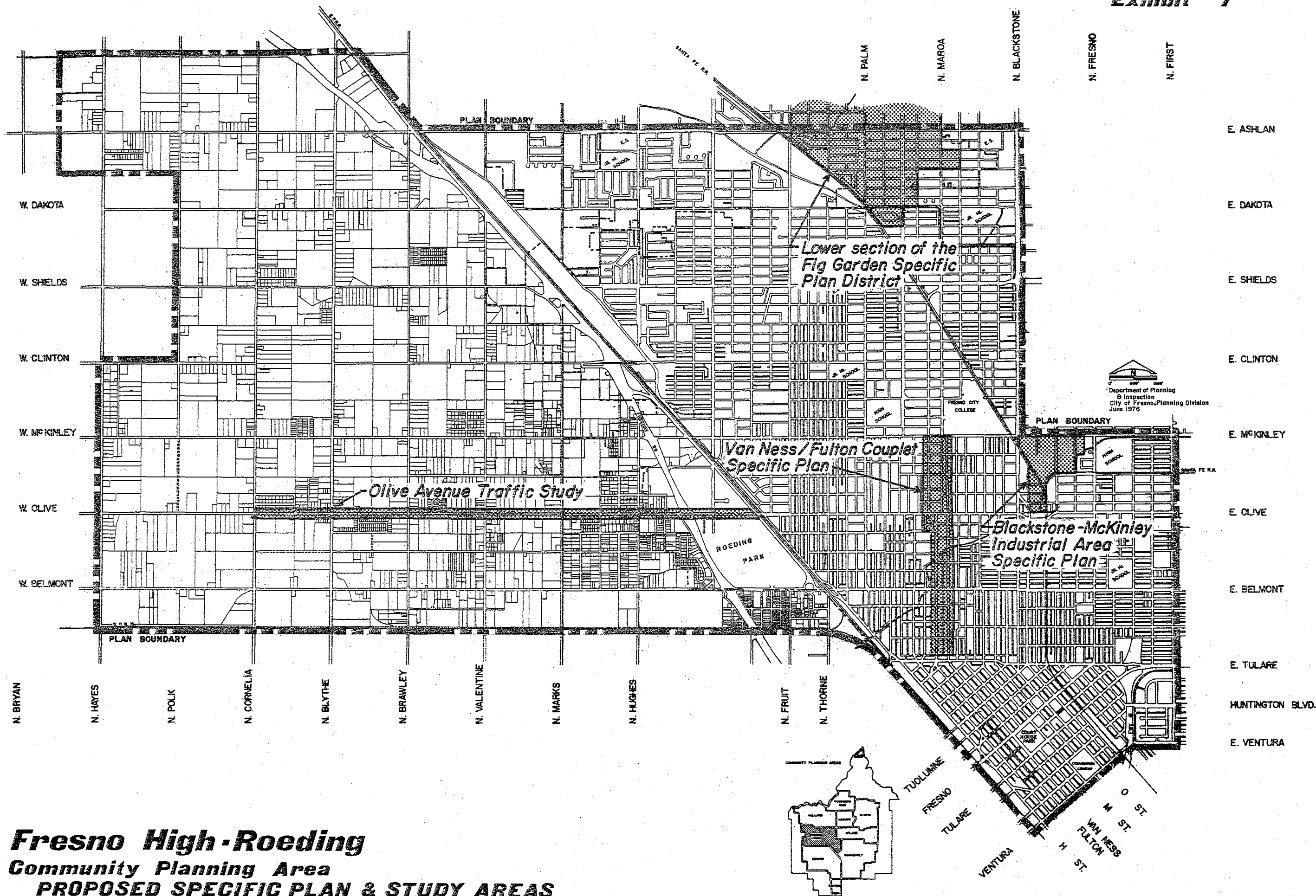
4. It is recommended that a study be initiated to find means of reducing the flow of traffic on Olive Avenue and redirecting that long-trip traffic to arterial streets.

5. Several measures are recommended which will help in increasing and preserving the numbers and variety of trees which provide a needed environmental resource in an arid region such as the San Joaquin Valley. These measures include a tree preservation program, and changes in property development standards to allow for large street trees in new subdivisions.

6. Recommendations are included which would add features such as canal banks, railroad easements, and other available easements as linkages in a metropolitan open space system to the adopted Fresno County Recreation Trails System.

In addition, there are several major planning projects either in progress or anticipated to begin in the near future which will significantly impact activities in the Fresno High/Roeding Community. Three of these are elements of the General Plan: the Central Area Plan; the Historic Preservation Element; and the Open Space, Conservation and Recreation Element.

~~The fourth major project which is contemplated is an update of the 1974 General Plan which will investigate issues of conservation of agricultural land, energy conservation programs and policies, and issues related to proposed freeway system development and interim use of the purchased freeway rights-of-way. The framework provided by the Fresno High Community Plan will facilitate implementation of supportive policies in these plans.~~



Fresno High-Roeding
Community Planning Area
PROPOSED SPECIFIC PLAN & STUDY AREAS

COMMUNITY PLAN ELEMENTS

COMMUNITY PLAN ELEMENTS

RESIDENTIAL LAND USE

The most distinctive feature of the Fresno High/Roeding planning area is the sharp break in the urban pattern along the alignments of Freeway 99 and the Southern Pacific Railroad. To the east of this dividing line is found the Central Business District of the Metropolitan Area and a pattern of intensive urbanization. To the west of the Freeway, the countryside is made up of a sparsely populated pattern of low to rural density residential development with a majority of the land lying vacant or devoted to agricultural activities. (See Exhibit 2).

History of Residential Development

The design for the area around the Central Business District was established in 1872 by the Southern Pacific Railroad. The portion of the planning area south of Divisadero Avenue still reflects the design of the original townsite in the pattern of streets laid out parallel to the railroad tracks.

In 1889 the Fresno Traction Company installed its lines running north and east of the "Old Town" and during the years between 1885 and 1900, following Fresno's incorporation as a charter city, there was a period of intensive new development. By 1920 urbanization in the Fresno High/Roeding Community had begun to reach toward McKinley Avenue. (See Exhibit 8).

In response to Fresno's early history of rapid expansion, the City began its first general planning program in 1917. Led by Charles Henry Cheney, an architect consultant in City Planning from San Francisco, the city designed its first proposal to establish zones for different land uses. This first land use plan sought to emphasize the concentration of apartment buildings in the central area of town while providing for the maintenance and protection of the "splendid home districts" in the newer parts of the community. The intent of this proposal was to provide housing for the "renter-class" in proximity to employment while adding "to the convenience, quiet, attractiveness and amenities of home life and thus to increase property values," in the single-family residential areas.

The City continued its steady northward expansion over the years. During the decade of the 50's metropolitan growth was especially rapid and urbanization in the eastern portion of the planning area was nearly completed. Population of the community in 1960 was approximately 69,500.

In contrast to the steady growth of urbanization on the eastern side of the community, the area west of the Southern Pacific Railroad tracks has attracted only a scattered pattern of low density subdivisions, trailer parks, and rural home sites, accounting for

less than 10 percent of the population in the planning area. Some of the probable reasons for the lack of development in the western portions of the planning area include: A somewhat restricted access to the main body of the community, poor coordination between development and public facilities planning, excessive fragmentation of land into small parcels, and the marginal quality of much of the existing housing in the area.

Housing Type and Distribution

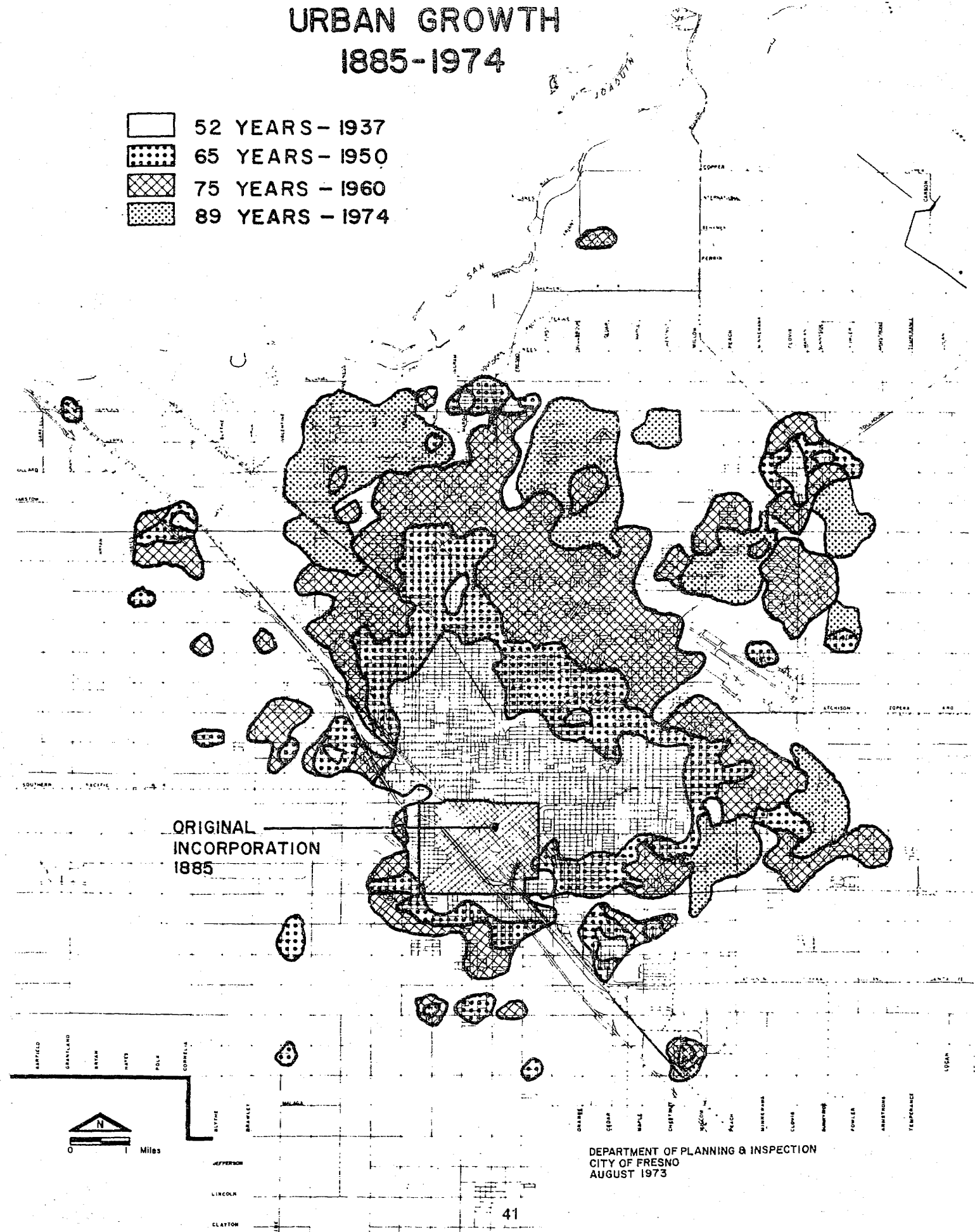
The current population level of the community has fallen from its high point in 1960 at 69,500 to 67,250. This is due to a generally decreasing number of persons per household. The total number of housing units within the community as of 1974 was 27,250. The number of multi-family units in the planning area has been steadily growing to an increasingly significant portion of the community's housing stock. According to the 1960 census, multi-family development accounted for 19 percent of the total housing units in the area. By 1974, a special census conducted by the Fresno County Planning Department indicated that 34 percent of the housing in the community was provided by apartments.

A review of the existing land use map (See Exhibit 2), reveals that the major concentrations of multi-family housing in the community are found south of Belmont Avenue around the downtown area and in the vicinity of the Fresno City College and the Tower District. Multi-family housing in these areas provides new housing as the older single family homes are gradually being phased out due to their deteriorated condition. The other urbanized areas of the community exhibit a scattered pattern of multi-family units, usually located adjacent to major streets. In the areas west of the Southern Pacific Railroad tracks, only a few multi-family units exist, most of which are mobile home units and are considered as multi-family only because of the typical density of their development.

Neighborhood Stability

There are numerous statistical indicators of neighborhood stability. The most commonly used indicators include: Housing quality, percentage of owner occupancy, age of housing, median family income, age of population, and ethnic composition. An examination of the Map and Table of Socio-Economic Indicators (See Exhibits 3 and 4), indicates that the community as a whole is below the City-wide average in the general areas of Housing, Health, Economic Development, and Job Placement. Studies done by the City's Management Systems Office (Community Profile 1972, 1973) conclude that the incidences of nearly all of these indicators are closely correlated to the age of housing due to the similarity in the age of housing and age of the residents. Therefore, an examination of the growth pattern of the community (See Exhibit 8), and the knowledge that the life cycle of a neighborhood is closely linked to the age of its residents would indicate that those portions of the community

URBAN GROWTH 1885-1974



2. 10000000

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established prior to World War II are experiencing some degree of neighborhood conversion.

The feasibility of private rehabilitation activity is determined by the condition of the existing housing stock in a neighborhood. Therefore, intensity and end results of neighborhood conversion is closely related to housing quality. A community-wide survey of housing quality, conducted by the Department of Planning and Inspection during 1974 revealed the following:

58 percent of the community's housing units are standard quality. (The cost of eliminating all of the deficiencies in a building of this category does not exceed 5 percent of its replacement costs.)

17 percent of the community's housing units are in need of minor rehabilitation. (Minor rehabilitation was defined as one significant structural deficiency, i.e., roof, foundation, etc., and a cost for eliminating all of the deficiencies in a building of this category would range from 5 to 25 percent of its replacement costs.)

22 percent of the community's housing units were in need of major rehabilitation. (Major rehabilitation was defined as more than one structural deficiency and a cost for eliminating all of the deficiencies in a building of this category would range from 25 to 50 percent of its replacement costs.)

4 percent of the community's housing units were determined to be in the demolition category. (Demolition was defined as rehabilitation costs which would exceed 50 percent of the replacement cost of a building.)

There were three significant pockets of demolition quality housing in the planning area. In descending order of intensity they were: 1) the oldest portion of the community, south of Belmont Avenue; 2) the rural areas west of the Southern Pacific Railroad tracks; and 3) around Fresno City College. The housing in the remainder of the community was either of standard quality or capable of being preserved with a reasonable rehabilitation effort.

In the oldest portions of the community the neighborhood conversion process has stimulated a pattern of new multi-family construction. In most other areas of the community, the neighborhood conversion process has stimulated an influx of new families with young children and a potential for rehabilitating and stabilizing the neighborhood.

It is important to understand the significance of these indicators of neighborhood stability because they clarify the need for or possibility of change in a neighborhood which must be considered in the local government's housing policy.

Housing Demand

The major factors in determining the housing demand for the Fresno High/Roeding Community are the availability of vacant land and the direction and intensity of metropolitan growth. Studies conducted during the City's general planning program indicate that between now and the turn of the century, the Fresno High/Roeding Community will maintain a relatively stable population and that there will be a gradual continuation of the trend toward multi-family development (approximately 2,000 multi-family units are anticipated to develop during the planning period and this will be 38 percent of the community's projected housing stock in 1995).

Among the reasons for this period of population stability are the scarcity of vacant land for new development in the already urbanized portion of the planning area and a continued delay in redirecting metropolitan growth to the undeveloped lands west of the Southern Pacific Railroad tracks.

It should be noted that the summary of population projections provided above are an educated guess based on existing conditions and policies. Obviously, existing conditions and local development policies can be changed by both public and private action if there is a need or desire to do so.

Governmental Policy and Community Design

It was noted earlier in this section that the first plan proposed for the City of Fresno in 1917 started the policy to concentrate multi-family development around the Central Business District. In more recent plans (1957, 1964, and 1974), the City has continued or expanded on that original design scheme for the community. In 1964, in response to the rapid metropolitan growth of the preceding years, the general plan of the City called for the development of higher density residential units as far north as Shields Avenue. Since that time, the growth rate of the metropolitan area has dropped substantially. During the next ten years the metropolitan area is currently anticipated to gain 56,000 new residents. This is a 77 percent reduction of the projected population increase (224,000 anticipated during the 1964 general planning program).

As a result of the slower projected population growth, the City's 1974 General Plan recommended a substantial decrease in the areas suggested for high density residential development. However, in addition to maintaining the City's commitment to high density residential development in the interior of the proposed freeway loop, the 1974 General Plan still recommended sizeable areas north of the 180 Freeway alignment for broad scale conversion from single-family to multi-family development.

It is the role of the community plan to refine the recommendations of the General Plan in light of changing situations and a more detailed study of the planning area. An analysis of statistical

information and numerous discussions with community residents involved in the planning program clarified the following points:

The anticipated 2000 units of multi-family construction within the planning period will be insufficient to convert large areas of the community from single family to multi-family housing.

There is an increasingly severe need for moderate income housing in the metropolitan area. (It is estimated that 40 percent of Fresno residents can not afford the cost of the most inexpensive new home).

There are strong sentiments encouraging the protection of the community's existing environmental and historical resources.

The life span of the vast majority of the sub-standard homes in the community can be extended considerably with a reasonable amount of rehabilitation activity as indicated by the results of the 1974 housing quality survey noted earlier.

Therefore, it would seem appropriate to utilize the supply of older homes in the mature portions of the community and whenever possible to encourage the private rehabilitation of the single family units to provide moderate income housing in these areas rather than to continue to plan for their conversion to apartments.

Another major design/policy issue of concern to the community is the City's long-term desire to expand urbanization west of the Southern Pacific Railroad tracks as indicated in the 1957, 1964, and 1974 General Plans. As noted earlier in this section, urbanization has failed to spread into the western portions of the planning area and there are some factors inhibiting rapid growth in this area. However, there are also some substantial advantages to development in these underutilized areas of the community such as:

Sewer and water service can be readily expanded in the area. The area has good access to Freeway 99 and is close to the Central Business District.

A large and relatively inexpensive supply of vacant land is available.

The City as a whole has an interest in developing to the west of the Southern Pacific Railroad tracks in order to encourage a more efficient urban design and to make better use of available land resources and transportation facilities. Therefore, in spite of pessimistic population projections for the area, which are based on existing conditions and current trends, the community plan will continue to encourage urban development in selected portions of the area west of the Freeway 99 corridor.

Assets

- *A majority of the community's housing stock is of standard quality and the vast majority of the remaining substandard structures are suitable for rehabilitation.
- *The mature neighborhoods throughout the community provide many areas of exceptional environmental quality and historical values.
- *The City-wide demand for moderate income housing provides a valuable opportunity for private rehabilitation of the older neighborhoods in the community.
- *The areas west of the Southern Pacific Railroad tracks provide an ample supply of relatively low cost vacant land with access to sewer and water services, transportation facilities and the Central Business District.

Liabilities

- *There are pockets of blighted housing in some portions of the community which are in need of rehabilitation or removal.
- *Without the support of financial institutions in the private rehabilitation of the older portions of the community, many valuable housing units will be lost.
- *Areas west of the Southern Pacific Railroad tracks are hampered by a psychological segregation from the eastern parts of the community, fragmented ownership, and areas of blighted housing.
- *Property owners and residents in the areas west of the railroad tracks favor maintenance of the existing rural environment and are strongly opposed to the expansion of urban residential densities into said areas.

Recommendations

*It is recommended that the implementation of the Plan should be directed by the guidelines in the following table, in conjunction with the "Land Use Conformance Matrix." (This is a table of administrative guidelines which has been submitted separately to the Planning Commission to clarify the relationship of zoning and residential densities).

