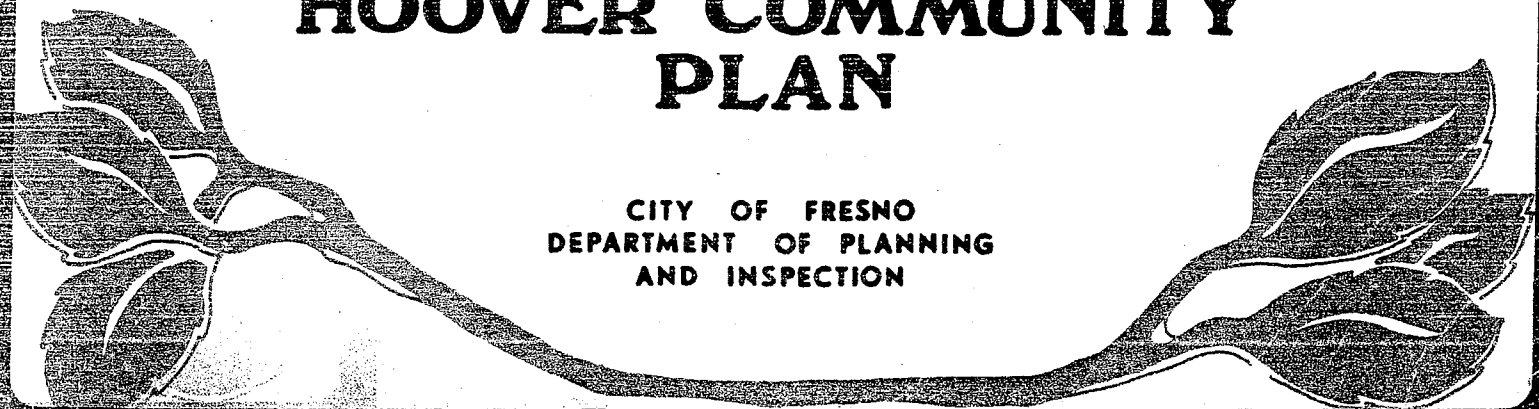




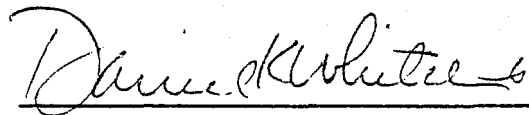
HOOVER COMMUNITY PLAN

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

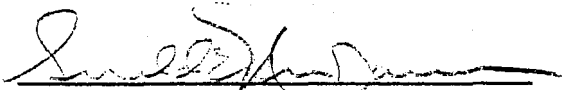


HOOVER COMMUNITY PLAN

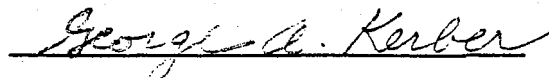
Adopted by the Fresno City Council on July 1, 1980



**Daniel K. Whitehurst
Mayor**



**Gerald E. Newfarmer
City Manager**



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

A RESOLUTION OF THE COUNCIL OF THE CITY OF FRESNO
ADOPTING THE HOOVER 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 City 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 Hoover Community Plan, September, 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 Hoover Community Plan to allow citizen participation in all phases of the planning process; and

WHEREAS, the Planning Commission held public hearings, duly noticed, to consider the Preliminary Hoover Community Plan, and received testimony in favor of and opposition to the proposed plan on July 31, August 28, 1979, and January 15, 1980; and

WHEREAS, the Planning Commission considered the revisions to the Preliminary Hoover Community Plan, contained in the staff reports pertaining to the modifications; and

WHEREAS, the Preliminary Hoover Community Plan, a refinement of the 1974 General Plan, is intended to supercede those portions of the College and Clovis Community Plans which fall within the Preliminary Hoover Community planning area; and

WHEREAS, the Planning Commission, at the January 15, 1980, hearing, after having heard evidence and having fully reviewed and considered the final Environmental Impact Report No. 10063, that includes the supplemental environmental impact report, on the Hoover Community Plan, voted to approve and recommend numerous modifications; and

WHEREAS, additional modifications were submitted subsequent to the public hearings held before the Planning Commission; and

WHEREAS, the Preliminary Hoover Community Plan, as approved and recommended by the Planning Commission along with other considered alternatives and modifications, and Environmental Impact Report No. 10063 including the supplement have been made available to the Council; and

WHEREAS, thereafter and heretofore, this Council duly and regularly fixed the 13th day of May, 1980, and then the 27th day of May and the 17th day of June for public hearings on the Hoover 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, July 1, 1980, has certified Environmental Impact Report No. 10063 including the supplemental Environmental Impact Report, and having made certain findings relating to mitigation measures incorporated in the Final Environmental Impact Report No. 10063; and

WHEREAS, the Council, at its three hearings, 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, planned urbanization as shown in the Hoover Community Plan will enhance the community and will preserve adjacent land for continued agricultural uses.

NOW, THEREFORE, BE IT RESOLVED, the Council of the City of Fresno resolves that the document entitled "Preliminary Hoover Community Plan, September, 1976", as amended by the revisions listed on the following pages, is hereby approved and adopted as the Hoover 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 July, 1980.

JACQUELINE L. RYLE
City Clerk

By _____
Deputy

HFC/pt
6/24/80

APPROVED AS TO FORM

CITY ATTORNEY'S OFFICE

By: [Signature]
Deputy

HOOVER COMMUNITY PLAN MODIFICATIONS

RESIDENTIAL LAND USE ELEMENT

- ~~1. Change the designated land use of 154 acres at the southeast corner of E. Herndon and N. Chestnut Avenues from medium-low density residential and open space to medium density residential with a ten foot landscaped buffer along E. Herndon Avenue.~~
- ~~2. Change the designated land use of 9.6 acres located near the northeast corner of E. Gettysburg and N. Maple Avenue from medium density to medium-high density residential.~~
- ~~3. Change the designated land use of 9.99 acres at the northwest and northeast corners of E. Ashlan and N. Chestnut Avenues from low density to medium-high density residential.~~
- ~~4. Change the designated land use of 4.6 acres on the east side of N. First Street between E. Ashlan and E. Gettysburg Avenues at Ashcroft from medium to medium-high density residential.~~
- ~~5. Change the designated land use of 3.79 acres on the northwest corner of E. Gettysburg and N. Chestnut Avenues from neighborhood commercial to medium-high density residential.~~
7. Change the designated land use of the north 6.77 acres northwest of E. Bullard Avenue and Fresno Street from medium density to medium-high density residential. (See #7 in Commercial Land Use Element)
8. Amend the text at Page 34, bottom, to add:

~~"Increases in the costs of new single family housing have given rise to a growing demand for owner-occupied multiple family housing in the form of condominium dwelling units. As the condominium market expands beyond the rate of new construction, many existing apartment complexes come under market pressure to convert for the resale of individual units as condos. Since 1976 the rate of conversion has been substantial in the Hoover area. Applications for conversions have amounted to about 24 percent of the medium density and higher multiple family housing stock.~~

~~The current high rate of condominium conversion should be carefully monitored to ensure that converted projects are suitable as owner-occupied units. The conversion process should not result in a shortage of rental housing stock. Furthermore, conversions should be studied to determine whether the displacement of existing rental tenants is causing hardships for families with children, for the elderly, or for others who are unable or unwilling to purchase housing."~~

In addition, amend the text at Page 38, bottom, to add:

~~"It is recommended that condominium conversions be approved only on the basis of conformity with the City's plans, policies and ordinances for residential development. Review of future conversion applications should include consideration of any impacts upon existing tenants and upon the supply of alternate rental housing in the plan area.~~

- ~~33. Change the designated land use of 17.18 acres on the southeast corner of N. Fresno Street and E. Herndon Avenue from medium density and open space to medium-high density residential.~~
36. Change the designated land use of 1.25 acres on the east side of N. Chestnut between Holland and Gettysburg from medium density to medium-high density residential.
40. Change the designated land use of 9.4 acres on the southwest corner of Sierra and Millbrook Avenues from medium-low density to medium density residential.
41. Change the designated land use of .9 acres northwest of Ashlan and Chestnut Avenues from low density to medium-high density residential.

COMMERCIAL LAND USE ELEMENT

6. Change the designated land use of 7.42 acres on the northwest corner of E. Bullard Avenue and N. Fresno Street from medium density residential to neighborhood commercial.
 7. Change the designated land use of 6.46 acres northwest of E. Bullard Avenue and N. Fresno Street from medium density residential to office commercial.
 9. Change the designated land use of 7.4 acres at the southwest corner of N. First Street and E. Herndon Avenue from medium-high density residential and open space to neighborhood commercial.
 11. Change the designated land use of 18 $\frac{1}{2}$ acres on the southeast corner of Cedar and Herndon Avenues from medium density residential to neighborhood commercial.
 16. Change the designated land use of 12.3 acres at the northwest corner of N. First Street and E. Bullard Avenue from medium-high density residential to office commercial.
 17. Change the designated land use of 14.7 on the east side of N. Fresno Street between E. Shaw and E. Gettysburg Avenues from office commercial to regional commercial.
 20. Change the designated land use of 5.07 acres on the southeast corner of N. First Street and E. Herndon Avenue from office commercial to neighborhood commercial.
 21. Change the designated land use of 1.3 acres on the north side of E. Gettysburg between N. Effie and N. Clark Streets from medium density residential to office commercial.
 32. Change the designated land use of 5.19 acres on the northwest corner of Bullard and Cedar Avenues from medium-low density residential to office commercial.
 - ~~34. Change the designated land use of 1.78 acres on the northwest corner of E. Barstow and N. Cedar Avenues from high density residential to a designation of Special Commercial Shops.~~
- ~~It is recommended that the 'Special Commercial Shops' designation on the northwest corner of East Barstow and North Cedar Avenues include those uses permitted in the Limited Neighborhood Shopping Center District (C-1). Permitted uses include but are not limited to book stores, clothing stores, gift shops, and libraries. Uses permitted subject to conditional use permit would include delicatessens, ice cream sales, restaurants and soft drink fountains. It is understood for the purposes of this plan that upon the submittal of a rezoning application, a site plan and details of uses will accompany the request to enable the Council to monitor the proposed development. This will be forwarded to the Neighborhood Council for coordination between the Neighborhood Council and the developer.~~
- ~~35. Change the designated land use of 682 acres bounded by N. Blackstone, Herndon Avenue, Fresno St. and Ashlan Avenue as depicted in the attached Corridor Alternative Map (Exhibit "1").~~
 37. Change the designated land use of 3.3 acres on the west side of N. Cedar between Shaw and San Jose Avenues from high density to neighborhood commercial.
 38. Change the designated land use of 9.66 acres on the southwest corner of Gettysburg Avenue and Clark Street from medium-high density residential to general heavy strip commercial.

Commercial Rezone Items

- A. Change the zone district of 3.86 acres located northwest of Fresno Street and Bullard Avenue from a neighborhood commercial zoning district to a district compatible with medium-high density residential.
- ~~D. Change the zone district of 9.25 acres located southeast of First Street and Bullard Avenue. Direct the rezoning from a neighborhood commercial district to a medium-high density residential zone district.~~

HOOVER COMMUNITY PLAN MODIFICATIONS (Cont.)

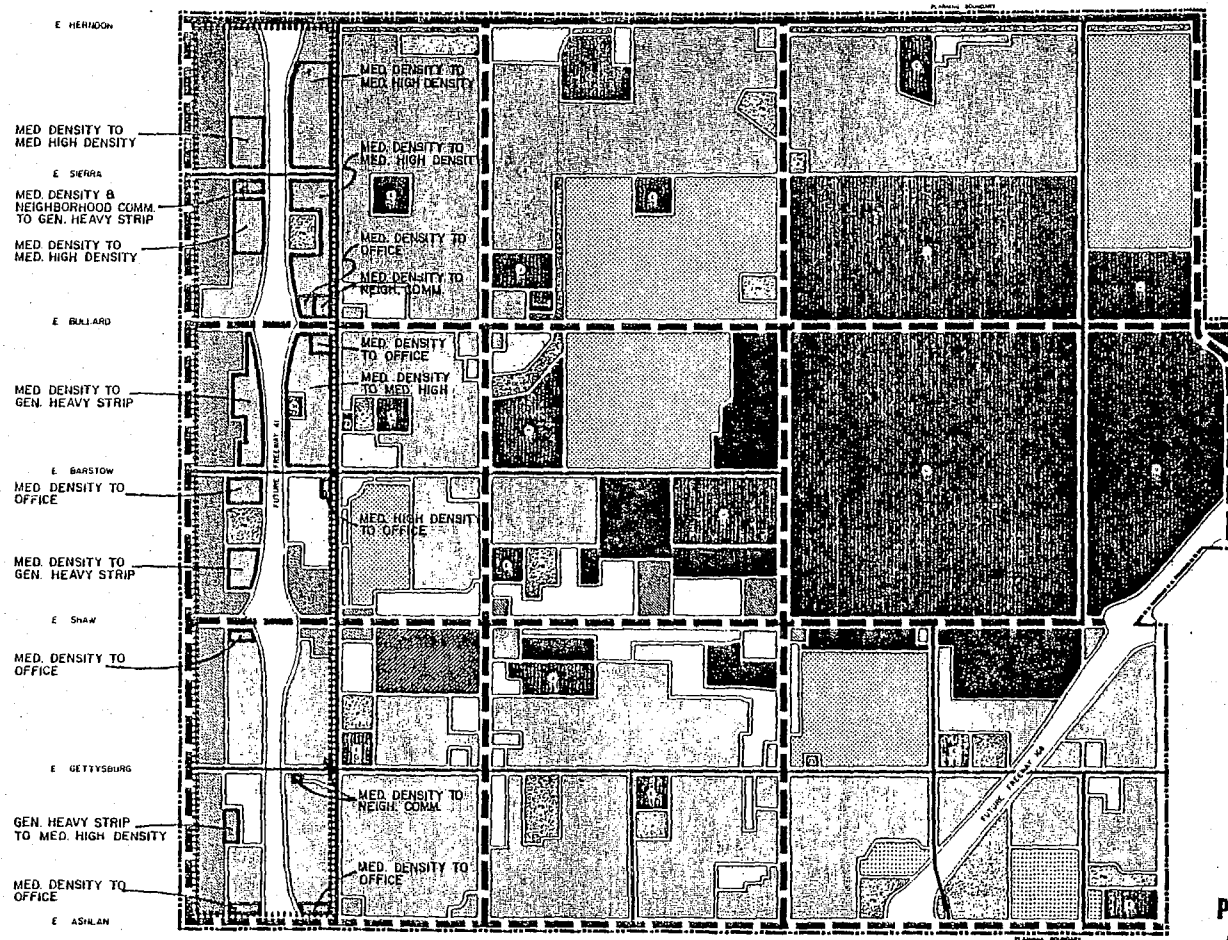
- ~~E. Change the zone district of 3.9 acres southwest of Gettysburg and Cedar Avenues. Direct the rezoning from a neighborhood commercial zone district to a medium density residential district.~~
- ~~H. Change the zone district of .63 acre on the southeast corner of Bullard Avenue and Fresno Street from a commercial zone district to a medium density residential district.~~

PUBLIC FACILITIES AND SERVICES ELEMENT

- ~~27. Change the designation of two school sites: (1) the Ahwanee Junior High School near Bullard Avenue and First Street will be redesignated a Middle School; (2) The Tioga Junior High School near Shaw Avenue and First Street will be redesignated a Middle School.~~

TRANSPORTATION ELEMENT

- ~~25. Extend N. Maple as a collector from E. Shaw north to the E. Barstow alignment. Extend E. Barstow east to N. Maple extension.~~



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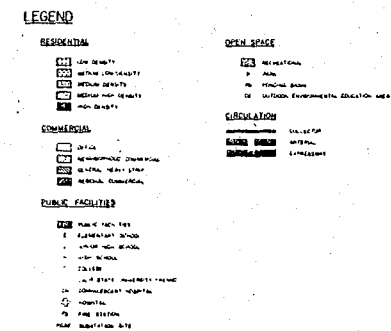
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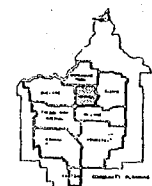
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MODIFICATION 35



Preliminary
Hoover
Community Plan
MODIFICATION 35
CORRIDOR ALTERNATIVE

EXHIBIT 1

RESOLUTION NO. 80-396

A RESOLUTION OF THE COUNCIL OF THE CITY OF FRESNO, CALIFORNIA CERTIFYING FINAL ENVIRONMENTAL IMPACT REPORT NO. 10063 AND CONTAINING FINDINGS REGARDING SIGNIFICANT EFFECTS IDENTIFIED IN FINAL ENVIRONMENTAL IMPACT REPORT NO. 10063, RELATING TO THE HOOVER COMMUNITY PLAN.

WHEREAS, Final Environmental Impact Report No. 10063 relating to the Hoover Community Plan has been prepared in compliance with the California Environmental Quality Act; and

WHEREAS, Final Environmental Impact Report No. 10063 has been presented to the Council of the City of Fresno for review and consideration;

NOW THEREFORE, BE IT RESOLVED the Council of the City of Fresno certifies that Final Environmental Impact Report No. 10063 has been completed in compliance with the California Environmental Quality Act and the State EIR Guidelines and that Council has reviewed and considered the information contained therein.

BE IT FURTHER RESOLVED the Council finds the following mitigation measures have been incorporated into the Hoover Community Plan.

Transportation

- 1 - Upgrade Chestnut Avenue to "Collector" between Herndon and Shaw Avenues (p. 91, Draft EIR; p. 21, p. 79, Plan).
- 2 - Widen and improve Cedar Avenue and Fresno Street to provide for additional traffic capacity (p. 92, Draft EIR).
- 3 - Limit access (direct and indirect) to east/west arterial and collector streets within Corridor Alternative Area (Corridor Alternative; Supplemental EIR, p. 18).
- 4 - Prepare local street circulation plan within Corridor Alternative Area (Corridor Alternative; Supplemental EIR, p. 18).
- 5 - Establish an express transit lane in Fresno Street when needed (Supplemental EIR, p. 18).
- 6 - Locate neighborhood shopping center facilities in close proximity to high concentrations of people within Corridor Alternative Area (Supplemental EIR, p. 18).

Noise

- 1 - Implement adopted recommendations of the Fresno Air Terminal Environs Specific Plan (Draft EIR, p. 101).

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JUL 1 1980

- 2 - Limit land uses within 40 NEF Contour in the vicinity of Maple and Ashlan Avenues to agricultural and open space uses (Draft EIR, p. 101).
- 3 - Implement landscape setback proposals along Herndon Avenue (Draft EIR, p. 101).

Limit Intensification of Land Use

- 1 - Within the Corridor Alternative Area, impose the following special by covenant and agreement for any discretionary development entitlement (Corridor Alternative, Supplemental EIR, pp. 18, 19):
 - a - Increase the off-street parking required by the Zoning Ordinance by 25 percent for all non-residential zone districts in the area bounded by Freeway 41, Herndon, Fresno and Ashlan.
 - b - While two story structures are allowable, density calculations will be limited to the equivalent of one story structures.
 - c - Require two off-street parking spaces for each multiple family residential dwelling unit.
 - d - North of Shaw Avenue, limit office commercial uses and general heavy strip commercial uses to low sewer generating uses, as determined by the Director of Public Works.

BE IT FURTHER RESOLVED the Council finds the following mitigation measures are within the responsibility or jurisdiction of another agency, and such measures should be incorporated into the project (pp. 18, 19, Supplemental EIR):

- 1 - Complete Freeway 41 to the San Joaquin River (Caltrans).
- 2 - Establish an express transit lane on Freeway 41 when needed (Caltrans).

BE IT FURTHER RESOLVED the Council finds that upgrading Maple Avenue to "Collector" between Herndon and Ashlan Avenues (p. 91, Draft EIR; p. 21, p. 79, Preliminary Plan) is an infeasible mitigation measure because the portion between Shaw and Bullard Avenues is within the California State University Campus, and because the University has indicated that it will not cooperate in that regard.

BE IT FURTHER RESOLVED the Council finds that limiting land uses within the 35 NEF Contour projected by the Fresno Airports Master Plan to industrial and commercial uses that are not sensitive to high noise levels (p. 101, Draft EIR) is economically infeasible, considering existing land use, the land use proposals of the Plan, and the predominantly developed condition of the affected area.

BE IT FURTHER RESOLVED the Council finds that the other measures discussed in the Preliminary Plan and Draft EIR are either general measures that are not related

to plan implementation, measures which do not address significant adverse effects identified and substantiated in the Preliminary Plan and Draft EIR, and are therefore, not mitigation measures.

BE IT FURTHER RESOLVED the Council finds the "no project", "no further urbanization" and "lower density residential development" alternatives are inconsistent with the Fresno-Clovis Metropolitan Area General Plan and Policies are therefore infeasible".

CLERK'S CERTIFICATE

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 July, 1980.

JACQUELINE L. RYLE
City Clerk

By *[Signature]*
Deputy

APPROVED AS TO FORM

CITY ATTORNEY'S OFFICE

By *[Signature]*
Deputy

CITY OF FRESNO, CALIFORNIA

CITY COUNCIL

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Joe Williams, Mayor Pro Tempore

Lionel Alverado
Dale Doig

Linda Mack
Joe Reich

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Area Six Neighborhood Council

Ray Rangell, Chairperson, Area Six Neighborhood Council

Executive Committee

Ray Rangell, Chairperson

Mary Eurgubian

Robert Kittredge

Hoover Community Plan Steering Committee

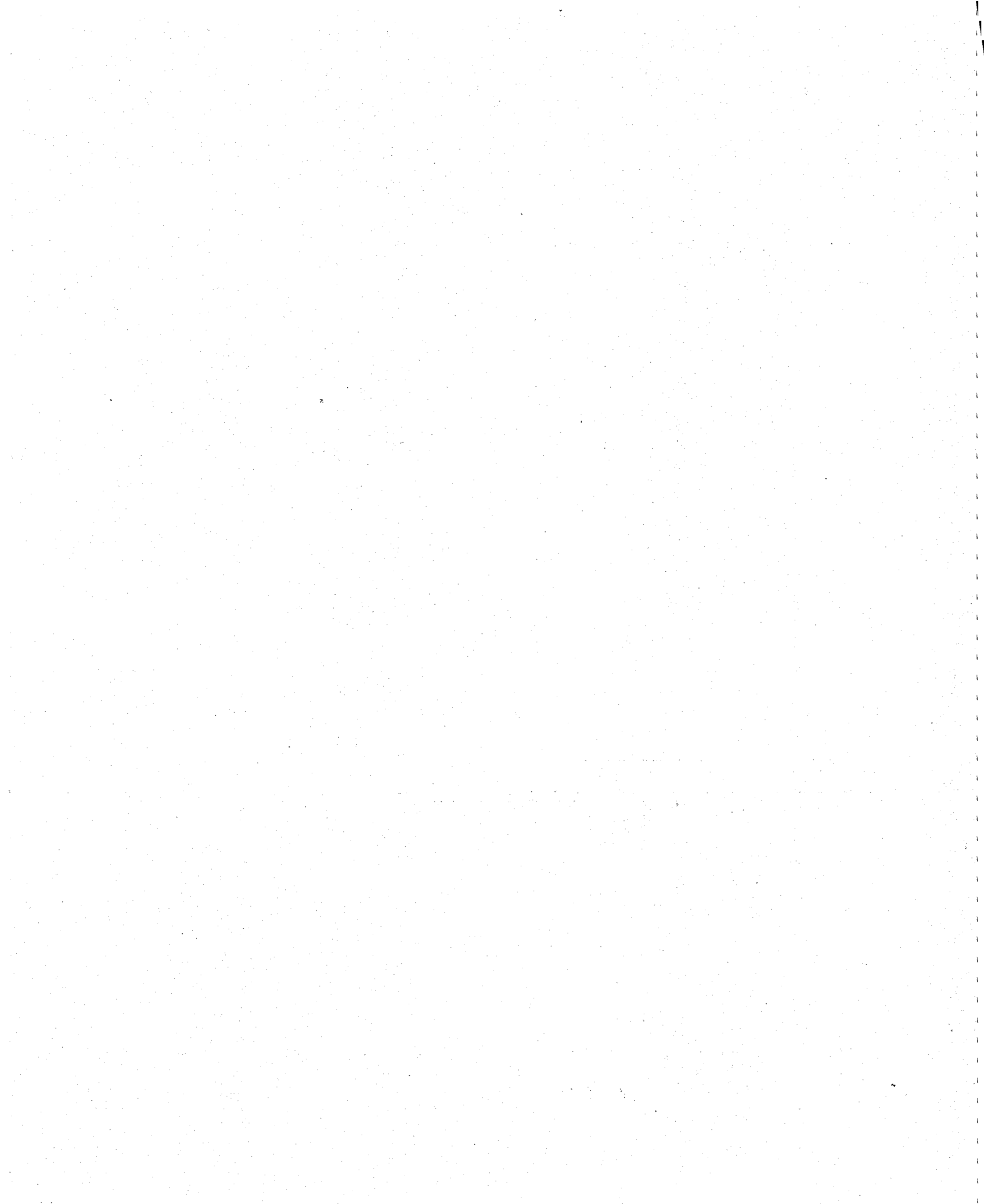
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x Eddie Ardemagni, Tioga P.T.A.
Cecilia Bourez, Area Six
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Betty Bruno, Holland P.T.A.
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TABLE OF CONTENTS

	PAGE
I. <u>INTRODUCTION</u>	1
<u>ORIENTATION TO THE COMMUNITY PLANNING PROCESS</u>	3
II. <u>OVERVIEW OF HISTORY AND EXISTING CONDITIONS</u>	9
<u>HISTORICAL PERSPECTIVE</u>	9
<u>EXISTING PHYSICAL FACTORS</u>	10
<u>EXISTING SOCIO-ECONOMIC CHARACTERISTICS</u>	14
<u>A Summary of Physical and Social Conditions</u>	14
III. <u>FUTURE PERSPECTIVE</u>	19
<u>POPULATION</u>	21
<u>HOUSING</u>	21
<u>COMMERCIAL</u>	21
<u>INDUSTRIAL</u>	21
<u>PUBLIC FACILITIES</u>	22
<u>ENVIRONMENTAL RESOURCES</u>	22
<u>TRANSPORTATION</u>	22
<u>URBAN GROWTH MANAGEMENT</u>	22
IV. <u>SUMMARY OF PLAN PROPOSALS</u>	23
<u>OBJECTIVES</u>	25
<u>THE ELEMENTS OF COMMUNITY DESIGN</u>	25
<u>California State University, Fresno</u>	25
<u>State Highways 41 and 168</u>	26
<u>Residential Development</u>	26
<u>MAJOR PLAN PROPOSALS</u>	27
<u>Urban Growth Management Process</u>	27
<u>Residential Land Use</u>	27
<u>Improving Commercial Services</u>	28
<u>Industrial Land Use</u>	28
<u>Open Spaces and Environmental Resources</u>	31
<u>Public Facilities</u>	31
<u>Circulation/Transportation</u>	31
<u>The Commitment of Government</u>	32
<u>Specific Planning in the Hoover Community</u>	32
<u>Specific Plans</u>	32
<u>Studies and Recommended Programs</u>	35
V. <u>COMMUNITY PLAN ELEMENTS</u>	37
<u>RESIDENTIAL LAND USE</u>	39
<u>History of Residential Development</u>	41
<u>Housing Type and Distribution</u>	42
<u>Neighborhood Stability</u>	42
<u>Housing Demand</u>	45
<u>Governmental Policy and Community Design</u>	45
<u>Assets</u>	48
<u>Liabilities</u>	49
<u>Recommendations</u>	49

	PAGE
COMMERCIAL LAND USE	53
<u>Characteristics</u>	55
<u>Regional Shopping Center</u>	55
<u>General, Heavy Strip Commercial</u>	57
<u>Professional Office</u>	58
<u>Local Commercial Services</u>	58
<u>Assets</u>	60
<u>Liabilities</u>	60
<u>Recommendations</u>	60
ENVIRONMENTAL RESOURCES AND OPEN SPACE	63
<u>Environmental Resource Factors</u>	65
Agricultural	65
Water	66
Wildlife	66
Geologic, Mineral and Scenic Resources	66
<u>Urban Development Limiting Factors</u>	66
Flooding	66
Soil Limitations	67
Seismic Safety	67
Noise	67
<u>Urban Environmental Factors</u>	67
Parks, Recreation Centers and School Playgrounds	68
Flood Control Basins	69
Canals	70
Public Easements	70
Streetscapes	75
Vacant and Agricultural Properties	75
<u>Assets</u>	76
<u>Liabilities</u>	76
<u>Recommendations</u>	76
PUBLIC FACILITIES AND SERVICES	79
<u>Emergency Services</u>	81
Fire Protection	81
Police Services	82
Emergency Health	83
<u>Metropolitan Services</u>	83
Flood Control	83
Sewer	84
Gas and Electricity	84
Water Service	85
Education	86
<u>Assets</u>	86
<u>Liabilities</u>	89
<u>Recommendations</u>	89
TRANSPORTATION	91
<u>Streets and Highways</u>	93
Categories	93
<u>Freeways</u>	93

	PAGE
Expressways	93
Arterial Streets	93
Collector	93
Local Streets	93
Freeways	93
Herndon Expressway	94
Major Streets	97
Local Streets	99
Transit	99
Bikeways Plan	100
Pedestrian	100
Truck Routes	100
Airport	107
Assets	108
Liabilities	108
Recommendations	113
IV. APPENDIX	115
URBAN GROWTH MANAGEMENT	117
Urban Growth Management Area	117
Urban Growth Management Process	117
STREET TREE PRESERVATION	118
SINGLE-CORNER SHOPPING CENTER DEVELOPMENT POLICY	120
FCMA COMMERCIAL LAND USE STANDARDS	121
FREEWAY 41 CORRIDOR ALTERNATIVE (Modification No. 35)	125



LIST OF FIGURES

FIGURE	PAGE
1. HOOVER COMMUNITY PLANNING AREA/METROPOLITAN ORIENTATION . .	5
2. HOOVER COMMUNITY - EXISTING LAND USE	11
3. SOCIO-ECONOMIC INDICATORS - TABLE	15
4. SOCIO-ECONOMIC INDICATORS - MAP	18
5. HOOVER COMMUNITY PLAN	29
6. SPECIFIC PLANS AND POLICIES	33
7. URBAN GROWTH 1885 - 1980	43
8. COMMERCIAL LAND USE TABULATION	56
9. CANAL/OPEN SPACE CONCEPT	71
10. HOOVER/OPEN SPACE NETWORK	73
11. SPECIAL DISTRICTS	87
12. FCMA CIRCULATION ELEMENT	95
13. PROPOSED CIRCULATION	101
14. FRESNO TRANSIT SYSTEM FOR THE FCMA	103
15. FCMA BIKEWAYS PLAN	105
16. FCMA TRUCK ROUTES	109
17. AIRPORT LAND USE CONTROLS AND NOISE CONTOURS	111
18. FREEWAY 41 CORRIDOR STUDY	131
19. HOOVER COMMUNITY PLAN/NO FREEWAY ALTERNATIVE.	133
20. PRELIMINARY SPECIFIC PLAN FOR EAST SHAW AVENUE	135
21. FAT ENVIRONS SPECIFIC PLAN.	137

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for transparency and accountability, particularly in financial matters. The text suggests that organizations should implement robust systems to track and document every aspect of their operations, from procurement to sales.

2. The second part of the document addresses the challenges associated with data management and security. It highlights the need for organizations to protect sensitive information from unauthorized access and ensure the integrity of their data. The text recommends the use of secure storage solutions and regular security audits to mitigate risks.

3. The third part of the document focuses on the importance of communication and collaboration within an organization. It stresses that effective communication is key to achieving organizational goals and resolving conflicts. The text encourages the use of various communication channels, including face-to-face meetings, email, and instant messaging, to foster a collaborative work environment.

4. The fourth part of the document discusses the role of technology in modern business operations. It notes that technology can significantly enhance productivity and efficiency, but it also presents challenges such as data privacy and system downtime. The text suggests that organizations should carefully evaluate the benefits and risks of adopting new technologies and implement appropriate safeguards.

5. The fifth part of the document explores the importance of employee training and development. It argues that investing in employee education and skill-building is crucial for long-term success. The text recommends providing regular training opportunities and encouraging continuous learning to keep the workforce up-to-date with the latest industry trends.

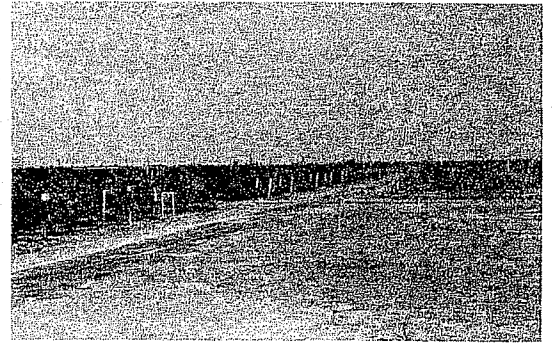
6. The sixth part of the document discusses the importance of maintaining a positive organizational culture. It suggests that a strong, positive culture can lead to higher employee morale, better customer service, and increased productivity. The text encourages leaders to model the desired values and behaviors, and to create an environment where employees feel valued and motivated.

7. The seventh part of the document addresses the importance of financial management and budgeting. It emphasizes that careful financial planning is essential for the sustainability of any organization. The text recommends that organizations should regularly review their financial statements, monitor their budget, and make adjustments as needed to ensure they are on track to meet their financial goals.

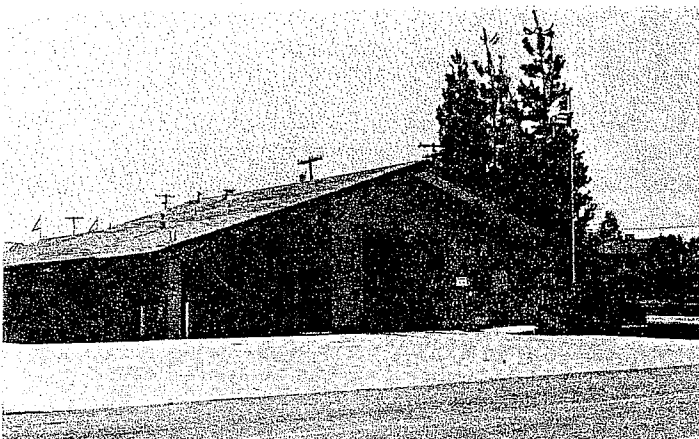
8. The eighth part of the document discusses the importance of legal compliance and risk management. It notes that organizations must stay up-to-date with relevant laws and regulations to avoid legal penalties and reputational damage. The text suggests that organizations should implement a comprehensive risk management strategy to identify and mitigate potential legal and financial risks.

9. The ninth part of the document explores the importance of innovation and research and development. It argues that innovation is a key driver of growth and competitive advantage. The text encourages organizations to invest in R&D, foster a culture of innovation, and explore new markets and technologies to stay ahead of the competition.

10. The tenth part of the document discusses the importance of sustainability and corporate social responsibility (CSR). It suggests that organizations should consider the environmental, social, and governance (ESG) impacts of their operations and strive to be socially responsible. The text recommends that organizations should implement sustainable practices, such as reducing carbon emissions and supporting community development, to enhance their reputation and contribute to the well-being of society.



INTRODUCTION



INTRODUCTION

ORIENTATION TO THE COMMUNITY PLANNING PROCESS

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

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

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

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

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

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

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

The Hoover Community Plan will determine the strategy for the continued development of the northern portion of the Fresno-Clovis Metropolitan Area. It will reflect the broad framework of the recently amended General Plan, but more specifically define the desired patterns of land use and transportation systems which will be related to the unique characteristics of the planning area (See Figure 1).

The Hoover Community Plan will be organized in the following manner:

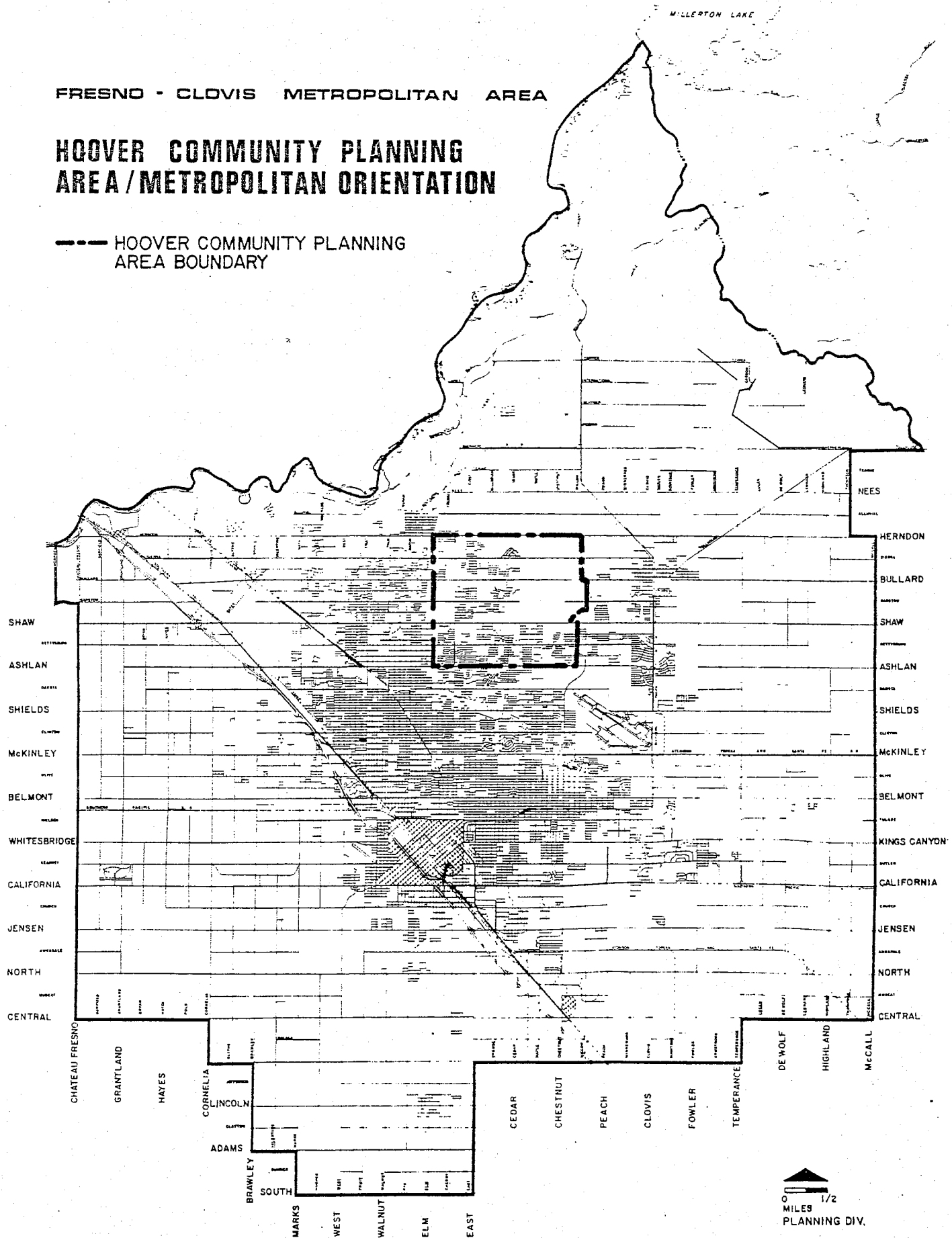
- Housing
- Commercial
- Environmental Resources Management
- Public Facilities and Services
- Transportation and Circulation

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

The Hoover Community Plan is written to reflect the interests of the Community's citizens. The concerns of Neighborhood Council No. 6 and the comments of the citizens who participated in the Steering Committee are capsulized in its contents.

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

FIGURE 1



OVERVIEW OF HISTORY AND EXISTING CONDITIONS

OVERVIEW OF HISTORY AND EXISTING CONDITIONS

HISTORICAL PERSPECTIVE

In its natural condition the planning area was a semi-desert, with rainfall averaging about ten inches a year, coming mostly between November and March. Winters are mild, with average minimum temperatures in December and January of about 37 degrees, and with many days of low-lying, dense fog. Summers are long and hot, with average highs between 90 and 100 degrees.

The first development of the Hoover Community was agricultural, predominantly orchards. These were supplied with water from a system of canals which still remain, for the most part, intact. The main arteries are Helm Canal on the north, Gould Canal on the south, and Enterprise Canal on the west. These canals and ditches meander across the land following natural water shed patterns, in sharp contrast to the rigid grid of the surveyor's township, range, and section lines used to divide the land into 160-acre quarter sections for farming. The grid system also outlines the road system of major half-mile streets which service the Community.

The plan area remained agricultural until after World War II. Between 1946 and 1949, subdivision development started. In 1950, a major turn in the growth of the area came when California State University, Fresno, decided to move from the present location of Fresno Community College, three miles north of downtown, to the northeast corner of Shaw and Cedar, seven miles northeast of downtown. Today the University enrolls nearly 15,000 students and employs over 2,000 faculty and staff. It covers over 1,400 acres, or about 21 percent of the ten and one-half square miles which make up the Hoover Community.

The attraction created by the University helped to encourage the suburbanization of Fresno toward the northeast and, aided by the postwar mobility of the automobile, a new life-style was made possible in this area as people moved from the older parts of the City.

The families who moved into Fresno's northeastern suburbs were generally middle-or upper-middle income residents who could afford the cost of the new homes in the area. Since people with higher incomes were moving northward, commercial ventures sought to move northward also, following purchasing power. Manchester Shopping Center, built during the 1950's at Shields and Blackstone, four miles from downtown, was one sign of this movement.

At about the time Manchester was completed, Fresno started its first metropolitan planning effort. In 1956, the Preliminary Fresno-Clovis Metropolitan Area Plan was completed. This plan anticipated continued development northward to the San Joaquin River but, at the same time, presented the downtown as the center of the metropolitan area. The plan divided the urban area into fourteen communities. Within each of these a shopping center was planned to serve the needs of the community.

One of the designated communities was the College Community. Between 1957 and 1961, a plan for the area was put together which was based upon policies of the Metropolitan General Plan. Given that the downtown would remain the region's only major commercial and professional district, the College Community Plan sought to develop the community as a "prime residential area with a college in its midst." Shaw Avenue was to be mostly residential with one community shopping center and some professional offices. The plan saw the automobile as the almost exclusive means of transportation and included two freeways (Freeways 41 and 168) in the area as part of a transportation network which would link the City together.

In 1966, another turn in the development of the Community came. After much debate, the Fresno City Council approved a 53-acre regional shopping center, Fashion Fair, on Shaw Avenue. Since the decision, Shaw Avenue has become a major regional commercial and office center. Fresno is no longer a single-centered City. The events of the last seven years have modified the basic policies which underlie the College Community Plan. Today the Community is much more than a "prime residential area with a college in its midst."

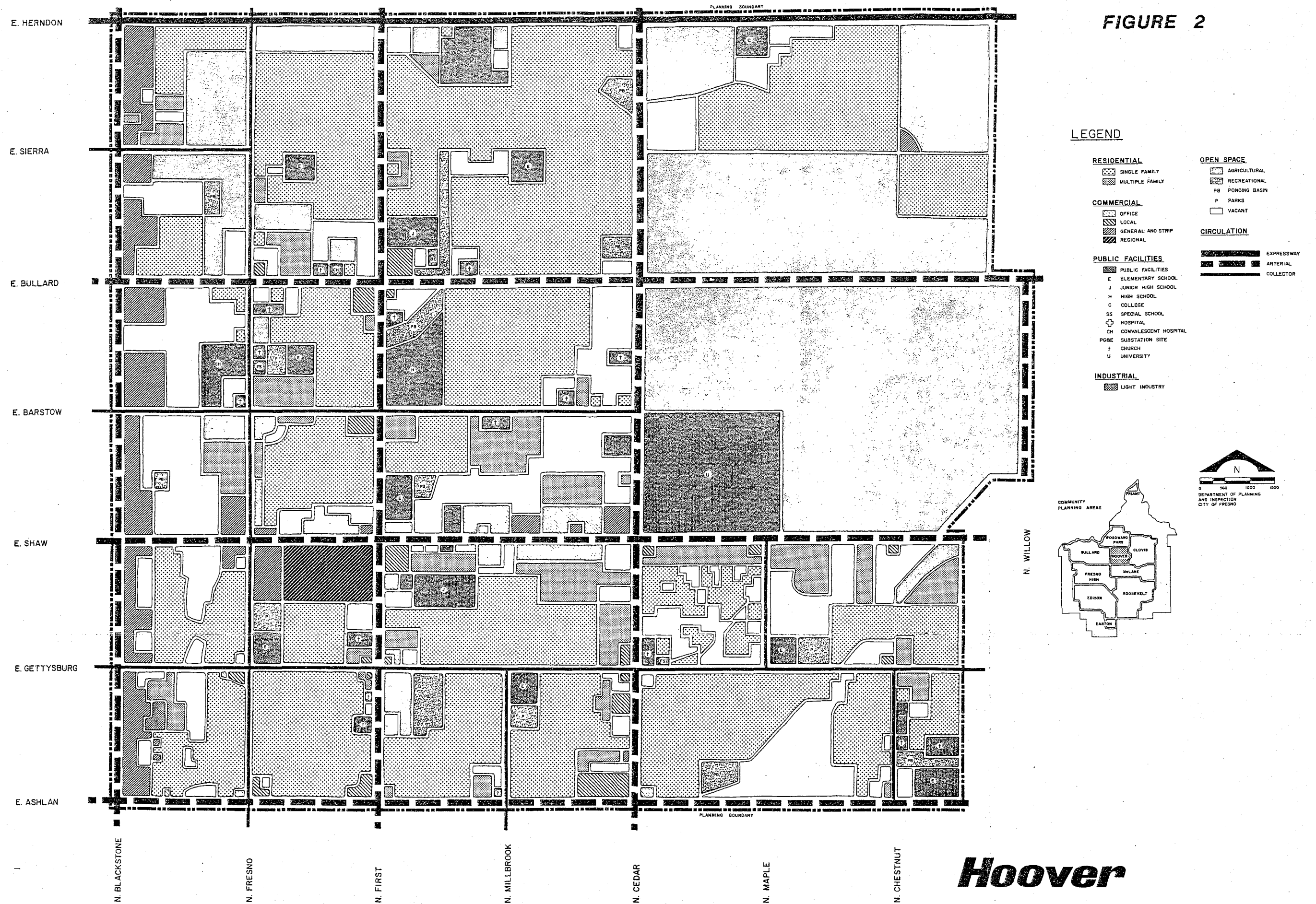
EXISTING PHYSICAL FACTORS

The Hoover Community (See Figure 1) is located on the east side of the San Joaquin Valley, two and one-half to eight miles south of the San Joaquin River and ten to twelve miles west of the foothills of the Sierra Nevada. The terrain of the area is flat, with a gradual slope to the southwest, and with no natural waterways or geological formations to distinguish any part of the area. At an elevation of 320 to 340 feet, the Community is slightly higher than the downtown Fresno area to the south, once called the Sinks of Dry Creek, where several creeks from the foothills in their natural channels drained into the valley soil. Such drainage through the deep alluvial soils of the valley created a large underground reservoir, some 1,100 square miles in extent, from which the metropolitan area draws its water.

The Community lies in the northern portion of the Fresno-Clovis Metropolitan Area. The planning area is bounded by Herndon on the north, Ashlan on the south, Blackstone on the west and Willow and Winery Avenues on the east. It is the smallest community planning area in the metropolitan area, covering approximately 10.5 square miles. Nearly all of the planning area is urbanized, and more than 90 percent of the area is inside the incorporated boundaries of the City of Fresno. The entire Community lies within the City of Fresno's Sphere of Influence boundary recently adopted by the Local Agency Formation Commission.

A review of the Community's existing land use pattern (See Figure 2) reveals that roughly 2.2 square miles of the Community remains in agricultural use. However, the agricultural properties of the University account for approximately 77 percent of that total. Urban

FIGURE 2



Hoover

Community Planning Area

Existing Land Use

development is spread throughout the remainder of the planning area. The only significant pockets of vacant or agricultural land lie along the Freeway 41 and 168 rights-of-way, as well as directly north and directly west of the University property.

The Hoover Community is characterized by modern single-family residential development. Medium to medium-low density residential subdivisions dominate the urban pattern in most portions of the Community. However, a major concentration of high density apartment development can be found south and west of the University. In the southeastern portions of the Community, some low density residential development has occurred. Most of the housing in the Community has been built in the last fifteen years and housing quality is correspondingly high.

The strip developments along Blackstone and Shaw Avenues are two of the major commercial features in the Hoover Community. The commercial development along both streets is oriented to metropolitan services.

The Fashion Fair shopping center, located at First and Shaw Avenues, is a major regional shopping center located in the Community. In addition, there are two community level shopping centers serving this Community. One of these centers is located outside of the planning area (Northgate Shopping Center, at Blackstone and Barstow Avenues), while the Ashlan Park Center, at Ashlan and Cedar Avenues, is located on the southern edge of the Hoover Community.

Neighborhood shopping centers serving this Community are located at the intersections of Fresno Street and Ashlan Avenue; First Street and Bullard, Barstow, Shaw, and Ashlan Avenues; and Cedar and Gettysburg Avenues. Commercial facilities at each of these intersections represent integrated shopping centers with a supermarket as a major tenant. Scattered neighborhood commercial uses, such as convenience markets, free-standing supermarkets, or small centers without a supermarket, also serve the Community in some local trade areas.

There is only one minor concentration of industrial development in the Hoover Community. Located southeast of the intersection of Blackstone and Gettysburg Avenues there are approximately ten acres of mixed light industrial uses. Additional industrial zoning in the area has been developed with single-family homes.

There are thirteen schools currently serving the Hoover Community - eight elementary schools, two middle schools, one high school, one private college and one university. The provision of educational services is simplified by the fact that the entire Community is served by the Fresno Unified School District.

When compared with other communities in the metropolitan area, the Hoover Community is well served by existing recreation facilities and programs. The Community has four neighborhood parks, one municipal recreation center, and some form of recreation program at ten of the eleven school sites located within its boundaries. In addition, there are seven ponding basins and a P. G. & E. easement which provides various opportunities for expanded recreational activities.

The Community's existing major street system is laid out in a basic half-mile grid pattern. Some streets extend without interruption from Herndon Avenue to downtown Fresno. Major north/south streets include Blackstone, Fresno, First and Cedar Avenues; east/west streets include Herndon, Bullard, Shaw and Ashlan Avenues. The significant regional transportation links in the Community are Herndon Avenue and Blackstone Avenue, which serves State Highway 41, awaiting the completion of Freeway 41.

EXISTING SOCIO-ECONOMIC CHARACTERISTICS

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

There seems to be a positive correlation between the areas of the Community with the newest housing and the most favorable socio-economic conditions. Among the communities in the metropolitan area, the Hoover Community, as a whole, possesses the highest median family income and median school years completed.

According to the Statistical Abstract, the Community also has a minimal number of families below the poverty level, or receiving Aid to Families with Dependent Children. The unemployment rate in this area tends to be below the City average of 50, indicating that unemployment is not a severe problem in the Community.

The current population of the Community is estimated to be 47,350. The population composition of the Hoover Community is homogeneous in age and ethnic composition. The proportions of dependent population (over 65 years old and under 18) and the minority population are both lower than the City's respective averages.

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

The housing conditions in the Hoover Community are well above the average conditions for the City. The housing value in this area is high. Most of the housing is owner-occupied, the substandard housing comprises less than 20 percent of all housing in the area, and overcrowded conditions are almost non-existent. Further, there is very little rehabilitation and demolition activity in this area.

A Summary of Physical and Social Conditions

A summary of the existing physical and social conditions is provided on the next page (Figure 3). The program areas shown include: Housing, economic development, social and welfare services, education and training, and health.

FIGURE 3
SOCIO-ECONOMIC INDICATORS

<u>*Census Tract</u>	<u>Housing</u>	<u>Economic Development and Job Placement</u>	<u>Social Welfare</u>	<u>Education and Training</u>	<u>Health</u>	<u>Census Tract Mean</u>
**45.01	89	81	68	71	40	70
**45.02	86	87	66	90	46	75
**50	62	74	69	68	70	69
53.01	83	66	67	70	81	73
53.02	79	82	73	77	81	78
53.03	77	72	78	71	82	76
54.01	86	77	80	82	74	80
54.02	94	83	81	76	75	82
Mean	82	78	73	76	69	75

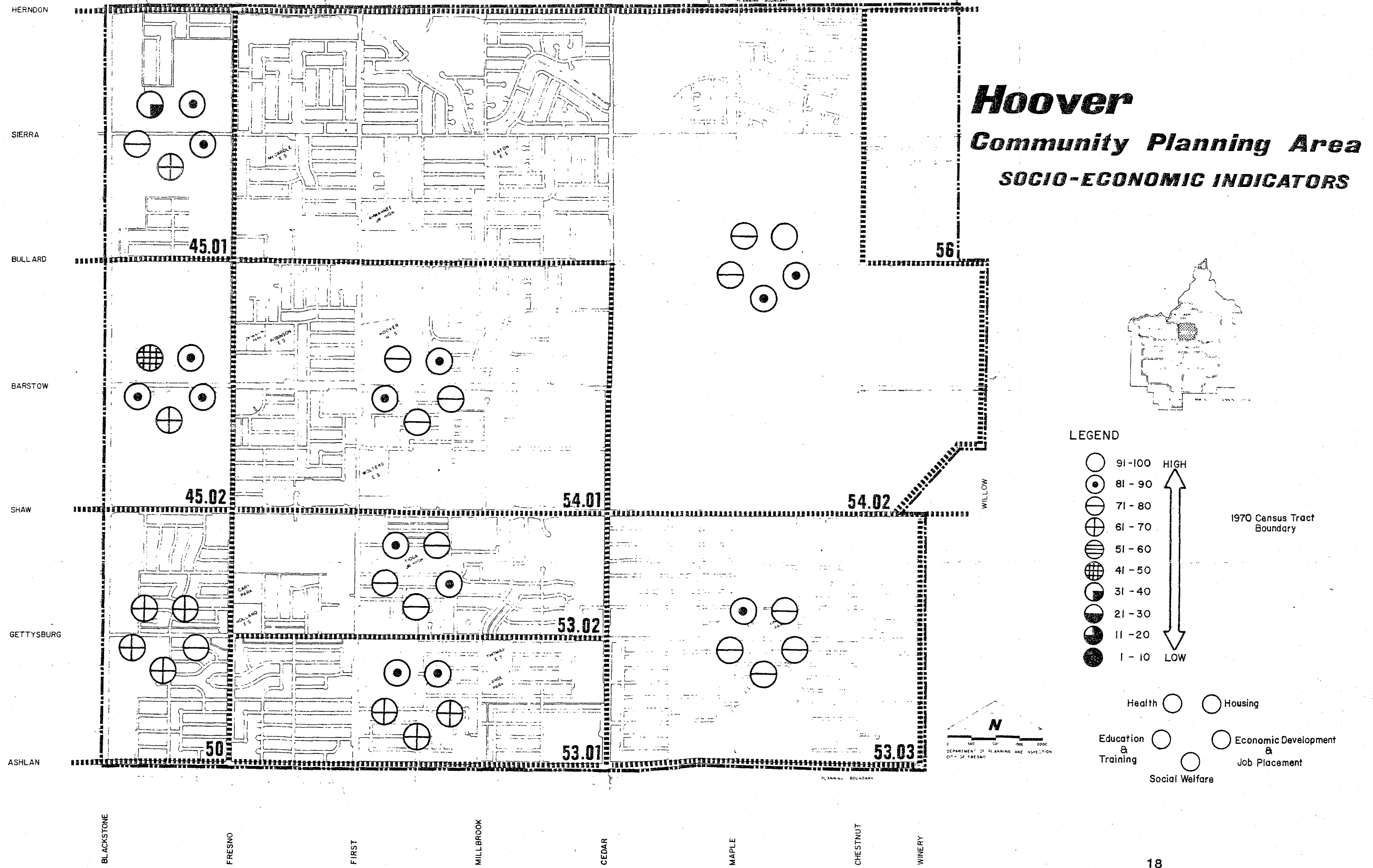
*A small portion of Census Tract 56 is within the planning area, and was excluded from this analysis because of a lack of residential development in 1970.

**Census Tracts 45.01, 45.02, and 50 are partial tracts. The scores, however, are for whole census tracts.

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.

The measurement of these social and economic characteristics was done in a manner allowing comparison with the City-wide average (See Figure 4). Data is grouped into areas referred to as Census Tracts, which are standardized divisions of the metropolitan area utilized in the federal census. In every program area, the conditions in the planning area are better than the City-wide average. The minor differences between the newer and the older portions of the Community can be studied by contrasting Census Tracts 54.01 and 54.02 with Census Tracts 53.01, 53.02 and 53.03. (Census Tracts 45.01, 45.02 and 50 are on the western edge of the Community and the majority of their population lies outside of the planning area). Census Tract 53.01 exhibits the lowest overall conditions among the Census Tracts completely within the planning area.

FIGURE 4



FUTURE PERSPECTIVE

FUTURE PERSPECTIVE

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

POPULATION

1. Within the twenty-year planning period, the Hoover Community is anticipated to experience a net gain of approximately 8,400 residents. However, due to the uncertainties associated with predicting the future, the plan has been designed so as not to be dependent on the anticipated growth.
2. The Community is expected to maintain its position with respect to educational attainment and income.
3. Social mobility is anticipated to improve throughout all portions of the Community.

HOUSING

1. The quantity of housing in the Community is expected to increase from 14,400 to approximately 18,600 within the twenty-year planning period.
2. The quality of housing is expected to remain at a relatively high level under the influence of rehabilitation and conservation activities of the City.
3. Multiple-family housing units, as a percentage of the total housing stock, will increase from 35 percent to 46 percent in response to local and national policies encouraging a diversity of housing types and costs in the various communities throughout the metropolitan area.

COMMERCIAL

1. The Community's commercial activity will continue to concentrate in shopping centers and planned commercial strips.

INDUSTRIAL

1. There will be no introduction of new industrial development to the Community.

PUBLIC FACILITIES

1. The City of Fresno is capable of providing basic urban services throughout the planned urban areas.
2. It is assumed that the commitment to the neighborhood school concept will be maintained.

ENVIRONMENTAL RESOURCES

1. The proposed Open Space Element to the City's General Plan will be completed, adopted and implemented.
2. The existing ponding basin sites of the Fresno Metropolitan Flood Control District will be developed for recreational purposes.

TRANSPORTATION

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

URBAN GROWTH MANAGEMENT

1. The progress of urbanization on the fringes of the metropolitan area will be continually evaluated by an urban growth management process in order to further the physical, social, and economic policies of the City of Fresno (Reference can be made to the Appendix for more detailed description of Urban Growth Management, page).
2. A program of annexation will be actively pursued to eliminate governmental inefficiencies caused by fragmentation of jurisdictional authority.

SUMMARY OF PLAN PROPOSALS

SUMMARY OF PLAN PROPOSALS

OBJECTIVES

The purpose of the Hoover Community Plan is to provide a framework for public and private actions which will guide the long-term balanced growth of the Community. In order to achieve this over-all purpose, there are four primary objectives which should be stressed:

To refine General Plan goals and policies and tailor them to the needs of the Hoover Community.

To encourage growth in the Hoover Community which will improve the quality of the environment.

To guide the strategic provision of public facilities.

To provide housing in the Hoover Community to accomodate the housing needs of a broad range of socio-economic groups.

A listing of all of the General Plan goals and policies applicable to the Community would be too voluminous to be included in this report. Those readers who wish to review these policies are referred to the General Plan itself. From such reading, a correlation of General Plan policies with the Community Plan objectives should become readily apparent.

THE ELEMENTS OF COMMUNITY DESIGN

In the preceding section on historical perspective, it was noted that the first plan for this Community envisioned the area as a "prime residential area with a college in its midst." The College Community Plan was adopted in 1961. Since that time the plans for the area have been amended, and the Hoover Community has evolved into a much more heavily urbanized and diversified area than was originally conceived.

The challenge for the Hoover Community Plan is to recognize the magnitude and significance of the many new elements which have been introduced to the Community and to provide the guidance necessary to insure their compatibility. As a preface to the proposals of each of the plan's elements, it is appropriate to note some of the major features of the planning area and the significance which each has to the design of the Community Plan.