RESIDENTIAL PLAN DENSITIES/RESIDENTIAL ZONING CORRELATION

Designation	Range of Dwelling Units Per Gross Acre	Population Per Dwelling Unit	Population Per Acre	Most Characteristic Zoning
High	11 and over	1.6	35 or more	R-3, R-4
Medium-High	6-11	2.2	13-24	R-2-A R-2
Medium	3.5-6	3	11-18	R-1 UPD
Medium-Low	2-3.5	3	6-11	R-1-B R-1-C
Low	.7-2.0	3	2-6	R-A R-1-A
Rural	Under .7	3	2 or less	AE-5

*It is recommended that there be a continuous monitoring of housing quality through utilization of code enforcement and rehabilitation programs, to upgrade the quality of existing substandard units in older portions of the planning area and to prevent the overcrowding of single family neighborhoods which are planned for eventual conversion to higher densities.

*It is recommended that a City-wide study be conducted to determine the need and priority for housing rehabilitation and conservation activity and that the findings of such a study be utilized to guide the activities of all local agencies concerned with housing.

*It is recommended that where high density or non-residential land uses abut single family neighborhoods, the property development

standards of the zoning ordinance should be expanded to insure the maintenance of environmental quality in the area. Appropriate measures should include, but not be limited to greater setback requirements, landscaping, height limitations, and various architectural barriers appropriate to the particular situation.

*It is recommended that further refinement of the Unit Planned Development (UPD) Ordinance be undertaken so that UPD concepts may play a more important role in the development of innovative design proposals.

*It is recommended that the Site Plan Review process be utilized to coordinate the design of multi-family housing projects with the anticipated family size and age of the anticipated residents.

*It is recommended that both public and private rehabilitation efforts be encouraged to preserve the historically significant residential structures and neighborhoods in the community and that the older portions of the community be promoted as a major source of moderate income housing for the metropolitan area.

*It is recommended that local agencies develop a coordinated strategy for the provision of subsidized and public housing within the planning area. Participants in the development of such a strategy should include the City of Fresno and the Housing Authorities of the City and County of Fresno.

*It is recommended that any low-income or public housing constructed within the community should not be concentrated but should be dispersed throughout the community.

*It is recommended that higher density residential development within the community be focused on those areas in need of incentives for private renewal.

*It is recommended that land west of Freeway 99 which is planned for urban development be protected from further parcelization so as to maintain the opportunities for eventual urban development.

~~*It is recommended that specific plans be prepared concurrently with all new subdivision occurring west of the Freeway 99 to insure that conflicts between rural residential and urban residential uses are minimized. Those areas recommended for a continuation of rural density residential development are expected to remain under the jurisdiction of the County of Fresno unless an urban level of services is found necessary or desirable.~~

COMMERCIAL LAND USE

The quality and quantity of commercial activities is a crucial part of any community's economic health which must be considered in a planning program. Through the techniques of market analysis the demand for commercial land use is compared to the existing supply of commercial activities. Standards, which were established through research by the Planning and Inspection Department during the General Plan program, provide a valuable set of guidelines to determine the optimum size and location of commercial development.

However, the character of the Fresno High/Roeding Community is complex and does not lend itself to a textbook application of the City's standards, as does a newly developing area of town. For proper planning in this area it is necessary to apply the standards noted above with an understanding of the special character, needs and problems of this community.

Characteristics

There are four types of commercial development in the Fresno High Community:

1. Regional sales and professional office development concentrated in downtown Fresno.
2. Diversified strip commercial development located along Abby Street, Blackstone and Belmont Avenues, and the U.S. Freeway 99.
3. Professional office strip located along Shields and Olive Avenues, and office development mixed with residential and other commercial development along North Fulton Street, and North Van Ness and North Wishon Avenues.
4. Local neighborhood and community commercial clusters or shopping centers, and scattered freestanding businesses.

Central Area Commercial Development

Regional sales and professional office activity have historically concentrated in the downtown area of Fresno, which in the past, served as the major commercial center of the Central Valley region. The emergence of regional shopping centers and professional office strips in North Fresno, however, has resulted in declining retail sales and has modified the role of the downtown area.

According to the FCMA Commercial Land Use Report, the Central Area accounted for approximately one-third of the regional sales in the metropolitan area in 1972. However, recent building trends reflect

predominantly medical, government, banking, and general office construction. These facts tend to indicate a change from a retail commercial oriented center to that of professional office, financial, and government center. A Central Area Plan has been initiated which will deal directly with commercial land use in the Central Area.

Strip Commercial Development

Commercial strip development is basically composed of businesses which choose to locate on major streets because they: require direct access to a large volume of automobile traffic, or require large parcels of land for activities relevant to their operation, or rely more heavily upon advertising than others, or cannot find Central Business District or shopping center locations within their economic means.

The commercial strips located along Abby, Belmont and Blackstone have a metropolitan orientation, while the commercial strip along Freeway 99 is oriented toward highway related sales and services. These commercial strips are almost exclusively zoned C-6, which equals a C-3 zoning district in types of uses permitted, such as auto sales and service, motels and theaters, but without strict lot size requirements which allow strip development.

Currently, there is a total of 591 acres of C-6 zoning in the planning area. This breaks down to a distribution of approximately 113 acres along Abby and Blackstone, 53 acres along Belmont, 384 acres along and in proximity to Freeway 99, with the remaining 41 acres scattered along other major streets. There is also a total of 165 acres of C-M zoning (Commercial Manufacturing) along Freeway 99. The actual amount of commercial development along these roadways confirms an abundance of heavy commercial zoning, as indicated by the following table:

EXHIBIT 9
COMMERCIAL LAND USE TABULATION

	Zone	Acreage Zoned	Average Commercially Developed	Acreage Vacant	Acreage in Agricultural Use	Acreage in Residential Use
Abby and Blackstone	C-6	113	81	20	--	12
Belmont	C-6	53	32	9	--	12
Freeway 99	C-6	384	100	171	85	28
Freeway 99	C-M	165	69	67	16	13
TOTAL		715	282	267	101	65

The excessive amount of vacant land and agricultural land along Freeway 99, which is commercially zoned, is primarily an example of land which does not have commercial market potential. In this sense, much of the land has stagnated under the commercial zoning category. One of the reasons for this condition is the lack of direct access from Freeway 99 to these parcels. Alternative land uses which have a market potential should be stimulated to develop in this area. Residential uses would be appropriate under these conditions.

Professional Office

Shields and Olive Avenues have emerged as major professional office strips principally comprised of finance, insurance and real estate establishments. Many of the office facilities along Shields were developed recently, in most instances replacing residential uses in a random pattern along the street. Office facilities on Olive Avenue have evolved over a longer period of time. That portion of Olive between Blackstone and Van Ness represents an abbreviated office strip, characteristically different from the mixture of office, retail and residential development exhibited on the remainder of Olive to Weber Avenue.

In addition to these office strips, there has been relatively new freestanding and scattered office development along Van Ness, Fulton and Wishon. This has been accomplished through the conversion of older homes into offices and the erection of new structures.

Outside of the downtown area, 77.9 acres are zoned administrative/professional office or residential/professional office. This equates to 1.1 acres of potential office development per 1,000 persons residing in the Fresno High/Roeding Community based upon a 1995 population projection of 70,559 residents. Research by the Planning and Inspection Department has produced a recommended standard of 1.1 acres per 1,000 population, which puts potential office development in this community into exact alignment with the established standard.

The 1.1 acre figure misrepresents office development potential, however, because existing and potential office development in C-5 and C-6 zoning districts is not included in the total acreage available.

Local Commercial Services

The Fresno High/Roeding Community lacks an established local community level shopping center, which would conform to the definition of shopping centers by the Urban Land Institute; "...as a group of commercial establishments, planned, developed, owned and managed as a unit with off-street parking provided on the property and related in location, size and type of shops to the trade area which the unit serves." A site of 15 to 35 acres is also defined as appropriate for

community Commercial centers by the FCMA Commercial Land Use Report.

Notwithstanding the above criteria, the local commercial cluster of the Tower District on Olive at Van Ness and Wishon Avenues, and Westlan Center at West and Ashlan Avenues, are providing goods and services in line with the functions of community level shopping centers. The shopping cluster in the Tower District amounts to 16 acres of individual, yet complimentary commercial establishments. Westlan Center has 15 acres of commercial zoning, with 13.3 acres currently developed.

Neighborhood commercial establishments provide a range of necessity goods, and convenience goods and services. This type of local commercial function is provided by neighborhood shopping centers, clusters and scattered freestanding businesses. Representative centers or clusters serving the Fresno High/Roeding Community are located at Dakota and Fruit, Shields and West, Shields and Fruit, McKinley and Fruit, Olive and First, and Tulare and Divisadero. A newly developed neighborhood center lying just outside the community boundary at Ashlan and Marks also serves the study area, as does commercial development along Blackstone Avenue and First Street.

The area lying west of Freeway 99 is primarily served by scattered freestanding markets and small local commercial centers. Although the Fresno High/Roeding Community Plan recognizes the services these facilities provide to rural residents in the area, and wishes to maintain that level of service, these facilities will not specifically be designated on the plan map due to the level of generalization depicted.

Commercial land use standards representing demand in acres per 1,000 population are not applicable to local commercial development in the Fresno High/Roeding Community. This results from an inability of these standards to gauge the existing and potential amount of local commercial development in a wide range of zoning districts. The present amount of acreage zoned C-1 and C-2 (neighborhood and community commercial) plus an abundance of C-5 and C-6 acreage, easily satisfies land requirements for future local commercial development. However, this does not mean that all zoning is properly located in relation to market demand. There is a deficiency of local commercial zoning and development east of Palm Avenue north of McKinley, and west of Fresno Street south of McKinley. At some intersections there is an abundance of zoning, at others an insufficient amount to provide necessary local commercial services. The recommendations at the end of this section are directed toward the balanced provision of local commercial services in this community.

Assets

* Numerous vacant parcels throughout the Fresno High/Roeding Community are available as sites for future commercial development to

supplement deficiencies in some portions of the community and reinforce the vitality of older commercial areas.

- * Historical identity and image of residential development along the Van Ness/Fulton one-way couplet provides a valuable link between downtown Fresno and the northern areas of the community. The character of these older homes and their potential for conversion to commercial uses, also enhance the value of this area as a unique commercial setting.
- * Commercial activity in the Tower District has displayed a strong quality over the years, maintaining its importance as the commercial node of the Fresno High/Roeding Community.

Liabilities

- * Median family income in the Fresno High/Roeding Community is lower than that found in most other metropolitan area communities, which reduces market demand for high-quality commercial services and office development from an economic standpoint.
- * The establishment of highly competitive new commercial facilities in areas outside this community and increased mobility from extensive use of the auto, has drained some of this community's commercial market.
- * Belmont Avenue and segments of Blackstone Avenue constitute commercial areas of declining utility not only to this community, but to the metropolitan area as a whole. Dilapidated and vacant structures, unkept yards and vacant parcels, combined with the introduction of marginal uses are a blighting influence on these areas.
- * There are not enough local commercial services in some areas to meet the needs of the residents.

Recommendations

The following commercial land use recommendations are directed toward the maintenance and improvement of the commercial structure of the Fresno High/Roeding Community.

- * The Van Ness/Fulton oneway couplet represents an area of commercial as well as historical significance. This combination allows a potential for the development of a commercially oriented landmark exhibiting the historic quality of Fresno. Fine older homes line these two streets and should be preserved. A Historic Preservation Element is now being formulated to deal with this issue. A trend to convert these homes from residential to commercial uses and provide increased off-street parking has been initiated. However, many other issues surrounding the regrowth of this area remain to be resolved. It is the intent of the Fresno High/Roeding

Community Plan to deal with commercial and residential issues concerning this area, but to do so in relation to other efforts currently directed to the same problems. The Central Area Plan is proposed to include a treatment of residential-commercial conversion which, in conjunction with the Historic Preservation Element, will approach many critical aspects of this area's future. When these are completed and the status of the Freeway 180 is known, it is recommended that a specific plan be formulated which will resolve further planning issues such as circulation, parking, and assembling of land into economic units. (See Exhibit 7).

- * To achieve a healthy neighborhood commercial structure in the Fresno High/Roeding Community, it is necessary to expand some commercial areas where the needed services are deficient, and maintain the extent of present development in other areas where further commercial development would tend to detract from the services now being offered. Commercial recommendations must also reflect a better pattern of land use minimizing conflicts with the residential environment, ~~provide for the clustering of neighborhood commercial uses,~~ and promote more efficient location of new development. Excessive, undeveloped commercial zoning should be rezoned to uses more compatible with existing development and planned land uses.

The following recommendations are made to further the above process and supplement existing neighborhood commercial development:

~~Ashlan and Marks - The northeast and southeast corners of this intersection are currently undeveloped, and should not be developed with retail commercial facilities.~~

~~Dakota and Hughes - Designate a five-acre neighborhood commercial center on the northwest corner and a ten-acre site for office-commercial uses on the southeast corner of this intersection. Commercial uses should be restricted on the remaining undeveloped corners.~~

~~Dakota and West - Designate neighborhood commercial sites on both the northeast and northwest corners of this intersection. The vacant structure on the northwest corner should be remodeled or replaced, and serve to supplement commercial establishments on the northeast corner. Commercial uses should be prohibited on the southwest corner.~~

~~Dakota and Fruit - Maintain existing neighborhood commercial on the southwest and northeast corners, and prohibit commercial development on other corners.~~

~~Fruit and Shields - Maintain neighborhood commercial sites on the southeast, northeast and northwest corners. Zoning on the remaining undeveloped corner and lots should be changed to R-P (residential/professional office) to encourage a more consistent pattern of offices and multiple-family development along Shields Avenue.~~

Shields and Maroa - Designate the southwest corner of this intersection as ~~neighborhood~~ commercial in an effort to stimulate the reintroduction of neighborhood commercial services. Access to this corner has been improved in recent years, and would provide a good site for needed services.

Clinton and Weber - Designate ~~the neighborhood~~ commercial site on the northeast corner to Crystal on the east, and north to include the parcel formed by the vertex of Hughes and Weber Avenues.

Weldon and Echo/Van Ness - Designate neighborhood commercial sites on the three corners with existing commercial structures. It is recommended that these structures be rehabilitated ~~and that a consistent architectural theme be sought by the various owners.~~

~~Brawley and Shields, Olive and Valentine and Marks and McKinley -- To serve an estimated holding capacity of 23,600 persons west of Freeway 99, it is recommended that three neighborhood commercial centers be designated at the following locations: 7.5 acres on the northwest corner of Brawley and Shields; 7.5 acres on the southwest corner of Olive and Valentine; and 5.0 acres on the northeast corner of Marks and McKinley. It is also recommended that existing local commercial facilities west of Freeway 99 be maintained in the foreseeable future, but that new development take place at designated locations.~~

* ~~Due to the abundance of heavy commercial zoning along the west side of Freeway 99, and the poor accessibility and market potential of some of this land, it is recommended that approximately 130 acres of C-6 zoning be rezoned for more appropriate and marketable residential use. The locations of these changes and the recommended residential densities are reflected on the Fresno High/Reeding Community Plan Map.~~

* ~~It is recommended that a specific plan be formulated concerning the topic of strip commercial development. A plan of this scope should develop alternate solutions to typical issues such as signs, outdoor storage, parking, access, and congestion, while not limiting its applicability to a single geographic area.~~

INDUSTRIAL LAND USE

Characteristics

Industrial development in the Fresno High/Roeding Community is generally concentrated in four areas. As shown on the Existing Land Use Map (See Exhibit 2) industrial development lies in the northern part of the Fresno High/Roeding Community, running through the center of the community along the alignments of Freeway 99 and the Southern Pacific Railroad; the Blackstone-McKinley Avenue Area, between the Santa Fe Railroad and Thesta Street; the Central Area; and south of Belmont Avenue, between Brawley and Hughes Avenues.

It is estimated that 718 acres of land in the Fresno High/Roeding Community are presently developed for industrial use. Industrial land use is commonly referred to under two classifications: "lighter" uses, which produce less negative impact upon the environment in terms of the noise, smell, dust, glare and visual pollution created (C-M and M-1 zoning); and "heavier" uses, which produce more of these negative effects upon the environment (M-2 and M-3 zoning). Analysis of industrial data indicates that 520 acres are utilized for warehousing, auto painting, light manufacturing and similar activities; while 198 acres are devoted to more intense uses such as wholesale lumber, manufacturing and auto wrecking.

The Blackstone-McKinley Avenue industrial area of the Fresno High/Roeding Community extends from McKinley Avenue on the north, to Hedges on the south, and Santa Fe Railroad on the west to Thesta Street on the east. The predominant industrial uses located in this area are: Automotive body and paint shops, furniture and fixtures manufacturing, metal products, and commercial wholesaling. Surrounded by other uses, this area of 116 acres zoned for industrial uses is almost totally developed (101 of the 116 acres are developed). However, only 36 percent of the development is in the industrial uses.

The Blackstone-McKinley Avenue area, located in the center of the City's urbanized area, is too small to provide for the expansion of industrial activity of any type other than a highly specialized service orientation. When forty-two of the businesses in the area were surveyed to determine whether they planned to expand or relocate within the next 20 years, 17 percent indicated they were either presently relocating or thought they might be relocating within the planning period (20 years). Five percent of the companies indicated that they were expanding or might expand their present location within the next 20 years.

Dissatisfaction with the location of the Santa Fe Railroad has been expressed by citizens over the past several years. The dependence of industry in this area upon the railroad has been used to justify the continuation of the Santa Fe Railway right-of-way through the center of town. Five percent of the 42 businesses surveyed in the area indicated they were dependent upon the railroad.

Other problems apparent in the Blackstone-McKinley Avenue Industrial Area are the lack of off-street parking and the open storage techniques used in the area. Open storage areas are in visual conflict with residential areas. The area is also very deficient in its supply of off-street parking. Employees in the area must park or double park on local streets.

The second concentration of industrial use, located south of Belmont Avenue between Brawley and Hughes Avenues, has 146 acres of developed industrial uses. The predominant industrial uses are agricultural processing and metals and stone-clay-glass manufacturing.

Historically, General Plans designate areas for industrial uses much larger than can reasonably be anticipated to develop for such purposes. The 1964 General Plan recommended industrial growth of this concentration area to Cornelia Avenue. The 1974 General Plan attempted to rectify the problem of overzoning for industrial use by limiting industrial growth to Marks Avenue.

Environmental problems are developing in this area because incompatible uses are located adjacent to each other. Noise, glare, dust, traffic and air contaminants related to industrial activities may have blighting influences on existing and future residential uses in the vicinity.

The Central Area, also located in the Fresno High/Roeding Community is bounded by Freeways 99 and 41 and proposed Freeway 180, and has 96 acres developed for industrial use. The predominant industrial uses in the area are food and related products, motor freight transport and wholesaling.

Within the Central Area, small and irregularly shaped parcels under numerous ownerships hamper large scale industrial development. This situation imposes a burden on the normal real estate market where it is generally considered a handicap to develop acreage of less than 20 acres. Any expansion of industrial activity is likely to require redevelopment action by the City as recognized and proposed by the Preliminary Central Area Plan. Inadequate off-street parking is also a problem found in the Central Area.