California State University, Fresno

The "College" was originally anticipated to be the dominant activity in the Community, and it is still the largest single physical feature in the area.

Furthermore, the college has evolved to University status. However, the University is currently only one of many significant features in the Community.

The University's major physical impacts on the Community have included: The original impetus to urbanization in this portion of the metropolitan area; the large clusters of high density housing which have developed to accommodate the student population; the continuation of intensive agricultural activities in the middle of the urban area; and a physical block to the completion of the Community's street network.

State Highways 41 and 168

Although these highways are better known to local residents as Blackstone and Shaw Avenues, they are State Highways and the amount of local and through traffic which they carry, together with their adjacent commercial development, constitutes the most intensive areas of activity in the Community. The two highways are similar in that they are both carrying more traffic than they were designed for. However, the type and quality of commercial development which they have attracted are dramatically different.

Blackstone Avenue forms the western boundary for the planning area and presents a chaotic image of strip commercial development. Furthermore, the freeway, which has been planned for years to relieve the congestion on Blackstone Avenue, runs parallel between Blackstone and Fresno Avenue; and the delay in its construction has been a major deterrent to development in the vicinity.

Shaw Avenue has presented a palatable alternative to the style of commercial development on Blackstone Avenue. Although intensively developed with retail stores, professional offices, and high density residential development; the area is aesthetically pleasing due to landscaping, sign controls, and the architectural quality of many of the structures.

Residential Development

The Community's major land use is its residential development. Single-family subdivisions and clusters of multi-family developments are the Community's major resource and are of excellent quality, due to their recent construction. However, it should be noted that much of the residential development north of Shaw Avenue has been built at higher densities than were originally intended. This fact has strained both public facilities and the circulation

system in the area and must be considered in the future plans for the Community. In the area south of Shaw Avenue and east of Cedar Avenue, there is a portion of the Community which has developed at lower densities in response to the noise problems generated by the Fresno Air Terminal. Airport operations will continue to affect the design of development in the area.

~~There are still significant numbers of vacant parcels of land in the Community (See Figure 2). The congestion problems on Blackstone and Shaw Avenues and the continued uncertainties over the freeway system are major issues. The potential impacts of ending Freeway 41 at Bullard Avenue could be particularly severe. The University will continue to expand and diversify its activities and will have impacts on the Community. These factors, together with many other smaller issues, provide the background which this document must consider in the design of a twenty-year plan for the Community.~~

MAJOR PLAN PROPOSALS

Urban Growth Management Process

The City of Fresno has established a new process to evaluate development proposals at the fringe of the urban area which would effect the direction and time of urban growth. Although there are no portions of the Hoover Community which will be in the Urban Growth Management Area, the implementation of this process will have an indirect effect on the community. A more detailed discussion of the process is offered in the Appendix, page

Residential Land Use

The Hoover Community Plan (See Figure 5) recognizes the importance of its residential neighborhoods as the most important resource in the Community. The Community's neighborhoods are very stable and the overall quality of housing is excellent. A major proposal of the plan recommends the monitoring of housing quality and a program of preventative rehabilitation.

Special concern is directed toward the density of continued development in the northern portions of the planning area to avoid exceeding the capacity of the Community's streets and sewer system. Furthermore, in the southeastern portions of the planning area, the plan recommends low densities to minimize exposure to the Fresno Air Terminal.

Implementation of the plan in accordance with the policies developed in the Housing Element of the General Plan will achieve a more compatible mix of housing types, while utilizing the many parcels of vacant land and dispersing subsidized housing throughout the metropolitan area.

Improving Commercial Services

The Hoover Community Plan encourages the development of local commercial services. Much of the policy related to commercial land use is directed toward the adjustment of local commercial facilities to achieve a healthy balance between supply and demand. The plan offers a detailed listing of recommendations for expansion or maintenance of services and attempts to promote clustering of neighborhood commercial uses.

In accordance with the goals and policies of the General Plan, planned shopping center facilities may be developed on only one corner of the intersection of major streets. New shopping center sites designated by the Community Plan (See Figure 5) will meet this criteria in addition to trade area and siting criteria established by the Commercial Element of the General Plan.

~~Vacant commercial zoning presently dispersed on all four corners of an intersection will be encouraged to cluster on one corner; however, developed commercial districts will be preserved and maintained.~~

Existing strip commercial designations and development is retained by the Community Plan. ~~However, 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 the findings and recommendation of this proposed study would be very useful in dealing with the conditions in the Hoover Community, they would also be applicable to other communities.~~

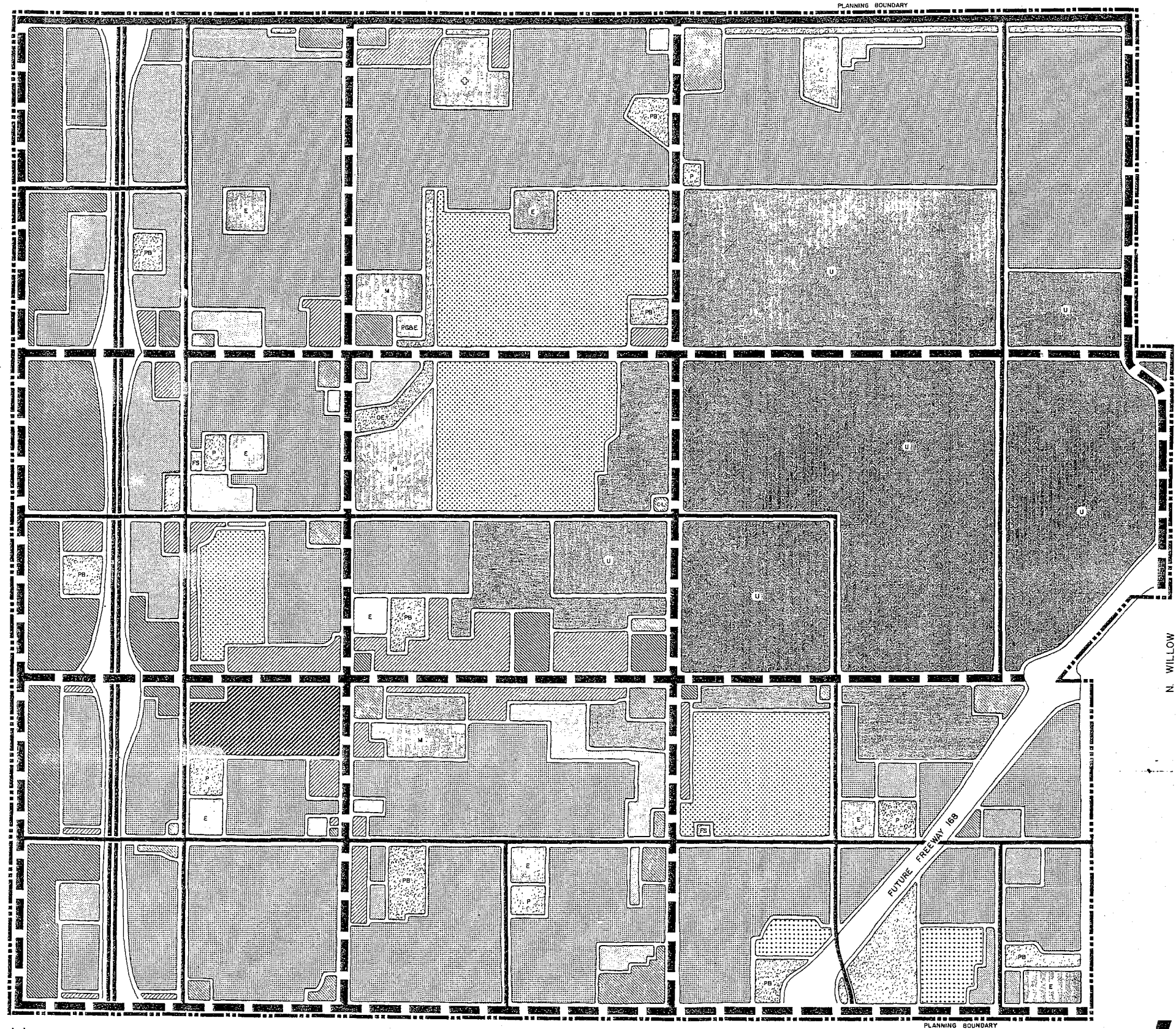
Ample opportunity for commercial office development is provided for by the plan along major streets.

Industrial Land Use

The plan assumes that there will be no further industrial development in the Hoover Community beyond the minor cluster of mixed light industrial activities southeast of the intersection of Blackstone and Gettysburg Avenues. Therefore, this document will not contain an Industrial Element. ~~The recommendation for the development and application of industrial performance standards has already been made in other community plans. These standards should be applied to the industrial development in the Hoover Community, and the unutilized industrial zoning should be converted to a zone district compatible with the land use plan (See Figure 5.).~~

FIGURE 5

E. HERNDON
E. SIERRA
E. BULLARD
E. BARSTOW
E. SHAW
E. GETTYSBURG
E. ASHLAN



LEGEND

RESIDENTIAL

- LOW DENSITY
- MEDIUM LOW DENSITY
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL

- OFFICE
- NEIGHBORHOOD COMMERCIAL
- LIMITED NEIGHBORHOOD COMMERCIAL
- GENERAL HEAVY STRIP
- REGIONAL COMMERCIAL

PUBLIC FACILITIES

- PUBLIC FACILITIES
- E ELEMENTARY SCHOOL
- M MIDDLE SCHOOL
- H HIGH SCHOOL
- C COLLEGE
- U CALIF STATE UNIVERSITY, FRESNO
- CH CONVALESCENT HOSPITAL
- HOSPITAL
- PS FIRE STATION
- PGAE SUBSTATION SITE

OPEN SPACE

- RECREATIONAL
- P PARK
- PB PONDING BASIN
- OE OUTDOOR ENVIRONMENTAL EDUCATION AREA

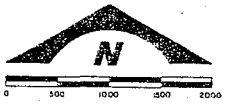
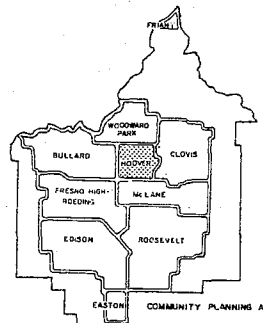
CIRCULATION

- COLLECTOR
- ARTERIAL
- EXPRESSWAY
- FREEWAY

WE HEREBY CERTIFY THAT THIS MAP AND ACCOMPANYING TEXT CONSTITUTES A REFINEMENT OF THE FRESNO - CLOVIS METROPOLITAN AREA GENERAL PLAN - 1974 WHICH ADDRESSES THE HOOVER COMMUNITY PLANNING AREA ADOPTED BY RESOLUTION NO. 7064 OF THE FRESNO CITY PLANNING COMMISSION ON JANUARY 15, 1980

AND, MODIFIED AND ADOPTED BY RESOLUTION NO. 80-397 OF THE FRESNO CITY COUNCIL ON JULY 1, 1980

MAYOR CITY CLERK



AMENDMENTS			
FRESNO CITY PLANNING COMMISSION		FRESNO CITY COUNCIL	
DATE	RES. NO.	DATE	RES. NO.
10/21/81	7619	1/5/82	82-5

(Ord.)

Hoover Community Plan

Open Space and Environmental Resources

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

The development of one new park site is proposed by the Hoover Community Plan prior to the completion of the General Plan's Open Space Element. The park site, four acres in size, is located on the northeast corner of Sierra and Cedar Avenues, and reflects subdivision activity in this area. It is also recommended that the ponding basin site directly north of Hoover High School be designated as an Outdoor Environmental Education Area.

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. This recommendation is reflected on the plan map of the area along Herndon Avenue, where an open space buffer is proposed to shield the adjacent residential development from the effects of high traffic volume.

Expansion of the "Boulevard Area" treatment along Shaw Avenue as originally proposed in the Preliminary Specific Plan for East Shaw Avenue, is recommended in the Hoover Community Plan.

Improved development standards for commercial development are recommended, and the list of acceptable street trees is proposed for expansion.

It is also recommended that the State be encouraged to fence and to landscape the perimeter of the California State University-Fresno's farm area.

Public Facilities

~~The Hoover Community Plan recommends the consolidation of special water districts to insure the efficient provision of services. A study of the Community's sewer service is recommended to insure that future growth in the area can be adequately accommodated.~~

Circulation/Transportation

The circulation system for the Hoover Community is nearly complete and is based on a grid system of major streets at half-mile intervals. ~~The Hoover Community Plan recommends the retention of the proposed Freeway 41 right-of-way north of Bullard Avenue and the connection of that freeway with Herndon Avenue and the current alignment of Highway 41 (Blackstone Avenue).~~

~~In recognition of the uncertainties of construction of Freeway 168, the plan recommends that Maple Avenue between Ashlan and Gettysburg Avenues be upgraded to a Collector classification, and that other streets providing alternative service be completed.~~

~~Addition of Chestnut Avenue to the major street system is proposed to accommodate development in the northern portions of the metropolitan area.~~

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 provided throughout the metropolitan area and in the Community. Transit improvements are recommended in hours and frequency of service, as well as in expansion of routes, as financing is available.

The Commitment of Government

Implementation of the Hoover Community Plan requires continual commitment by local government to the needs and desires of the Community's citizens and to sound management of growth in the City's fringe areas. A commitment to the Hoover Community will require sensitive administration of the long term plans of the area, considering the elements of the Community's design and the desires of the local residents. Housing quality must be monitored and the integration of varied housing types must be done with concern for the existing residents and the limitations of the local public facilities and circulation system. The range of necessary policy and implementation activities will require a consistently high level of inter-agency cooperation and creative management of available funding.

Specific Planning in the Hoover Community

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

Specific Plans

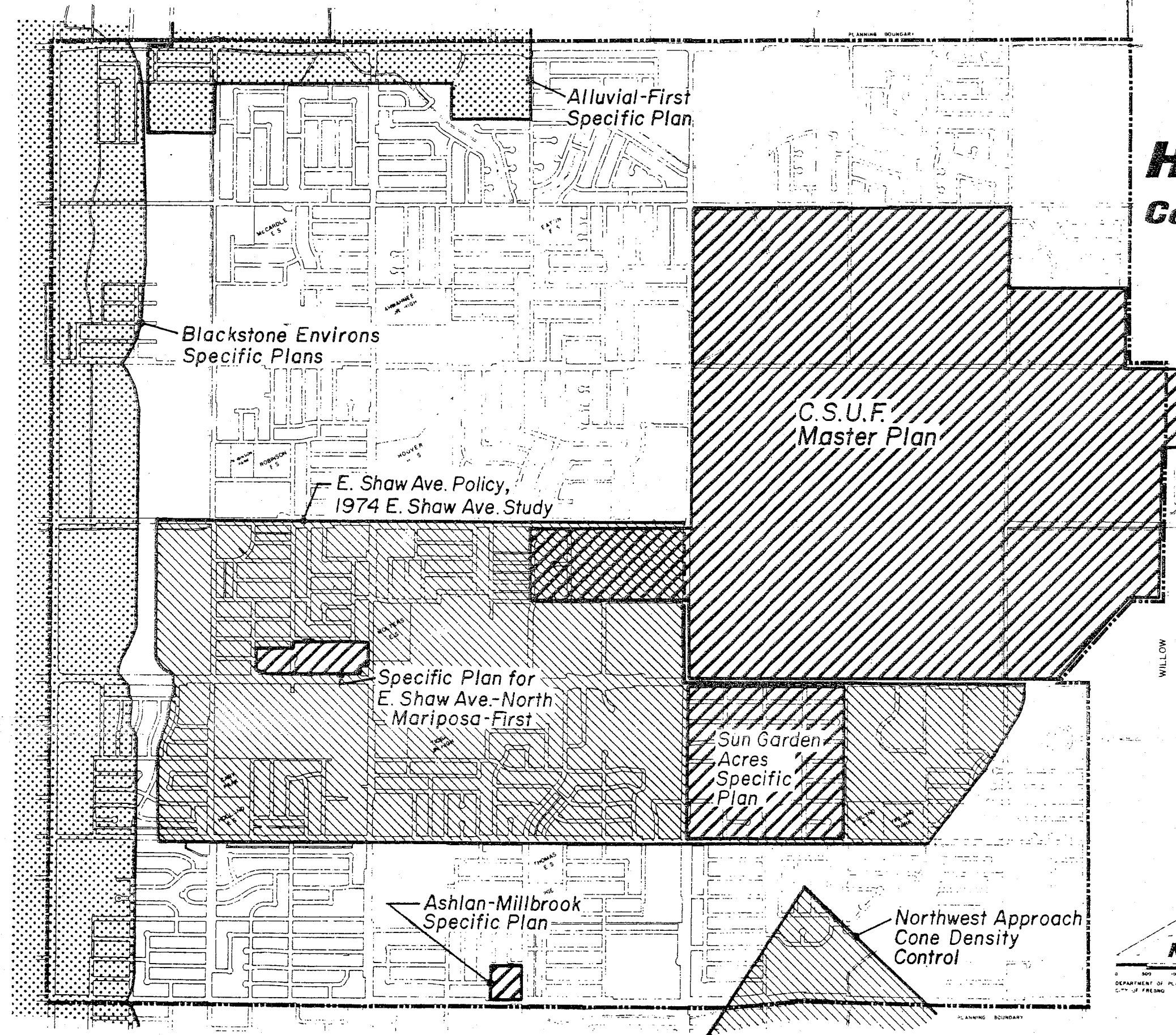
The City of Fresno has developed, and is in the process of developing, specific plans to establish detailed policies regarding land use, circulation, and development criteria to insure the provision of a livable human environment in the Community (See Figure). There are four specific plans in effect at this time.

These plans have been adopted by the City Council and are in conformance with the Hoover Community Plan and should continue in effect.

1. East Shaw Avenue Policy (Adopted as an amendment to the College Community Plan)
2. Specific Plan for Sun Garden Acres

FIGURE 6

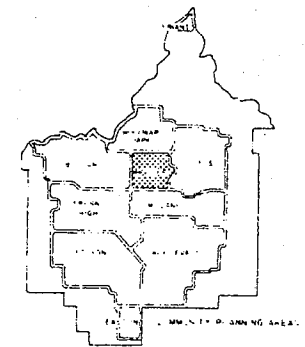
HERNDON
SIERRA
BULLARD
BARSTOW
SHAW
GETTYSBURG
ASHLAN





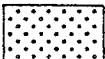
Hoover

Community Planning Area

SPECIFIC PLANS & POLICIES



LEGEND

-  Adopted Specific Plans
-  Adopted Policies
-  Recommended Specific Plans *

* Entire planning area included in the Fresno Air Terminal Environs Specific Plan study area.



- ~~3. The Alluvial-First Specific Plan~~
- ~~4. Specific Plan for Ashlan-Millbrook Northwest~~
- ~~5. East Shaw Avenue-North Mariposa-First~~
Yosemite International Airport
6. The Fresno ~~Air Terminal~~ Environs Specific Plan

The East Shaw Avenue Policy related to the extension of Boulevard Area treatment has never been formally adopted, but is highly consistent with the intent of the Hoover Community Plan. The Commercial Element of the Hoover Community Plan recommends that the provisions of the East Shaw Avenue Specific Plan relating to the extension of Boulevard Area treatment should be carried forward by the Hoover Community Plan.

There are three specific plans which have never been formally adopted and which are no longer consistent with the intent of current plans and policies, or have been superceded by the Hoover Community Plan.

1. Herndon-Millbrook Area Specific Plan
2. Bullard-Fresno Specific Plan
3. Cedar-Holland Specific Plan

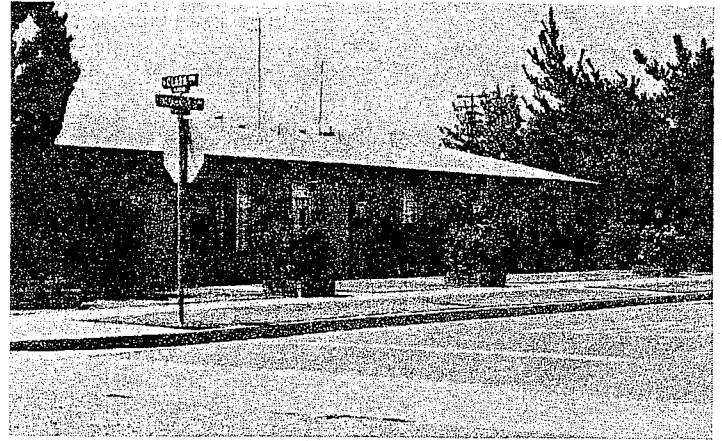
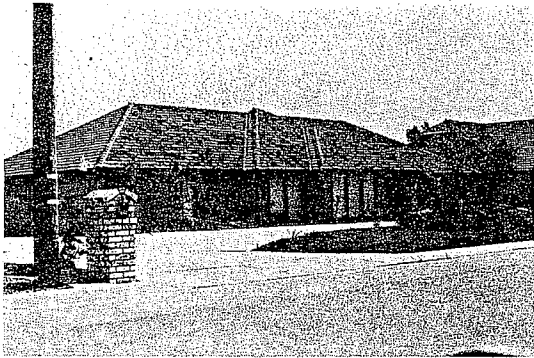
Studies and Recommended Programs

1. Continuing housing conservation and rehabilitation programs should be guided by a City-wide prioritization study designed to coordinate the various techniques of neighborhood improvement for maximum effectiveness.
- ~~2. A study will be conducted to establish industrial performance standards which can be applied throughout the metropolitan area.~~
3. Several measures are recommended which will help in increasing and preserving the number 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.

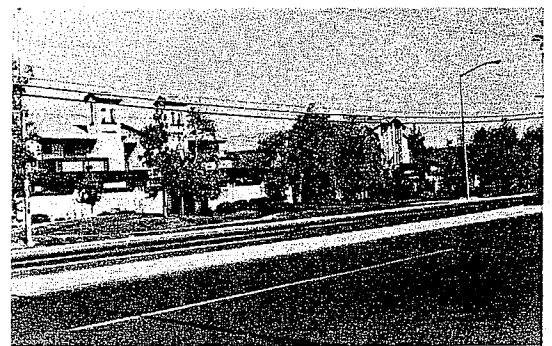
~~In addition, there are two major planning projects either in progress or anticipated to begin in the near future which will significantly impact activities in the Hoover Community. The first (which is underway) is the Open Space, Conservation and Recreation Element of the General Plan.~~

~~The second 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 use of the purchased freeway rights-of-way. The framework provided by the Hoover Community Plan will facilitate implementation of supportive policies in these plans.~~

COMMUNITY PLAN ELEMENTS



RESIDENTIAL LAND USE ELEMENT



COMMUNITY PLAN ELEMENTS

RESIDENTIAL LAND USE

The first plans for the Hoover Community envisioned the planning area as a single-family, "bedroom" suburb for the metropolitan area. However, the intensive retail, office, and multi-family residential development along Shaw Avenue, and the University Campus with its two square miles of agricultural lands, are now outstanding features of the Hoover Community planning area. Other major features include the Blackstone commercial strip, Freeway 41 under construction and the Freeway 168 right-of-way. Between these major landmarks is an urban pattern consisting of single-family, houses with apartment complexes along major streets, and commercial development at major intersections.

History of Residential Development

Residential development had its start in 1946 in the form of several scattered subdivisions. A major turn in the growth of the area came in 1950 with the location of the Fresno State College campus at Shaw and Cedar Avenues. The locational pull of the college and the postwar mobility of the automobile induced the rapid development of a medium-density, single-family residential pattern. All of this activity was occurring under the City's first General Plan (1958) and the area's first Community Plan (1961) that sought to develop the community as a "prime residential area with a college in its midst." Population of the Hoover Community in 1960 was approximately 15,140. Development consisted of scattered subdivisions, mostly south of Shaw Avenue. The decade of the 60's saw the community's growth continue northward with an increasing number of apartments concentrated in close proximity to the University, as the City's 1958 General Plan and 1961 Community Plan proposed. Properties fronting onto Shaw Avenue remained vacant, evidently being held off the market in anticipation of land use intensities similar to the Blackstone Avenue Corridor.

In 1966, another major turn in the development of the community occurred with the approval of the construction of the Fashion Fair Shopping Center. Since that decision, Shaw Avenue has developed into a regional commercial, office, and multi-family residential area. Single-family residential development continued to occur in the northern part of the community, but at densities greater than had been proposed by the early plans.

The Community's growth reached Herndon Avenue in the early 1970's. The urban pattern for the Community is now well established with the development of Saint Agnes Hospital on Herndon Avenue and surrounding higher intensity uses. The vast majority of large scale subdivision activity is complete within the planning area. There are still significant amounts of vacant land, however, remaining within the planning area. Especially important are vacant lands located along the freeway corridors, behind the development along Shaw Avenue, adjacent to the University, as well as along Herndon Avenue and Fresno Street north of Shaw Avenue. The potential for development of the community's vacant land is affected by their proximity to significant environmental influences - planned freeway corridors of uncertain status, intensive

commercial and high density residential uses, aircraft departure paths, major streets, and canals. Special building construction, siting arrangement, landscaping, or other improvements may be necessary to resolve the numerous noise, accessibility, and safety problems associated with such locations.

Housing Type and Distribution

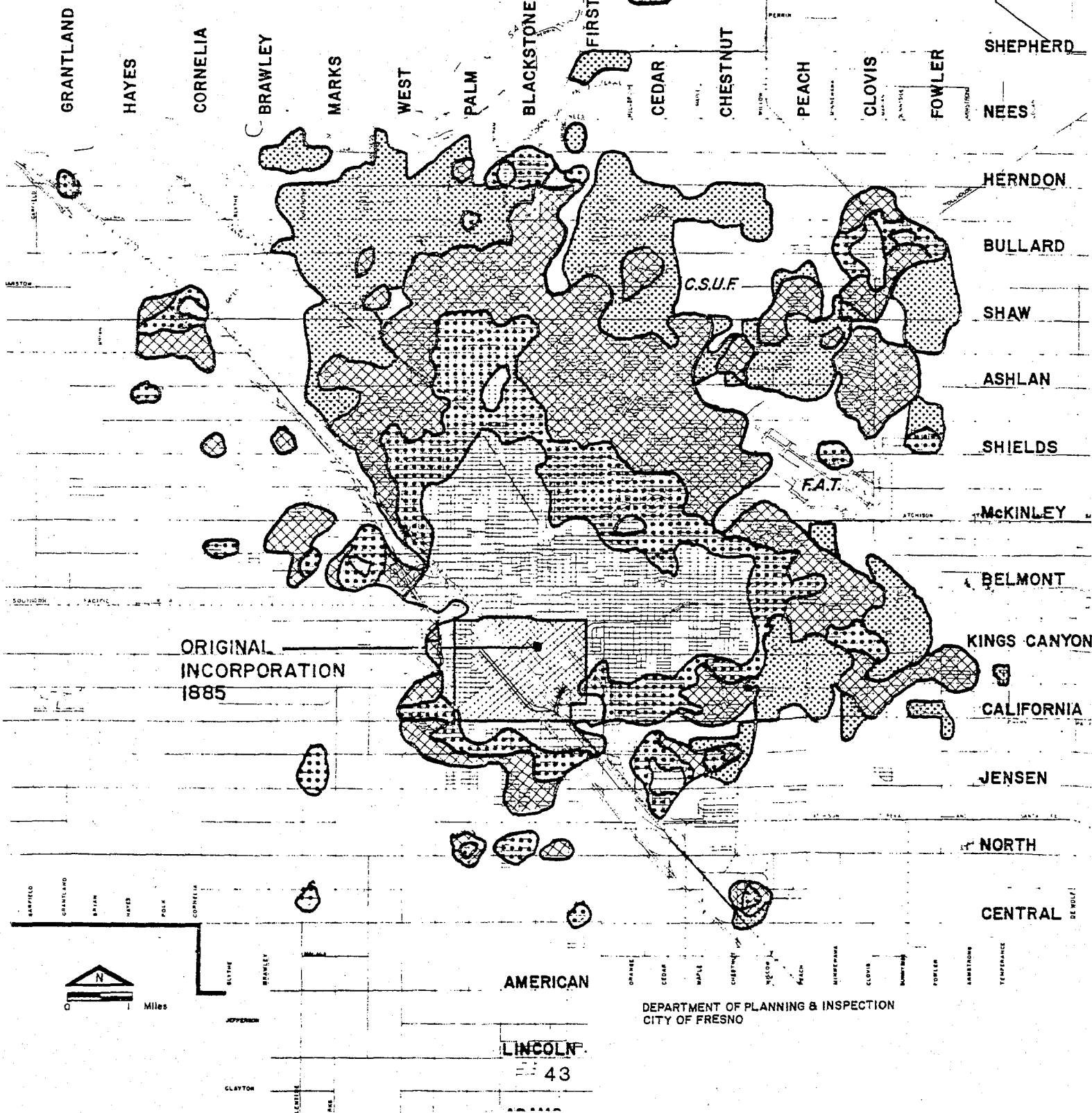
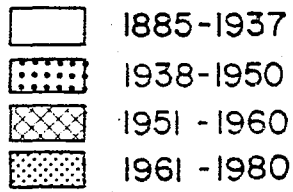
The growth rate of the Hoover Community's population reached its high point in the decade between 1960 and 1970. The population continued to expand but at a more gradual rate between 1970 and 1974, and its growth rate is anticipated to further diminish during the planning period. This is due to a generally decreasing number of persons per household and the absorption of the majority of lands available for residential development. The total number of housing units within the community as of 1974 was 14,420. 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 3% of the total housing units in the area. By 1974, a special census conducted by the Fresno County Planning Department indicated that fully 35% of the housing in the community was provided by apartments.

A review of the existing land use map (See Figure 2), reveals that the major concentrations of multi-family housing in the community are found in the vicinity of the University and the Shaw Avenue commercial corridor. Multi-family housing in these areas is meeting certain community needs for housing, a specific need of a college environment - student housing - as well as providing new housing on sites which have a limited potential for single-family development. The other urbanized areas of the community exhibit a scattered pattern of multi-family units, usually located adjacent to major street and commercial development. Recent trends toward conversion of apartment units to condominium ownership status pose problems for the provision of adequate student housing.