The fourth industrial concentration located in the community is the Freeway 99/Southern Pacific Railroad corridor (between Gettysburg and Clinton Avenues), bounded on the west by Freeway 99 on the east by those properties immediately east of and adjacent to the Southern Pacific Railroad. There are 375 acres of developed industrial acreage, and the predominant industrial usage in the area is agricultural processing. The area is especially attractive for firms that intensively utilize rail and truck services.

Because this industrial concentration is located in proximity to residential development, the proper design, zoning, landscape buffering and containment of industrial uses is important. This area, amply served with rail and freeway, should continue to attract a portion of new industrial growth, particularly transportation dependent facilities such as trucking firms, and warehousing firms. However, due to its

proximity to expanding suburban residential development, the character of future industrial development should be carefully controlled.

EXHIBIT 10
INDUSTRIAL ACREAGE
IN THE
FRESNO HIGH/ROEDING COMMUNITY

Concentration	Vacant Acreage	Industrially Zoned	Total Industrially Total Acreage
Freeway 99/Southern Pacific	227	375	602
Blackstone-McKinley Ave. Area	15	101	116
Central Area	5	96	101
South of Belmont Ave. between Brawley and Hughes Avenue	18	146	164
Total	265	718	983

Assets

*Freeway 99, the Santa Fe Railroad and the Southern Pacific Railroad provide excellent access.

*The anticipated increase in industrial activity in the Central Business District will add stability and strength to the area.

*Sufficient industrial zoning exists to handle future industrial growth.

*Except for the Freeway 99/Southern Pacific Railroad corridor, all of the industrial concentrations in the Fresno High/Roeding Community are adequately served by water and sewer.

Liabilities

*The Blackstone-McKinley Avenue Area lacks adequate off-street parking, and the open storage techniques cause visual conflict with residential areas.

*The 1964 General Plan designated an area for industrial use which was much larger than actual demand. In an effort to cut back on that industrial acreage, the 1974 General Plan pulled back industrial growth of the area south of Belmont Avenue from Cornelia to Marks Avenue. This cutback would have posed a hardship on those industrial uses located between Marks and Brawley Avenues by limiting their ability to expand that location.

*The small and irregularly shaped parcels in the Central Area, under numerous ownerships and inadequate off-street parking, hamper large scale industrial development.

- *The proximity of the Freeway 99/Southern Pacific Railroad corridor to residential development requires the careful containment and buffering of industrial uses.
- *The Blackstone-McKinley Avenue Area is too small to provide for expansion of industrial activity of any type other than those with a service orientation.
- *In the area south of Belmont Avenue between Brawley and Hughes Avenues residential and industrial uses are in conflict.

Recommendations

- ~~*It is recommended that a study be conducted to establish performance standards and they be applied to the industrial areas within the Fresno High/Roeding Community. Special attention should be directed toward the application of the standards relating to open storage in the Blackstone-McKinley Avenue Area.~~
- ~~*It is recommended that a study be implemented to address the off-street parking and traffic problems of the Blackstone-McKinley Avenue Area.~~
- ~~*It is recommended that the expansion of industrial development along West Belmont Avenue be held at Brawley Avenue.~~
- *It is recommended that redevelopment and renewal activities be continued in the Central Area (removal of substandard buildings and assembly of smaller parcels) so as to continue the regeneration of the area.
- ~~*It is recommended that new industrial development along the Freeway 99/Southern Pacific Railroad corridor, which is located adjacent to non-industrial uses, provide for mitigation of potentially adverse effects of noise, vibration, dust, and odors.~~
- ~~*It is recommended that the location of future industrial development in the Fresno High/Roeding Community be in accordance with planned industrial concentrations rather than in the scattered locations.~~
- ~~*It is recommended that planned industrial areas be protected from the intrusion of incompatible land use and that existing non-conforming uses be eliminated as soon as possible.~~

TRANSPORTATION

The movement of people and goods is crucial to the efficient functioning of a complex urban center such as the Fresno-Clovis Metropolitan Area. The Fresno High/Roeding Community Plan Area covers much of the older portion of the City which developed prior to 1945. Therefore, much of the basic transportation system is in place and planning for the area deals with those modifications needed to provide for current and future conditions.

Streets and Highways

Streets are categorized, according to the Circulation Element of the General Plan, into the following functional classifications. In a complementary relationship they serve the need for vehicular movement. (See Exhibit 11).

Classifications

Freeways. These are divided highways having no direct access to abutting properties and no intersections at grade. All access is achieved by on-and-off ramps. They may carry average volumes of 1,800 vehicles per hour per lane.

Expressways. These are generally four-lane, divided roadways with access limited to signalized, at-grade intersections with major streets at half-mile intervals. They may carry average volumes of 800 to 1,000 vehicles per hour per lane.

Arterial Streets. These are generally four-lane divided roadways signalized at half-mile intersections with major streets. Access is highly regulated, but it is not as restricted as on expressways. Arterials normally carry a range of 400 to 600 vehicles per hour per lane.

Collector Streets. These are major streets which provide service for internal traffic movement within an area and connect local roads to the arterial system. Access to abutting property is generally permitted.

Local Streets. These are minor streets which function primarily to provide access to residential land with generally two lanes carrying volumes of 1,000 to 2,000 vehicles per day. They should be designed to discourage through-traffic.

Freeway Systems

Freeway 99.

Freeway 99 runs diagonally through the planning area as the major corridor for inter-regional vehicular trips down the

center of California. It also provides easy access from the northwestern suburbs to the Central Business District and Civic Center. Freeway 99 is a particularly valuable corridor for industrial and heavy commercial land uses located along the Freeway and the Southern Pacific Railroad tracks. Access to Freeway 99 is limited to Ashlan Clinton, McKinley, Olive and Belmont Avenues, outside of the Central Area. Within the Central Area access becomes more frequent with six streets providing direct access within approximately one and one-fourth mile.

Some problems are perceived with the design of particular on-or-off ramps within the area, notably the connections with Clinton and McKinley Avenues, where the turning-radius is inadequate or conflicts with major street traffic create congestion. Modifications to the existing structures could improve access and safety, when funding becomes available.

Freeway 41

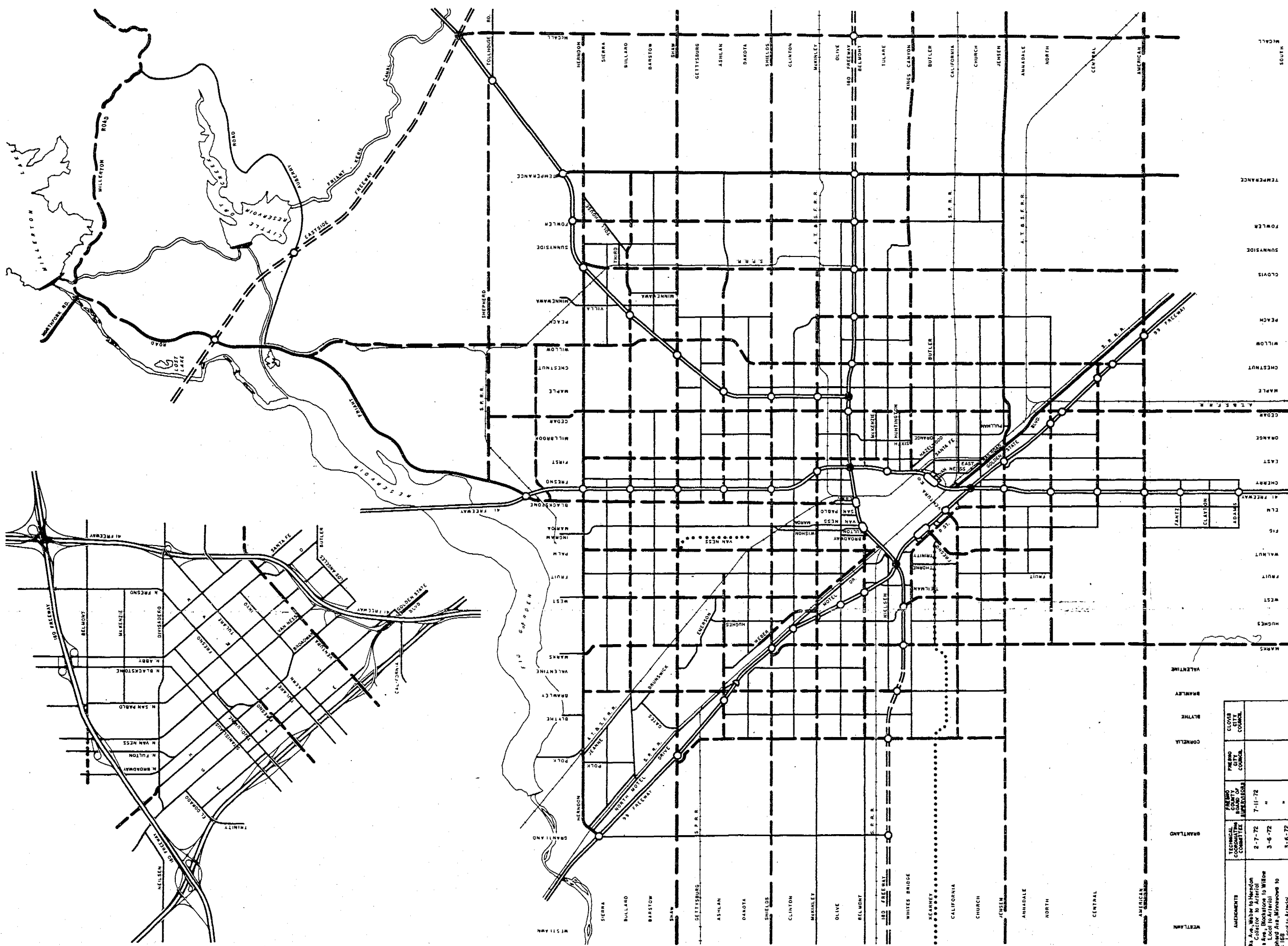
The right-of-way for proposed Freeway 41 runs near the eastern edge of the planning area from Ventura to McKinley and has been developed as far north as Tulare Avenue. Delay in the development of this freeway north of Tulare Avenue has caused extensive problems of congestion, particularly along Blackstone Avenue, which is designated as State Highway 41. Currently, Blackstone Avenue is carrying approximately 43,000 trips per day between McKinley and Olive Avenues with an estimated capacity of 42,000. The highway is functioning at a lower level of efficiency and safety than is desirable.

The development of Freeway 41 continues as a major priority for the Metropolitan Area. Freeway 41 is presently scheduled to be extended north from Tulare Avenue to Bullard Avenue by 1982, and the initial construction contracts for this extension have been awarded by the State. Without the development of this freeway north of Tulare Avenue, traffic volumes along Blackstone Avenue are expected to grow to approximately 52,000 trips per day by 1995.

Freeway 180

Proposed Freeway 180 also intersects the Fresno High/Roeding Community Plan Area, bordering the Central Area diagonally from north of Divisadero on the west to north of Belmont Avenue on the east. The need for this section of the freeway system may not be as urgent as the north/south link, but the traffic buildup along Belmont Avenue points toward a strong need for its development.

Funding constraints at the state level have put the development of both proposed freeways in jeopardy. The delay in actual building of these freeways has caused substantial problems for the entire Metropolitan Area and, in particular,



We hereby certify that this map and the circulation element shown thereon were prepared by the Planning Department of the City of Fresno, California, and that the same are true and correct to the best of our knowledge and belief.

John J. Smith
City Engineer

We hereby certify that this map and the circulation element shown thereon were prepared by the Planning Department of the City of Clovis, California, and that the same are true and correct to the best of our knowledge and belief.

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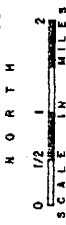
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John J. Smith
City Engineer

FRESNO - CLOVIS METROPOLITAN AREA
GENERAL PLAN — CIRCULATION ELEMENT



PREPARED BY THE
FRESNO COUNTY
PUBLIC WORKS AND
PLANNING DEPARTMENTS

FREEWAY ——— SCENIC DRIVE ARTERIAL ——— COLLECTOR ———

AUTHORITY	TECHNICAL COMMITTEE DATE	PLANNING COMMITTEE DATE	CLOVIS CITY COUNCIL DATE
Marks Ave. to Herndon Collector to Arterial	2-7-72	7-11-72	
Mesa Ave. to Herndon Collector to Arterial	3-6-72	"	
Shepherd Ave. to Herndon Pay 168	3-6-72	"	
Sierra Ave. to Herndon Collector to Local	5-1-72	7-17-73	
Chertwood to Local Collector to Local	7-9-73		10-4-73
Fremont St. to Van Ness Local to Collector	7-9-73		10-4-73
Tulare Ave. to Van Ness Local to Collector	3-5-72	5-14-74	
Tulare Ave. to Van Ness Local to Collector	3-5-72	5-14-74	
Sierra Ave. to Van Ness Local to Collector	3-5-72	5-14-74	
Olive Ave. to Van Ness Local to Collector	5-7-73	6-4-74	
Willow Ave. to Van Ness Local to Collector	4-22-76		

damage to the neighborhoods surrounding the rights-of-way. Residential neighborhoods have been degraded by the uncertainty of future plans and the insufficient upkeep given to remaining structures by transients.

A plan alternative without a freeway system is shown in the Appendix (See Exhibit 23). This alternative recommends an open-space designation for the cleared portions of the right-of-way. Such a designation would retain future options for a transportation corridor and would allow such temporary uses as community gardens, tree farms or bicycle and pedestrian paths. Pressures for development of the land in a manner which would change the character of surrounding neighborhoods would be diminished until comprehensive plans could be developed.

Major Streets

Street development throughout the planning area has followed a traditional half-mile grid pattern. Major streets in the area to the west of Freeway 99 serve primarily rural and agricultural populations and are developed at a 20-24 foot width common for rural roads. Within the urbanized area, major streets at half-mile intervals are standard with the exception of the Central Area and the Blackstone/Abby and Fulton/Van Ness couplets. North/South streets to the west of Blackstone Avenue have received recent improvements and are expected to have a capacity adequate to accommodate future traffic demands, with the exceptions of Fruit and Maroa Avenues through the unincorporated area.

East/West major streets have been improved in relation to the proposed and existing freeways. Improvements to Ashlan Avenue have been delayed due to environmental considerations within the old Fig Garden Area. However, the access from Freeway 99 and the expansion of residential development to the west of Fruit Avenue have increased traffic volumes along Ashlan Avenue.

Ashlan Avenue is classified as a local street from Fruit to Maroa Avenues and has only two lanes, with no room for the development of improvements such as left-turn lanes at intersections. It is carrying approximately 10,000 trips per day through this area. The noise, vibration, and safety hazards implicit in this volume of traffic have been experienced as particularly disruptive in the Fig Garden neighborhood. The City of Fresno has adopted policy (1975 Bullard Community Plan, page 60) which is supportive of preserving the character of that neighborhood and reducing the adverse impact of Ashlan Avenue. It is anticipated that a specific plan being developed for the Fig Garden Area will provide guidance for County and City actions regarding any future street improvements in that area.

Shields and McKinley Avenues have been widened to carry anticipated traffic and to prepare to interface with proposed Freeway 41. Belmont Avenue has remained at a collector status given its proximity to proposed Freeway 180. The Fresno High/Roeding Community Plan recommends the changing of that classification to an arterial level in

recognition of the traffic volumes and nature of trips which Belmont Avenue will be carrying until the development of Freeway 180. Olive Avenue will remain at a collector category and there are no immediate plans to widen the street between Fruit and Blackstone Avenues, despite continuing problems of congestion. The continuing strength of commercial services through the Tower District and the difficulties involved in finding additional space for travel are recognized. It would be desirable, however, to break Olive Avenue to the west of Freeway 99 in order to discourage its use for long through-trips from the rural areas, which add to current collector-type traffic.

Local Streets

Nearly all of the residential development in the Fresno High/Roeding Community has occurred along a grid pattern of local streets. The continuity of these grid streets frequently results in the inappropriate use of them for longer trips. Quarter-mile streets such as Princeton, Thorne, or San Pablo Avenues, are particularly vulnerable to the intrusive impacts of such traffic. Modern subdivision design incorporates such features as curvilinear streets and cul-de-sacs in order to minimize traffic which is not directly related to the neighborhood. Street redesign measures are possible which would divert through-traffic or provide the desirable features of cul-de-sacs in newer neighborhoods. It would also be possible through such measures to add to neighborhood open space by landscaping of unused street space. Any such changes would have to be done at the initiative of neighborhood residents unless a recognized hazard to safety is involved. Redesign measures are normally financed through the use of assessment districts.

Scenic Drives

Van Ness Boulevard is currently designated as a scenic drive from Lansing Avenue north to Shaw Avenue. The large old Deodora Cedar trees which line Van Ness Boulevard and are characteristic of the Fig Garden Area also extend south on Van Ness to Weldon Avenue at Fresno High School. The plan recommends that this area be included as a scenic drive in order to offer recognition of the character of that area and provide additional protection to the existing landscaping.

Transit

Public transportation is provided by Fresno Transit, which is owned and operated by the City of Fresno. Current bus routes are shown on Exhibit 12. Historically, transit service has been oriented toward the Central Area, and thus, the urbanized portion of the Fresno High/Roeding Community has a fairly adequate pattern of coverage. Improvements to existing service will be experienced with the addition of fifty 49-passenger buses and twenty small buses within the year. Transit planning is done on a short-to-mid-term basis, and the system is now being designed for a fleet of 100-125 buses. This coverage will be improved by the expansion of the bus routes into a grid system at approximately half-mile intervals. Additional buses will be added to

heavily traveled north/south corridors to provide service at fifteen minute intervals. Continuing service objectives are related to increasing geographical coverage, frequency of service, and expanded hours of service.

Bikeways Plan

The Metropolitan Bikeways Plan, illustrated on Exhibit 13, was adopted by the City Council in September, 1974 and will provide guidance for the development of a system of major transportation routes for cyclists. Although this has been a highly controversial plan, the City of Fresno has taken a policy stance that favors the development of a multi-modal transportation system which integrates the bicycle into the range of transportation alternatives available to Fresno area residents. In addition, the provision of bicycle lanes is seen as a way of improving the predictability of cyclist and motorist behavior and, thus, increasing safety on the street.

The planned bikeways will be developed in a phased system over a ten year period. Implementation efforts involved public information meetings and hearings to which area residents are invited.

Pedestrian Facilities

The primary provision for pedestrian travel within the Fresno High/Roeding Community is the traditional sidewalk. In cooperation with new federal requirements, curb cuts are being provided for the convenience of wheelchair users as streets are improved or repairs are necessary.

Rail

Both the Southern Pacific and the Santa Fe Railroads cross the Fresno High/Roeding Community from the northwest to the southeast. In addition, a Southern Pacific spur line stretches to the west between the alignments of Belmont and Neilsen Avenues. The location of Fresno was chosen as a part of early railroad expansion activities and both depots were located in the Central Area. Passenger service continues to operate out of the Santa Fe depot through Amtrak, which currently runs two trains a day. The Southern Pacific Railroad marshalling yard is also located in this planning area in the vicinity of Shields and Weber Avenues.