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 Table and Map of Socio-Economic Indicators (See Figures 3 and 4), indicated that the community as a whole is well above the city-wide average in all of the program areas. Studies done for the Statistical Abstract conclude that the incidences of nearly all of these indicators measuring neighborhood stability, are closely correlated to the age of housing. An examination of the growth pattern of the community (See Figure 7), and the knowledge that the life cycle of a neighborhood is closely linked to the age of its residents would indicate that this is one of the metropolitan area's younger communities. The character of its neighborhoods is well established and can be expected to remain relatively stable during the planning period. However, those portions

FIGURE 7 URBAN GROWTH 1885-1980



of the community established prior to 1960 may require careful attention to detect and remedy the familiar problems of aging neighborhoods at some time within the planning period.

A study conducted by the Department of Planning and Inspection during the summer of 1974 revealed that 98% of the community's housing units were either standard or capable of being preserved with only a modest rehabilitation effort. A continuous monitoring of housing quality, and the utilization of code enforcement and rehabilitation programs are important features of a comprehensive housing program that would maintain the quality of the community's housing stock and promote the continued stability of its neighborhoods.

Housing Demand

The major factor in determining the new housing construction demand for the Hoover Community is the availability of developable vacant land. Studies conducted during the City's general planning program indicate that between now and 1995, the Hoover Community will experience a moderate gain of approximately 8,400 residents, and will reach a population of approximately 53,521 by 1995. There will also be a continuation of the trend toward multi-family development. In the next twenty years the community can anticipate a net gain of 5,175 housing units of which 3,963 will be multi-family housing. As a result, 46% of the community's housing stock will be apartments in 1995.

Among the reasons for this period of modest population expansion and the trend towards multi-family development is the scarcity of vacant lands, especially those lands appropriate in size and location for single-family subdivision activities.

Governmental Policy and Community Design

Development of the Hoover Community has progressed under a series of guidelines and policy statements, each having a different level of influence and effectiveness in implementing an orderly physical growth of the area. As noted earlier in this section, the first plans envisioned a "prime residential area with a college in its midst." The major portion of the area was to develop in a low density, single-family pattern. The area around the college was to be one of the metropolitan area's major concentration of multi-family housing generally serving as student housing. Shaw Avenue was to develop as an entry-way to the college. Initial land use proposals along Shaw Avenue were essentially residential, but through a series of plan amendments there evolved a concept for a corridor of apartment, office, and neighborhood related commercial uses, influenced by Shaw Avenue's role as a State highway. Residential development occurred both north and south of Shaw Avenue under the guidance of these early plans, but at slightly higher densities in numerous instances, than the planned densities. Significant lands remained vacant along Shaw Avenue until the late 1960's and early 1970's.

A major turn in public policy occurred with the decision to locate Fashion Fair at its present site in 1966, thus establishing a direction for Shaw Avenue's development as a major concentration of regional commercial and office development in the metropolitan area. Since then, special planning policies and design treatments have become necessary to guide development at the interfaces between the different intensities of land uses that were developed at different times, under the progression of planning policies. Reasonable solutions have been developed to minimize the problems associated with transitions between potentially incompatible land uses. Intensive commercial land uses adjacent to low density residential uses are an example of this incompatibility.

Over the years the community has developed to an overall residential pattern that is generally consistent with the design schemes of past plans. However, incremental increases in residential densities have occurred and collectively pose problems for further development in the community due to traffic in excess of planned capacities, general overburdening of the public facilities, as well as changes in the single-family character of many of the community's neighborhoods.

The design schemes of the City's 1974 General Plan largely reflected previous plans, except for the Shaw Avenue corridor, where recognition was given to the regional commercial role that had evolved under a series of public policies.

It is the role of the community plan to review 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:

1) Multi-Family Development

The anticipated 3,963 units of multi-family construction within the planning period will have a major impact on the Community's neighborhoods, as significant vacant lands remain along the edges of established neighborhoods. Unless the development of multi-family units is handled carefully, with concern for the interrelationship with lower density areas, neighborhoods may be disrupted. The future multi-family development should be focused on those areas where it is necessary to provide economic incentives to complete development of neighborhoods, and in those areas where the Community design requires higher density development. Development should occur with a careful application of the General Plan policy on Locational Criteria for Multiple-Family Residential Development, so as not to overburden the community's public facilities, nor disrupt its established neighborhoods. The policy indicates that areas outside those designated for multi-family housing may also be considered when certain locational criteria can be met. These locational criteria may include such areas as the intersections of major streets, adjacent to freeway interchanges, parks, hospitals or other intensively used civic areas.

Increases in the costs of new single family housing have given rise to a growing demand for owner-occupied multiple family housing in the form of condominium dwelling units. As the condominium market expands beyond the rate of new construction, many existing apartment complexes come under market pressure to convert for the resale of individual units as condos. Since 1976 the rate of conversion has been substantial in the Hoover area. Applications for conversions have amounted to about 24 percent of the medium density and higher multiple family housing stock.

The current high rate of condominium conversion should be carefully monitored to ensure that converted projects are suitable as owner-occupied units. The conversion process should not result in a shortage of rental housing stock. Furthermore, conversions should be studied to determine whether the displacement of existing rental tenants is causing hardships for families with children, for the elderly, or for others who are unable or unwilling to purchase housing.

2) Residential Infill

The 1974 General Plan adopted a policy of encouraging development on bypassed parcels of land in the existing urbanized area as well as development on the urban fringe, as it means to accommodate growth and manage the expansion of the urban area. The "infill" policy also stressed that such developments should be compatible with the existing residential neighborhood in which they were located. However, the need to infill does not negate the City's responsibility to promote carefully designed development which will complement rather than disrupt existing neighborhoods. Extensive use of apartment construction to infill vacant land has created growing opposition to multi-family residential developments, and especially to unit planned developments. The apartment-like design and densities of many unit planned developments (resulting in the repeal in the R-1 Zone) has likewise, created growing opposition to their use in completing the development of existing neighborhoods. Potential remedies for this situation should include, but not be limited to densities set-back requirements, landscaping, height limitations, and various architectural barriers appropriate to the particular situation.

3) Residential Development in Planned Low-Density Areas

Another major issue of concern to the community is the further addition of higher density residential developments in those areas indicated for low densities in past plans. As noted in the Public Facilities Element and the Transportation Element of the Hoover Community Plan, the basic framework of public facilities (circulation, sewer, water, fire, and school facilities) was developed based upon an urban pattern of overall densities lower than those now existing. The cumulative effect of these incremental increases creates the potential for eventually overburdening the Community's basic facilities.

The anticipated development in these service sensitive areas should occur in a manner which recognizes existing densities and is consistent with overall, planned densities.

Lower residential densities were also proposed in the southeastern portion of the planning area due to problems associated with an airport environment. The impact upon existing and proposed development in this area is due in part to aircraft safety considerations and in part to aviation noise, and is of major concern to the Hoover Community. These problems are addressed in the Transportation Element.

4) Development of Vacant Land in the Freeway Corridor Area

There have been indications that development of Freeway 41 will result in requests for intensification of uses on the adjacent vacant land. A staff study analyzing corridor alternatives was done and may be 'seen in its' entirety in the Appendix (p.125). The study found that, while higher intensities may be justified by the access to the Freeway and potential adverse impacts, some controls must be instituted in order to protect the traffic carrying capacity of Fresno Street, promote compatibility with single-family neighborhoods, manage the amount of commercial and office development, and protect service capacities (i.e. sewer). Therefore, specific policies are called out in the following sections of the Hoover Community Plan: Residential Land Use, Commercial Land Use, Transportation.

Implementation of the above policies, where applicable, shall be effected through the granting of appropriate covenants by the property owner or the imposition of conditions for approval of discretionary development entitlements* through the provisions of FMC 12-405-B.

- * Discretionary development entitlements include zone changes, tentative tract maps, conditional use permits, variances, site plans, and Urban Growth Management permits.

Assets

- * Virtually all of the community's housing stock is of standard quality. During the planning period the majority of the housing stock can be expected to remain standard or be capable of being preserved with only a modest rehabilitation effort.
- * The existence of a City-wide demand for moderate income housing and public policy targeting the Hoover Community as a priority area for subsidized housing provide a valuable opportunity for infilling bypassed lands and meeting metropolitan goals for socio-economic mix in residential neighborhoods.
- * The areas adjacent to Shaw Avenue and the University provide a significant supply of developable land for continued expansion of highly urban lifestyles, as well as meeting student housing needs.

Liabilities

- * Development of community facilities based upon land use plans of lower densities may limit the densities of future residential development.
- * Significant parcels of vacant land are perceived by many Hoover residents as potential liabilities for existing neighborhoods, without careful adherence to existing and proposed policies for the development of multi-family developments on bypassed properties.
- * Development of the areas adjacent to proposed Freeway 41 has been hampered by the uncertainties of freeway development and the influence of adjacent intensive commercial development along Blackstone Avenue.
- * Development of the areas adjacent to proposed Freeway 168 has been hampered by the uncertainties of freeway development and adverse effects of airport noise.

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." (A table of administrative guidelines which has been submitted separately to the Planning Commission to clarify the relationship of zoning and residential densities.**)~~
- * It is recommended that there be a continuous monitoring of housing quality and the utilization of code enforcement and rehabilitation programs, to upgrade the quality of existing substandard units in older portions of the planning area. This recommendation should be integrated with a program of subsidized rehabilitation loans and a City-wide prioritization study designed to coordinate the various techniques of neighborhood improvement to maximum effectiveness.
- * 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. The Housing Assistance Plan should be utilized as the basis for developing this coordinated strategy.
- * 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 further refinement of the Unit Planned Development Ordinance should be undertaken so that UPD concepts may play a more important role in innovative design proposals, and in ensuring proposals compatible with existing neighborhoods.~~

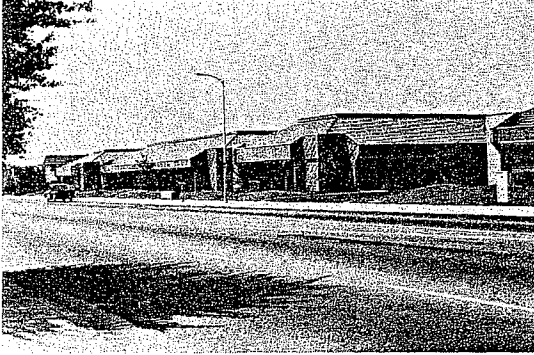
~~RESIDENTIAL PLAN DENSITIES/RESIDENTIAL ZONING
CORRELATION~~

Density Designation	Range of Dwelling Units Per Gross Acre	Population Per Dwelling Units	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 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

~~** The process of implementing a land use plan requires more flexibility and a greater understanding of the various zoning categories and the circumstances where they might be appropriate for application. In order to clarify the relationship of zoning and residential densities and to provide a set of administrative guidelines, the Land Use Conformance Matrix provides four categories of varying degrees of consistency with the proposed residential densities.~~

~~In light of areas within the Hoover Community Planning Area that have been developed at densities greater than the low densities designated in previous plans, the Land Use Conformance Matrix should be applied judiciously in order to avoid further impacting those neighborhoods (See Appendix, page 124). The only zoning districts that can be determined to be consistent with the Hoover Community Plan in those areas are the zoning districts that are "highly consistent" with the planned density as indicated in the Land Use Conformance Matrix.~~

- ~~* It is recommended that in processing Site Plan Review applications, special care be taken in reviewing multi-family housing proposals. The design of multi-family housing projects should be coordinated with the socio-economic character of the intended residents.~~
- ~~* It is recommended that where higher density residential 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, setback requirements, landscaping, height limitations, and various architectural barriers appropriate to the particular situation.~~
- ~~* It is recommended that condominium conversions be approved only on the basis of conformity with the City's plans, policies and ordinances for residential development. Review of future conversion applications should include consideration of any impacts upon existing tenants and upon the supply of alternate rental housing in the plan area.~~
- ~~* New multiple family residential development in the Corridor Area shall be limited to one-story in height and two off-street parking spaces per dwelling unit shall be provided.~~



COMMERCIAL LAND USE ELEMENT



COMMERCIAL LAND USE

Characteristics

Commercial activities occupy an unusually large portion of the land in the Hoover Community. Approximately 10 percent of all land within the Community's boundaries is zoned for commercial use, with 64 percent of that land now developed. This community ranks second in total commercial zoning to the Fresno High Community (which includes the downtown core), which has 10.3 percent of its land zoned for commercial use. The remaining communities in the metropolitan area average less than five percent commercially zoned land. There are two primary factors behind this large amount of commercial zoning and development: (1) the location of regional or metropolitan shopping facilities in the Hoover Community, and (2) the greater than average market demand generated by higher disposable incomes found in North Fresno.

The Hoover Community has four general types of commercial development which can be defined along functional lines:

1. Concentrated regional shopping at the Fresno Fashion Fair Shopping Center.
2. General, heavy strip commercial development located primarily along Blackstone and Shaw Avenues.
3. Professional office development along Shaw Avenue and other major streets.
4. Local commercial shopping centers and uses distributed throughout the Community.

Each of these functional types of commercial development is related to a number of different commercial zoning districts. The following table, on page 56, presents a breakdown of zoning and development in the Hoover Community, which will be used in a subsequent analysis of existing conditions.

Regional Shopping Center

Fresno Fashion Fair Shopping Center, located to the southwest of the intersection of First Street and Shaw Avenue, was completed in 1970. It represents one of the three regional shopping concentrations in the Fresno-Clovis Metropolitan Area, which include the Manchester Complex, on the east side of Blackstone Avenue, between Shields and Dakota Avenues, and the Central Business District in downtown Fresno. Since 1970, these shopping facilities have been competing for the regional retail dollar.

Fashion Fair occupies a 56-acre site in a C-3 zoning district. The C-3 district is intended for regional shopping centers that characteristically offer general merchandise, furniture, apparel, and home

furnishings on a site area of 40 or more acres, with a major department store as the principal tenant. Fashion Fair alone accounts for more than one-half of the developed C-3 zoning in the Hoover Community. The remainder consists of facilities that function as general, local and office commercial uses on smaller sites, with different trade area and market demand requirements. The regional shopping center distinction given Fashion Fair basically refers to its large site area and the level of retail and service commercial facilities it supplies to the metropolitan area and the Central Valley Region.

FIGURE 8
COMMERCIAL LAND USE TABULATION

Zone*	Acreage Zoned	Acreage Commercially Developed	Acreage Developed With Residential Uses	Percent Developed
C-1	31.96	17.11	---	53.5
C-2	124.67	65.70	.63	53.2
C-3	132.15	102.70	.52	78.1
C-4	2.88	1.44	.62	71.5
C-6	233.27	134.97	5.73	60.3
C-P	110.49	75.17	7.03	74.4
R-P	21.17	9.58	.33	46.8
TOTAL	656.59	406.67	14.86	64.2%

- * "C-1" Neighborhood Shopping Center District
- "C-2" Community Shopping Center District
- "C-3" Regional Shopping Center District
- "C-4" Central Trading District
- "C-6" Heavy Commercial District
- "R-P" Residential and Professional Office District

Source: City of Fresno, Department of Planning and Inspection,
January 1976, Tabulation

General, Heavy Strip Commercial

This type of commercial development represents a catch-all category of uses which are not located in regional or local shopping centers, but are principally found along Blackstone and Shaw Avenues. "General and Heavy" commercial encompasses a great variety of uses, such as eating and drinking places, automotive retail and repair shops, building and hardware stores, entertainment facilities, and gasoline stations. The term "strip commercial" describes the pattern of development, in this case, lining both sides of the streets noted above. Factors contributing to this development pattern relate to the needs of business establishments that locate along major streets. These characteristic factors include the traffic orientation of business, the advertising effect of large volumes of passing traffic, the space requirements of some businesses which cannot be met in shopping centers, and the lower land prices available outside of shopping center locations. A detailed discussion on the causal relationships between these factors and strip commercial development can be found in the FCMA Commercial Land Use Report, a background study to the 1974 FCMA General Plan.

Blackstone Avenue is the most heavily commercialized street in the metropolitan area. All of the C-4 and C-6 zoning in the Hoover Community is located along this street. Many land use, circulation, and environmental problems are related to this abundance of existing and potential commercial development.

Lot sizes generally range from 300 to 1,200 feet in depth, and 150 to 1,200 feet in width. The extreme depth of some lots along Blackstone Avenue creates a potential problem for residential land use development between the back of commercial development and the proposed Freeway 41 right-of-way.

Other problems associated with strip commercial development include lack of aesthetic quality, traffic congestion, the possible blighting influence on adjacent residential properties, and the increased public expenditure related to these problems. The lack of adequate landscaping and a proliferation of advertising signs reduce the aesthetic quality of development along Blackstone Avenue. The unregulated ingress and egress from individual establishments, and the movement of cars using on-street parking, combine to disrupt traffic flow on this street which also functions as State Highway 41. Excessive automobile noise and air pollution, glare generated from signs and site lighting, and a poorly defined interface with residential neighborhoods, adversely affect the value of adjacent non-commercial properties.

Shaw Avenue is also a heavily commercialized street, but without some of the problems related to strip commercial development along Blackstone Avenue. The Fresno City Council adopted a "BA" (Boulevard Area District) overlay zone in 1966, as part of the "Policy for Development of East Shaw Avenue. This action has provided high quality landscaping, control of advertising signs, and review of architectural and site design, for all developing properties along

Shaw Avenue between the 168 and 41 Freeway alignments. While Shaw Avenue still exhibits large traffic volumes causing congestion and safety problems, these problems have been somewhat lessened by the use of frontage roads which limit access along the street.

Like Blackstone Avenue, retail activity along Shaw Avenue is primarily dominated by general and heavy commercial uses. Unlike Blackstone Avenue, however, is the extensive development of commercial services in the form of finance, insurance, real estate and personal service establishments.

Professional Office

Shaw Avenue is one of the four primary locations for office activities in the metropolitan area, the other three being Shields Avenue, the Tower District - Olive Avenue Area - and the Central Area. In the Hoover Community, office development is also taking place to a lesser extent along First and Fresno Streets, Cedar Avenue, and in the vicinity of the new Saint Agnes Hospital on Herndon Avenue.

Office development in this community is principally comprised of finance, insurance, real estate and professional establishments which cater to local as well as metropolitan-wide clientele. Many office facilities with a regional scope have located along Shaw Avenue in recent years. The strong demand for Shaw Avenue office space in this community is reflected not only by the 57 acres of existing office development along the street, but also by the 14 acres of this development in shopping districts such as C-2 and C-3.

The Hoover Community currently has a total of 68 acres of office development in C-P, R-P, C-3 and C-2 zoning districts. Potential office development (calculated by adding existing development to the total vacant acreage under R-P and C-P categories and planned rezoning of land along major streets and around Saint Agnes Hospital), would be approximately 158 acres. Although this represents a large amount of office development, it is anticipated that it will not adversely affect the Community or individual neighborhoods adjacent to office complexes. The character of existing office development and operations along Shaw Avenue and other major streets is highly compatible with residential development. Development standards applied to future office development should require the same level of compatibility. (See Residential Element of this document, page 51.)

There has been considerable interest in office development of the vacant land adjoining the Freeway 41 right-of-way. Analysis of the impacts of higher intensity uses, such as offices, can be found in the Freeway 41 Corridor Study. Appropriate policies to mitigate the impacts of more intense commercial uses on street and service capacities are included.

Local Commercial Services

Local commercial facilities provide a wide range of day-to-day necessity goods, convenience goods and services, and a limited selection of comparison goods. In the Hoover Community, this level of

commercial activity is generally found in community shopping centers, neighborhood shopping centers, and scattered neighborhood commercial uses.

There are two community level shopping centers serving this community: Northgate Shopping Center, located just outside the Community on the southwest corner of Blackstone and Barstow Avenues, and Ashlan Park Shopping Center on the northwest corner of Cedar and Ashlan Avenues. Both shopping centers provide more extensive lines of apparel, appliances, and hardware goods than do neighborhood facilities, while also providing at least an equivalent level of necessity and convenience goods and services. Each higher level of shopping center, running from neighborhood to regional, provides a progressively greater range of merchandise and services. In this sense, Fashion Fair also functions as a community shopping center, supplementing what could be a deficient level of local commercial service in the Hoover Community.

Neighborhood shopping centers serving this community are located at the intersections of Fresno Street and Ashlan Avenue; First Street and Bullard, Barstow, Shaw, and Ashlan Avenues; and Cedar and Gettysburg Avenues. Commercial facilities at each of these intersections represent integrated shopping centers with a supermarket as a major tenant. Scattered neighborhood commercial uses, such as convenience markets, or free-standing supermarkets, or small centers without a supermarket, also serve the Community in some local trade areas.

Commercial land use standards developed in the 1974 FCMA Commercial Land Use Report are most applicable to an analysis of neighborhood commercial facilities in the Hoover Community, because this level of commercial service is directly tied to the local population. For this analysis, local trade area boundaries were established for the entire Community, based upon one-square mile service areas. The ultimate population holding capacity for each trade area was then computed, based upon the density of residential land use reflected by the Hoover Community Plan Map. The acreage of existing neighborhood commercial development and vacant C-1 and C-2 properties in each trade area was tabulated and analyzed by a minimum standard of one acre per 1,000 population to assess deficiencies and surpluses in the existing and future neighborhood commercial land use distribution. (See Appendix, page 121.)

According to this analysis, there are two areas within the Community that appear to be deficient in existing development and zoning. One area, bounded by Sierra, Cedar, Barstow and Millbrook Avenues, is on the edge of the trade area served by neighborhood shopping at First Street and Bullard Avenue. Existing development at this intersection has a potential to serve a population of approximately 17,000, which is well above the total of 13,500 projected for both trade areas. The other area is located east of Maple Avenue above the C.S.U.F. farm land. Population holding capacity projected for this area is

4,100. Planned commercial development in this area, however, is contingent upon residential development north of Herndon Avenue, and the actions of the City of Clovis east of Willow Avenue. Any future development along Herndon Avenue should be designed with careful attention to the impacts of additional traffic on both Herndon and north/south streets.

Property owners are interested in developing a university-related small commercial center at the northwest corner of Cedar and Barstow Avenues. Such a center should be implemented with a C-L zone district, with permitted uses limited to such enterprises as book stores, clothing and gift stores, restaurants, ice cream stores, etc., which serve the needs of the student population without drawing additional outside traffic.

Assets

- * There is a broad range of competitive retail and service commercial facilities available to residents of the Hoover Community.
- * Shaw Avenue commercial development exhibits an aesthetic quality unlike other major commercial strip development in the metropolitan area.

Liabilities

- * The extreme depth of vacant commercial lots along Blackstone Avenue, north of Shaw Avenue, may affect the potential for residential development in the area between the commercial strip and the proposed Freeway 41 right-of-way.
- * There are a number of problems associated with strip commercial development along Blackstone Avenue, such as lack of adequate landscaping, a proliferation of advertising signs, traffic congestion, intense noise and air pollution, and glare generated from signs and site lighting.
- * There is a surplus of vacant C-1 and C-2 zoned properties in numerous locations around the Community, that if developed, would create excessive local commercial development where it is not needed, and be in conflict with a General Plan policy of limiting shopping center development to one corner of an intersection. (See Appendix, page 120.)

Recommendations

- * ~~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, landscaping, storage, parking, access and congestion, while not limiting its applicability to a single geographic area.~~

* It is recommended that the depth of future commercial development along Blackstone Avenue conform to the rear lot lines defined by the Hoover Community Plan Map, and that access from Shaw and Bullard Avenues be provided to the residential land designated by the plan map between Blackstone Avenue and the Freeway 41 right-of-way.

~~* It is recommended that the Fresno City Council further the 1974 General Plan policy of one-corner shopping center development by choosing one of the two alternative policies listed in Appendix, page 120.~~

The following recommendations are made in an effort to balance and strengthen the distribution of local commercial services in the Hoover Community.

* First Street and Bullard Avenue: It is recommended that the undeveloped portion of the southeast corner be rezoned from C-2 to an appropriate residential zoning district.

~~* Cedar Avenue and Gettysburg Avenue: It is recommended that the vacant 3.8 acres of C-2 zoning, just below the existing shopping center on the southwest corner, be rezoned to an appropriate residential zoning district.~~

* Chestnut Avenue and Ashlan Avenue: It is recommended that the northeast corner be rezoned from C-1 to an appropriate residential zoning district.

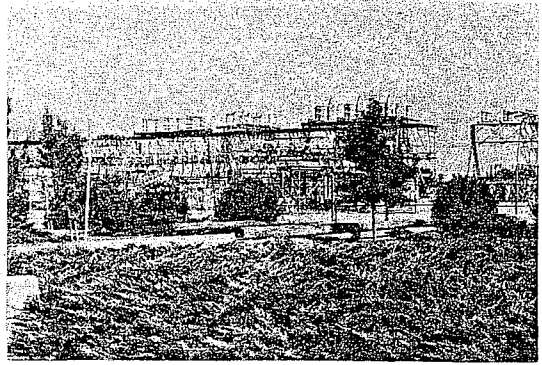
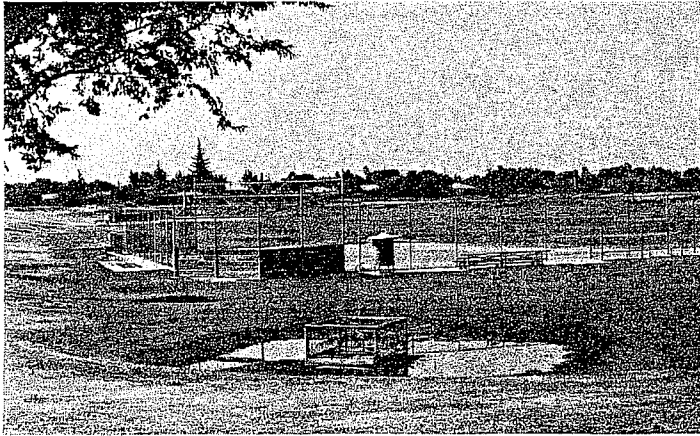
~~* Barstow Avenue and Cedar Avenue: It is recommended that the 'Special Commercial Shops' designation on the northwest corner of East Barstow and North Cedar Avenues include those uses permitted in the Limited Neighborhood Shopping Center District (C-L). Permitted uses include but are not limited to book stores, clothing stores, gift shops, and libraries. Uses permitted subject to conditional use permit would include delicatessens, ice cream sales, restaurants and soft drink fountains. It is understood for the purposes of this plan that upon the submittal of a rezoning application, a site plan and details of uses will accompany the request to enable the Council to monitor the proposed development.~~

~~The following policies relate specifically to the Freeway 41 Corridor Study and can be understood in context through a reading of that study in the Appendix, p. 125.)~~

~~* A 25 percent increase in the off-street parking ratio shall be applied within all zone districts except residential between Fresno Street and Freeway 41 within the Corridor Area.~~

~~* Outdoor advertising property development standards for general heavy-strip commercial properties in the Corridor Area shall be governed by the outdoor advertising development standards for the C-2 zone district, as contained in FMC 12-218.5K of the City of Fresno Zoning Ordinance.~~

- * ~~Office commercial uses north of Shaw Avenue in the Corridor Area shall be limited to those with low sewer use generation as determined by the Director of the City of Fresno Department of Public Works.~~
- * ~~General heavy strip commercial uses north of Shaw Avenue in the Corridor Area shall be limited to those with low sewer use generation as to be determined by the Director of the City of Fresno Department of Public Works.~~



ENVIRONMENTAL RESOURCES AND OPEN SPACE ELEMENT



ENVIRONMENTAL RESOURCES AND OPEN SPACE

This element of the Community Plan provides a discussion of characteristics and concepts related to the natural environment and open space. It is divided into three sections of general topics concerning the environment, followed by a statement of assets, liabilities and recommendations.

The first section concerns environmental resource factors. The concept of environmental resources may be broadly defined. It includes resources, water resources, and mineral resources. It also includes resources which are of value in their natural state, and are of enjoyment to man, such as fish and wildlife resources.

The second section concerns urban development limiting factors. These are factors which determine the suitability or limitations of areas for specific types of urban development. These limitations include those related to natural physical factors such as flooding, the suitability of soils for urban development, and limitations related to potential nuisance uses.

The third section concerns urban environmental factors. It considers the quality of the environment where the impact on people is the greatest -- the urban setting. Urban environmental quality is closely linked with the concept of urban amenities, such as the provision of recreation space, open space, urban beautification, the pattern of growth and urban form, and housing life styles.

Environmental Resource Factors

Agricultural Land

The California State University, Fresno farmland will probably represent the total agricultural land use in the Hoover Community at the end of this 20-year planning period. Existing scattered orchards, vineyards and other agricultural uses are disappearing as development pressure intensifies within the Community's boundaries. Consequently, the C.S.U.F. farm area will be surrounded by residential development, which may result in problems of incompatibility between the two uses. Agricultural production requires heavy equipment, high-voltage water pumps, chemical spraying, and a number of other processes considered to have adverse effects upon residential development. On the other hand, equipment and crops represent a large investment which should be protected from potential damage. A measure to both reduce adverse effects and protect this agricultural resource is recommended in a subsequent section of this element.

Water

Water quality in the Hoover Community is very good. Typical sources of contamination such as agricultural drainage and waste from septic tanks do not constitute problems, because the planning area is almost completely serviced by City water and sewer. Water quantity problems for the urbanized area as a whole have been reduced by the Leaky Acres Recharge Project on the northwest corner of Chestnut and Dakota Avenues. The project is an artificial groundwater recharge system utilizing a number of surface water basins to maintain the urban groundwater supply. The basins cover approximately 145 acres, and now have the potential capacity to replenish 25% of the water used annually in the City of Fresno. The City is currently studying the feasibility of an additional water recharge project to further increase recharge capacity.

Wildlife

The distribution of wildlife was first modified in the Hoover Community by agricultural production and later by urban development. Remaining wildlife such as doves, quail, snakes, lizards, rabbits, and other rodents will generally be forced to agricultural lands outside this community as urban development is completed. The C.S.U.F. farm area will eventually represent a wildlife preserve, in that, this one area will contain the majority of wildlife left in the Community at the end of the planning period.

Geologic, Mineral and Scenic Resources

Resources of natural scenic value are difficult to identify because they are perceived differently by different people. In the Hoover Steering Committee meetings, citizens identified various orchards along North Fresno Street as resources adding special scenic value to the Community.

Extraction of mineral resources in the Fresno-Clovis Metropolitan Area is essentially confined to rock, sand, and gravel which are utilized in road and building construction. However, there are no extraction sites in the Hoover Community. Also, according to the Fresno County Geologist and C.S.U.F. Anthropology Department, there are no sites of geologic or anthropological significance in this community.

Urban Development Limiting Factors

Flooding

The Hoover Community has an excellent flood control system due to the numerous basin facilities supplied by the Fresno Metropolitan Flood Control District. However, these facilities were developed to handle water run-off from urban development, not excessive flooding from flood-waters originating outside the urbanized area. This was the

case in 1969, when areas along the Big Dry Creek Canal in the southeast portion of the Community were flooded. As a result of that flood, the Federal Insurance Administration designates the area running the length of the canal as a flood hazard area.

Soil Limitations

Soil characteristics which tend to limit urban development are the allowable soil pressure and the ability of the soil to serve as a septic tank filter field. Neither of these characteristics present a problem to urban development in this community. Soil pressures, which relate to the ability of the soils to withstand shifting and swelling, are within permissible ranges. Although soils in this community would not be adequate for septic tanks, this concern is eliminated by City sewer service.

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 in this zone are rated low, and secondary 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 hazards refer to ground instabilities as a result of geological and soil conditions. Further elaboration of the conditions existing in this area can be found in the Seismic Safety Element of the General Plan.

Noise

There are two major sources of noise in the Hoover Community, road and air traffic. Heavy road traffic volumes and serious noise emission problems are found on almost all major streets in the planning area. The land uses most sensitive to road noise are schools, hospitals, convalescent homes, residences, and parks. While this source of noise does not absolutely limit urban development, measures need to be taken to mitigate its effect upon existing and future development. Air traffic noise emanating from the Fresno Air Terminal affects a large area of the Hoover Community northwest of the terminal. In this area, the impact of air traffic noise can be mitigated through a combination of measures designed to both reduce the noise source itself and the effect of the noise upon various land uses. More detailed descriptive material regarding the effects of noise on the community and policies and implementation to deal with these effects can be found in the Noise Element of the General Plan.

Urban Environmental Factors

Urban environmental factors considered here include recreation and

open space, and how these are related to urban development and environmental quality in the Hoover Community. An applicable definition of open space resources in this community might be:

All conceivable and potential active and passive outdoor recreation uses associated with parks, recreation centers, school playgrounds, flood control basins, canals, public easements, streetscapes, vacant freeway rights-of-way, and vacant and agricultural properties.

To clarify this definition, active recreation may be associated with uses such as park and playground facilities where recreation structures exist, while passive recreation may be associated with landscaped areas or trees which provide an amenity. A more appropriate distinction might be made between uses which provide a recreational opportunity per se, and those which preserve a natural resource or give shape to the urban community. In either case, all urban open space resources constitute environmental assets, whether the resource represents a recreational site or a landscaped street divider. 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.

Each of the open space resources noted above will be discussed in the following sections. Because this planning effort precedes the completion and adoption of a comprehensive recreation and open space element for the metropolitan area, however, many recommendations for specific facilities and locations will have to be postponed. General Plan park and recreation standards will be revised by the element, and specific recreation and open space uses will be recommended.

Parks, Recreation Centers and School Playgrounds

The Hoover Community is well served by existing recreation facilities and programs, when compared with other community areas in the Fresno urbanized area. The Community has four neighborhood parks, one municipal recreation center, and some form of City sponsored recreation program at ten of the eleven Fresno Unified School sites located within its boundaries.

The four neighborhood parks are: Cary Park, at Fresno Street and Santa Ana Avenue, 9.0 acres; Large Park, at Millbrook and Ashcroft Avenues, 6.5 acres; Robinson Park, near Fresno Street and Browning Avenue, 5.0 acres; and Vinland Park, at Sierra Vista and Gettysburg Avenues. Three of these parks are located south of Shaw Avenue, which leaves the area north of Shaw deficient in this level of recreation service. Cary Park is the only one of the four parks currently developed with permanent outdoor recreation structures. Future upgrading of the other neighborhood parks for active recreation use is also planned.

One additional neighborhood park is being planned for this community prior to the adoption of the Recreation Open Space and Conservation Element, as a result of current subdivision activity. The park will be approximately four acres in size, and located on the northeast corner of Cedar and Sierra Avenues.

Rotary Sports Center, located at Gettysburg Avenue and Bond Street, provides a broad range of outdoor recreation opportunities for residents of this community. This municipal recreation center is approximately 18 acres in size, and functions as a flood control basin during the rainy season.

The eleven Fresno Unified Schools in the Hoover Community are: McCardle, Eaton, Robinson, Wolters, Holland, Thomas, Vinland, Viking, Ahwahnee, Tioga, and Hoover. Only Viking School does not have a City Parks and Recreation Department sponsored recreation program. This is because more than 50 percent of the population residing in the elementary school service area is not within the incorporated City of Fresno.

Flood Control Basins

The Fresno Metropolitan Flood Control District has acquired nine basin sites in the Hoover Community. Three of the basin sites are turfed, landscaped and available for at least a passive level of recreation use. One basin is located on San Jose Avenue just east of Wolters Elementary School, another near the intersection of Barton and Ashlan Avenues, and the third is Rotary Sports Center.

Two other basin sites are along the west side of Cedar Avenue, one between Sierra and Herndon Avenues, and the other between Bullard and Sierra Avenue. Both of them will be developed for passive recreation levels when excavation and drainage improvements are completed.

The four remaining basin sites in this community will probably be turfed and landscaped, but will not be available for recreation because they are either too deep, too steep, or will be used for water recharge purposes. One of these sites, however, is proposed for a different use described below.

Basin site "O" just north of Hoover High School is recommended by the Hoover Community Plan as an Outdoor Environment Education Area. This recommendation, which is formally stated in a subsequent section of this element, reflects an application by the Fresno Unified School District to the California State Department of Education for a grant to help construct the Hoover Outdoor Classroom and Ecological Park. The project is conceived as an outdoor classroom area for students from pre-school ages through college, as well as an ecological research and plant growth study area. The project is proposed to be developed jointly by the School District and the Flood Control District in conjunction with local community groups, and was unanimously endorsed by both the Area #6 Neighborhood Council and the Hoover Community Steering Committee.

Canals

The Dry Creek and Helm Canals are the major irrigation water carriers in the Hoover Community. The Helm Canal runs through residential development between Sierra and Herndon Avenues until it links up with the Enterprise Holland Colony Canal at Fresno Street and Herndon Avenue. The Enterprise Holland Colony, which will eventually be piped, runs down Fresno Street to Barstow Avenue and out to the west. The Dry Creek Canal runs in a southwest direction across the Community along the Freeway 168 right-of-way. It eventually links with the Herndon Canal in the McLane Community, which emanates from Mill Ditch and runs along McKinley Avenue.

These 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 a non-motorized transportation corridor would require landscaping along canal banks, a bicycle and pedestrian pathway along the ridge of the canal, provisions for bridle paths in some locations, and a number of improvements to insure safety (See Figure 9).

The use of canals as parkways and non-motorized transportation corridors would benefit the Hoover Community and the metropolitan area in many respects. Landscaping along canals would enhance adjacent development, reduce street noise levels, 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 as illustrated in the section on Transportation. The Open Space Network Map reflects the integration of canals in the Hoover and McLane Communities with proposed metropolitan bikeways, to form a more complete system of non-motorized transportation routes in northeast Fresno (See Figure 10).

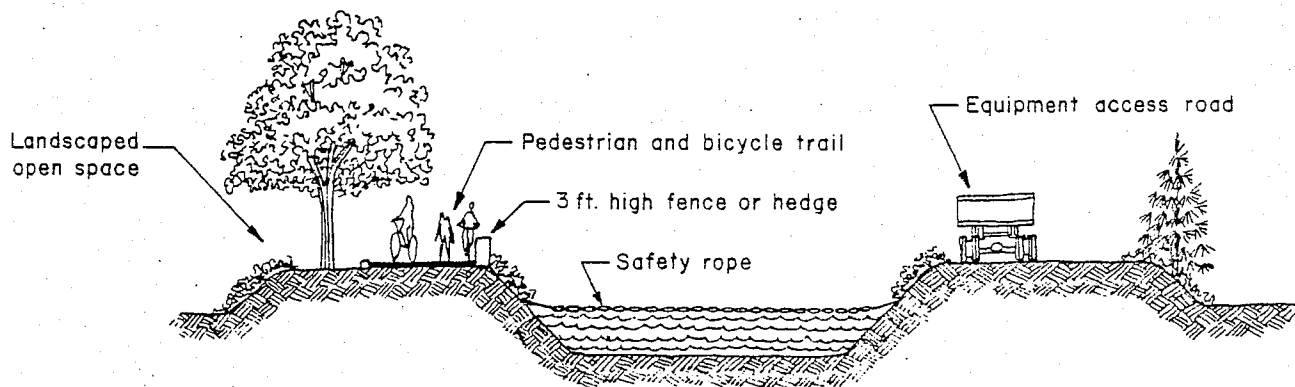
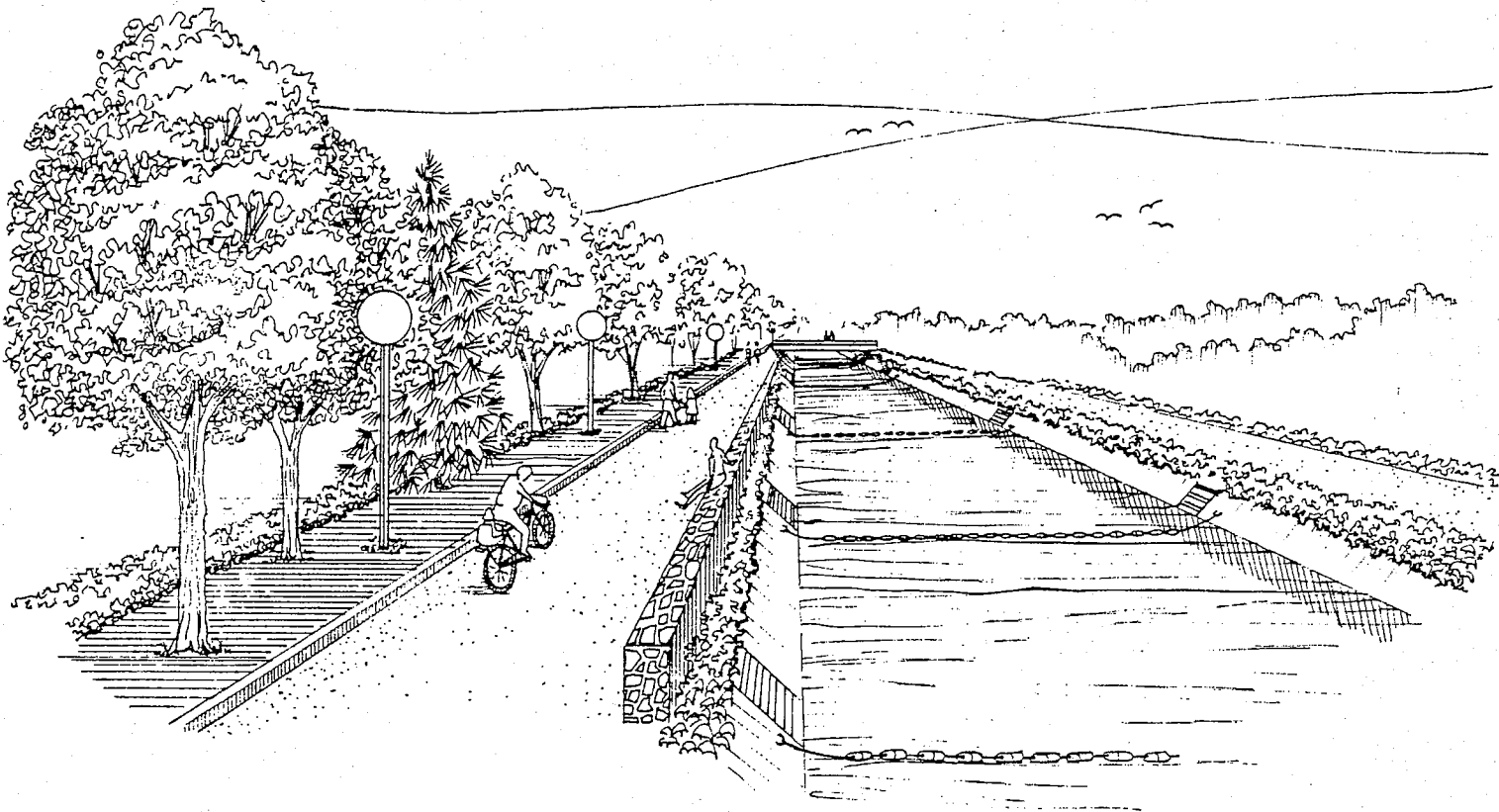
Public Easements

Public easements such as the proposed landscape buffer along Herndon Avenue and the P. G. & E. transmission easement along the Fourth Street alignment between Bullard and Sierra Avenues, are valuable open space resources. The Herndon landscape buffer contributes an amenity to the areas along the proposed expressway, minimizes the adverse effects of heavy traffic volumes on adjacent residential neighborhoods, and provides land for a separated bikepath along Herndon Avenue as proposed in the FCMA Bikeways Plan.

The P. G. & E. transmission easement has been developed into a one-half mile strip park for surrounding neighborhoods, leading from the P. G. & E. Substation on Bullard Avenue past Ahwahnee Junior High School to Sierra Avenue. The strip park not only provides a recreation opportunity, but serves as a path to the junior high school for students living south of Bullard Avenue and east of First Street.

FIGURE 9

Canal/Open Space Concept



City of Fresno
Dept. of Planning & Inspection
Planning Division
June 1975

E. SIERRA

E. BULLARD

E. BARSTOW

E. SHAW

E. GETTYSBURG

E. ASHLAN

N. BLACKSTONE

N. FRESNO

N. FIRST











W. MILLBROOK

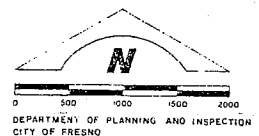
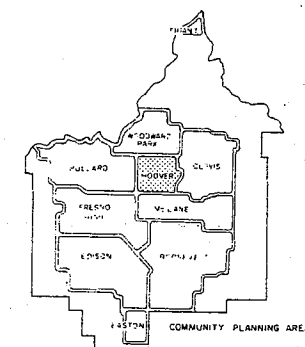
J. CEDAR

1. MAPLE

4. CHESTNUT

WINERY

	FUTURE FREEWAY
	EXPRESSWAY
	ARTERIAL
	COLLECTOR
	METROPOLITAN BIKEWAYS
	PROPOSED AMENDMENT TO THE METROPOLITAN BIKEWAYS
	LANDSCAPE TREATMENT
	CANALS/MULTI-PURPOSE TRAILS
	RECREATIONAL
	SCHOOLS



Hoover

OPEN SPACE NETWORK

Streetscapes

Streetscapes include open space amenities such as: Street trees and planted street dividers; and landscaped setback areas around commercial facilities and along major commercial streets like Shaw Avenue.

Street trees and planted street dividers are major factors of environmental quality in the Hoover Community. 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, mature trees and planted street dividers which separate frontage roads from the major street, tend to buffer and filter the effects of noise and air pollution. They also tend to visually separate the street from residential development.

Many commercial sites in the Hoover Community are adjacent to residential development. In most cases the commercial use represents an intrusion upon 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, the First and Shaw Center on the southeast corner of that intersection has a landscaped area on both the east and south sides of the development. These landscaped areas separate the commercial site from local streets on each side. Along the southside of Fashion Fair, where this commercial development meets a local street and residential development, a landscaped berm was developed to enhance the land use relationship. These types of landscaped setback areas are important for insuring a level of environmental quality in commercial development equivalent to the quality of adjacent residential uses.

The landscaped areas along Shaw Avenue are the result of the City Council's adoption of the (BA) Boulevard Area District as an overlay zone in 1966. This zone has also been applied to portions of Fresno Street, First Street, and Cedar Avenue in the Hoover Community. The BA District provides for special land development standards which insure the environmental and architectural quality of streetscapes and buildings along these streets, and was last reviewed by the Preliminary Specific Plan for East Shaw Avenue in 1974. (See Figure 6).

Vacant and Agricultural Properties

The majority of vacant land in this community is along or within the Freeway 41 and 168 rights-of-way. These lands do not constitute long term open space resources, however, because they are not available for current planning of permanent recreation spaces or facilities.

Most of the remaining vacant land in the Community is north of Shaw Avenue. Much of the private agricultural land is also located north of Shaw Avenue. The availability of this land creates an opportunity for recreation and open space planning in those areas of the Hoover Community that are now the most deficient in these facilities.

Assets

- * The Hoover Community has an excellent flood control system provided by the Fresno Metropolitan Flood Control District. Some of the flood control basins also supply recreation opportunities to the local population.
- * Although there is a deficiency of park space in some areas of the Community, existing facilities and programs provide a high level of recreation service when compared with the availability of this service in other communities in the metropolitan area.
- * Canals, public easements, streetscapes, vacant freeway rights-of-way, and vacant and agricultural properties all represent valuable recreation and open space resources for the Hoover Community.

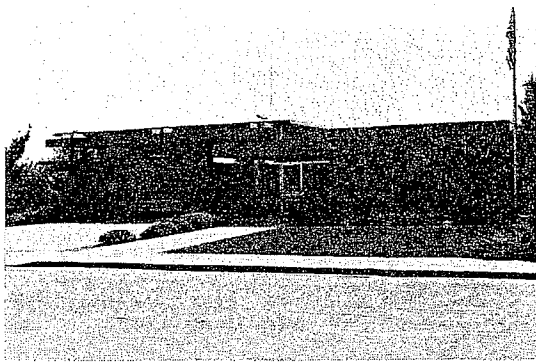
Liabilities

- * The relationship between agricultural production on the C.S.U.F. farmland and surrounding residential areas is incompatible and, in respect to some activities, adverse to both.
- * Noise generated from road traffic, and air traffic from the Fresno Air Terminal, adversely affects many sensitive land uses in the Hoover Community.
- * The urban area north of Shaw Avenue is deficient in park and recreational space, required to meet the increasing demands for this type of service.

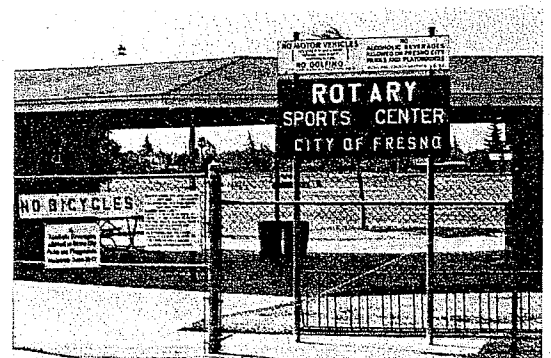
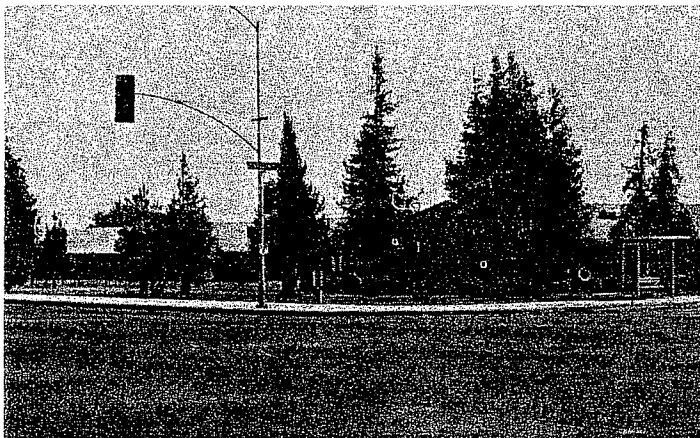
Recommendations

- * It is recommended that the State be encouraged to fence and landscape the perimeter of the C.S.U.F. farm area to: (1) mitigate the effects of agricultural production processes on neighboring residential areas, (2) protect children in the area from dangerous equipment necessary for agricultural production, and (3) reduce the possibility of damage to equipment and crops.
- * It is recommended that the policies of the recently adopted 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 duration periods.
- * It is recommended that future urban development in the Hoover Community be designed to mitigate the adverse effects of major street traffic. Mitigating measures should include open space buffers and frontage roads with planted street dividers, as well as noise attenuating building design for homes and buildings near the street.

- * It is recommended that the General Plan Recreation Open Space and Conservation Element serve as the primary guide for the location of future parks, playgrounds, and recreation centers in the Hoover Community, and that its findings be incorporated into the Community Plan upon its adoption by the Fresno City Council.
- * ~~It is recommended that the Hoover Community Plan designate one proposed park site prior to the adoption of the Recreation, Open Space and Conservation Element. The park site is located on the northeast corner of Sierra and Cedar Avenues, is approximately four acres in size, and reflects recent subdivision activity in this area.~~
- * It is recommended that canals, landscaped easements along major streets, and other available public 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. *policies*
- * ~~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 area of commercial uses backing onto a residential street be equal to the building setback of the adjacent residential districts, and that special architectural and landscaping provisions be established which would insure a level of environmental quality in commercial development equivalent to that of the adjacent residential uses.~~ *The*
- * ~~It is recommended that the Boulevard Area Treatment proposed in the Preliminary Specific Plan for East Shaw Avenue, May 1974, be implemented in the Hoover Community.~~
- * 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 the Appendix, page 119 and 120.
- * ~~It is recommended that those changes in development standards noted in Proposals Three and Six of the Appendix, pages 119 and 120 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 by Proposal Seven on page 120 of the Appendix.~~



PUBLIC FACILITIES ELEMENT



PUBLIC FACILITIES AND SERVICES

Public facilities and services are vitally important to the welfare of a community. Some of the services that are provided are necessities of life such as water supply and police protection, whereas the others enhance the quality of life such as park and recreation facilities. The Public Facilities and Services Element is divided into two general categories of services -- Emergency Services and Metropolitan Services. The emergency services include fire protection services, police services and emergency health services. The metropolitan services include flood control, sewer, water, gas and electricity, and schools.

Emergency Services

Fire Protection

The Hoover Community is provided fire protection services by two separate fire protection agencies. The Mid-Valley Fire Protection District serves the unincorporated areas to the northeast 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 City of Fresno fire stations serving the Hoover Community are at the following locations:

1. 3131 North Fresno Street (Fresno and Wrenwood)
2. 4343 East Gettysburg Avenue (Rowell and Gettysburg)
3. 5544 North Fresno Street (Shields and Fresno).

To determine the most appropriate location for future fire stations, the City of Fresno will use a fire station location model which is designed to produce the best locations for fire stations for the City. Taking into consideration the structures to be protected, where they are located, and travel time, the computer indicates whether there are more stations than needed and the amount of money that could be saved by relocating a station.

Stations in the adjacent Bullard and Woodward Park Communities provide service to portions of the Hoover Community.

The Fire Department has proposed the acquisition of two water tankards, to maintain current City fire protection standards as new areas are annexed into the City. One of these tankards is housed in Station #11, located at Fresno and Wrenwood; while the other is housed in Station #3, at Fresno and "E" Streets.

The fire insurance rating of a city is determined by a private agency which evaluates the city against a set of criteria. The rating is then used by private insurance companies to establish the insurance premiums the commercial, residential and industrial uses will pay for fire insurance. The City has achieved a "Class 2" fire insurance rating which is exceeded by no other City in the State. This high rating represents a low level of deficiency in those categories used to determine fire insurance classifications. Those criteria used to determine the fire insurance rating include water supply, fire department procedures, fire alarm system, fire prevention activities, building department regulations, and structural conditions of buildings to be protected.

The Mid-Valley Fire Protection District was formed in 1949 to provide fire protection for structures in certain under-protected portions of the County. Through mutual aid agreements, Mid-Valley also serves areas adjacent to the district. Mid-Valley created zones which allowed it to tailor its services to individual types of fire protection needs (i.e. urban areas within a district pay for an urban level of protection; rural areas pay only for rural level of protection). Where the district found itself providing a higher level of fire protection to one area than the rest of the district (i.e., industrial uses or unincorporated urban areas), the district established special zones. Taxpayers within the special zones paid the base rate charged for the district plus an additional rate for the extra protection received.

As compared to the City's "Class 2" insurance rating, Mid-Valley Fire Protection District has a fire insurance rate of 6, 7 or 8, depending upon the area.

Private fire protection agencies in the FCMA, including Mid-Valley Fire Protection District, face the long-term problem of a decreasing amount of territory within their boundaries as a result of City annexations. This process diminishes the tax base of private agencies.

The City of Fresno and Mid-Valley each finances fire prevention and suppression activities and supports its own staff, equipment and stations through its own tax rate. 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 fire occurs near the jurisdictional border and both jurisdictions must respond until the exact location is known.

Police Services

Police protection services within the Hoover Community are provided by the City of Fresno Police Department in the incorporated areas and by the Fresno County Sheriff's Office, and the California Highway Patrol within the unincorporated areas.

The City of Fresno organizes its service areas by police zones, created by dividing the City into half-mile grids. 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. Sixteen patrol beats, averaging 2.86 square miles each in size, are utilized by the Fresno Police Department to provide police services to the City of Fresno. In the Hoover Community, one City police beat serves the entire community.

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 service demands 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 its staff in a more accurate and efficient manner, and to provide a higher level of emergency services to City residents.

Emergency Health

Emergency health services in the metropolitan area are provided by six acute care hospitals located throughout the metropolitan area. One of the hospitals, St. Agnes Hospital, is located within the Hoover Community. St. Agnes was opened March 23, 1975, and is located at Herndon and Millbrook Avenues. When all construction has been completed, the hospital will be a six-story 200-bed facility.

Paramedics are firefighters trained to provide emergency medical care at the scene of an incident. Paramedics at the emergency scene are in contact with doctors at the hospital who advise them of the appropriate medical treatment to keep the patient alive until transport to the hospital.

The City of Fresno implemented the paramedic program through the training of Fire Department personnel.

Additional firefighters will be trained to meet the needs of the paramedic program. The long-term goal of the Fire Department is to have a paramedic unit assigned to each of the ten City of Fresno engine companies. One of the existing paramedic units is located within the Hoover Community at the Fresno and Wrenwood Avenue fire station.

Metropolitan Services

Flood Control

The Fresno Metropolitan Flood Control District provides storm drainage and flood control facilities in the Hoover 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.

In new residential areas, drainage facilities are constructed when housing construction occurs. In developed areas, assessment districts must be established to cover the cost of these facilities. Assessment district formation can be conducted independently by the Fresno Metropolitan Flood Control District, 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.

All of the flood control facilities planned for the community have been acquired. Of the nine flood control basins proposed for the community, three are currently completed (See Environmental Resources Element). The flood control basin north of Hoover High School will be converted to a passive park. An additional basin is in the process of being developed in the vicinity of Blackstone and Barstow; and in 2 to 3 years, two additional basins are planned to be located along Cedar Avenue, one north of Bullard and one north of Sierra Avenue.

Sewer

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

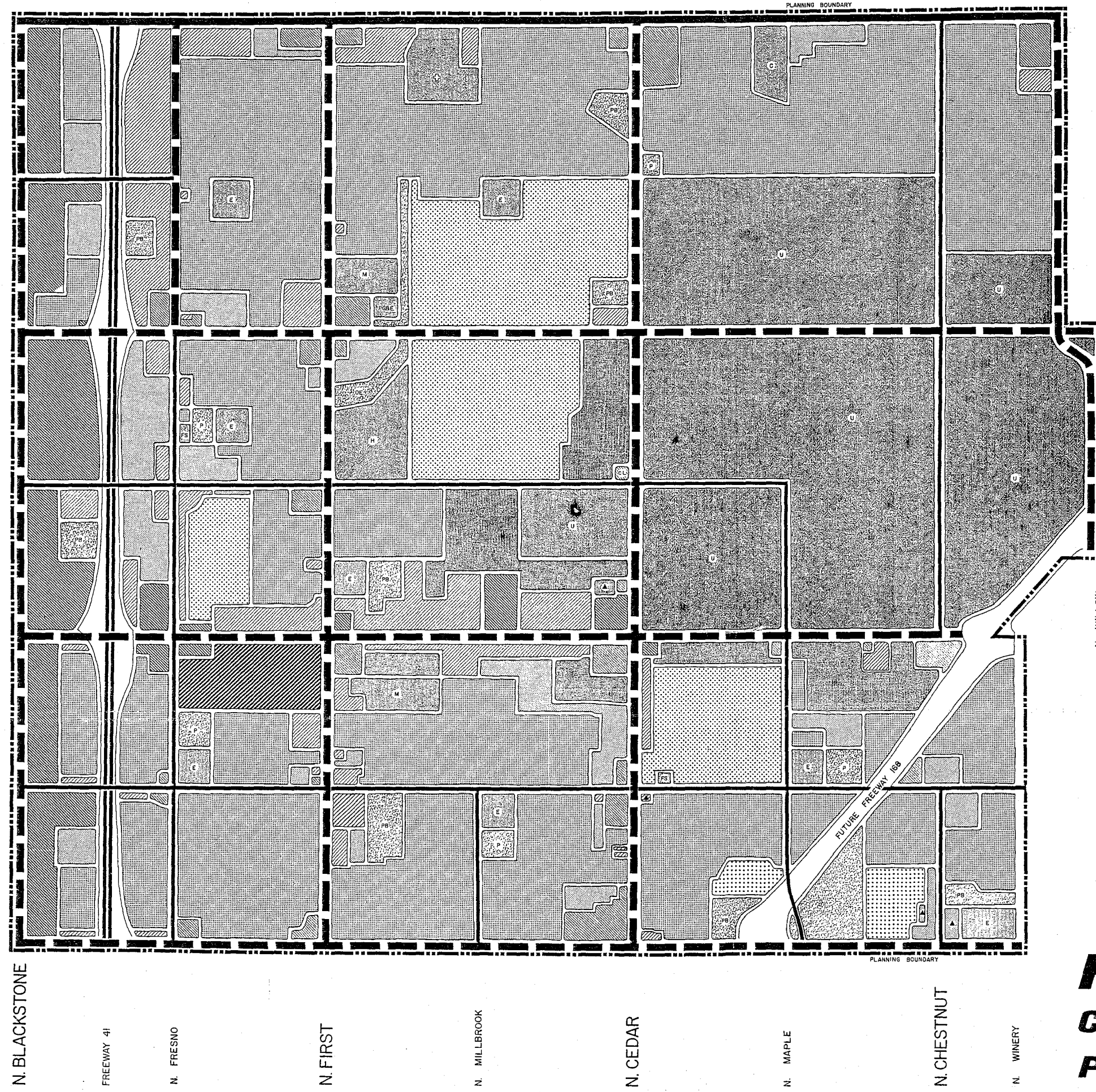
The existing sewer facilities in the Hoover Community are presently operating at design capacity. The population projections for the Hoover Community indicate a population of 53,521 persons in the community by 1995. If the population increases as projected, in-depth studies of existing capacities will be required to determine what additional facilities, if any, will be required. If the need is determined, the study will also make recommendations for proposed additional facilities to handle the increased capacity anticipated by 1995.