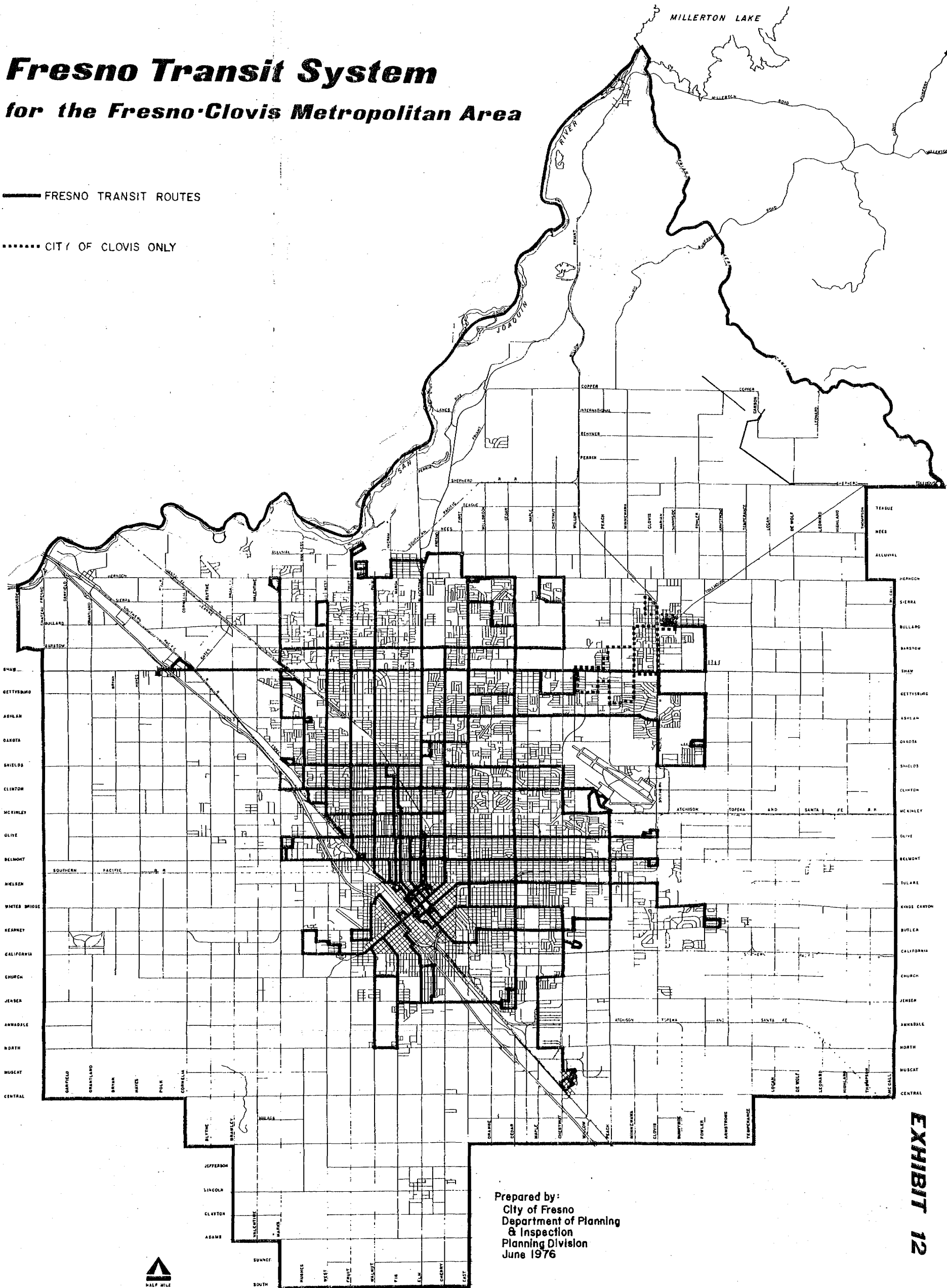
Railroads provide a very necessary function to the Metropolitan Area and the San Joaquin Valley, through delivering goods not locally available, servicing industry, carrying passengers, and carrying goods produced in this area to other markets. However, they also constitute a substantial noise problem for neighboring residents. Recent changes in regulations for federally assisted housing (FHA) require noise attenuation measures for development occurring adjacent to railroads. Most of the urbanized area adjacent to the railroad tracks has been developed for twenty years or more. The plan continues the General Plan recommendation that railroad operations be consolidated onto the Southern Pacific right-of-way through the Fresno-Clovis Metropolitan Area.

Fresno Transit System

for the Fresno-Clovis Metropolitan Area

— FRESNO TRANSIT ROUTES

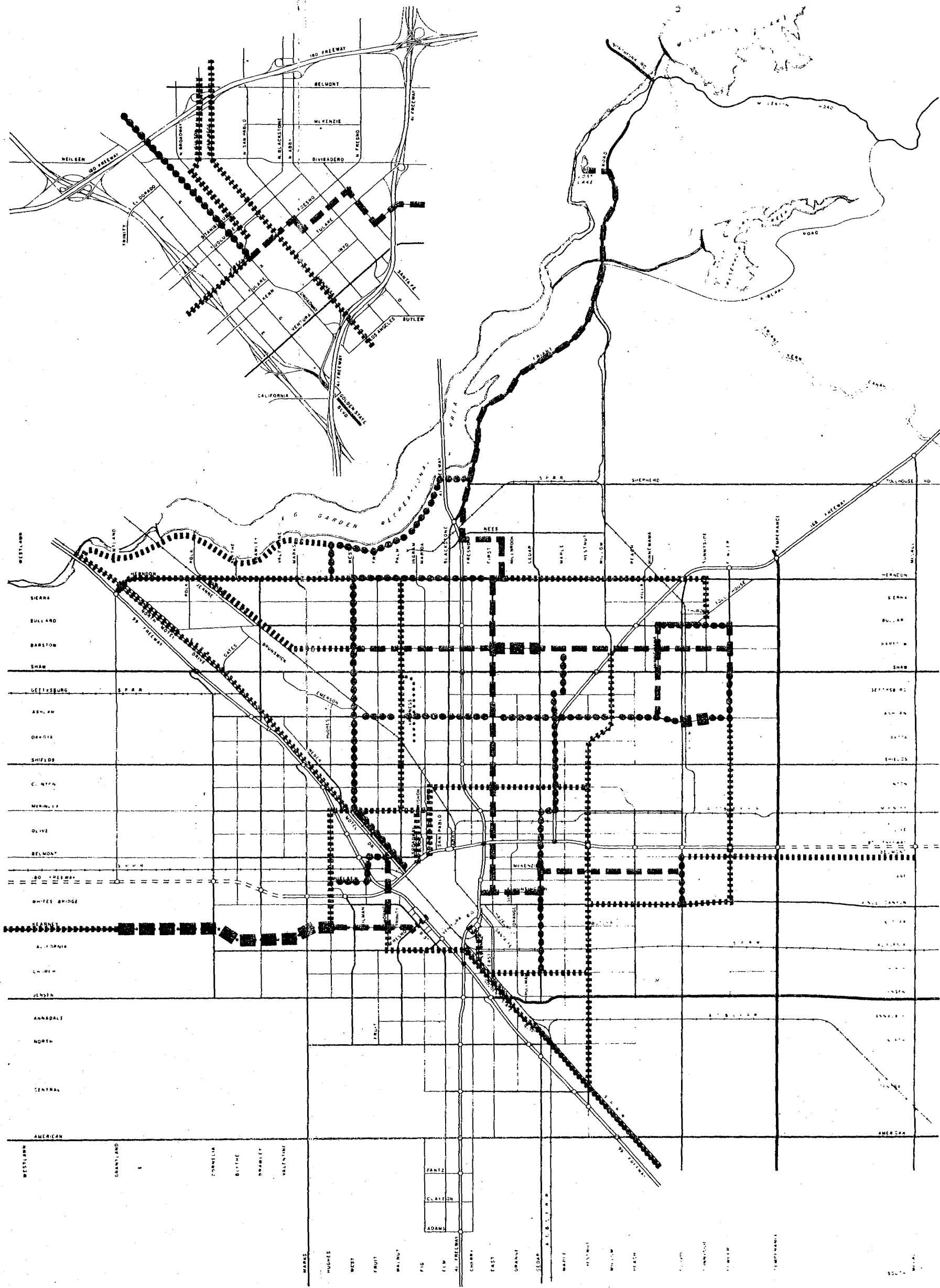
..... CITY OF CLOVIS ONLY



Prepared by:
City of Fresno
Department of Planning
& Inspection
Planning Division
June 1976

EXHIBIT 12





FRESNO-CLOVIS METROPOLITAN AREA
BIKEWAYS PLAN

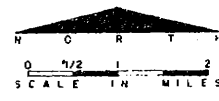
PREPARED BY THE FRESNO
COUNTY PLANNING AND
PUBLIC WORKS DEPARTMENTS

CONSTRUCTION COMPLETED

PHASE I

PHASE II

PHASE III



FRESNO - CLOVIS METROPOLITAN AREA

TRUCK ROUTES

Legend



General Boundary of the City of Fresno

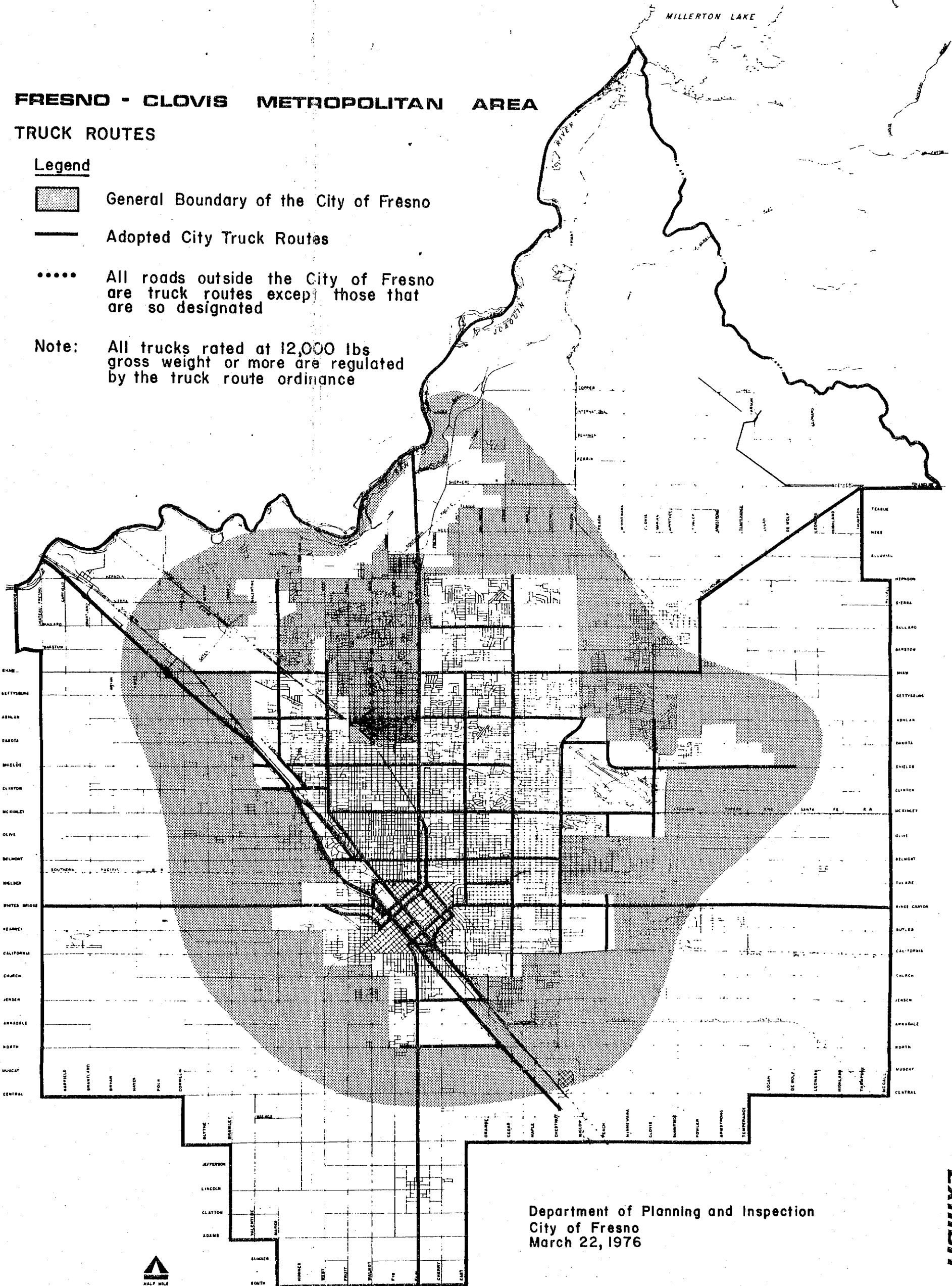


Adopted City Truck Routes



All roads outside the City of Fresno are truck routes except those that are so designated

Note: All trucks rated at 12,000 lbs gross weight or more are regulated by the truck route ordinance



Department of Planning and Inspection
City of Fresno
March 22, 1976

Truck Routes

Exhibit 14 shows the adopted City truck routes and existing County policy. A municipal ordinance governs the use of City streets by all trucks rated at 12,000 pounds gross weight or more.

Assets

- *Basic transportation facilities are readily available within the Fresno High/Roeding Community.
- *Regional transportation links are easily accessible to all residents and businesses within the community.
- *Most of the arterial streets in the planning area have been recently improved and are anticipated to have adequate capacity for projected traffic volumes.
- *Transit services exist within the community and will be improving with the addition of fifty buses to the fleet.
- *A Metropolitan Bikeways Plan has been adopted and facilities will be developed which will improve safety for the cyclist.

Liabilities

- *Blackstone Avenue is overcrowded and hazardous awaiting the development of Freeway 41.
- *The uncertainty of freeway development and the vacant rights-of-way have adversely impacted adjacent neighborhoods along both the 180 and 41 corridors.
- *The buildup of traffic volumes along Ashlan Avenue has created dangerous and unpleasant conditions for adjacent residents between Fruit and Maroa Avenues.
- *The unbroken length of Olive Avenue is causing it to become attractive as a carrier of longer trips from rural areas, thus adding to traffic which is generated from local streets.
- *The standard grid pattern used in subdivisions prior to 1945 makes neighborhood streets attractive "short-cuts" when major streets become congested.
- *The location of the Santa Fe Railroad tracks causes problems of noise and vibration to adjacent residential neighborhoods.

Recommendations

- *It is recommended that the existing purchased rights-of-way for State Freeways 41 and 180 be retained as public property for transportation or open space in order that future options for an urban transportation corridor may be preserved.

~~*It is recommended that Belmont Avenue between Blackstone Avenue and First Street be upgraded to an arterial classification.~~

*It is recommended that a study be initiated to find means of reducing the flow of traffic on Olive Avenue and redirecting that long-trip traffic to arterial streets.

~~*It is recommended that such design tools as cul-de-sacs and diverters be combined with park and landscaping methods to provide some of the amenities and freedom from through-traffic common to newer neighborhoods.~~

~~Such plans should be detailed in the Open Space Element developed through the joint efforts of Parks and Recreation and Planning staff, and should be available when initiated by the neighborhood.~~

*It is recommended that future transit improvements be directed toward expansion of hours and frequency of service, as well as expanded routes.

*It is recommended that Van Ness Avenue, between Weldon and Lansing Avenues, be designated as Scenic Drive.

*It is recommended that bicycle facilities be developed within the Fresno High/Roeding Community as detailed in the Metropolitan Area Bikeways Plan.

*It is recommended that the City of Fresno continue to encourage consolidation of the parallel trackage of the Santa Fe and Southern Pacific Railroads into a single corridor in order to increase safety and reduce adverse environmental impacts on the residential neighborhoods surrounding the existing Santa Fe track.

~~*It is recommended that a study be made of the Brawley/Ashlan/Freeway 99 intersection area in an attempt to find solutions to existing problems of traffic flow and freeway access.~~

ENVIRONMENTAL RESOURCES AND OPEN SPACE

Environmental Resources

Agricultural Soils

According to the U.S. Department of Agriculture Soils Survey, the soils in the Fresno High/Roeding Community are almost entirely of the Exeter and San Joaquin series. Both soil types are generally equivalent and are characterized as nearly level, well-drained, with a surface layer of loam or sandy loam, and a hardpan layer 24 to 36 inches below the surface. Agriculturally, the soils are suitable for irrigated pasture, cotton, grapes, deciduous fruits, alfalfa and corn. (See Exhibit 15).

Water

Water quality and quantity issues in this community generally reflect issues for the Metropolitan Area as a whole. Major problems of water quality include: agricultural drainage, where irrigation waste water containing nitrates, salts and trace elements of pesticides and herbicides enter surface water channels and percolate into the groundwater basin; waste from individual septic tanks; and decomposing organic wastes from wineries. Water quantity problems have been somewhat alleviated by the Leaky Acres Recharge Project. The project is an artificial groundwater recharge system utilizing a number of surface water basins to maintain the urban groundwater supply. The basins are located on the northwest corner of Dakota and Chestnut Avenues, cover approximately 145 acres, and have potential capacity to replenish 25 percent of the water used annually in the City of Fresno.

Mineral

Extraction of mineral resources in the Fresno High/Roeding Community is essentially confined to rock, sand, and gravel. These resources are used in roadway and building construction. Currently, the only extraction site is located at Belmont and Marks Avenues.

Wildlife

The distribution of original wildlife was greatly modified with this area's development for agricultural production and urban use. All the activities accompanying these land use changes also helped to change the area's natural character. Remaining wildlife, such as doves, quail, snakes, lizards, rodents and rabbits, will be affected as urbanization intensifies west of Freeway 99. No endangered species inhabit the area.

Scenic and Geologic Resources

Resources of natural scenic value are difficult to identify because they are perceived differently by different people. This is not the case with resources of geologic and educational value. According to

the Geology and Anthropology Departments of California State University, Fresno, and the Fresno County Geologist, there are no sites of geologic or anthropological value in the Fresno High/Roeding Community. An academic approach to identifying areas of unusual contrast or natural scenic beauty, however, was not available.

Urban Development Limiting Factors

Flooding

Flood-prone areas are generally concentrated in the urbanized portion of the metropolitan area. The U.S. Department of the Interior designates three such areas in the Fresno High/Roeding Community below McKinley Avenue. These areas are also considered by the Federal Insurance Administration as flood hazard areas, in which all residents and businesses may purchase federal flood insurance. (See Exhibit 16).