Gas and Electricity

The public utility needs of the Hoover Community are being met by one substation located at Bullard and First Avenues.

Pacific Gas and Electric Company has evaluated the anticipated needs of the Hoover Community, and indicated that the needs of the community in 1995 can be met by the substation within the community and the one planned for Willow and Shepherd Avenues.

E. HERNDON
E. SIERRA
E. BULLARD
E. BARSTOW
E. SHAW
E. GETTYSBURG
E. ASHLAN



LEGEND

RESIDENTIAL

- LOW DENSITY
- MEDIUM LOW DENSITY
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL

- OFFICE
- NEIGHBORHOOD COMMERCIAL (C-L - LIMITED NEIGHBORHOOD COMMERCIAL)
- COMMUNITY COMMERCIAL
- GENERAL HEAVY STRIP
- REGIONAL COMMERCIAL

PUBLIC FACILITIES

- PUBLIC FACILITIES
- E ELEMENTARY SCHOOL
- M MIDDLE SCHOOL
- H HIGH SCHOOL
- C COLLEGE
- U CALIF. STATE UNIVERSITY, FRESNO
- CH CONVALESCENT HOSPITAL
- HOSPITAL
- PS FIRE STATION
- PS&E SUBSTATION SITE

OPEN SPACE

- RECREATIONAL
- P PARK
- PB PONDING BASIN
- OE OUTDOOR ENVIRONMENTAL EDUCATION AREA

CIRCULATION

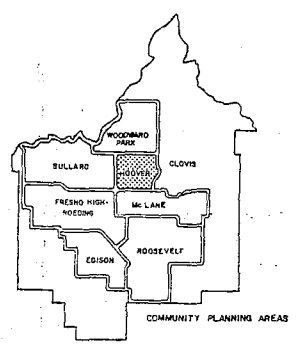
- COLLECTOR
- ARTERIAL
- EXPRESSWAY
- FREEWAY

▲ CONDITIONAL AMENDMENT, REFER TO AMENDMENT FILE.

WE HEREBY CERTIFY THAT THIS MAP AND ACCOMPANYING TEXT CONSTITUTES A REFINEMENT OF THE FRESNO - CLOVIS METROPOLITAN AREA GENERAL PLAN 1974 WHICH ADDRESSES THE HOOVER COMMUNITY PLANNING AREA ADOPTED BY RESOLUTION NO. 7064 OF THE FRESNO CITY PLANNING COMMISSION ON JANUARY 15, 1980

AND, MODIFIED AND ADOPTED BY RESOLUTION NO. 80-397 OF THE FRESNO CITY COUNCIL ON JULY 1, 1980

MAYOR CITY CLERK



AMENDMENTS			
FRESNO CITY PLANNING COMMISSION		FRESNO CITY COUNCIL	
DATE	RES. NO.	DATE	RES. NO.
1/13/80	7333A	2/9/80	80-063
10/2/81	7619	1/3/82	82-510(d)
12/16/81	7663	3/2/82	82-2810(d)
5/19/82	7779	6/15/82	82-810(d)
9/15/82	7870	11/18/82	82-12510(d)
11/17/82	7906	1/4/83	83-310(d)
2/7/83	8114	12/20/83	83-16810(d)
3/2/84	8252	5/9/84	84-63010(d)
1/4/84	8133	1/20/84	84-470
11/7/84	8413	12/4/84	84-1710(d)
1/22/86	8710	1/28/86	86-30
10/1/86	8940	12/9/86	86-373
8/28/87	9203	9/22/87	87-416
8/26/87	9205	9/22/87	87-417
10/7/87	9253	10/27/87	87-478
11/4/87	9278	11/17/87	87-506
11/12/87	9284	12/8/87	87-534
11/12/87	9285	12/8/87	87-534
11/12/87	9286	12/8/87	87-534
5/1/88	9434	6/28/88	88-223
7/20/88	9479	8/16/88	88-108
9/7/88	9521	10/4/88	88-350
11/16/88	9563	12/13/88	88-429
2/15/89	9613	4/1/89	89-141
4/5/89	9640	4/18/89	89-153

Hoover
Community
Plan

Water Service

Approximately 230 gallons of water are used for each person in the Fresno area each day (other users of water are also averaged into this figure). Fresno's per capita water usage is higher than other cities. For example, the per capita usage in San Antonio, Texas is 178 gallons per day and Boston, Massachusetts is 165 gallons per day. Some of the reasons for this high water usage include: 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 City of Fresno's Water Division has the primary responsibility for providing water to the Hoover Community. The water for the City is provided from deep wells located in a grid pattern throughout the City, making Fresno the largest metropolitan area in the world to exclusively use an underground water basin as the sole source to supply municipal water demand. The design of the system and the standards established by the City in the past have contributed to the City's "Class 2" rating by the Insurance Service Office for fire protection.

Water in the unincorporated portions of the plan area is provided by five different water districts or companies (See Figure 11). Three of these water providers are County Waterworks Districts (#9, 11, and 14), while the remainder are private and Pinedale Water Districts. (Kavanagh Vista Water Company and Pinedale County Water District.)

The high per capita water consumption and the urban expansion into nearby agricultural areas previously using groundwater only as a dry-year supplement to surface irrigation resulted in a drop of water table elevation beneath the urban area. The area east of Willow Avenue has undergone rapid land use changes which have implications for the Fresno-Clovis Metropolitan area. The FCMA is dependent upon irrigation as a major source to maintain its required groundwater quantities. The agricultural uses utilize surface water for irrigation purposes. The irrigation in excess of crop requirements recharges the groundwater supply, adding to the groundwater supply. Any reduction in irrigation with surface water or increases in pumping groundwater caused by rural residential development in the area to the northeast of the FCMA will reduce the groundwater flow into the FCMA.

Because the City of Fresno is completely dependent upon groundwater for its domestic, commercial and industrial water supply, a sink, or water table depression developed directly beneath its well field. As the depression became more prominent, the well fields water supply became more dependent upon flow from peripheral areas. Groundwater recharge is the quickest way to stabilize the falling groundwater table. The City's underground recharge program, commonly called "Leaky Acres," is located west of the Chestnut-Willow Avenue Diagonal, between Dakota and Ashlan Avenues. The project was designed for the purpose of using agricultural surface water for artificial groundwater recharge to maintain an urban groundwater supply. Although the effects of "Leaky Acres" 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 have been stabilized. Additionally, water quality southwest of the facility has improved with a reduction of nitrate count.

Education

The Fresno Unified School District serves the educational needs of the Hoover Community. The Hoover Community has eleven elementary schools, two middle schools and one senior high school serving the community. The West Coast Bible College, located at Maple and Herndon Avenues; and California State University, Fresno, located at Cedar and Shaw Avenues, are also located in the Hoover Community.

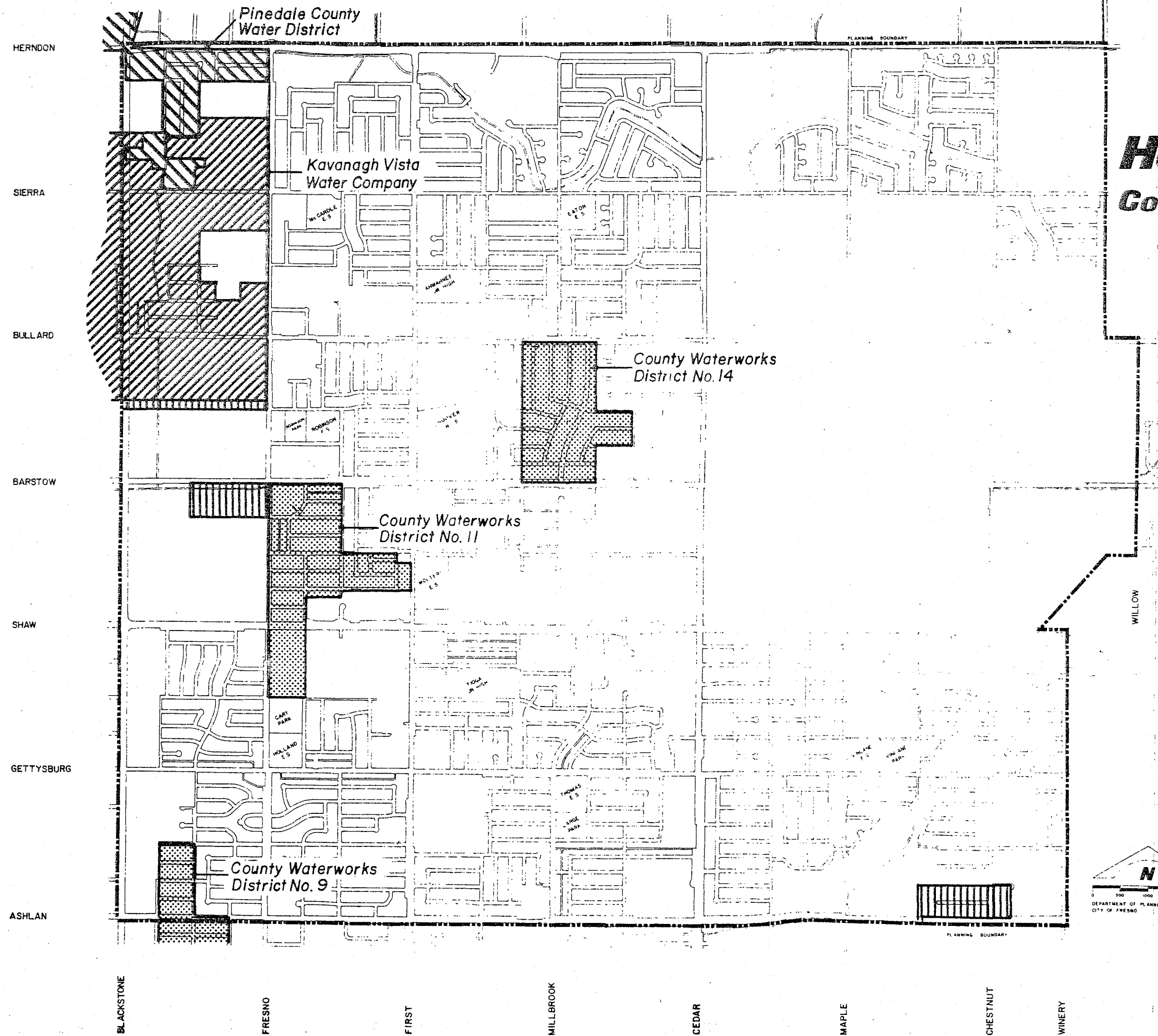
School capacity problems in the metropolitan area are occurring in the more northerly community plan areas. For these communities, the Fresno Unified School District has proposed the year-round school concept as one method of more fully utilizing available facilities. The implementation of the year-round school concept is sometimes costly due to the air conditioning requirements of operating all year. Fresno Unified School District indicates that none of the schools in the community have capacity problems that might necessitate the implementation of the year-round concept. However, the Hoover community has the air conditioned facilities required by the concept. The year-round concept is commonly utilized to provide increased learning opportunities for a community even when capacity problems aren't apparent.

Excessive noise is another problem that may make learning more difficult. Preliminary study indicates that some of the schools located near the Fresno Air Terminal may have a noise problem. In the Hoover Community two schools that were identified by these preliminary studies as having noise problems were Vinland Elementary School and Viking Elementary School. If additional tests confirm the existence of a noise problem, some facility improvements will be required to alleviate the problem (i.e., the air conditioning of the facilities).

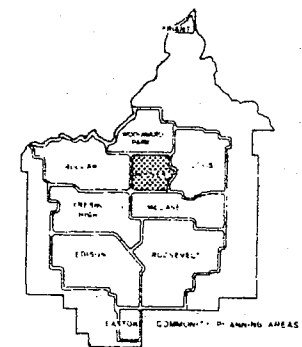
Assets

- * The "Class 2" fire insurance rating held by the City of Fresno is excelled by no other city in the State.
- * The fire station location model facilitates the optimum location and usage of fire stations within the City.
- * The computerized manpower program instituted by the Fresno Police Department will allow for more accuracy and efficiency in the deployment of patrol manpower.
- * The paramedic program instituted in the metropolitan area will provide emergency medical treatment for persons throughout the community.

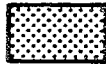




FIGURE 11



Hoover **Community Planning Area** **SPECIAL DISTRICTS**



LEGEND

-  County Waterworks Districts
-  County Water District
-  Water Company
-  County area not within a water district
-  City of Fresno

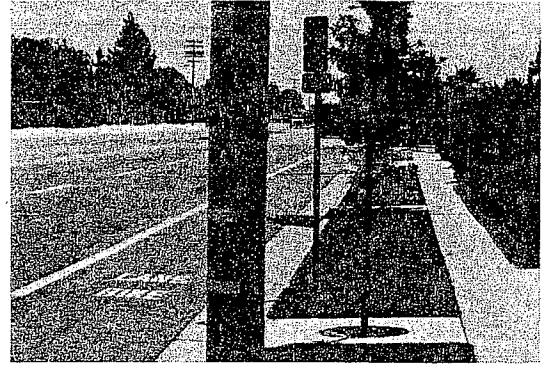
- * The large underground water basin and system of deep wells located in a grid pattern throughout the City have provided quality water to the metropolitan area. The "Leaky Acres" underground recharge program appears to have stabilized the previously falling water table.

Liabilities

- * The highly irregular boundaries of the fire protection jurisdictions are inefficient. The shrinking tax base of special districts places a financial burden upon the districts to cover the increasing costs of providing these services.
- * The fire station located at Wrenwood and Fresno Street is not large enough to adequately accommodate the equipment presently being operated out of this station.
- * The existing sewer facilities in the Hoover Community are presently operating at design capacity.
- * Inefficiencies in administration and operations may result from the number of water districts serving the Hoover Community.

Recommendations

- * ~~It is recommended that the special water districts be consolidated so as to insure the more efficient provision of quality services to all residents of the community. The eventual creation of a metropolitan fire district is also recommended in order to derive more efficiencies in the provision of those services.~~
- * ~~It is recommended that the fire station located at Wrenwood Avenue and Fresno Street be expanded to accommodate the equipment presently being operated out of this station.~~
- * ~~The City Department of Public Works should conduct an in-depth study of sewer facility capacities if the population of the community increases as projected.~~



TRANSPORTATION

ELEMENT



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 Hoover Community Plan Area covers much of the newer portion of the City built since World War II. Therefore, much of the basic transportation system is in place, built to modern standards, and planning for the area deals with the completion or modifications to the system which will 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 (See Figure 12). In a complementary relationship they serve the need of vehicular movement.

Categories:

Freeways. These are divided highways having no direct access 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. 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. Provides service for internal traffic movement within an area and connects 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 areas with generally two lanes carrying volumes of 1,000 to 2,000 vehicles per day. They should be designed to discourage through-traffic.

Freeways

Proposed Freeway 41 extends along the western edge of the planning area closely paralleling Blackstone Avenue. This freeway is being developed within the planning area. It will serve a vastly expanded role in metropolitan traffic circulation when it is developed north to Bullard Avenue, now anticipated by October 1982.

The delay in the development of this freeway has caused extensive problems of peak-hour congestion in the Hoover Community. Particularly affected are Blackstone, Fresno, First, and Cedar Avenues. These arterials are functioning at a lower level of efficiency and safety than is desirable during peak traffic hours. In addition, termination of the freeway at Bullard Avenue will result in traffic volumes far in excess of the capacity of that street.

Proposed Freeway 168 also extends through the Hoover Community on a diagonal alignment from Ashlan and Maple Avenues to the eastern border of the California State University campus. This section of the freeway system is not included in the "core" system--the minimum workable freeway system for the metropolitan area, as defined by the California State Department of Transportation and local agencies. The need for this section of the freeway system may not be as urgent to the Hoover Community as Freeway 41, and the probability of its development is remote, at best. The peak-hour congestion along Shaw Avenue and the traffic buildup along Gettysburg and Ashlan Avenues point toward a strong need for developing measures to improve the east-west traffic movements.

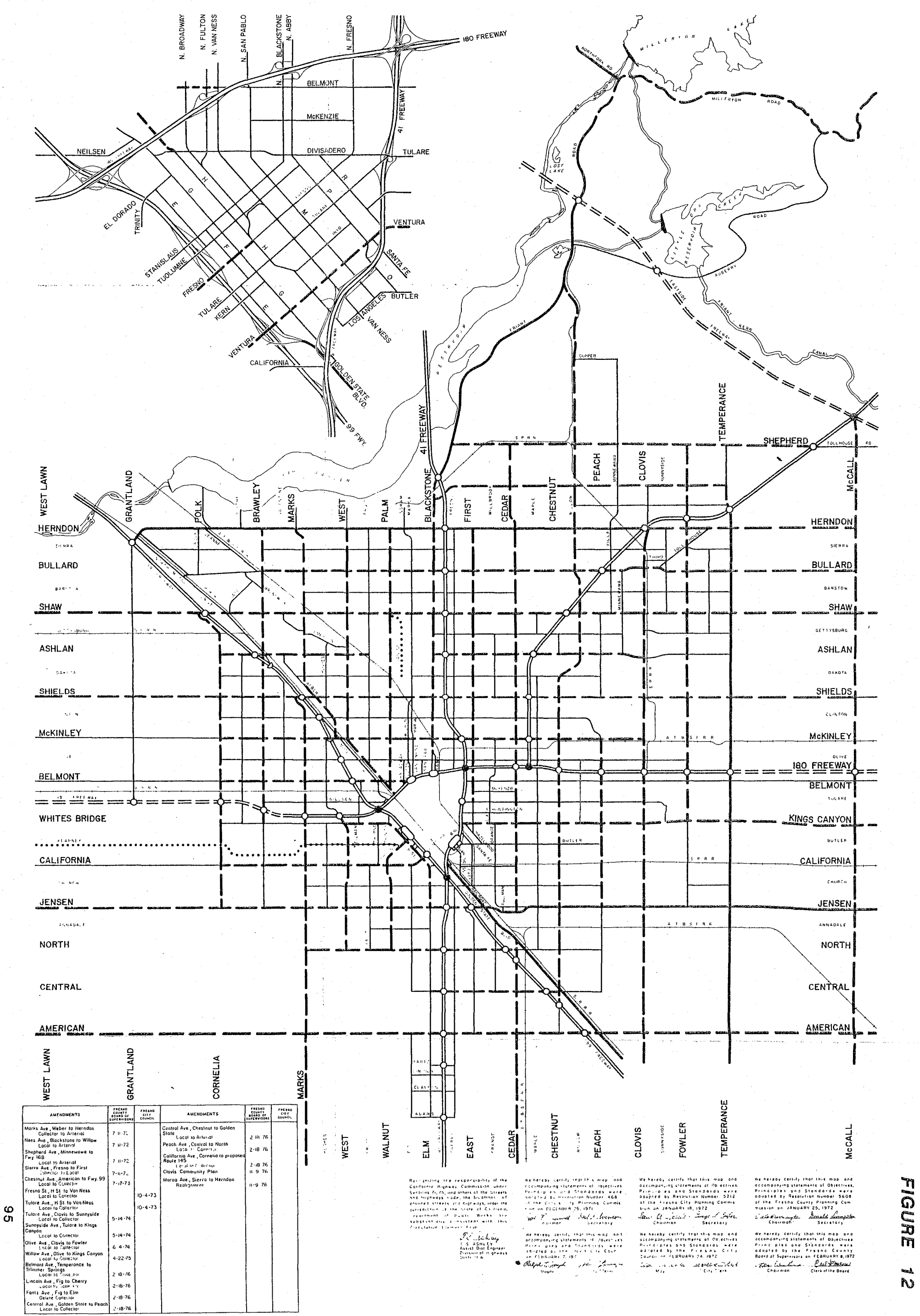
Funding constraints at the state level have put the development of the freeway system in jeopardy. The delay in actual building of these freeways has caused substantial problems for the entire metropolitan area and especially for the Hoover Community. The community's circulation system was designed on the premise that development of the total street system and land uses would progress in relative unison. The delay in development of the total circulation system has resulted in a seriously overloaded major street system. Also, the circulation system remains underdeveloped in key locations as significant land paralleling proposed Freeway 41 remains vacant due to the uncertainty of future freeway plans. The quality of several neighborhoods has prematurely declined due to the uncertainty of future plans and the insufficient upkeep given to remaining structures by transient tenants.

Most of the right-of-way has been purchased for both freeways within the planning area, and the majority of the properties have either been cleared or have remained vacant. These corridors of assembled land along with the vacant structures, represent a significant factor in the land use pattern of the Hoover Community, whether they are developed with transportation facilities, urban land uses, or remain vacant during the planning period.

Herndon Expressway

Herndon Avenue will be developed as an expressway through the planning area. It is the primary crosstown link along the north edge of the urbanized area and will serve a significant role as congestion increases on Shaw Avenue.

Access by major streets will continue to be limited to half-mile intervals so that the traffic-carrying-capacities of the expressway may be protected through planning of traffic signals. No direct



FRESNO-CLOVIS METROPOLITAN AREA
GENERAL PLAN — CIRCULATION ELEMENT

PREPARED BY THE
FRESNO COUNTY
PUBLIC WORKS AND
PLANNING DEPARTMENTS

NORTH
0 1/2 1 2
SCALE IN MILES

FIGURE 12

access to abutting properties will be permitted. Residential properties abutting the proposed expressway should be buffered by appropriate setbacks, walls, and landscape treatments in order to minimize adverse environmental effects on residential neighborhoods.

Precise planning of interior streets paralleling Herndon may be necessary to direct neighborhood traffic movements to arterial streets and yet, discourage commercial or apartment traffic movements through existing single-family areas.

Major Streets

Encompassing approximately 10.5 square miles, the Hoover Community is one of the smallest communities in the metropolitan area. However, this land contains some of the major trip generators within the metropolitan area. Located here, in an intermixed pattern, are intensities of land uses that would normally occur on the edge of an urban area, at its center, as well as land use intensities common to any suburban area. Included here are urban residential development, semi-rural residential development, urban commercial development, the CSUF campus with its population of approximately 15,000, permanent agricultural lands, and stadium.

All of these land uses have differing demands on the major street system, and have potential for conflicts if the street development is not sufficient for the needs of the users.

Major street development throughout the planning area has followed a traditional half-mile grid pattern (See Figure 2, page 11). Within the urbanized area, major streets at half-mile distances are standard. Occurring at a distance greater than this standard is the Willow Avenue Arterial, which is a portion of the eastern boundary of the planning area. The segment of Willow Avenue south of Shaw Avenue lies outside the planning area but still serves Hoover traffic needs in the vicinity. The location of the University campus necessitated a realignment of the Chestnut Arterial at Dakota Avenue in a diagonal form to connect with the Willow Arterial. Other exceptions to the standard grid pattern occur, with sections of the collector system remaining unclassified and not developed to current standards. In most instances these streets are not included on the classified street system shown on the Circulation Element, due to the planned lower density residential development surrounding them and the corresponding reduction in trip generation (See Figure 5, page 29).

Five of the Community's seven arterial streets are carrying volumes of traffic approaching or exceeding their design capacity in some segments. The Blackstone Avenue arterial, currently designated as State Highway 41, is operating close to its design capacity south of Shaw Avenue, with traffic volumes of 40,000 daily trips. The Shaw Avenue arterial, currently designated as State Highway 168, is operating close to its design capacity, and exceeding it west of First Avenue with traffic volumes of 36,000 daily trips. The First Street and Cedar Avenue arterials are carrying volumes exceeding 22,000 daily trips in some segments. As noted before, the problems are

particularly acute during peak traffic hours. The major contributing factors to this pattern of peak-hour congestion consist of the spill-over traffic from Blackstone Avenue and Shaw Avenue as well as the underdevelopment of the major streets in key locations. City traffic engineers anticipate an expansion of the geographic area confronted with congestion problems during the next decade, even if Freeway 41 is completed and the population growth and automobile usage continue at current rates. Part of this congestion is due to growth to the north in the Woodward Park Community which generates automobile trips through the Hoover area.

Both Blackstone Avenue and Shaw Avenue, as previously noted, currently serve as State highways. It is anticipated that the construction of the 41 Freeway will eventually relieve traffic volume on Blackstone Avenue. No sure remedy for Shaw Avenue traffic congestion exists currently, and the probability of Freeway 168 development is very remote. Specific planning along Shaw Avenue will continue to limit direct access to individual properties. Development of the Herndon Expressway may, in the interim, assume the role of the proposed Freeway 168 in partially accommodating the east-west movement needs. The proposed Blackstone Avenue Environs Specific Plan and the Specific Plan regarding strip commercial development will provide measures to guide development along Blackstone Avenue, protecting the traffic carrying capacities of that street.

Traffic circulation is deficient in the areas surrounding the University. Cedar and Bullard Avenues are not developed to arterial standards, and the Willow Arterial does not extend north of Shaw Avenue. Normal major street development practices throughout the metropolitan area include dedication of necessary right-of-way, and the sharing of development costs between property owners and the City, as a responsibility of properties utilizing public streets. A joint agreement to implement the Metropolitan Area Circulation System here, has yet to be reached between the City and the University.

Development of the segment of the Willow Arterial between Shaw Avenue and Herndon Expressway would serve the residential area developing north of the University, as well as some portions of the Woodward Park Community. Traffic originating from these areas would otherwise add to the congestion problems of streets to the west --- Cedar, First, and Fresno Street. Improvements to the segments of Cedar and Bullard Avenues adjacent to the University would also provide some relief from traffic congestion.

Sierra Avenue, between Fresno Street and Cedar Avenue, and Millbrook, between Herndon and Bullard Avenues, will remain as local streets even though residential development has occurred at densities somewhat higher than the densities of previous plans. Such design tools as cul-de-sacs and diverters should be given consideration as problems are experienced with through-traffic. Care must be exercised as noted in the Residential Land Use Element, in further development of residential properties at appropriate densities.

The only change recommended in the major street network that is not due to the uncertain status of Freeway 168, is the upgrading of Chestnut to collector status between Herndon and Bullard Avenues (See Figure 13). Much of this street has already been developed to collector standards. This classification will ensure the ability of this street to serve the newly developing residential area north of the University, as well as provide suitable access to the University's parking facilities.

Since the development of Freeway 168 would occur late in the planning period, at best, the Hoover Community Plan recommends upgrading to a collector classification the segments of Chestnut Avenue between Bullard and Shaw Avenues, and Maple Avenue between Shaw and Ashlan Avenues. Although the University's Master Plan proposes the eventual closure of Chestnut Avenue north of Shaw, the necessity for this measure is not anticipated within the Planning Period.

Local Streets

Much of the Hoover Community has been subdivided employing modern techniques such as cul-de-sacs and curvilinear street patterns to minimize through-traffic which is not directly related to the neighborhood.

Development of commercial and multi-family properties along Shaw Avenue and the community's other major streets, has proceeded in such a fashion as to restrict access to the residential areas adjacent to these corridors. Care must be exercised in the extension of the local street system to avoid introduction of through-traffic into established single-family neighborhoods. Special design measures are detailed in the specific plans and policies for East Shaw Avenue, as well as the 1974 East Shaw Avenue Study that will guide development along Shaw Avenue. Similar design measures should be employed where commercial or multi-family areas develop adjacent to existing single-family neighborhoods, to protect them from the intrusions of through-traffic. Development of Freeway 168 and the necessity for interrupting the proposed Chestnut collector will require certain changes in the local street system in the vicinity of Chestnut, Bonnadelle, Alamos, and Woodrow Avenues. Proposals in the 1974 East Shaw Avenue Study should be the basis for the new circulation scheme. (See Appendix, Figure 20.)

Transit

Public transportation is provided by Fresno Transit, which is owned and operated by the City of Fresno. Current bus routes are shown on Figure 14. Historically, transit service has been oriented toward the Central Area, and thus, the urbanized portion of the Hoover Community has a fairly adequate pattern of coverage for north-south oriented trips as well as some east-west trips due to the emphasis on serving the University.

Transit service in the Hoover Community is currently focused in serving major shopping areas and public facilities such as California State University, Fresno. Improvements to the existing service will be experienced with the addition of fifty 49-passenger buses and twenty small buses to the Metropolitan Transit System 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 within the metropolitan area to provide service at fifteen minute intervals. Continuing service objectives are related to increasing geographical coverage, frequency of service, and hours of service. The emphasis on improving peak hour service may serve as an interim measure to limit further congestion on Hoover's major streets until the freeways are built.

Bikeways Plan

The Metropolitan Bikeways Plan, illustrated on Figure 15, 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. This represents a policy stance favoring the development of a multi-modal transportation system which integrates the bicycle into the range of transportation alternatives available to Fresno area residents. The facilities which will be developed will help to define the behavior of cyclists and motorists as they share the roadway and help improve safety for both (See Figure 15). Additional detail on the planning criteria and policies for bikeways can be found in the FCMA Bikeways Plan.

Pedestrian

The primary provision for pedestrian travel within the Hoover Community is the traditional sidewalk. This occurs in the City as a requirement of all subdivisions. At the initiation of property owners and with the approval of the Public Works Director, these requirements may be waived on local streets in low density areas. Sun Garden Acres, located south of the University, has proceeded to develop in such a fashion, as guided by the Sun Garden Acres Specific Plan (See Figure 6).

The presence or absence of sidewalks becomes particularly crucial for handicapped persons confined to wheelchairs. In cooperation with new federal requirements, curb cuts at intersections are being provided for the convenience of wheelchair users as streets are improved or repairs are necessary.