Soil Limitations

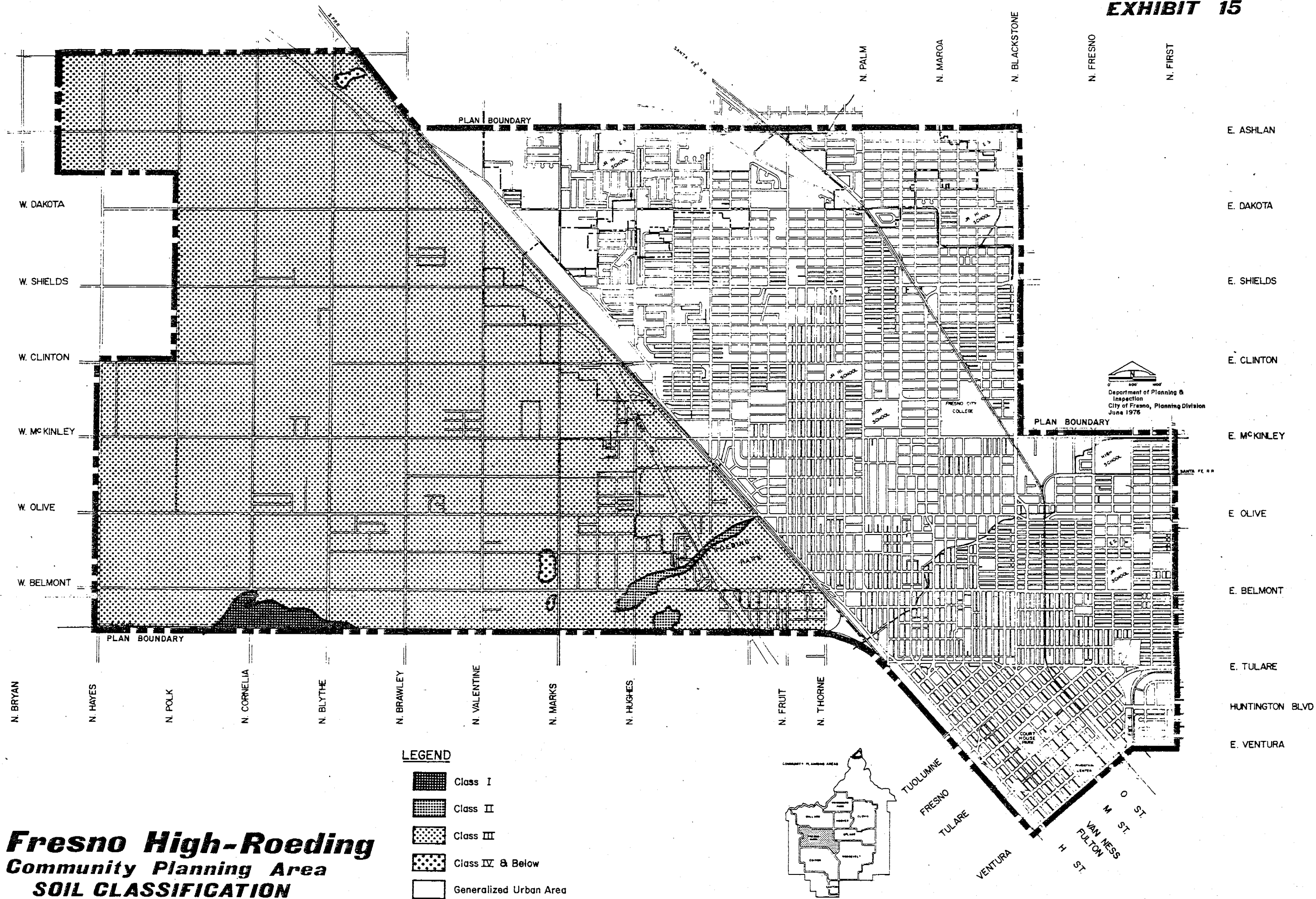
In terms of urban development, the allowable soil pressures range from slight to moderate. This indicates construction preparation requirements ranging from few limitations or no adjustment needed, to careful planning, design, and management. These considerations are important, so that future structural damage due to shifting soils is avoided. The suitability of the San Joaquin and Exeter series soils as septic tank filter fields is rated as having severe limitations primarily due to the underlying layer of hardpan. This fact, coupled with a metropolitan concern for maintaining the high quality of local groundwater, requires sewer service to be extended to areas planned for urban expansion.

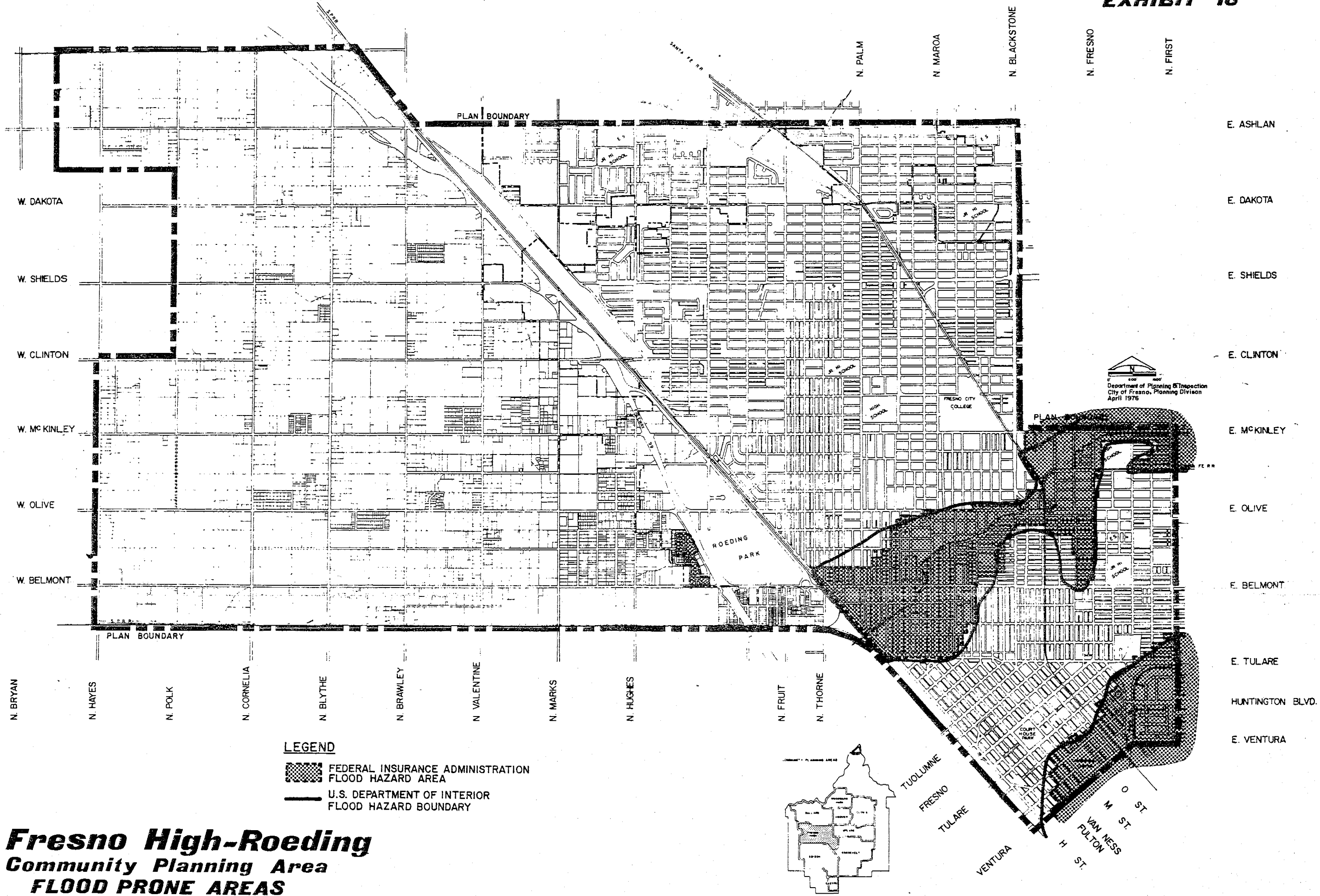
Industrial Nuisances

There are four industrial concentrations in the Fresno High/Roeding Community. These concentrations are generally located along Highway 99, in the Central Area, near Blackstone and McKinley Avenues, and along the Southern Pacific tracks on the West McKenzie Avenue alignment. In some cases, industrial uses in these concentrations adjacent to residential and commercial uses, represent existing and potential nuisances because of noise, fumes and glare. The adverse effects of these uses, however, can be mitigated through specific performance standards and open space and landscape buffers.

Seismic Safety

The Fresno-Clovis Metropolitan Area is located in a seismic zone which runs the length of most of the San Joaquin Valley Floor. Primary ground-shaking hazards are rated from low to moderate. Low primary hazards generally reflect the location of the seismic zone, in this case, at a good distance from either the San Andreas or Owens Valley Faults. Low to moderate secondary hazards refer to ground instabilities as a result of geological and soil conditions.





Noise

The three major noise sources in and around the community are road, rail, and air traffic. Of the three sources, road traffic has the greatest magnitude because heavy traffic volumes and serious noise emission problems are found on almost all major streets. The land uses most sensitive to road traffic noise are schools, hospitals, convalescent homes, residences and parks. Unfortunately, this creates a serious problem because the transportation system and industrial and commercial facilities are scattered throughout the community.

Rail traffic noise is of secondary significance to noise generated by road traffic. Although rail traffic is considerably more intense, it is primarily generated by widely separated and infrequent events. The Fresno High/Roeding Community is traversed diagonally by both the Southern Pacific and Santa Fe Railroad lines. Southern Pacific also operates a line on the West McKenzie alignment, which forms the southern boundary of this community. Air traffic noise has the least significance in this community because noise from Chandler Downtown Airport and the Fresno Air Terminal does not impact it directly.

Urban Environmental Factors

The built-up areas of this community do not have the same opportunities for the provision of environmental quality that many new developments can potentially provide. Grid street patterns and uniform development standards in many districts have provided only limited amenities and a sense of monotony. This is evident by the lack of visual quality and contrast in much of the urban development pattern.

Despite the limitations mentioned above, there are areas of urban environmental quality in the Fresno High/Roeding Community. Van Ness Avenue, between Ashlan and Weldon; Van Ness between Olive and Divisadero; Fulton Street between Belmont and Divisadero, Echo Avenue south of Fresno High School, and portions of Wishon Avenue, do represent areas of unusual contrast.

Mature trees are a major factor of environmental quality in the Fresno High/Roeding Community. The variety and distribution of these trees represents a unique resource for many reasons. In areas where little or no open space exists, mature trees provide shade and a sense of the natural environment which would not otherwise be available. Along major streets and local streets mature trees tend to buffer and filter the effects of noise and air pollution. Because of their value, it is important that these trees be protected.

The issue of environmental quality is presented in more detail in the following sections on environmental and recreational open space.

Open Space

Open space can generally be defined as undeveloped or developed land which provides recreation opportunities, or preserves natural resources,

or simple gives form to the urban community. The land uses that characterize open space have a wide range of forms, functions, and locations. In an urban setting, open space is most commonly associated with recreational uses such as park and playground facilities, which could be labeled recreational open space. While these uses represent very important components of the urban open space system, so do uses which provide visual relief or add to the attractiveness of the neighborhood. Planted street dividers, street trees, landscaped easements along roadways and canals, landscaped setbacks, and small pocket parks and plazas, are a few examples of environmental open spaces which strongly enhance the urban atmosphere. Perhaps the most important function of urban open space in any form is to supply physical and psychological relief from the rigidity and monotony of most urban development.

The urbanized portion of the Fresno High/Roeding Community is almost entirely developed, vacant land is scarce, and existing neighborhood recreation facilities are not sufficient to meet current needs. It is important, however, that ways be found to provide open space opportunities for the residents of this community. In order to accomplish this a number of related open space concepts are presented. When tied together, these concepts form the basic elements of an open space system for the entire community. Because this planning effort precedes the completion of a comprehensive open space element for the metropolitan area, however, recommendations for specific facilities and locations will have to be postponed. General Plan park and recreation standards will be revised by the Open Space Element, and specific park and recreation facilities will be recommended throughout the metropolitan area. The Open Space Element, which will be an amendment to the 1974 FCMA General Plan, will serve as an update to this section of the Fresno High/Roeding Community Plan.

Recreational Open Space - Characteristics and Concepts

Parks

The Fresno High/Roeding Community contains Roeding Park, which is one of three regional parks within the Metropolitan Area. Kearney Park and Woodward Park are the other two regional parks. Roeding Park is approximately 160 acres in size and houses such facilities as Storyland, Rotary Playland, Roeding Zoo, the Municipal Rose Garden, the Municipal Camellia Garden and Lisenby Amphitheater. With these and other facilities, the park provides a full range of activities for many age groups and preferences.

Currently, there is one neighborhood level park in the planning area. This is Quigley Park, which is located at Teilman and Dakota Avenues in the northern portion of the community.

Municipal Recreation Centers

Three municipal recreation centers serve this community: Romain Playground, located at Harvey and First; Holmes Playground, located at Huntington and First; and Dickey Playground, located at Divisadero and

Blackstone. A fourth recreation center, which will serve in a community level capacity, has been slated for development on the abandoned Washington Junior High School Site at the intersection of Glenn and Engelwood.

*School Playgrounds

The City of Fresno Parks and Recreation Department is currently offering different levels of organized social, physical, and cultural activities at eleven schools within the planning area. The eight elementary schools include Dailey, Del Mar, Fremont, Heaton, Homan, Jefferson, Muir, and Wilson. Fort Miller and Hamilton Junior High Schools and Fresno High School are also sites for these activities.

The Parks and Recreation Department has recently initiated a new Cultural Arts Program. Locations for this specific program in the Fresno High/Roeding Community include Dickey and Holmes Playground, Quigley Park, and Fremont, Muir, and Wilson Elementary Schools.

Flood Control Basins

The Fresno Metropolitan Flood Control District has turfed, fenced, and opened for public use a number of basin sites in the metropolitan area. By doing this, the District has supplemented an otherwise deficient amount of neighborhood park acreage in many community plan areas. Unfortunately, of the six basin sites acquired in the Fresno High/Roeding Community, none have been turfed and cannot be utilized for recreational purposes.

Many basin sites are not suitable for recreation uses, however, because of site characteristics. The particular drainage purpose which an individual basin serves may require that the basin be deeper than usual or that the slope of the sides be at a greater angle. Other considerations by the District include the tax base and urban development pressure in the drainage area served by the particular basin.

Consideration of basins for recreation use on a drainage area basis, utilizing the above criteria, creates an unbalanced provision of these sites in the Metropolitan Area. Areas of new development and higher income are favored by this process, while older and lower income areas exhibit a greater need because of a lack of public recreational facilities.

Mini Parks

The concept of mini parks on vacant lots and street rows could be vital to the provision of neighborhood recreation. Limited recreation activities, picnics, and neighborhood get-togethers could all be held within proximity to the user's residence. These parks could serve as the common open space of neighborhoods which were initially developed without common open space. (See Exhibit 17).

Mini parks on street rows not only serve recreational purposes; when located properly, these parks may act as traffic diverters and noise

buffers. Traffic which should be using major streets could be diverted out of neighborhoods by strategic placement. Parks located at the intersection of local and major streets would tend to buffer some of the noise entering the neighborhood from adjacent commercial uses and road traffic.

Environmental Open Space: Characteristics and Concepts

Almost all urban open space resources constitute environmental assets. This is usually true, whether the resource represents a recreational site, or a landscaped street divider. Both examples point to the fact that open space, when planted with trees, shrubs, or grass, makes the urban environment more livable and pleasurable. The following concepts reflect the multiple uses and functions of environmental open space. They are presented here as further elements of a workable open space system in the Fresno High/Roeding Community.

Mid-Street Open Spaces

Residential areas in this community are developed on a grid pattern, with local streets merging into major streets at 1/10 and 1/8 mile intervals. The grid pattern tends to promote the use of many residential streets by through-traffic. Pocket parks on street rows, as noted in the previous section on recreational open space, would alleviate many of the problems related to noise and traffic in residential areas. Mid-street open spaces are also a solution. (See Exhibit 17).

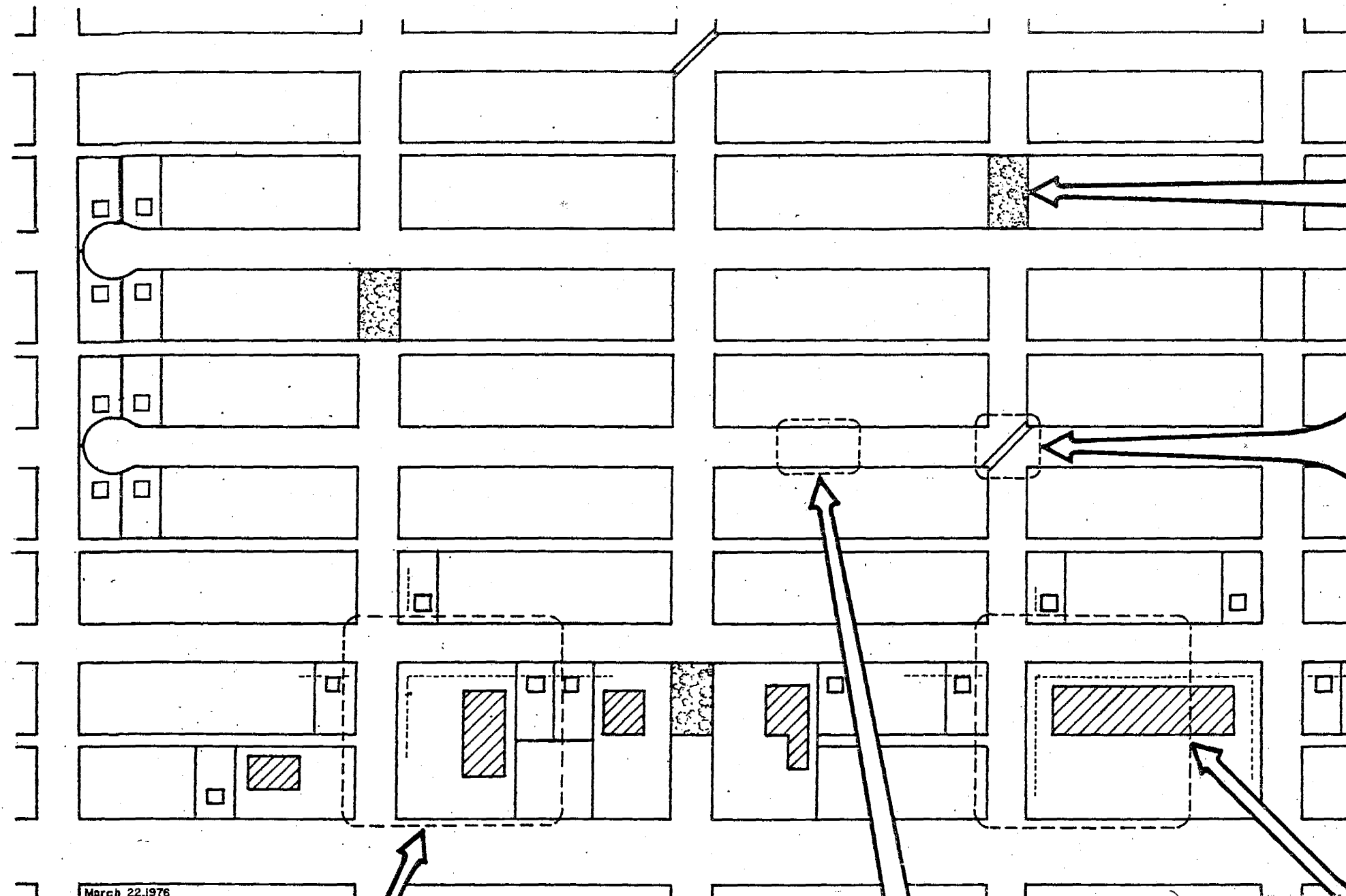
Mid-street open spaces provide the same types of effects granted by street row parks, but allow traffic on the street. The traffic, however, moves at a reduced speed because of the change in street pattern. Curbs and parking strips are extended to form this curvilinear street pattern at mid-block. This requires that on-street parking be restricted where the street narrows, but driveways would remain intact. The benefits occurring from this open space concept include those related to traffic and noise reduction. They also include revitalizing and stabilizing influences, in that, open space introduces an amenity which adds value to the neighborhood.

The provision of mini parks and mid-street open spaces would require the formation of assessment districts. Residents of particular areas, who would like to have these open spaces, could work with the City of Fresno by forming an assessment district for initial costs and maintenance.