Truck Routes

A municipal ordinance governs the use of City streets by all trucks rated at 12,000 pounds gross weight or more. While the noise and

FIGURE 13

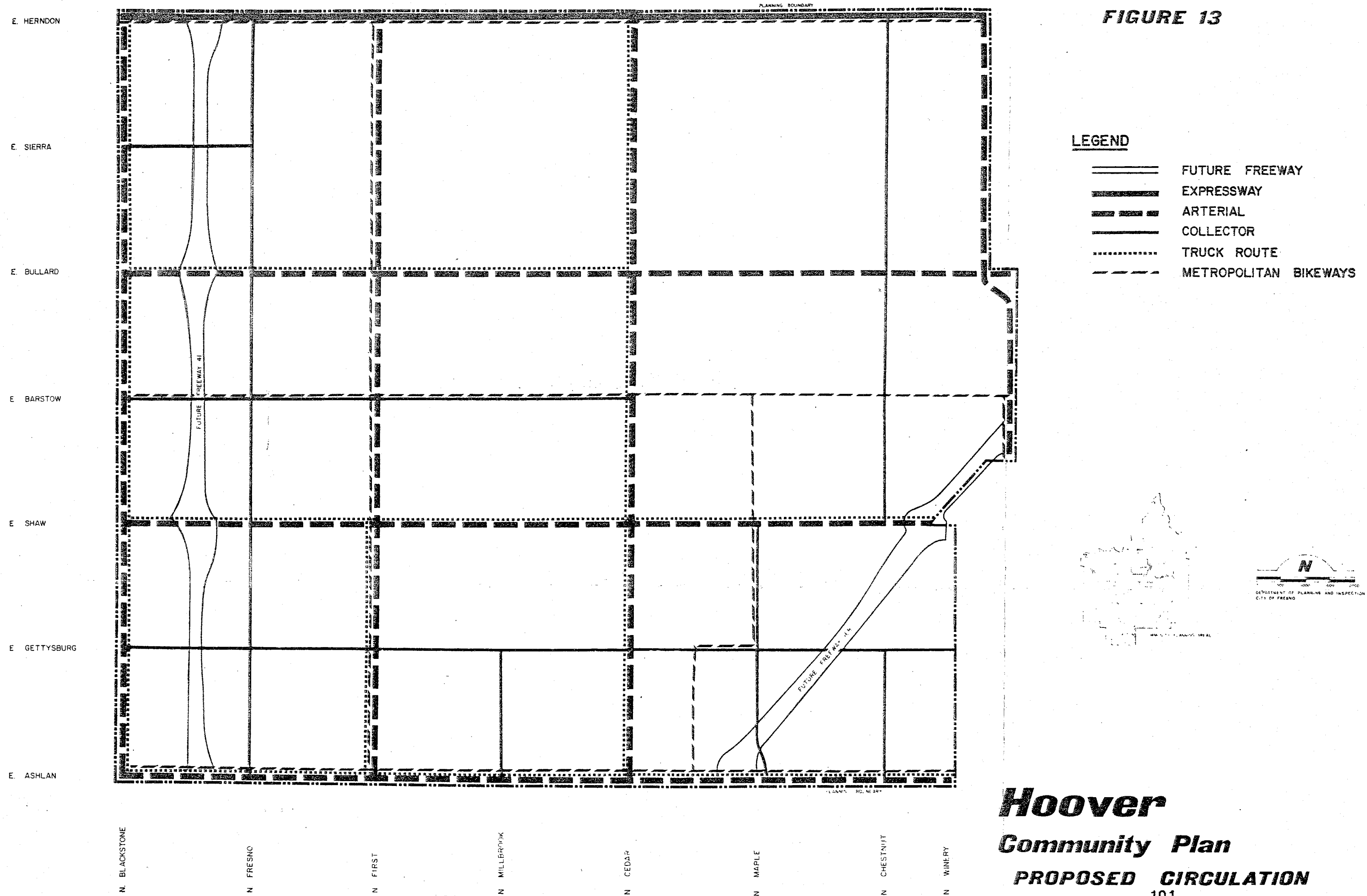
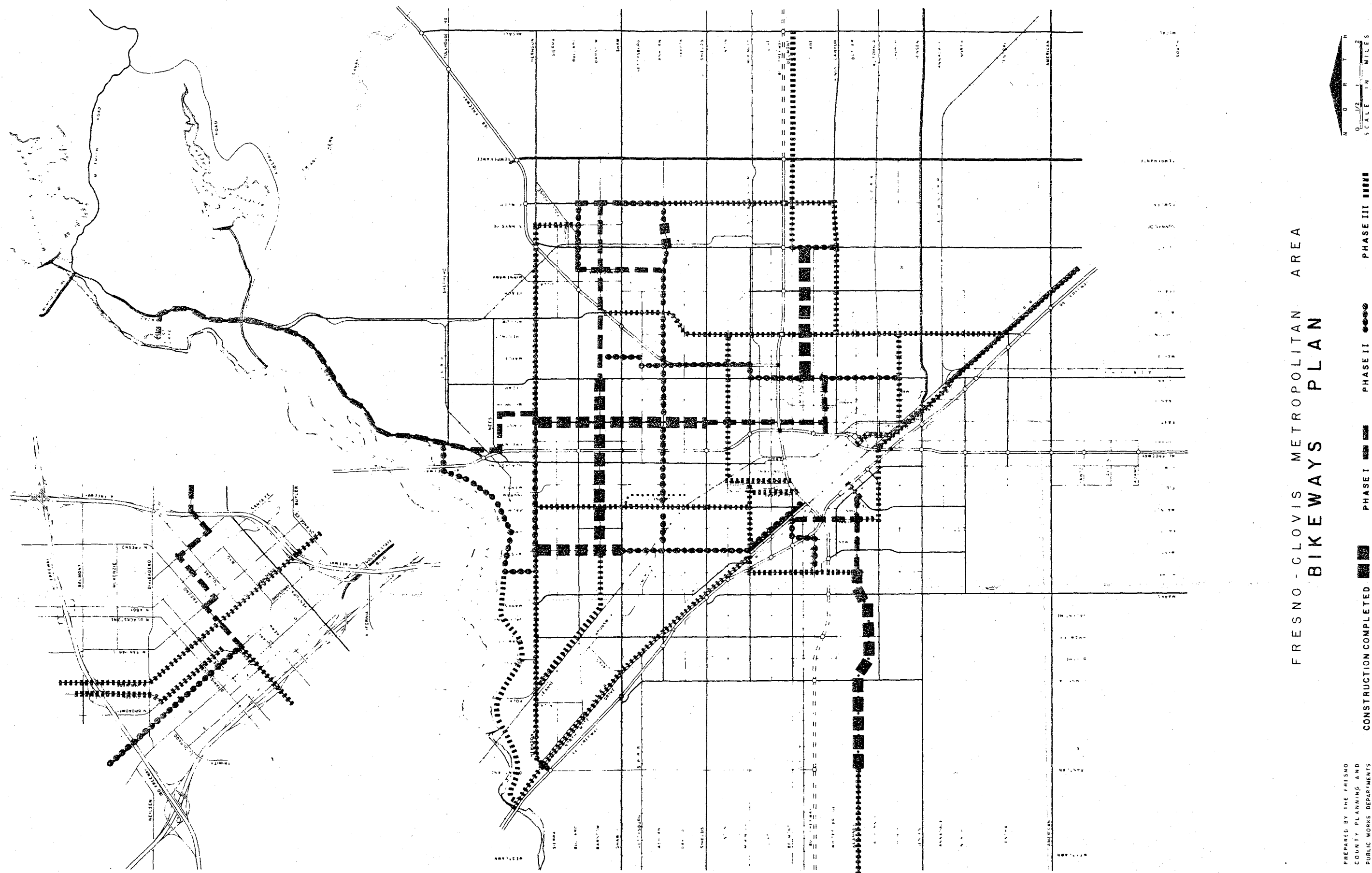


FIGURE 15

vibration of trucks are a source of irritation for residential neighborhoods and other noise sensitive uses, trucks carry goods which are very necessary to the continued functioning of an urban area. The planning for specific truck routes, as noted in the City's Noise Element is an important element of a successful noise control program. The City of Fresno will continue to enforce the use of existing truck routes and alter them where necessary (See Figure 16).

Airport

The Fresno Air Terminal is a major air carrier airport serving the metropolitan area and the six-county Central San Joaquin Valley Region. The actual facility is located in the McLane Community. Aircraft departure paths pass directly over much of the urbanized portion of the Hoover Community. The principal impact of the airport on this area is aviation noise which is a major concern to citizens of the Hoover Community.

Planning of the urban area in the vicinity of the airport has proceeded under a succession of land use controls that attempted to maintain adequate clear zones and patterns of lower densities in designated approach zones.

The Fresno Air Terminal Master Plan was adopted by the City Council in May 1976, and will provide for the orderly development of facilities to meet forecasted needs and adequate safety buffers required to protect the continued functions of the airport. Basic conclusions of the Master Plan indicate that a land use pattern that is generally incompatible with aircraft operations has gradually taken form under the northwest air corridor (See Figure 17). The incompatibility is due in part to aircraft safety hazards and in part to aircraft noise associated with the Airport.

The primary problem areas have developed south of the Hoover Community in the McLane planning area. However, the Master Plan emphasizes that every effort should be made "to maintain and even enhance the present low density pattern of land use under the northwest flight path."

Recommendations of the Master Plan and the City's Noise Element are based upon the assumption of a great reduction in the area exposed to relatively high aircraft noise levels. These noise area reductions would be a result of expected modifications in aircraft engines which will be brought about by proposed Federal Aviation Regulations. These projected noise reductions may be affected by the rate at which newer, quieter aircraft utilize the airport and the rate at which existing, noisier aircraft are retrofitted with quieter engines. However, it is recognized that priority for assignment of newer aircraft frequently goes to the major metropolitan areas in Northern and Southern California. Until the proposed legislation is in effect and the reduced noise situation is demonstrated, existing noise levels should be the basis for guiding further development under the northwest flight path. The existing density controls provide maximum allowable densities for land uses located under the northwest flight path. These controls are sufficient to provide only minimum standards for development as they do not address the additional problems associated

with aircraft noise nor provide remedial measures for an existing urban environment. These controls should be updated and expanded upon where appropriate.

Ways and means to more effectively deal with existing and future problems of properties located in proximity to the airport will require detailed study. An Airport Environs Specific Plan has been developed which precisely defines the boundaries of the environs area; shows land use and circulation patterns compatible with the airport; and identifies areas of varying sensitivity and vulnerability to the operations of the airport, as well as indicating suitable standards for urban development within the Airport Environs. This specific plan further refines proposals in the Airport Master Plan and the City's noise element. A copy of the map developed as a part of the Environs Study is shown in the Appendix, page 137.

Assets

- * The most modern, basic network of transportation facilities is readily available in the Hoover Community.
- * Metropolitan transportation links (Blackstone Avenue, Shaw Avenue, Herndon Expressway) are available to all residents and businesses within the community.
- * Transit services have been recently upgraded and will continue to improve within the planning period. Emphasis on peak hour service will serve a limited role in reducing further congestion on the community's major streets.
- * A Metropolitan Bikeway Plan has been adopted and will be the basis for developing within the planning area which will enhance bicycle usage and improve safety for the cyclist and motorist.
- * A Fresno Air Terminal Master Plan and a Noise Element have been adopted. The Fresno Air Terminal Environs Specific Plan was adopted in March, 1980. Proposals here would ensure compatibility of future development within the airport environs as well as provide remedial measures for existing development.

Liabilities

- * Serious reductions in financing for state freeway projects may cause the abandonment of plans to build Freeway 168, and may limit the construction of Freeway 41 to Bullard Avenue, dispersing freeway volumes of traffic onto adjacent street systems.
- * Blackstone Avenue is overcrowded and hazardous awaiting the construction of Freeway 41.
- * Most of the community's major streets will continue to experience traffic congestion during peak hours, lacking the construction of freeways.

FRESNO - CLOVIS METROPOLITAN AREA

TRUCK ROUTES

Legend



General Boundary of the City of Fresno

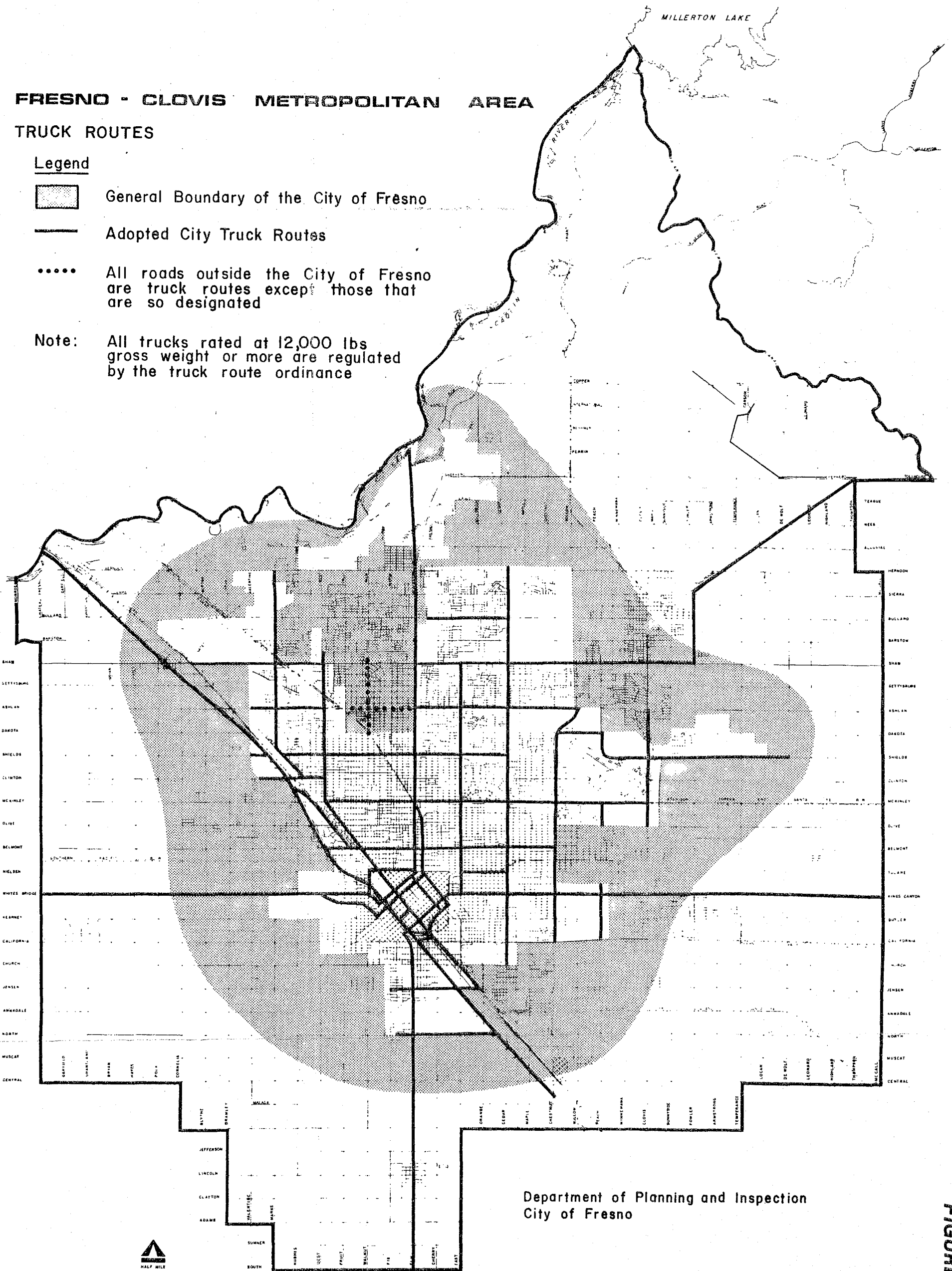


Adopted City Truck Routes



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

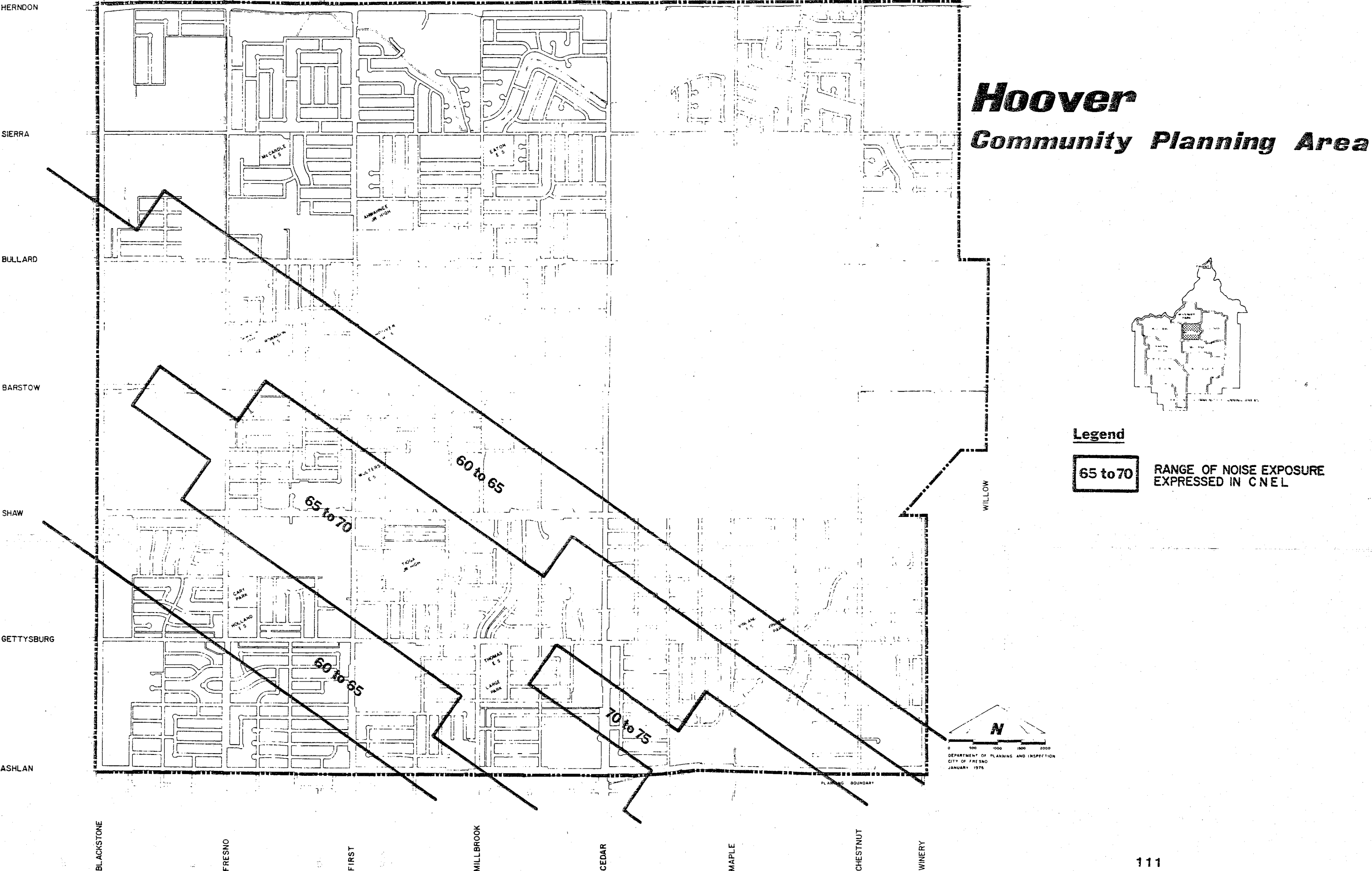
Note: All trucks rated at 12,000 lbs gross weight or more are regulated by the truck route ordinance



Department of Planning and Inspection
City of Fresno



FIGURE 17



- * There are significant areas in portions of the community where rehabilitation measures may become necessary prematurely, due to the adverse effects of airport noise and the uncertain status of the freeways.
- * The buildup of traffic volumes along certain segments of Sierra Avenue and Millbrook Avenue may create dangerous and unpleasant conditions for adjacent residents.
- * A land use pattern that is generally incompatible with aircraft operations has gradually taken form under the northwest air corridor.

Recommendations

- * ~~It is recommended that options be pursued for extending Freeway 41 to Herndon Avenue.~~
- * ~~It is recommended that Chestnut Avenue be upgraded to collector status between Herndon and Shaw Avenues.~~
- * ~~It is recommended that Maple Avenue be upgraded to collector status between Shaw and Ashlan Avenues as shown on the Hoover Community Plan map.~~
- * ~~It is recommended that proposals contained in the 1974 East Shaw Avenue Study be the basis for necessary changes in the local street system in the vicinity of Chestnut, Bonnadelle, Alamos, and Woodrow Avenues.~~
- * ~~It is recommended that such design tools as cul-de-sacs and diverters be utilized to limit through traffic on Sierra Avenue between First Street and Cedar Avenue, and on Millbrook Avenue between Herndon Avenue and Barstow Avenue.~~
- * It is recommended that the City of Fresno continue to encourage improvement of the major streets adjacent to CSUF in order to increase safety and accommodate peak-hour traffic loads.
- * It is recommended that future transit system development be directed at improving peak-hour service (work-related traffic) as well as improving access of residents to community facilities and services, and metropolitan level service areas.
- * It is recommended that bicycle facilities be developed within the Hoover Community as detailed in the ~~Metropolitan Area Bikeways Plan.~~
- * It is recommended that attenuation measures be established along highways and expressways to protect residential and other sensitive uses from noise, air, and visual pollution.

- * It is recommended that the City of Fresno continue to enforce the existing Airport Land Use Controls and implement the recommendations of the Noise Element and the Fresno Air Terminal Master Plan, utilizing existing noise contours, as the basis for its decisions on compatible development in the Airport Environs.

The following policies relate to the Freeway 41 Corridor and can be understood more fully in relationship to that study which is found in the Appendix.

- * ~~Direct or indirect access (not including Fresno Street) in the Corridor Area shall be provided to and from east/west major streets such as Sierra, Bullard, and Barstow Avenues.~~
- * It is recommended that Fresno Transit establish an express transit lane on Fresno Street and/or Freeway 41 if conditions warrant.
- * ~~It is recommended that the Traffic Engineer prepare a local street circulation plan for the Corridor Area.~~
- * ~~The City of Fresno shall continue efforts to cause the completion of the Fresno Freeway System as committed to by the State of California Department of Transportation, with high priority given to the extension of Freeway 41 from Bullard Avenue to the San Joaquin River.~~

APPENDIX

APPENDIX

URBAN GROWTH MANAGEMENT

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

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

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

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

Urban Growth Management Area

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

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

Urban Growth Management Process

The Urban Growth Management Process augments existing development

review procedures with a formal Service Delivery Review and Cost/Revenue Analysis, and provides for final action by the City Council.

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

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

The Urban Growth Management Process is applied to development requests in one of two ways, depending upon the nature of the proposed development. For residential 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.

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 impene-trable 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 explored 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.

~~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. However, in the case where competing sites are basically equal, there is a need to establish a policy guideline which will make it possible to deal fairly and consistently with this very significant economic issue.

Because of this situation, it seems an appropriate time to follow up the policy of one-corner shopping centers with a more specific approach to deal with the situations where it is not feasible to make an objective decision on the differing characteristics of the competing sites. Outlined below are two alternative ways of resolving site selection which would offer a logical manner of treating decisions with some consistency.

1. First Come - First Serve: This alternative involves a policy to rezone unused commercial parcels after one corner has developed with a shopping center.
2. Most Recent Commitment: With this alternative, the most recently zoned corner would be designated in the Community Plan as the single-corner for shopping center development.

The most important issue here is that a consistent policy be adopted. Whichever alternative is chosen, there will be a need to indicate the City's intent to place an alternative classification on any vacant commercial zoning which remains after the ultimate site is selected. The alternative zone classification should be established on a case-by-case basis after considering the potential impact on the surrounding neighborhood.

~~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 freestanding 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 this 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, on page 123, summarizes recommended shopping center criteria contained within the 1974 FCMA Commercial Land Use Report.

~~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.

~~LAND-USE CATEGORY/ZONING DISTRICT--CONSISTENCY MATRIX~~

	AE-5	A-2	R-A	R-1-A	R-1-AH	R-1-B	R-1-C	R-1	R-1 UPD	R-2-A	R-2	R-3-A	R-3	R-4	T-P
Rural Density	●	●	▲												
Low Density			●	●	▲	■	▲	*	*						
Medium-Low Density						●	●	■	▲	*					▲
Medium Density							■	●	●	■	▲	▲			■
Medium-High Density									■	●	●	■	■		●
High Density									▲	▲	■	●	●	●	

LEGEND:

- Zoning districts that are highly consistent with the planned density.
- Zoning districts that are generally consistent with the planned density. In each circumstance, the zone suitability must be analyzed with respect to the impact of permitted uses upon the character of existing development commitments and/or conformance to more specific plans or established policy within the proximate area.
- ▲ Zoning districts that may be found consistent with the planned density under unusual or abnormal circumstances, but are generally not appropriate unless exceptional efforts are directed toward ensuring a compatible relationship with the surrounding areas.
- * Zoning districts that are inconsistent with the planned densities of an area to a degree that their approval should be based on findings of overriding social and economic needs in the community in addition to exceptional design treatment to ensure a compatible relationship with the surrounding areas.
- Zones that are not consistent with the intent of the land use category.

The R-P zoning category has a population density requirement which is relatively equal to R-2 zoning. However, the development standards in the C-P zoning category are subject only to the conditional use permit process. Due to the fact that the typical application of these zones is for commercial development they have not been included in the residential consistency matrix. Consideration of these zoning categories for use in a predominately residential area would be inappropriate since the allowable population densities are available in other residential zones and commercial development would usually be incompatible.

~~HOOVER COMMUNITY PLAN
FREEWAY 41 CORRIDOR STUDY
(MODIFICATION #35)~~

INTRODUCTION

As part of the Preliminary Hoover Community Plan adoption process, numerous land use modifications of the Preliminary Plan have been proposed. These modification proposals were provided to reflect development and granted entitlements since the formulation of the Preliminary Plan (September, 1976) and to allow neighborhood groups, developers, and property owners the opportunity to recommend different land use proposals than those designated by the Preliminary Plan. Because of the number and magnitude of modifications proposed in the Hoover Community Freeway 41 Corridor Area, a separate land use alternative plan for the Corridor Area has been prepared (Modification 35). This alternative plan, called the Corridor Alternative, is intended to provide effective land use planning for the Corridor Area while considering those modifications proposed thus far in the Preliminary Hoover Community Plan adoption process.

CORRIDOR ALTERNATIVE ANALYSIS

The Freeway 41 Corridor Study Area includes 960 acres (1.5 square miles) bounded by East Ashlan, North Blackstone and East Herndon Avenues and North Fresno Street. the Corridor Area is approximately 73.3 percent developed (excluding street and freeway right-of-way). Approximately 70 percent of the area is within the boundaries of the City of Fresno. While residential and commercial uses occupy approximately 26 and 23 percent, respectively, of the total Corridor Area acreage, approximately 17 percent of the total acreage is vacant. The area contains approximately 1,900 dwelling units housing approximately 4,600 people. Table I compares land use acreages between existing conditions, the Preliminary Plan, and the Corridor Alternative.

The Corridor Area is bisected by Freeway 41, now under construction from East Ashlan to East Bullard Avenues. Funding for the extension of Freeway 41, between East Bullard and Herndon Avenues is uncertain at this time.

TABLE 1
EXISTING/PROPOSED LAND USE TABLE

<u>Land Use</u>	<u>Existing</u>		<u>Preliminary</u>			<u>Corridor Alternative</u>		
	<u>Acreage</u>	<u>% of Total</u>	<u>Acreage</u>	<u>% of Total</u>	<u>% of Change</u>	<u>Acreage</u>	<u>% of Total</u>	<u>% of Change</u>
Residential	250	36.6	415	60.8	66.0	335	49.1	31.2
Commercial	220	32.3	250	36.7	13.6	330	48.4	53.2
Public								
Facilities	7	1.0	---	---	-100.0	---	---	-100
Agricultural	15	2.2	---	---	-100.0	---	---	-100
Open Space	17	2.5	17	2.5	0	17	2.5	0
Industrial	6	0.9	---	---	-100.0	---	---	-100
Vacant	167	24.5	---	---	-100.0	---	---	-100
	682	100.0	682	100.0		682	100.0	

Note: Above acreages do not include streets or freeway right-of-way.

Source: City of Fresno, Department of Planning and Inspection, September, 1979.

Compared to the Preliminary Hoover Community Plan, the Corridor Alternative proposes an increase in residential and commercial land use densities and intensities for the Corridor Area. Land use, circulation and sewer service issues are discussed below.

Residential

The Corridor Alternative proposes a 134-acre increase in medium-high density residential uses and a reduction of 214 acres in medium density residential uses, resulting in an 80-acre decrease in land planned for residential development. Overall, the Corridor Alternative will accommodate a dwelling unit holding capacity of 4,347 units, with 3,230 units (or 74%) being developed at medium high residential densities. The Corridor Area dwelling unit holding capacity reflected in the Preliminary Plan is 3,726 units, with 962 units (or 26%) developed at medium high residential densities. While the Preliminary Plan ultimately would allow 2,764 medium density dwelling units, the Corridor Alternative would allow 1,117 medium density dwelling units.

Table 2 indicates the changes to the Preliminary Plan land use designations proposed by the Corridor Alternative. As seen on Table 2 the Corridor Alternative proposes major redesignations from medium density residential uses to medium high density residential uses north of Barstow Avenue. However, the population holding capacity of Modification #35 (8,515) represents an increase of less than 100 people over the population holding capacity allowed by the Preliminary Plan (8,416). This minor difference, even though the Corridor Alternative proposes an increase of 621 dwelling units, is due to the lower average persons per dwelling unit density (1.8) associated with medium high density residential development. The average persons per dwelling unit density for medium density residential development is 2.4.

A comparison of projected dwelling unit and population holding capacities between the Preliminary Plan and the Corridor Alternative is presented on Table 2.