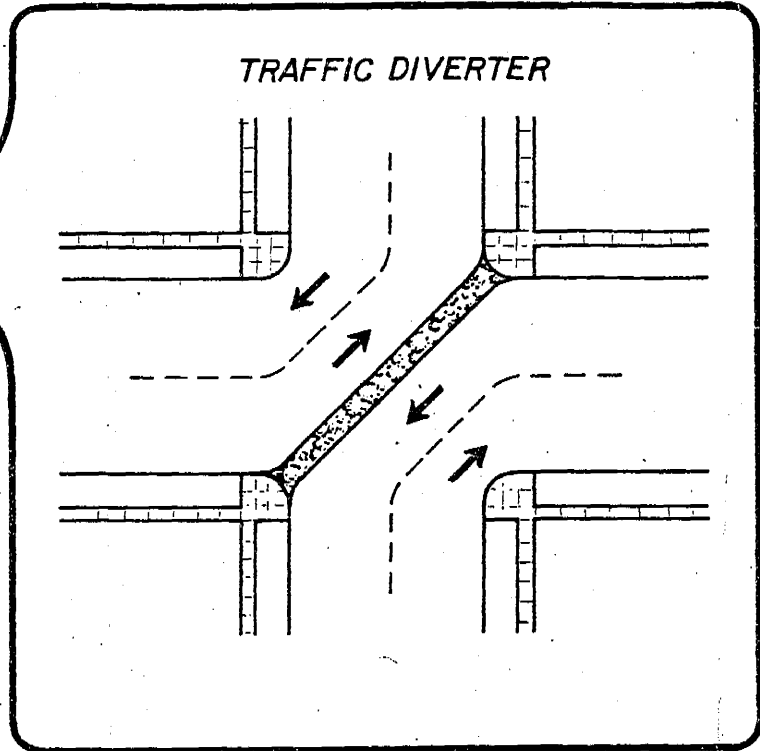
Landscaped Setbacks

Many commercial sites within the planning area are adjacent to residential development. In most cases the commercial use conflicts with the quality and integrity of the residential area. Although it would be impossible to change many characteristics of the relationship between these land uses, it is possible to make them more compatible through the use of open space. For example, in a few locations landscaped setbacks have been developed where the commercial use backs onto a residential street. The landscaped area covers a distance equal

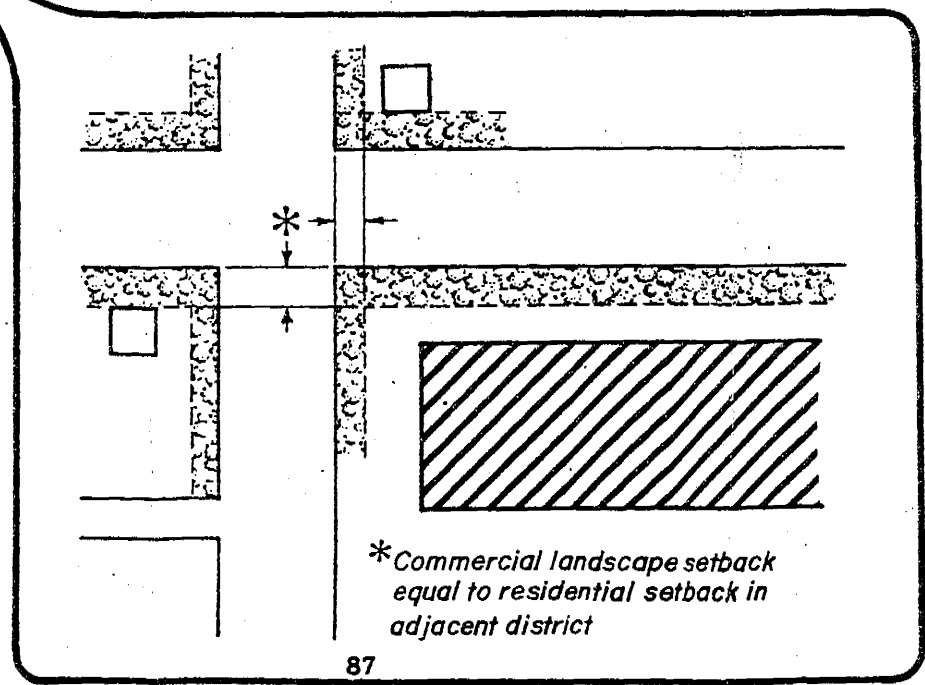
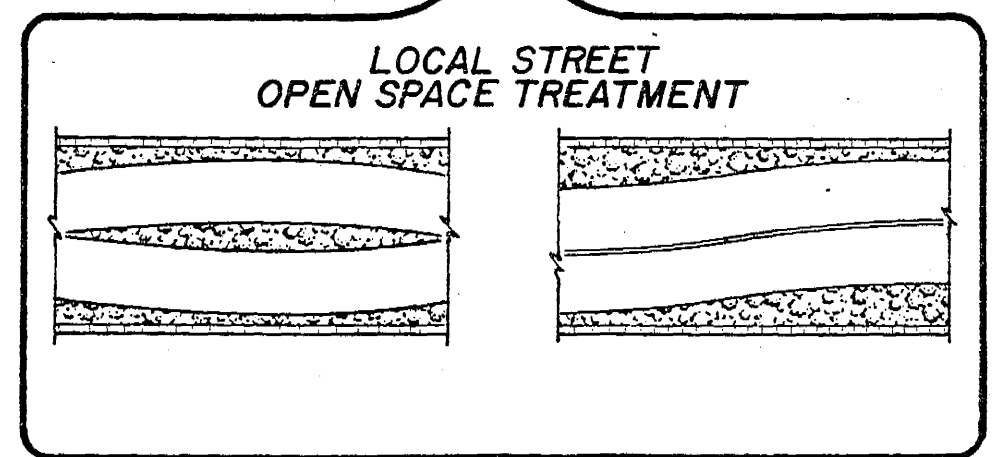
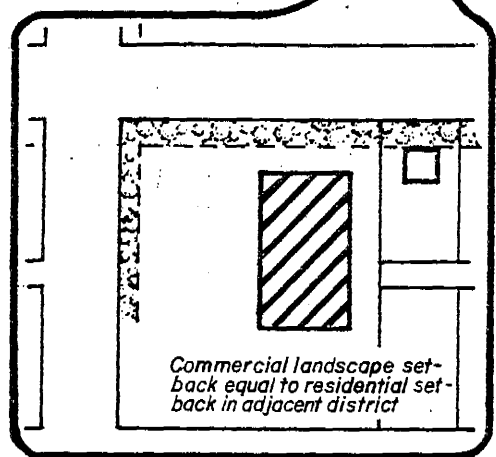
EXHIBIT 17 Neighborhood Open Space Conce



STREET ROW MINI-PARK FROM
STREET ABANDONMENT



March 22, 1976
Planning Division
Department of Planning & Inspection



to the building setback line of the adjacent residential district. Because the landscaped setback area covers a distance equal to the yards of nearby homes, it does not intrude into the neighborhood and offers an amenity to the neighborhood. The setback area, plus a mandatory wall, also help to reduce some of the noise associated with commercial operations. (See Exhibit 17).

Canals

Dry Creek and Herndon Canals traverse the planning area carrying irrigation water through the urbanized area to agricultural lands in the west. The canals represent only a portion of an overall canal network, which could be utilized as a lineal open space system for the Metropolitan Area. They also offer a unique opportunity to provide a separate right-of-way for non-motorized transportation.

Utilizing the canal system as both a scenic resource and non-motorized transportation corridor would require landscaping along canal banks, a bicycle and pedestrian pathway along the ridge of the canal, and a number of improvements to insure greater safety. Landscaping would include groundcover, shrubs, and trees, which would require little maintenance and no watering when the roots are well established after two or three years growth. Construction of at least an eight foot wide asphalt bicycle and pedestrian pathway would easily facilitate both modes of travel. Because canal use would present a safety hazard issue in the community, a protective railing or hedge could be located along both sides of the canal. Safety ropes spanning the canal could also be installed at regular intervals. (See Exhibit 18).

The use of canals as parkways and non-motorized transportation corridors would benefit the community and the metropolitan area in many respects. Landscaping would enhance adjacent development, reduce street noise levels where the canal is located as a buffer, and provide neighborhood recreation in the form of protected bicycling and pleasant strolls. As transportation corridors, the canals offer a complete system of potential bikeways when combined with other bike routes in the metropolitan area.

Vacant Freeway Rights-of-Way

Interim use of vacant freeway rights-of-way has become an issue throughout the metropolitan area. In the Fresno High/Roeding Community special interest has focused on using these vacant areas for community gardens. Such gardens now exist along Fulton Street where it intersects with the Freeway 180 right-of-way.

Assets

*In the Fresno High/Roeding Community, canals, railroad easements, flood control basins, small vacant parcels, and even neighborhood streets represent potentially valuable resources for the provision of open space.

*Areas of visual contrast and historical value, such as Van Ness Avenue, between Ashlan and Weldon, Van Ness, between Olive and Divisadero, Fulton Street, between Belmont and Divisadero, and portions of Wishon Avenue, represent assets for this community and the Metropolitan Area alike.

*An allocation of \$900,000 from Community Development funds has been made for a community center in the planning area. The center will be located at the abandoned Washington Junior High School site at Glenn and Englewood.

Liabilities

*In the urbanized area of the Fresno High/Roeding Community, vacant land is only available in small lots and parcels. As a result of these conditions, the cost of assembling land for major recreation facilities is near the prohibitive level.

*The planning area is deficient in neighborhood and community recreation facilities. This is especially true of the urbanized area south of Shields Avenue.

*Of the six flood control basin sites in this community acquired by the Fresno Metropolitan Flood Control District, none has been turfed or opened for public recreation use.

*There is excessive noise in residential areas generated by road traffic which is compounded by the grid street pattern, the scattered locations of commercial and industrial facilities, and the lack of adequate noise buffers.

*Flood-prone areas in this community constitute major problems, not only because of the hazard of flooding, but because of the potential for lowered property values and decreased development interest.

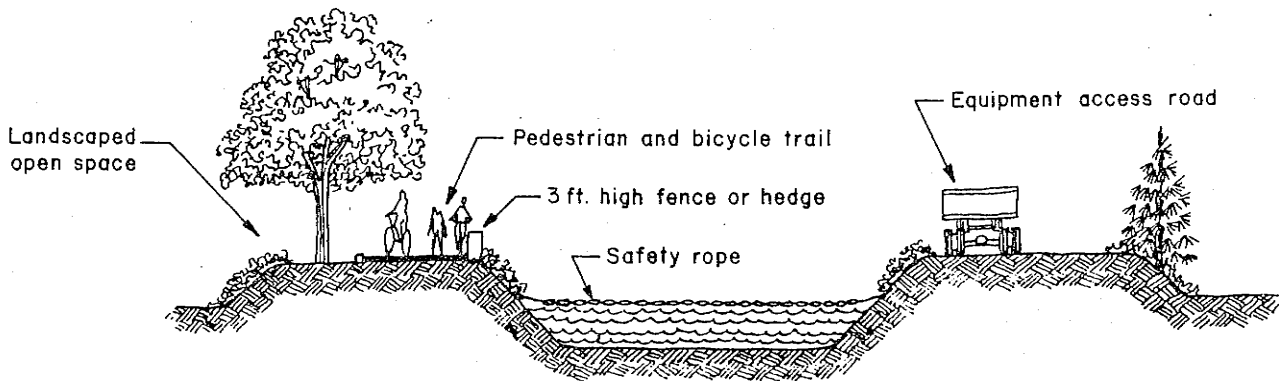
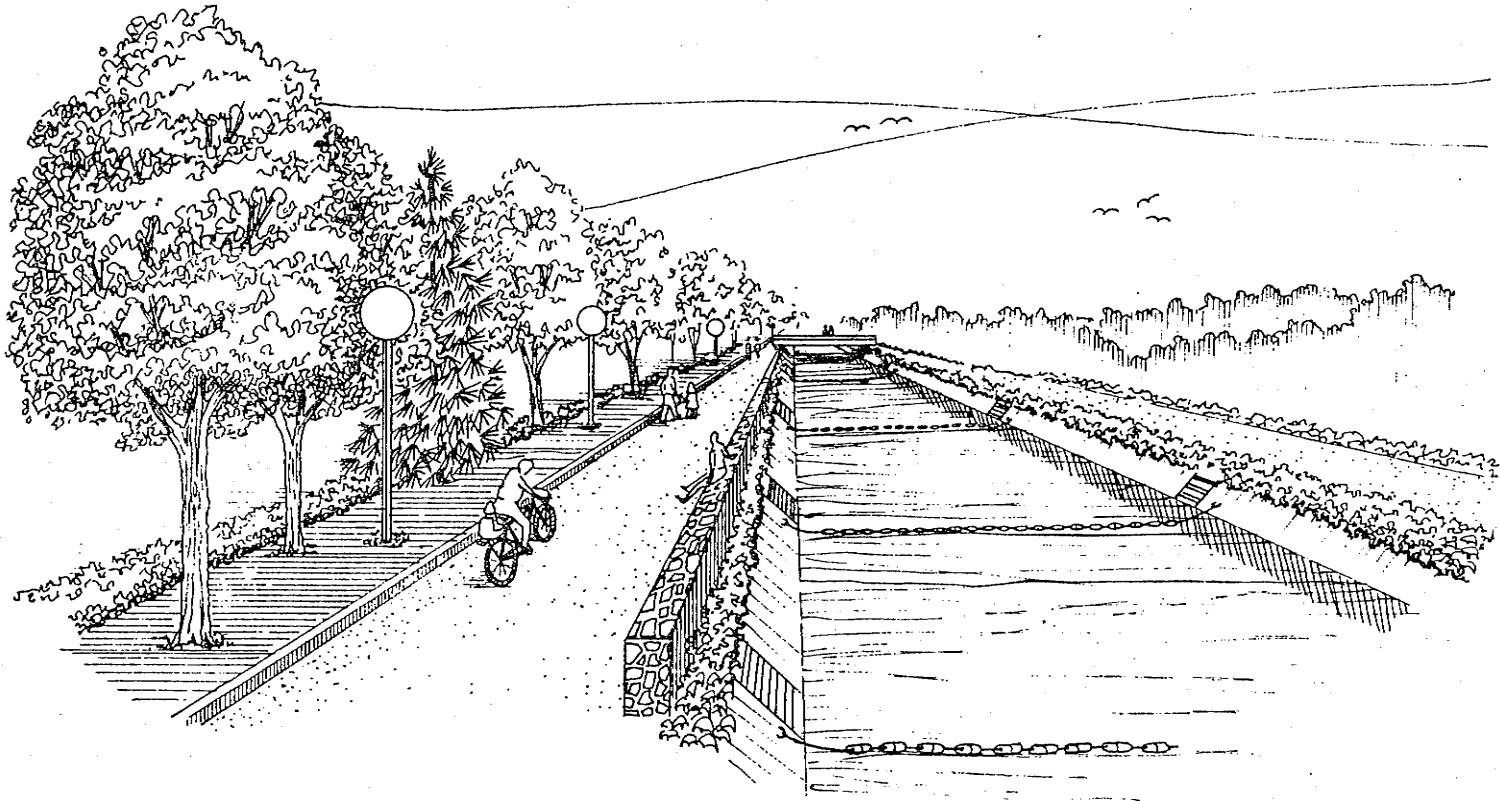
Recommendations

*It is recommended that a process be established for the preservation of trees in this community, and that it conform to the proposals listed in Appendix B.

~~*It is recommended that those changes in development standards noted in Proposals Three and Six of Appendix B be studied and implemented, and that residents in new subdivisions be allowed to choose a formal or informal street tree pattern and the types of trees they desire, as described in Proposal Seven of the Appendix.~~

*It is recommended that a revision of the property development standards relating to landscaped setbacks be made. This revision would require that the mandatory wall and landscaped setback of commercial uses be equal to the setback of the adjacent residential districts, and that special architectural and landscaping provisions

Canal/Open Space Concept



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1. *Journal of the American Medical Association*, 1997; 277: 1039-1043.

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be established which would insure a level of environmental quality in commercial development equivalent to adjacent residential uses.

~~*It is recommended that mid-street open spaces and pocket parks on street rows and vacant lots be considered for the provision of recreational and environmental open space opportunities in built-up neighborhoods. The implementation of these concepts can be initiated by neighborhood groups calling for a specific plan and the formation of a maintenance/assessment district.~~

*It is recommended that canals, railroad easements, and other available easements be utilized to create linkages in a metropolitan open space system, and that these easements be included in Fresno County's Recreation Trails Element.

*It is recommended that future urban development in the Fresno High/Roeding Community be designed to mitigate the adverse effects of major streets. Mitigating measures should include open space buffers, frontage roads with planted street dividers, and noise attenuating building design.

*It is recommended that the General Plan Open Space Element, when it is completed, serve as the primary guide for location of future parks, playgrounds, and recreation centers in the Fresno High/Roeding Community, and that its findings be incorporated into the Community Plan.

*It is recommended that two recreation sites be designated by the Fresno High/Roeding Community Plan prior to the completion of the General Plan Open Space Element. One is located on the Washington Junior High School site and reflects the proposed location of the Community Center. The second is located on the Lafayette Elementary School site, and reflects a neighborhood park proposed by the Parks and Recreation Department.

*It is recommended that a process be established for the preservation of trees in this community. Subdivision review and assessment district activities should both take into consideration the location and maintenance of existing mature trees, and all possible options should be explored before trees are removed for any public or private development.

~~*It is recommended that a provision be made for furthering the establishment of community gardens on vacant freeway rights-of-way in the Fresno High/Roeding Community.~~

~~*It is recommended that the designation of agricultural land use by the Fresno High/Roeding Community Plan map be implemented by AE-20 Zoning, which is an exclusive twenty-acre agricultural district.~~

*It is recommended that the policies of the FCMA Noise Element be implemented. Specific policies in the Element are prefaced by the general policy that a noise ordinance be utilized to: Provide acceptable noise standards for the various land uses defined in the zoning ordinance, and establish standards that set forth absolute maximum permissible noise levels and acceptable periods of duration.

PUBLIC FACILITIES AND SERVICES

Emergency Services

Fire Protection

Three separate fire protection agencies provide fire protection services to the Fresno High/Roeding Community (Exhibit 19). The Fig Garden Fire Protection District and the North Central Fire Protection District serve the unincorporated areas to the north (Fig Garden) and west of the incorporated areas of the community. The City of Fresno provides fire protection services to all of the area within the City's incorporated limits.

Existing fire stations serving the Fresno High/Roeding Community are:

1. The City fire stations at Shields and West Avenues, Shields and Fresno Avenues, First and Tulare Avenues, Clara Avenue and "M" Street, Tulare and "E" Streets, and Broadway and Elizabeth Avenues;
2. Fig Garden Fire District Station at Wishon and Gettysburg Avenues;
3. North Central Fire District Stations at Nielsen and Marks Avenues, Shields and Grantland Avenues, and Shaw and Brawley Avenues.

The Fig Garden Fire Protection District, which was formed to provide fire protection to the Fig Garden Area, has a Number 4 fire insurance rating. The station is manned by a fire chief, two fire captains, two fire fighters, and equipped with two pumper trucks, and a staff car.

Through mutual aid agreements which entitle each agency to rely upon help from other fire entities when they request such help, Fig Garden also serves neighboring areas within a one-mile radius of its boundaries. The district's principal source of revenue comes from the tax money derived from the assessed valuation of property within the district. In 1974, the growth of the district's expenditures (30.86%) exceeded the growth of the district's revenues (28.10%) due to inflation and very slight growth of the district's tax base.

The North Central Fire Protection District is responsible for providing fire protection services for structures in the unincorporated areas generally north of Church Avenue and to the west of the Fresno City limits. Stations are staffed by a fire chief, 2 assistant chiefs, 15 engineers, 2 alarm operators, a crew of 27 firefighters, and equipped with 8 trucks.

The district serves agricultural, rural residential, and the more urbanized residential areas west of Blackstone Avenue adjoining Fresno City boundaries. Agricultural and rural residential areas require less manpower and different equipment (which carries its own water supply) than the urbanized areas.

The North Central Fire Protection District's revenue is raised through a tax levy which covers the cost of providing three different levels of fire protection (urban, rural and industrial). North Central's station, located at Shaw and Brawley Avenues, is approximately 27 years old. The district will face the financial burden of replacing or renovating this station. As is also true of other private fire services, the City of Fresno's annexation of uninhabited territory would deplete some North Central's revenue potential; while future cost-of-living and salary increases will also create a financial burden to the district.

Each jurisdiction, through taxation, finances fire prevention and suppression activities and supports its own staff, equipment, and stations. This multi-jurisdictional system of fire protection is inefficient because the station nearest to a fire may not be the jurisdiction required to respond to the call. Additional inefficiencies result when a call is received for a fire which borders jurisdictional lines and both jurisdictions must respond until the exact location is known.

The City has achieved a "Class 2" fire insurance rating which is exceeded by no other city in the State. Determined by the Pacific Fire Rating Bureau, this high rating represents a low level of deficiency in those categories used to determine fire insurance classifications. The criteria include water supply, fire department procedures, fire alarm system, fire prevention activities, building department regulations, and structural conditions of building to be protected.

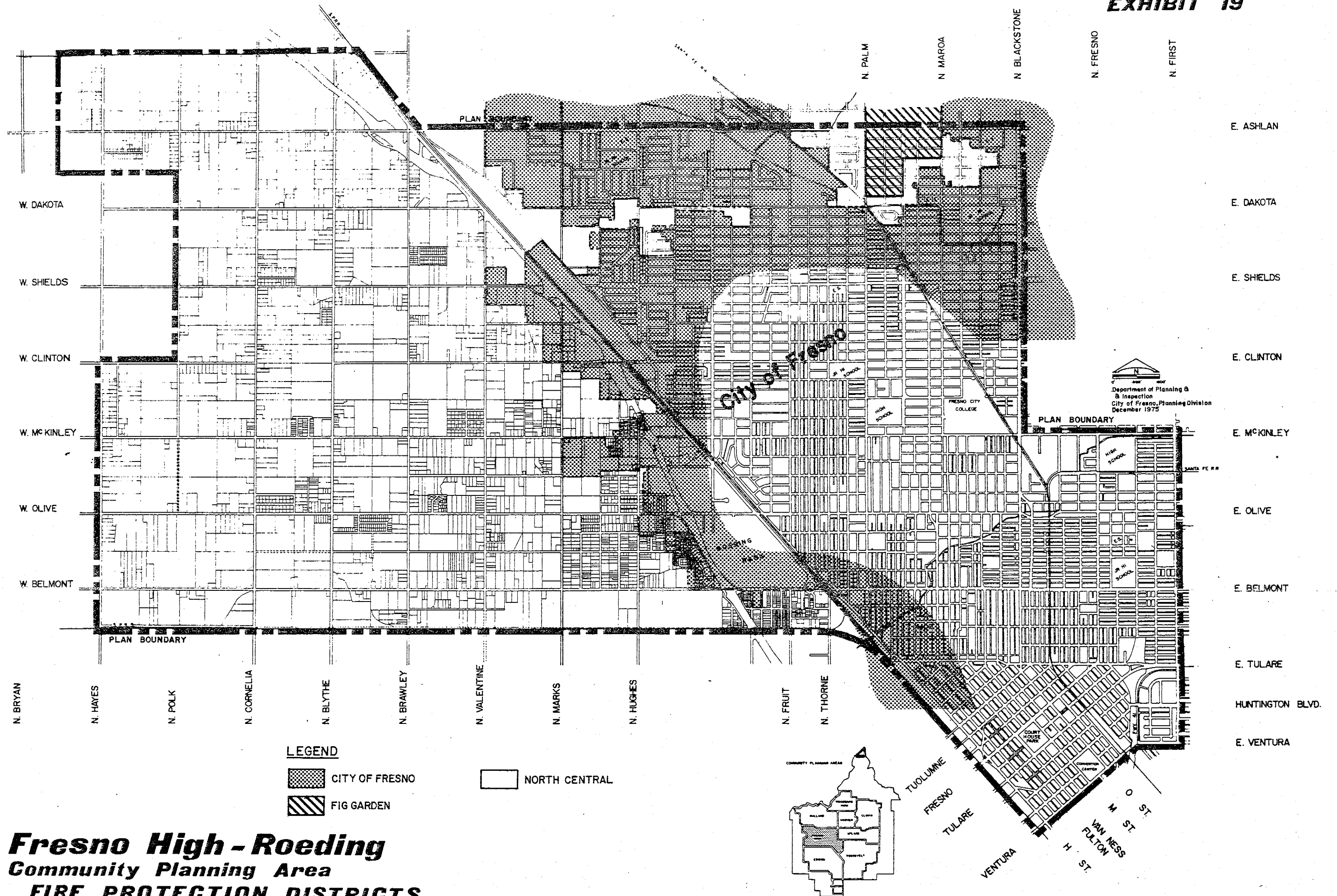
The City of Fresno will use a fire station location model which is designed to find the best locations for fire stations for the City. The recommendations of the study will be used to improve the efficiency and effectiveness of the City's fire services.

Police Protection

Police protection services within the Fresno High/Roeding Community are provided by the City of Fresno Police Department in the incorporated areas and by the Fresno County Sheriff's Office, the Fig Garden Police Protection District, and the California Highway Patrol within the unincorporated areas.

The City of Fresno organizes its service areas by police zones, with the city divided into a half-mile grid. The configuration of beats is determined by the past activity in a zone. The total calls for service are taken into account when dividing zones into beats. In the Fresno High/Roeding Community, portions of five City Police beats are located within the community. Special beats, such as the walking beats in the downtown area, provide additional services to the area.

Police services are also provided by the Fig Garden Police Protection District to the portion of the plan area west of Palm Avenue and north of Dakota Avenue. The Fig Garden Police Protection District was or-



ganized in 1950 to finance a higher level of police protection to Fig Garden residents than was standard in the unincorporated area of the County. It serves the area bounded by Shaw Avenue on the north, to Dakota Avenue on the south; Palm Avenue on the west and Maroa Avenue on the east.

The district entered into an agreement with the County Sheriff's Department whereby two deputy sheriffs and an automobile are assigned to the area to provide extended police protection to the area residents. The cost of providing this extra service is paid by the residents and determined annually by the Auditor-Controller's Office.

Within recent years the cost of police service has increased. However, the district must function under the constraints of Senate Bill 90 (tax ceiling) and the Federal Labor Standards Act of 1974 (overtime pay for emergency service employees exceeding maximum work hours). Because the district has rising costs, but no other substantial sources of revenue than the money raised by the tax rate, the district is faced with the problem of meeting expanding costs with fixed sources of revenue.

The highest number of incidents of violent crime (robbery, rape, assault) occur primarily in the Central Business District and the areas immediately surrounding it. As stated by the President's Commission on Law Enforcement, a higher level of crime is consistently found in the nation's central cities. The Commission attributed this occurrence to the greater availability of criminal opportunities in the Central Area, the greater likelihood of contact with persons involved in crime, the greater degree of impersonality in the city, and the more adverse living conditions in the Central Area.

In the future, in order to better utilize its manpower, the City of Fresno's Police Department will institute a computerized manpower program to predict the minimum number of officers needed to respond to called-for services by half-mile grid. This computerized program will allow adjustment of beat boundaries by time of day, day of week, and month of year to meet the service demands. This will allow the Police Department to deploy their staff in a more accurate and efficient manner, and to provide a higher level of emergency services to City residents.

Emergency Health Services

Emergency health services in the metropolitan area are provided by six acute care hospitals located throughout the metropolitan area.

The new St. Agnes Hospital is a six-story 200-bed facility, located at Herndon and Millbrook Avenues, in the Hoover Community Plan area. The old St. Agnes was located in the planning area at Fruit and Floradora Avenues. The old facilities will be sold for an alternative use. The residents of the Fresno High/Roeding Community will continue to meet their emergency health care needs through the Community Hospital and other acute care hospitals in the metropolitan area. The community

is adequately served by private physicians whose types of services are fairly well represented in the area.

There are three paramedic units planned for the City of Fresno, one of which is located within the Fresno High/Roeding Community at the North Broadway and Elizabeth Streets fire station.

Metropolitan Services

Flood Control

The Fresno Metropolitan Flood Control District provides storm drainage and flood control in the Fresno High/Roeding Community through a process of collecting water in ponding basins and, incidental to this function, recharges the urban underground water supply and provides potential recreation areas. Of the fourteen flood control basins proposed for the area, six are currently developed. Drain lines will be installed and the remaining sites excavated as urbanization occurs.

Construction of drainage facilities is accomplished through the formation of assessment districts. Assessment districts can be conducted independently by Metropolitan Flood Control, or in conjunction with the City as it provides street improvements. Assessment districts are set up to cover approximately half of the cost of facilities, with Metropolitan Flood Control making up the difference between assessments and total cost of a project.

The areas of the Fresno High/Roeding Community with drainage problems are mainly concentrated in the urbanized portions of the community. The project in the EE Drainage Zone (approximately Dakota Avenue to McKinley Avenue, and West Avenue to Palm) is half completed, and handles most of the drainage problems for the area. In the downtown area, approximately half of the drainage system has been installed. However, a major link in the system has not been completed. The missing link which would run along Kearney Boulevard and connect the downtown system with the drainage ponds and storm drainage pipes in the Edison Community, would cost approximately \$1,000,000. Because this segment has not been completed, the system works at less than capacity, and a severe storm would cause drainage problems.

There are very few drainage facilities in the remainder of the Fresno High/Roeding Community. Although more problem areas have been identified, the Flood Control District has not had adequate financial resources to construct additional facilities.

Sewer

The City of Fresno provides sewer service to the entire Fresno Metropolitan Area. Sewer service to County areas is provided in accordance with a Joint Powers Agreement reached in 1969 between the City of Fresno and Fresno County in which the City was designated as the sewer-ing agency for the metropolitan area.

The sewerage capacity available to the Fresno High/Roeding Community is currently 37 million gallons per day. An expansion of sewage facilities for the plan area occurred when the Herndon-Cornelia Interceptor was completed in the fall of 1977. Construction of this facility increased the capacity of the area by approximately 4 million gallons per day.

Each community is different with regard to its waste discharge characteristics. These characteristics are the result of many factors including the type and amount of industry, commercial and professional office development, water use habits, extent of water metering, water cost, climate, sewer system condition, groundwater levels storm drainage systems, and other factors. However, generally a 37 million gallons per day sewerage capacity is expected to serve approximately 110,100 people (or 40,780 housing units). The present sewerage capacity is, therefore, more than adequate to serve the 70,559 population projected for the planning area in 1995.

There are some County areas in the Fresno High/Roeding Community where on-site disposal occurs. This approach may be appropriate for rural residential uses, for properties within 100 feet of a sewer line. As provided by the Fresno County Mandatory Sewerage Ordinance, small rural parcels (36,000 to 100,000 square feet) outside the City limits should not be permitted to use on-site disposal without a community water supply, preferably provided by the City Water Division.

Water Service

The City of Fresno's Water Division has primary responsibility for providing water to the Fresno High/Roeding Community. The water for the City is provided from deep wells located in a grid pattern throughout the City. According to the U.S. Geologic Survey, Fresno is the largest city in the world to exclusively use an underground water basin as the sole source of domestic water supply. The design of the system and the standards established by the City have contributed to the City's "Class 2" rating by the Insurance Services Office.

Water in the unincorporated portions of the plan area is provided by five different water districts or companies (Exhibit 20). One of these water providers is a County Waterworks District (#5) while the remainder are private companies (Metropolitan Water Company, Frank Clark Water Company, Hacienda Heights and Rancho Sequoia). Bowen Water Company, previously a private water company, was recently purchased by the City of Fresno.

The per capita water usage in the Fresno area is approximately 350 gallons per day. This is the second highest per capita rate in the United States. Some of the reasons for this high water usage are: 1) widespread use of lawns and landscaping of residential areas, 2) a lack of perceived need for water conservation, and 3) the fact that most City water is not metered. The high per capita water consumption and the urban expansion into nearby agricultural areas surface irrigation resulted in a drop of groundwater table beneath the urban area.

Because the City of Fresno is completely dependent upon groundwater for its domestic and industrial water supply, a sink, or water table depression developed directly beneath its well field. As the depression became more prominent, the well field's water supply became more dependent upon flow from peripheral areas. Groundwater recharge is the quickest way to stabilize the falling groundwater table. The "Leaky Acres" Recharge Project was designed for the purpose of using surface water for artificial groundwater recharge to maintain an urban groundwater supply, and is located west of the Chestnut-Willow Avenue Diagonal, between Dakota and Ashlan Avenues. Although the effects of this underground recharge program are still under study, some definite trends have been observed. Southwest of the facility for a distance of 4 1/2 miles the water table appears to be stabilized. Additionally, water quality southwest of the facility has improved with a reduction of nitrate content.

Gas and Electricity

The public utility needs of the Fresno High/Roeding Community are being met by one substation within the plan area and four other substations located at sites adjacent to the plan area. The substation within the plan area is located at Palm and Ashlan Avenues.

Pacific Gas and Electric Company has evaluated the anticipated needs of the Fresno High/Roeding Community, and indicated that the present facilities will probably not be adequate to meet the needs of the Fresno High/Roeding Community by 1995. Within the next 20 years, P.G. & E. anticipates that two more substations will be needed to meet the needs of the Fresno High/Roeding Community. The determination of the best location for additional substation sites will require a calculation of the load demand expected within the community by reviewing the land use density and commercial and industrial location as they relate to electrical demand.

Education

There are two school districts serving the educational needs of the children in the Fresno High/Roeding Community. The Fresno Unified School District serves the entire community except the extreme western portion, where the Central Unified School District has jurisdiction.

The Fresno High/Roeding Community has two high schools located within the plan area boundaries. Fresno High (Fresno Unified School District) is located at Palm and Weldon Avenues; and San Joaquin High School (private parochial) is located at Fresno Street and McKinley Avenue.

Fresno City College, the first junior college in the State of California, is also located in the Fresno High/Roeding Community. The City College is part of the California Community College system, which provides two years of lower division college training and occupational training and responds directly to the educational needs of the community. The fall 1977 enrollments were 6,292 daytime students, with 11,846 evening students. The majority of the City College enrollees reside in Fresno and Madera counties.



Although overall enrollments for the Fresno Unified School District have remained relatively stable, the schools south of McKinley Avenue and some of the suburban schools have experienced declining enrollments. These declining enrollments have been the result of the natural aging process of the area's neighborhoods. The total population in this area has stabilized and the proportion of school-age children in the area has been decreasing.

The sizes of elementary and senior high school sites in the Fresno High/Roeding Community are generally smaller than the average of the Fresno-Clovis Metropolitan Area. The elementary school sites in the Fresno High/Roeding Community are about 6 to 7 acres each, while the most recent elementary school sites in the Fresno-Clovis Metropolitan Area average about 10 acres each.

The size of junior high school sites in the plan area are approximately equal to the other junior high sites within the Fresno-Clovis Metropolitan area. The Fresno High School site is smaller than the newer high school sites further north. The Fresno High campus is 32.9 acres in size, while many of the other high schools in the Fresno-Clovis Metropolitan Area are about 50 acres in size.

Although the Fresno High/Roeding Community is located in the "older" part of the Fresno area, there are no "old schools" within the area due to the maintenance/replacement program undertaken by the Fresno Unified School District. Since 1968, the Fresno Unified School District has completed 45 building projects within the FCMA. Buildings constructed prior to 1933 were replaced. Fresno High was completely remodeled.

Assets

*The Fresno High/Roeding Community has an adequate to excellent level of metropolitan services (i.e., excellent fire protection, police protection, etc.). The present level of services provided to the plan area is expected to be maintained.

Liabilities

*The highly irregular boundaries of the police and fire protection jurisdictions are inefficient. The shrinking tax basis of special districts places upon them a financial burden of covering the increasing costs of providing these services.

*The North Central Fire Protection District's station at Shaw and Brawley Avenues is approximately 27 years old and will require replacing or renovating.

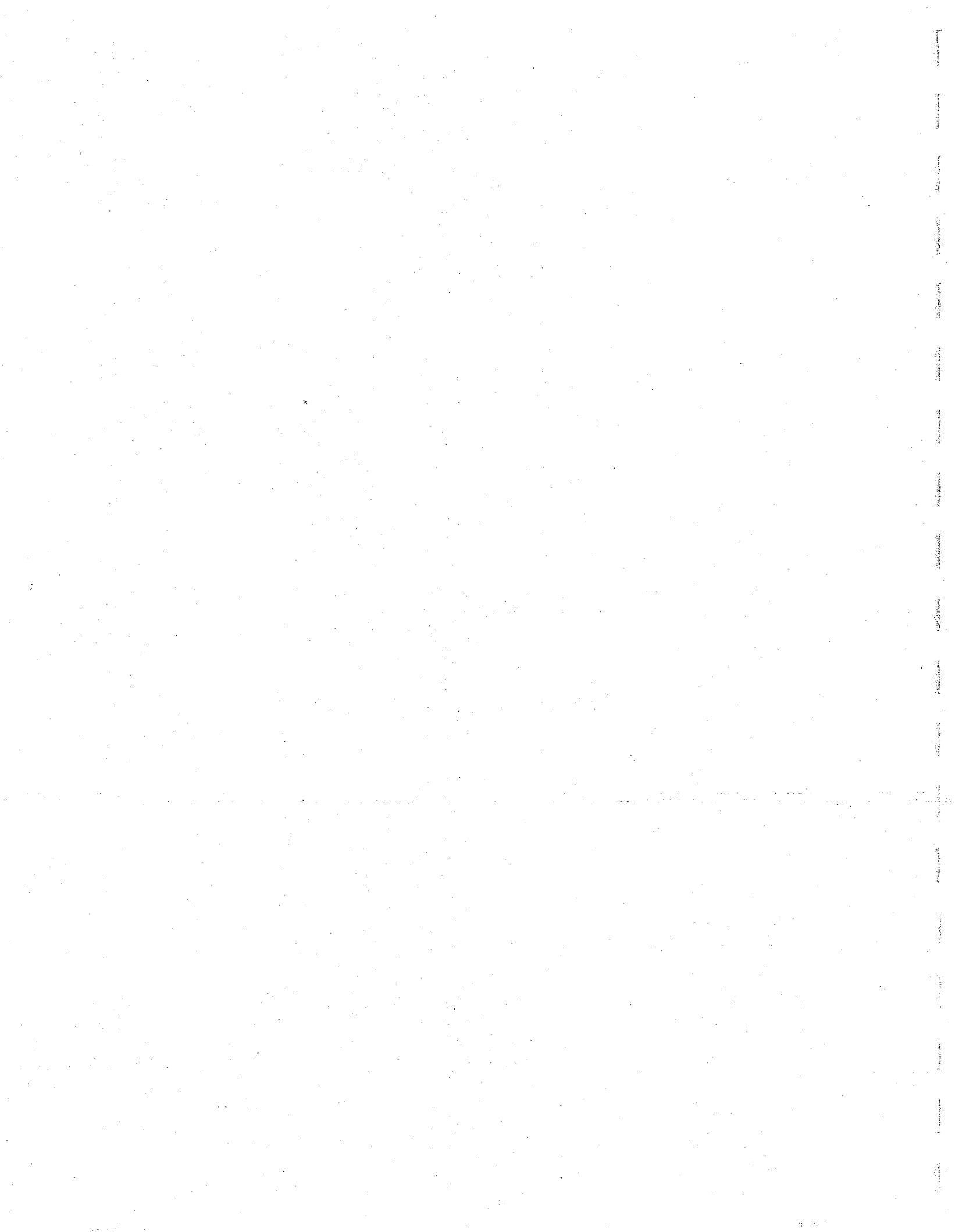
*The sizes of school sites within the Fresno High/Roeding Community are smaller than the new sites further to the north.