TABLE 2

PROJECTED DWELLING UNIT AND POPULATION HOLDING CAPACITIES
(PRELIMINARY PLAN)

<u>Density</u>	<u>Acreage</u>	<u>DU/Acre</u>	<u>DU Holding Capacity</u>	<u>Persons/DU</u>	<u>Population Holding Capacity</u>
Medium High	56	17	962	1.8	1732
	Single	3.4	1221	3.2	3907
Medium	359	Family			
	Multi-Family	4.3	1543	1.8	2777
Total	415		3726		8416

PROJECTED DWELLING UNIT AND POPULATION HOLDING CAPACITIES
(CORRIDOR ALTERNATIVE)

<u>Density</u>	<u>Acreage</u>		<u>DU/Acre</u>	<u>DU Holding Capacity</u>	<u>Persons/DU</u>	<u>Population Holding Capacity</u>
Medium High	190		17	3230	1.8	5814
		Single				
Medium	145	Family	3.4	493	3.2	1578
		Multi-Family	4.3	624	1.8	1123
Total	335			4347		8515

Note: DU = Dwelling Units

Source: City of Fresno, Department of Planning and Inspection, September 1979.

Residential land use recommendations in the Corridor Alternative recognize the maintenance of established single-family neighborhoods south of Shaw Avenue and the continued development of multi-family housing north of Shaw Avenue. By providing for increased multi-family development north of Shaw Avenue, the Corridor Alternative will allow vacant, bypassed Corridor Area parcels to absorb development that may otherwise occur in fringe areas. The Corridor Area provides a centralized metropolitan area location for multi-family development with immediate freeway access. Although Freeway 41 and commercial land uses will impact the adjacent medium high density development, it is important to note that multi-family residents tend to spend less time outdoors where noise, light and glare problems are more noticeable. Additionally, stringent noise insulation building standards for multi-family development and the depression of Freeway 41 between Ashlan and Sierra Avenues will reduce adverse impacts. Proper design of multi-family development, including the placement of parking and storage adjacent to commercial uses and traffic, will provide additional buffering.

Commercial

The Corridor Alternative proposes an 80-acre increase in commercial land uses above the land uses shown in the Preliminary plan. Although the proposed increase in neighborhood commercial land uses is not significant (+ 2 acres), the increases in general heavy strip commercial uses (+ 41 acres) and office commercial uses (+ 30 acres) may have measurable effects. The following table provides a comparison of proposed commercial acreage between the Preliminary Plan and the Corridor Alternative.

TABLE 3
COMPARISON OF COMMERCIAL LAND USE

	<u>Existing</u>		<u>Preliminary Plan</u>		<u>Corridor Alternative</u>	
	<u>Acreage</u>	<u>% of Total</u>	<u>Acreage</u>	<u>% of Total</u>	<u>Acreage</u>	<u>% of Total</u>
Neighborhood Commercial	2.3	1.1	7	2.8	9	2.7
General Heavy Strip Commercial	207.5	94.3	243	97.2	284	86.1
Office Commercial	10.2	4.6	---	---	37	11.2
	220	100.0	250	100.0	330	100.0

Source: City of Fresno Department of Planning and Inspection, September, 1979.

Modification #35 recognizes granted zoning entitlements for approximately 7 acres at the northwest corner of Bullard Avenue and Fresno Street, and redesignates the area as appropriate for neighborhood commercial uses. The Corridor Alternative also proposes that the Preliminary Plan designated neighborhood commercial uses along the south side of East Sierra Avenue immediately west of Freeway 41 to be redesignated for general, heavy strip commercial uses. This change would reflect development since the formulation of the Preliminary Plan. The remaining redesignations to general heavy strip commercial uses are also located between Blackstone Avenue and Freeway 41. These redesignations primarily reflect development or granted entitlements since the formulation of the Preliminary Plan.

The proposed redesignations to office commercial uses are located both east and west of Freeway 41; they all reflect development or granted entitlements since the formulation of the Preliminary Plan except for changes proposed at the northeast corner of Freeway 41 and Bullard Avenue, along the south side of Shaw Avenue immediately west of Freeway 41, and along the north side of East Ashlan Avenue immediately east and west of Freeway 41. These latter three changes are redesignations from medium density residential uses supported by the Preliminary Plan. Because of Freeway 41 access on East Bullard, Shaw, and Ashlan Avenues, increased traffic volumes along those streets will occur. While taking advantage of ready Freeway 41 access, the proposed office uses will be less sensitive than medium density residential uses to the increased traffic volume.

Commercial land use recommendations in the Corridor Alternative recognize the continuance of general heavy strip and office commercial uses in the Corridor Area. New commercial development should be properly designed and situated to assure proper access, parking, and interface with adjacent residential uses. The addition of new general heavy strip commercial uses can create critical interface problems with residential uses. Current zoning ordinance development standards for general heavy strip commercial uses are primarily intended to assist such uses in meeting special physical and locational needs, and the degree to which these development standards can be modified to address interface problems is limited. Nevertheless, certain more stringent development standards for new general heavy strip commercial uses in the Corridor Area should be applied. In particular, adjacent residential areas will be more sensitive to outdoor advertising on new commercial frontages along Freeway 41. The C-2 zone district outdoor advertising development standards should be applied to all general heavy strip commercial development in the Corridor Area and permit only one freestanding sign per frontage. These measures will allow for adequate commercial advertising while reducing light, glare, and aesthetic impacts upon neighboring residents.

Circulation

When completed, Freeway 41 will accommodate a significant amount of traffic which is currently generated from and passes through the Corridor Area. Because Freeway 41 is currently scheduled for completion only as far as Bullard Avenue, congestion problems on Bullard Avenue can be expected. Therefore, the extension of Freeway 41 at least to Herndon Avenue, should be strongly pursued.

Even though Freeway 41 will reduce traffic congestion and circulation problems for certain types of trips, it is essential that existing streets in the Corridor Area be optimally utilized. Increased parking standards for future residential and commercial uses in the Corridor Area should be provided to insure this optimum use.

Because Modification #35 proposes increased commercial development, increased traffic volume in the Corridor Area can be expected. Proper access, especially for future general, heavy strip and commercial uses should be provided to major east-west streets, such as Sierra, Bullard and Barstow Avenues. Both the local and major street components of the Corridor Area circulation system should be comprehensively examined and planned to assure proper implementation of the Corridor Alternative.

The amount of residential traffic resulting from the implementation of the Corridor Alternative would not appreciably differ from the amount resulting from the implementation of the Preliminary Plan. The effective use of public transit, including the establishment of an express transit land on Fresno Street and/or Freeway 41 would provide for a more efficient Corridor Area circulation system.

Sewage

Community sewer facilities in the Corridor Area are essentially "fixed" and have been in place for 10 to 13 years. The sewer system for the Hoover Community, on the whole, is operating at or near capacity. While the increased land use densities and intensities proposed by the Corridor Alternative are not expected to cause sewage problems within the Corridor Area itself, downstream sewer capacity problems may occur. The primary impact would be on the Marks Avenue line.

In the future, the whole metropolitan area sewer system may be more effectively utilized by better balancing and inter-tying of sewer mains. The City's Public Works Department is initiating a study to evaluate an inter-tyed system that better balances sewer flow. Until such a study is completed and a system implemented, interim measures should be taken to allow the restricting of new commercial uses in the Corridor Area to those with low sewage use generation. These measures should focus on office and general, heavy strip commercial uses which may have a high potential for water usage and sewage generation. Because the area south of Shaw Avenue in the Corridor Area is almost completely developed, the measures should also be concentrated on future development that is north of Shaw Avenue within the Corridor Area.

RECOMMENDATIONS

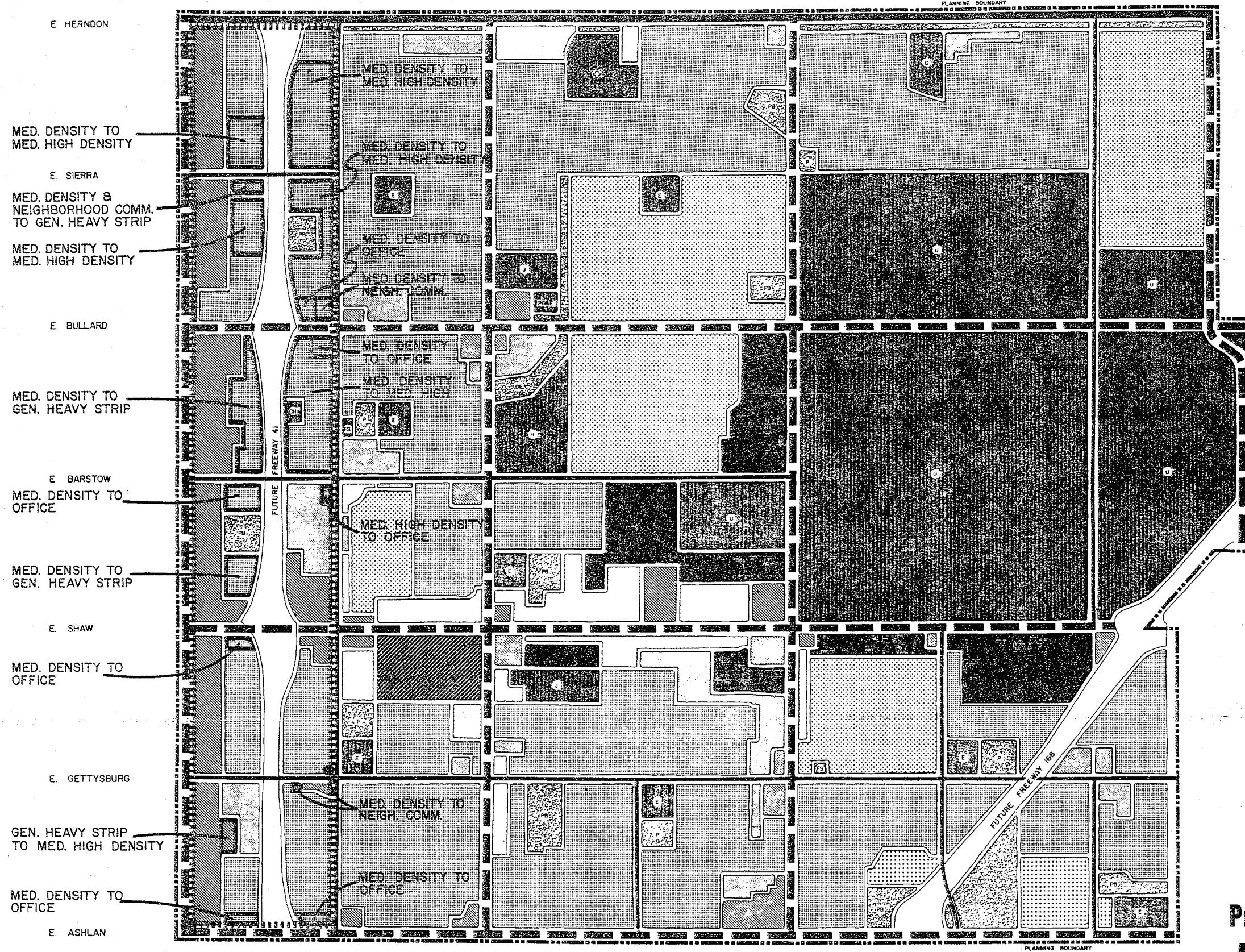
In addition to the land use recommendations (Figure 18) the following policies should be adopted to assure proper implementation of the Corridor Alternative:

- ~~1. A 25 percent increase in the off-street parking ratio shall be applied within all zone districts except residential between Fresno Street and Freeway 41 within the Corridor Area.~~

- ~~2. Direct or indirect access (not including Fresno Street) in the Corridor Area shall be provided to and from east/west major streets, such as Sierra, Bullard, and Barstow Avenues.~~
- ~~3. New multiple family residential development in the Corridor Area shall be limited to one-story in height and two off-street parking spaces per dwelling unit shall be provided.~~
- ~~4. Outdoor advertising property development standards for general heavy strip commercial properties in the Corridor Area shall be governed by the outdoor advertising development standards for the C-2 zone district, as contained in FMC 12-218.5K of the City of Fresno Zoning Ordinance.~~
- ~~5. Establish an express transit lane on Fresno Street and/or Freeway 41 if conditions warrant.~~
- ~~6. Prepare a local street circulation plan for the Corridor Area.~~
- ~~7. The City of Fresno should continue efforts to cause the completion of the Fresno Freeway System as committed to by the State of California Department of Transportation, with high priority given to the extension of Freeway 41 from Bullard Avenue to the San Joaquin River.~~
- ~~8. Office commercial uses north of Shaw Avenue in the Corridor Area shall be limited to those with low sewer use generation as determined by the Director of the City of Fresno Department of Public Works.~~
- ~~9. General heavy strip commercial uses north of Shaw Avenue in the Corridor Area shall be limited to those with low sewer use generation as to be determined by the Director of the City of Fresno Department of Public Works.~~
- ~~10. Implementation of the above policies, where applicable, shall be effected through the granting of appropriate covenants by the property owner or the imposition of conditions for approval of discretionary development entitlements* through the provisions of FMC 12-405-B.~~

~~* Discretionary development entitlements include zone changes, tentative tract maps, conditional use permits, variances, site plans, and Urban Growth Management permits.~~

FIGURE 18



LEGEND

RESIDENTIAL

- LOW DENSITY
- MEDIUM LOW DENSITY
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL

- OFFICE
- NEIGHBORHOOD COMMERCIAL
- GENERAL HEAVY STRIP
- REGIONAL COMMERCIAL

PUBLIC FACILITIES

- PUBLIC FACILITIES
- E ELEMENTARY SCHOOL
- J JUNIOR HIGH SCHOOL
- H HIGH SCHOOL
- C COLLEGE
- U CALIF STATE UNIVERSITY, FRESNO
- CH CONVALESCENT HOSPITAL
- H HOSPITAL
- FS FIRE STATION
- PS POLICE STATION SITE

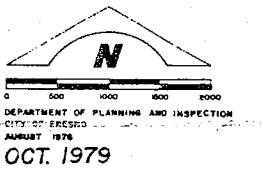
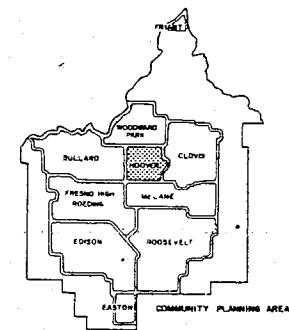
OPEN SPACE

- RECREATIONAL
- P PARK
- PB PONDING BASIN
- OE OUTDOOR ENVIRONMENTAL EDUCATION AREA

CIRCULATION

- COLLECTOR
- ARTERIAL
- EXPRESSWAY

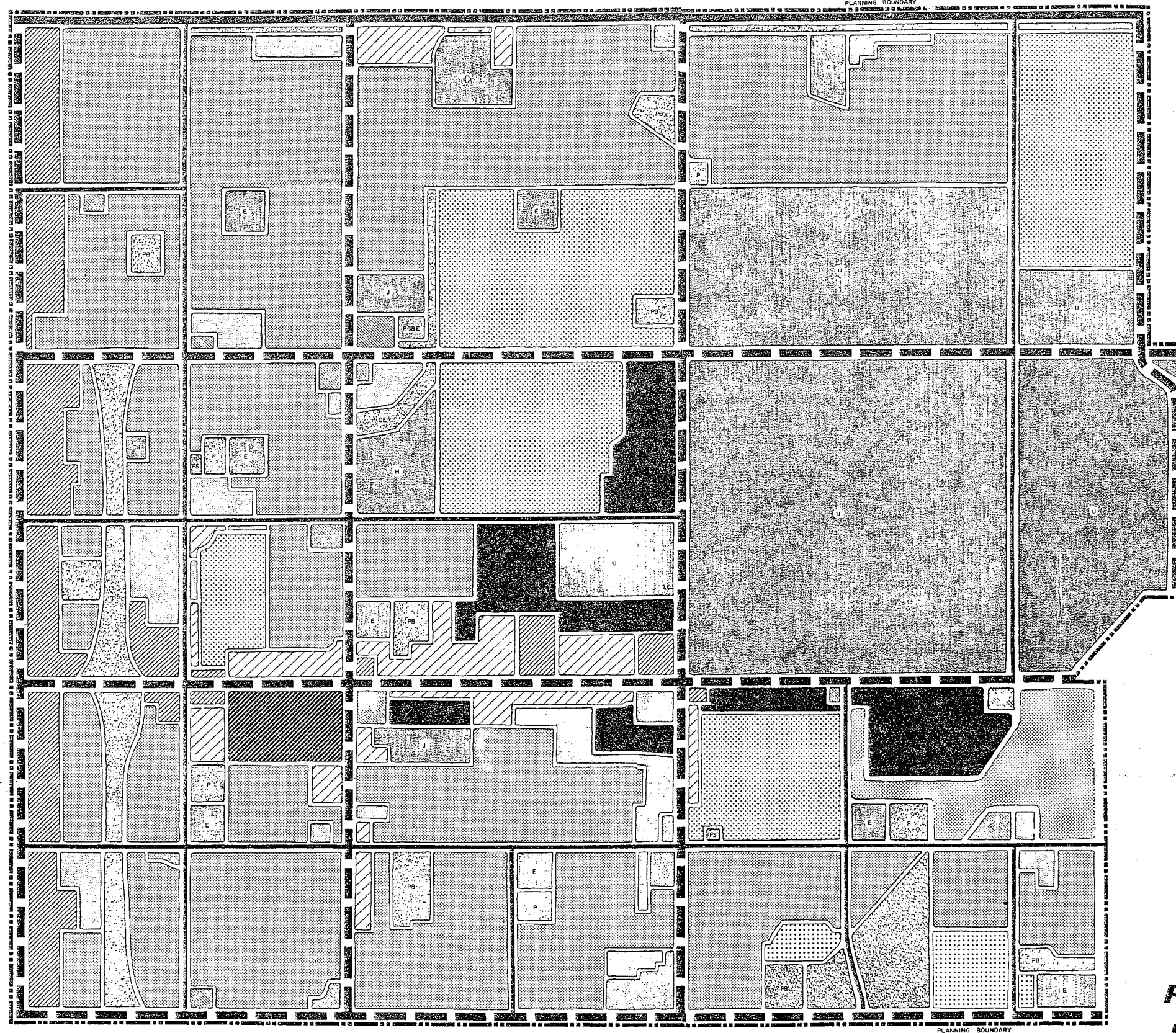
MODIFICATION 35



Preliminary
Hoover
 Community Plan
 MODIFICATION 35
 CORRIDOR ALTERNATIVE

FIGURE 19

E. HERNDON
E. SIERRA
E. BULLARD
E. BARSTOW
E. SHAW
E. GETTYSBURG
E. ASHLAN



LEGEND

RESIDENTIAL

- LOW DENSITY
- MEDIUM LOW DENSITY
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL

- OFFICE
- NEIGHBORHOOD COMMERCIAL
- GENERAL HEAVY STRIP
- REGIONAL COMMERCIAL

PUBLIC FACILITIES

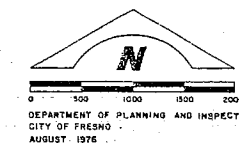
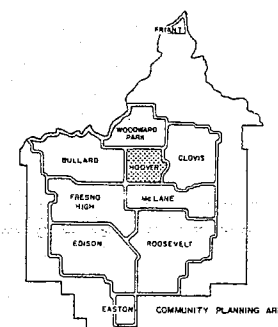
- PUBLIC FACILITIES
- E ELEMENTARY SCHOOL
- J JUNIOR HIGH SCHOOL
- H HIGH SCHOOL
- C COLLEGE
- U CALIF STATE UNIVERSITY, FRESNO
- CH CONVALESCENT HOSPITAL
- HOSPITAL
- PS FIRE STATION
- PS&E SUBSTATION SITE

OPEN SPACE

- RECREATIONAL
- P PARK
- PB PONDING BASIN
- OE OUTDOOR ENVIRONMENTAL EDUCATION AREA

CIRCULATION

- COLLECTOR
- ARTERIAL
- EXPRESSWAY



Preliminary
Hoover
Community Plan
No Freeway Alternative

N. BLACKSTONE

N. FRESNO

N. FIRST

N. MILLBROOK

N. CEDAR

N. MAPLE

N. CHESTNUT

N. WINERY

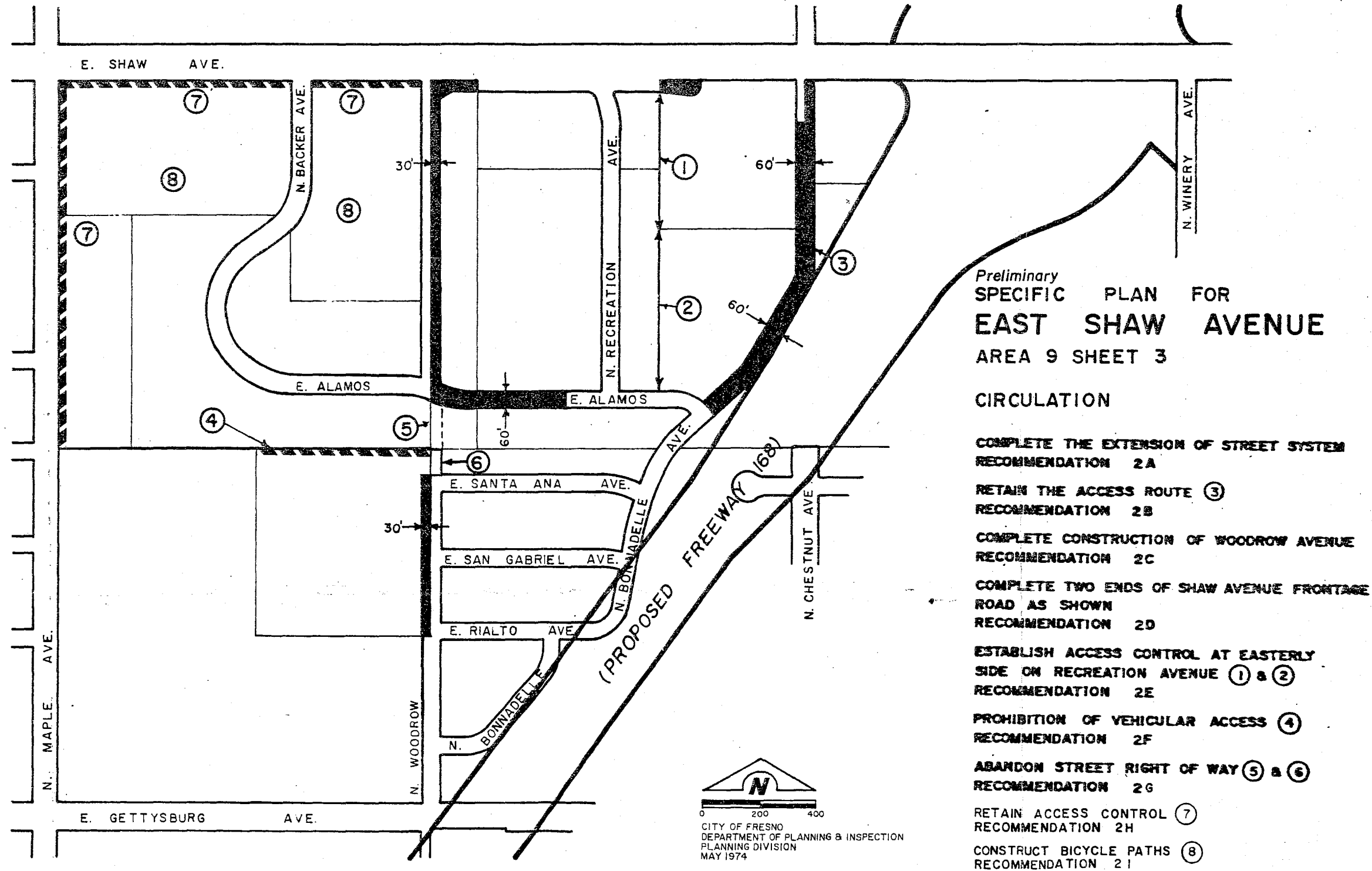
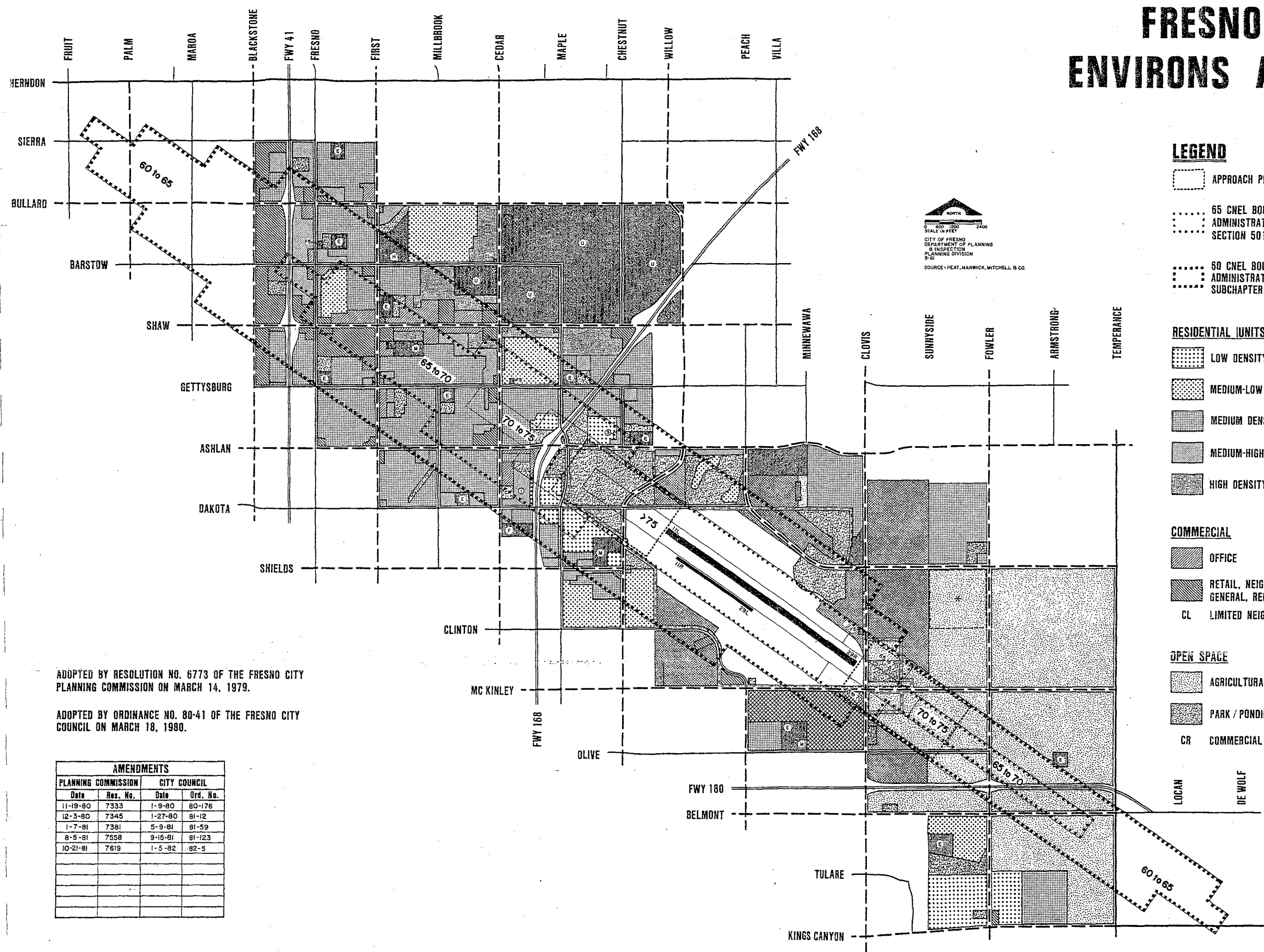


FIGURE 21
**FRESNO AIR TERMINAL
ENVIRONS AREA SPECIFIC PLAN**



LEGEND

- APPROACH PROTECTION AREA
- 65 CNEL BOUNDARY LINE IS THE "NOISE IMPACT BOUNDARY" REFERRED TO IN THE CALIFORNIA ADMINISTRATIVE CODE TITLE 21, ARTICLE 1, SECTION 5005, AND ARTICLE 2, SECTION 5012 & 5014.
- 60 CNEL BOUNDARY LINE DELINEATES THAT AREA REFERRED TO IN THE CALIFORNIA ADMINISTRATIVE CODE TITLE 24, PART 6, DIVISION T25, CHAPTER 1, SUBCHAPTER 1, ARTICLE 4, SECTION T25-1092.

RESIDENTIAL (UNITS / ACRE)

- LOW DENSITY (0.7 - 2.0)
- MEDIUM-LOW DENSITY (2.0 - 3.5)
- MEDIUM DENSITY (3.5 - 6.0)
- MEDIUM-HIGH DENSITY (6.0 - 11.0)
- HIGH DENSITY (11.0+)

COMMERCIAL

- OFFICE
- RETAIL, NEIGHBORHOOD, GENERAL, REGIONAL
- CL LIMITED NEIGHBORHOOD COMMERCIAL

OPEN SPACE

- AGRICULTURAL
- PARK / PONDING BASIN
- CR COMMERCIAL RECREATION

PUBLIC FACILITIES

- PUBLIC FACILITIES
- E ELEMENTARY SCHOOL
- M MIDDLE SCHOOL
- F FRESHMAN SCHOOL
- H HIGH SCHOOL
- U UNIVERSITY
- FS FIRE STATION

AIRPORT

INDUSTRIAL

- LIGHT
- HEAVY

CIRCULATION

- FREEWAY
- EXPRESSWAY
- ARTERIAL
- COLLECTOR

NOISE LEVELS

RANGE OF NOISE EXPOSURE EXPRESSED IN CNEL (COMMUNITY NOISE EQUIVALENT LEVEL)

SPECIAL CONDITIONS

- * LIGHT INDUSTRIAL SUBJECT TO AVAILABILITY OF SEWER SERVICE
- ① 410 UNIT MAXIMUM
- ② 40 UNIT MAXIMUM
- ③ 6 UNIT MAXIMUM

ADOPTED BY RESOLUTION NO. 6773 OF THE FRESNO CITY PLANNING COMMISSION ON MARCH 14, 1979.

ADOPTED BY ORDINANCE NO. 80-41 OF THE FRESNO CITY COUNCIL ON MARCH 18, 1980.

AMENDMENTS			
PLANNING COMMISSION		CITY COUNCIL	
Date	Res. No.	Date	Ord. No.
11-19-80	7333	1-9-80	80-176
12-3-80	7345	1-27-80	81-12
1-7-81	7381	5-9-81	81-59
8-5-81	7558	9-15-81	81-123
10-21-81	7619	1-5-82	82-5