*The number of water districts serving the Fresno High/Roeding Community is inefficient.

Recommendation

~~*The special water, police and fire districts providing services to the Fresno High/Roeding Community should be consolidated so as to insure more efficient provision of quality services to all residents of the community. The City of Fresno has broader sources of revenue and the ability to provide the full range of services. The interrelationship of services such as water and fire protection provides the opportunity for improvement to all systems with the consolidation of services.~~

APPENDICES



APPENDIX A

URBAN GROWTH MANAGEMENT

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

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

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

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

Urban Growth Management Area

The Urban Growth Management Process is applied to land in and around the City's fringe which is either undeveloped or predominantly agricultural in use and lacks most, if not all, municipal facilities, improvements, or services. This area, known as the Urban Growth Management Area, is delineated on the City Zone Map. (Exhibit 21)

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

Urban Growth Management Process

The Urban Growth Management Process augments existing development review procedures with a formal Service Delivery Review and Cost/Revenue Analysis, and provides for final action by the City Council. Each proposed development is reviewed by the Service Delivery Review Committee, which is composed primarily of the head of the City service delivery departments. The Service Delivery Review Committee will determine the approach to the delivery of services and the conditions required for development. This determination is guided by a set of specific urban service delivery policies that establish rules by which City services will be delivered to new development.

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

The Urban Growth Management Process is applied to development requests in one of two ways, depending upon the nature of the proposed development. For residential subdivisions, the Service Delivery Review and Cost/Revenue Analysis are performed prior to the filing of a tentative tract map. A maximum of 45 days is provided for the staff analysis. The results of the Service Delivery Review and Cost/Revenue Analysis are forwarded with the subdivision application to the Planning Commission for their recommendation, and then to the City Council for final action.

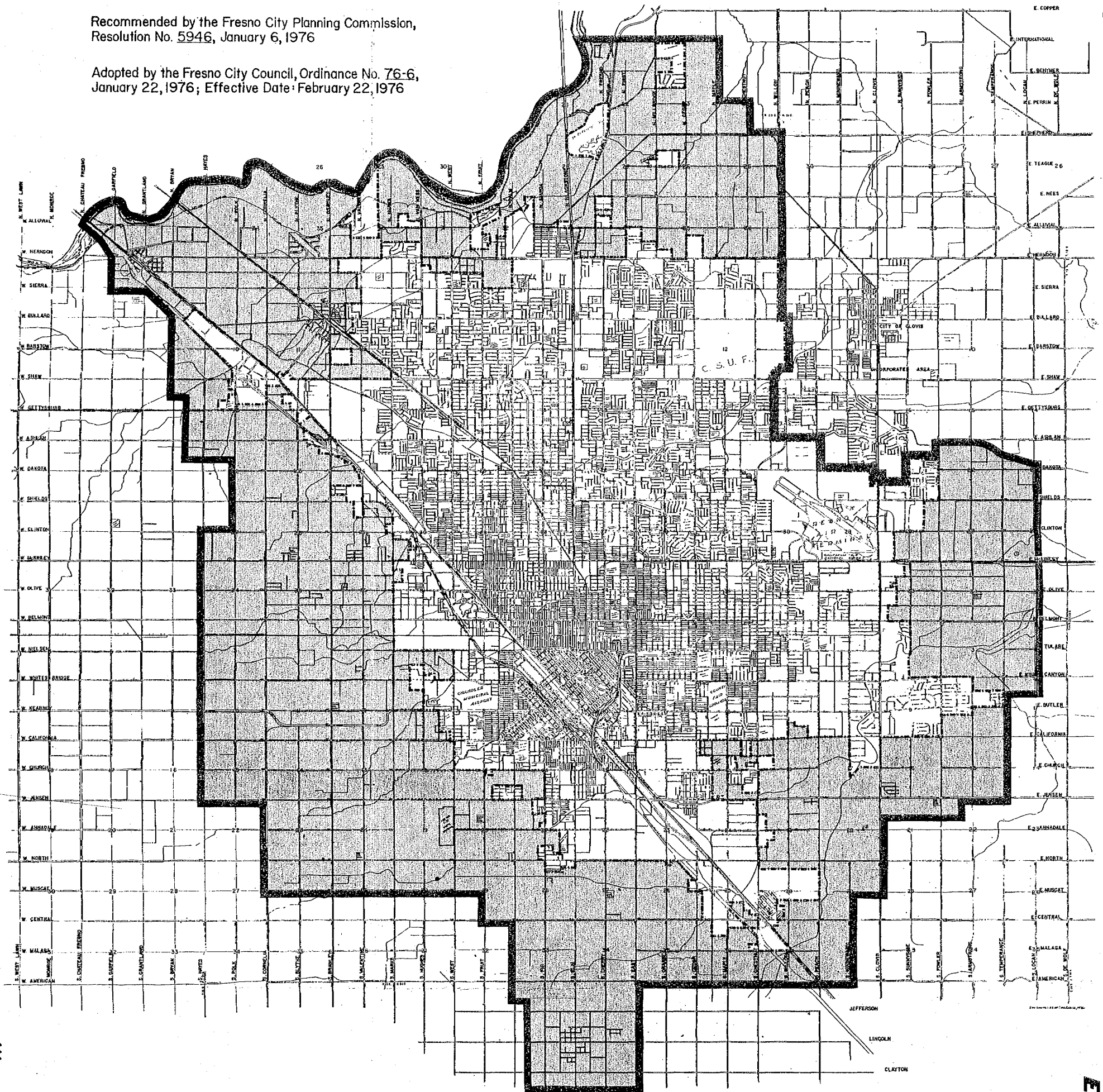
For most other types of development, an Urban Growth Management (UGM) Permit is required prior to development. A set of Specific exclusions is contained in the process, representing those developments of minor consequence to the method of service delivery extension. When a UGM Permit is required, an application must first be filed with the Director of Planning and Inspection. A 40-day period is provided for the Service Delivery Review and Cost/Revenue Analysis. The resulting staff report is then forwarded to the Planning Commission for their recommendation, and to the City Council for final action.

Fresno, California

Urban Growth Management Area

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

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



LEGEND

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

- Urban Growth Management Area Boundary
- Fresno City Limits



APPENDIX B

STREET TREE PRESERVATION

There is a high degree of citizen interest in tree preservation in the Fresno urban area. The expression of this interest has not only come from residents of older neighborhoods with large mature trees, but from residents of newer neighborhoods who recognize the importance of trees to their environment.

Large mature trees benefit the Fresno area in many ways. First, they insure a level of environmental quality that would otherwise be unavailable. Large trees help to purify the air, reduce noise, provide shade and a canopy effect for streets, and trap dust. Second, large trees cool the air, the ground, and even housing, resulting in high energy savings because of a reduction in the use of home air conditioning. Third, trees are an amenity. They add beauty and value to a neighborhood which helps to maintain the quality and enduring attractiveness of a residential area. Fourth, trees are an element of the natural environment, the sense of which is so often missing from modern urban development.

Fresno has experienced many problems with tree preservation under existing development standards, tree planting practices, and up to now, an inadequate level of technology. Many mature trees have been removed because of damage done to sidewalks, curbs, gutters, and streets by the root systems of large trees planted in narrow parkways. Other mature trees have been removed because their root systems interfere with underground utilities.

Although these problems relate to the location and size of the tree and the placement of expensive improvements, they also relate to watering practices and soil characteristics. The major reason that root systems are near the ground surface is the practice of shallow watering instead of deep watering. In some areas of town, an impenetrable hardpan layer close to the soil surface also causes root systems to be very shallow.

The historical solution to these problems has been to replace large street trees with a limited variety of small ornamental trees. This action has many times destroyed the visual consistency of rows of large trees by breaking the pattern with the small ornamental trees. Although these problems exist, using small trees is not a solution because they do not provide the same benefits as large trees. Other solutions are needed in order to maintain large mature trees in older areas of town and insure the growth of large trees in newer areas.

The following proposals are taken from the Parks and Recreation Department's recommendations to revise the existing Street Tree and Parkway Ordinance, and Planning and Inspection Department review of the subject:

1. That mature street trees only be removed when all possible options to save the trees have been ex-

plored by the Parks and Recreation Department.

~~2. That an extensive root-pruning program be established to reduce root damage to sidewalks, curbs, gutters and streets.~~

~~3. That an amendment to the zoning ordinance be considered to provide that no sewer, water or utility lines be placed within the center one-third (minimum thirty feet) of the total frontage of a residential lot.~~

4. That a formalized program be established with all utility companies and contractors in order to insure the protection of trees when work by these agencies is being done in City parkways.

5. That a formalized program be established to educate both residents and property maintenance personnel of private businesses, on proper watering practices for desirable tree growth.

~~6. That new property development standards for residential subdivisions be studied, which will allow for monolithic sidewalks and large tree planting in front yard setback areas rather than parkways.~~

~~7. That residents of new subdivisions be given the option of choosing a formal street tree pattern (trees of the same size, variety, and planting pattern), or an informal pattern (trees of different sizes and varieties planted in a designed random pattern), and that the City's conservation and maintenance program relate to the chosen pattern.~~

The benefits derived from these proposals, if they are implemented, will include all those benefits associated with large mature trees and their preservation as valuable environmental resources. Additional benefits would be a change in development standards for new residential subdivisions allowing the planting of large street trees, and the opportunity for residents in new subdivisions to decide what type of street tree pattern they desire. By changing the development standard to monolithic sidewalks, the variety of trees allowable would also be increased.

APPENDIX C

FCMA COMMERCIAL LAND USE STANDARDS

Commercial land use standards used in the analysis of the community's neighborhood commercial facilities were established by the Commercial Land Use Report/Background Study to the 1974 FCMA General Plan, prepared by the Planning and Inspection Department. The standards themselves appear simple and uncomplicated, yet their formulation was a product of research in published studies and books on commercial land use planning, and analysis of commercial land use in the metropolitan area.

Perhaps the most important standard is the minimum standard service ratio. During the analysis of Greater Fresno shopping centers, work was completed on the computation of current acres per 1,000 population ratios for the three levels of FCMA centers. This was followed by the development of standard service ratios which are recommended as a guidance for future shopping center development. For neighborhood shopping centers, the analysis found that .30 acres of neighborhood shopping centers serve 1,000 residents. This ratio was calculated by dividing the total 1971 FCMA population of 297,000 into the total neighborhood center acreage of 84.7. Similarly, ratios of .40 per 1,000 and .50 per 1,000 were revealed for community shopping centers and regional shopping facilities, respectively.

The first step in the establishment of the minimum ratio of commercial acreage to population was the determination of minimum population support required for each level of shopping center. Commonly accepted standards are a minimum support population of 5,000 for neighborhood centers, 25,000 for community centers and 100,000 for regional centers.

An analysis was conducted on the minimum site area for FCMA centers. Identified minimums were 5 acres for the neighborhood level center, 20 acres for the community center and 60 acres for the regional center. Based on those established criteria, it was feasible to develop the minimum acreage per 1,000 population service area ratios for Greater Fresno centers. These were formulated by dividing the minimum trade area population support into the minimum site area. This division process creates minimum ratios of 1.00 acre/1,000 population for community shopping centers, and .60 acres/1,000 population for regional shopping centers.

The variation between the existing ratios and the recommended minimum standard ratios is easily explained by the existence of extensive strip and freestanding commercial development. For example, in relation to local commercial land use (of which neighborhood and community centers form a part), analysis has indicated that a local commercial ratio of 2.13 acres/1,000 population is found to exist. If the current neighborhood center and community center ratios of .30 and .40 respectively, are combined to form a .70 acres/1,000 ratio, and this sum is subtracted from 2.13, a local freestanding commercial ratio

of 1.43 is obtained. The point is that two-thirds of the total local commercial acreage is devoted to the less efficient free-standing form of commercial land use. This level is unacceptable because, as previously explained, not only is the clustered shopping center a more economically efficient physical pattern but the streets which are congested with freestanding or strip commercial development facilities are unable to efficiently perform their primary function as traffic arterials. The recommended minimum acreage/1,000 population ratios are included in its analysis because they confirm the need for a firm City policy which will encourage the clustering of commercial uses into shopping centers.

The following table summarizes recommended shopping center criteria contained within the 1974 FCMA Commercial Land Use Report.

EXHIBIT 22

SHOPPING CENTER TYPE

Criteria	Regional	Community	Neighborhood
Street Type Location	Intersection of freeways express- ways, arterials, or any combina- tion thereof	Intersection of arterials and/or expressways	Intersection of arterials and/or collectors
Acreage of Site (single corner preferred)	60-70	20-30	5-10
Distance from nearest Center (miles)	Between 3 and 5	Not less than 2	Not less than 1
Minimum People in Trade Area	100,000-117,000	25,000-37,500	5,000-10,000
Parking Ratio	3:1	3:1	2:1

Source: 1974 FCMA Commercial Land Use Report

The shopping center criteria cumulatively will have a significant impact on future commercial land uses. Their intent is to provide necessary flexibility as development standards and at the same time protect the integrity of all shopping center types, both existing, and to be developed.

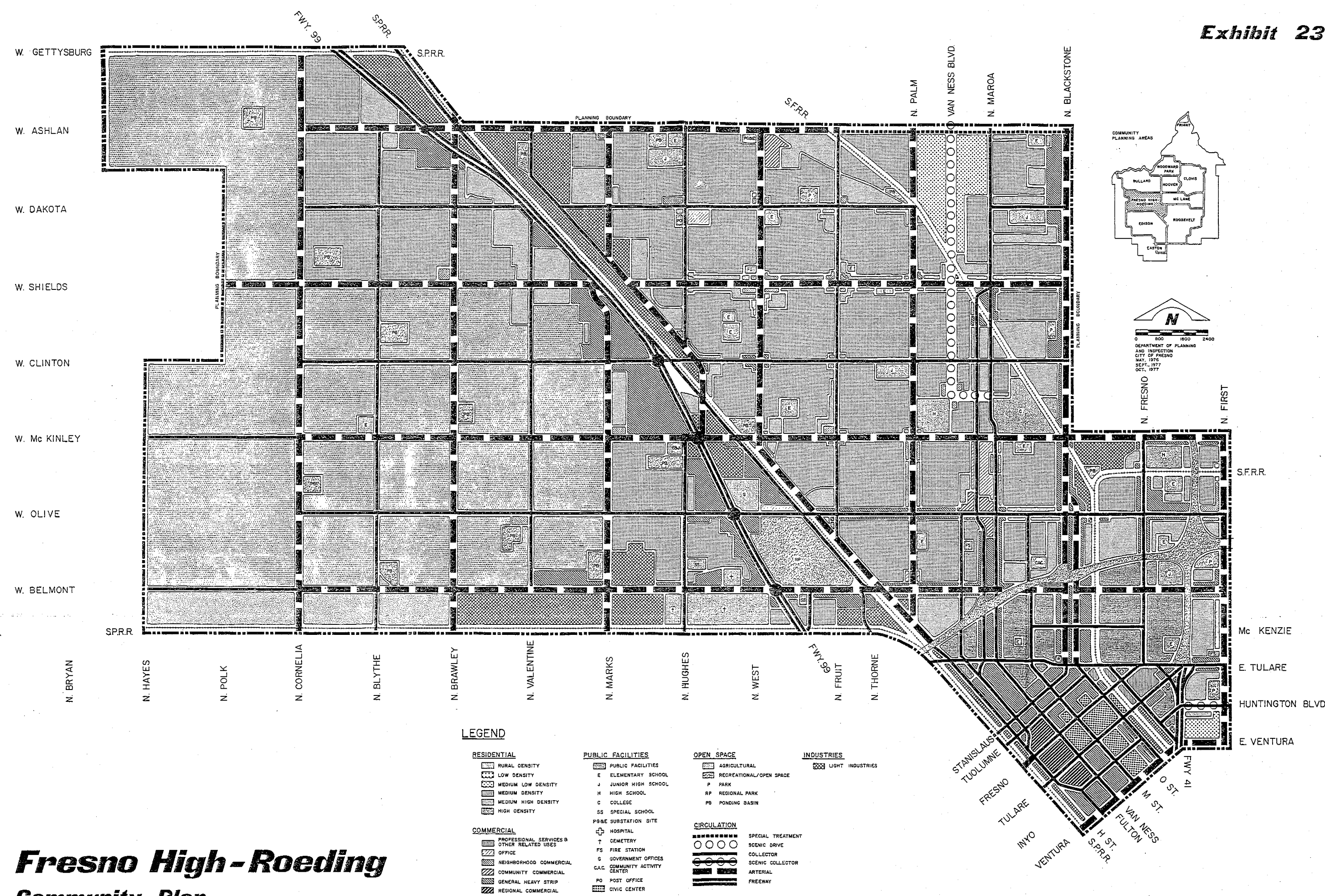
APPENDIX D

SINGLE-CORNER SHOPPING CENTER DEVELOPMENT POLICY

In 1974, the Fresno City Council adopted a policy of one-corner shopping center development as part of the FCMA General Plan. This paper is included within the Community Plan document to provide further definition of the Council's policy, and give direction to its implementation. Two alternatives are presented in the paper. Each alternative represents a specific policy on a process to determine the appropriate corner for shopping center development, while allowing for the insurance of due process and equal treatment, and increasing overall acceptability.

Implementing a policy of locating neighborhood or community shopping centers on one corner of an intersection is a difficult problem. In some cases the parcel sizes, access characteristics, and adjacent land uses are different. This type of situation makes a determination of the most appropriate corner much easier through the use of commercial land use standards and planning design criteria. Where the multiple corners appear to be equivalent in terms of size, access, and potential relationships with adjacent land uses, however, the decision becomes much more problematic. Further complicating this situation is the historical practice of leaving a corner parcel vacant in hope of future commercial development. Such land speculation, and the inflated land values attached to it, contribute to the difficulty of maintaining only one corner of commercial development, and despite the Council's adopted policy on this issue, there is a lack of clarity in the community as to how the Council will deal with this problem.

The Commercial Element of each Community Plan has confronted these issues by selecting the most appropriate site in terms of parcel size, market area, access and land use relationships, where these characteristics were unequal. The result has been a number of rezoning proposals which are designed to implement the City's adopted policy of one-corner commercial.



Fresno High-Roeding
Community Plan
No Freeway Alternative

