YOSEMITE SCHOOL AREA SPECIFIC PLAN

JANUARY 1988

CITY OF FRESNO
DEVELOPMENT DEPARTMENT
PLANNING DIVISION

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CITY OF FRESNO
FRESNO, CALIFORNIA

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YOSEMITE SCHOOL AREA SPECIFIC PLAN - GOALS, POLICIES AND PLAN EXHIBITS

PROBLEM STATEMENT

On January 27, 1987, the Fresno City Council declared a moratorium on the processing of rezoning requests for multiple family residential and intensive nonresidential uses within the Yosemite Junior High Specific Plan area, in response to requests by area residents, the Fresno City Police Department and the Fresno Unified School District to halt new apartment construction. This moratorium applied to a 160-acre area bounded by East McKinley, North Cedar, East Olive and North Millbrook Avenues. The City Council further directed that the specific plan be reevaluated and appointed an advisory committee of neighborhood residents, property owners and community representatives to participate in this process. This decision became imperative after public hearings and neighborhood meetings were conducted to consider several proposals for additional multiple family residential zoning. Under increased scrutiny it became apparent that neighborhood problems and deficiencies had increased dramatically in recent years.

The Yosemite Junior High Specific Plan was adopted as an ordinance on March 4, 1976, in order to promote the revitalization of an older deteriorating semi-rural neighborhood. This specific plan endorsed single family residential development for the north half of the neighborhood and intensive multiple family residential development for the south half. Since adoption of the plan, the number of dwelling units within the area has increased dramatically from 342 to 868. However, this development has not been balanced and only nine of the 545 new residences were single family residences.

The specific plan was intended to promote the development of compatible uses and provide for the improvement of the neighborhood's environment. However, land use conflicts increased with the proliferation of intensive poorly designed multiple family residential development throughout the area. The associated increase in the neighborhood's population also significantly increased the need for both private and public facilities and services such as police, schools, streets, open space and recreation. However, adequate improvements, facilities and services have not kept pace or been required as a condition of development to meet this need. Although new development has occurred as planned, the quality of the neighborhood's environment has declined.

The development of poorly designed high density multiple family residential complexes with few on-site amenities, recreation facilities or open spaces and inadequate landscaped buffers and indifferent property management have intensified neighborhood

problems and deficiencies to an intolerable level. In recognition of these factors the Fresno Unified School District, Fresno City Police Department and Fresno City Development Department have recommended that no additional multiple family residential development occur until a strategy can be devised to address these specific issues.

The Police Department has experienced extremely high numbers of calls for service from apartment complexes with correspondingly high incidences of crime. Vandalism has increased significantly on the Yosemite school campus. The sale of illegal drugs became so rampant at some locations that special drug enforcement measures were required. Confrontations between groups of people from different ethnic origins have been reported and drug related violence has occurred. Residents complain of incidences of trespass, vandalism and intimidation.

The Fresno Unified School District has reported that the capacity of Yosemite Middle School has been reached and that a year-round instruction schedule will be instituted. Limited school site facilities are already being used by the Fresno City Parks and Recreation Department to provide supervised after school and evening recreation activities for young people as a substitute for unsupervised street activities. The streets, however, remain congested with parked vehicles, high traffic and residents who have few other alternatives outdoor areas to spend their evening hours.

This update of the specific plan was precipitated by the growing dissatisfaction with neighborhood conditions expressed by residents at several City Council public hearings. A list of neighborhood deficiencies was presented to the City Council on January 27, 1987, resulting in the mandate for the re-analysis and update of the specific plan.

Neighborhood deficiencies and problems which have been identified by City Staff and neighborhood residents or property owners are identified as follows:

1. High crime rates and drug activity, vandalism, poor property management and inadequate neighborhood cooperation in crime prevention programs.

2. The failure of past planning policies to resolve problems of excessive residential density, land use and zoning conflicts, irregular parcelization, poor access and deteriorated neighborhood conditions which have inhibited the development of single family residences within balanced neighborhood.

3. Excessive residential densities with deficient development standards for adequate on-site open space, recreation facilities, access control, crime prevention and design measures to promote land use capability.

4. Lack of storm water drainage facilities and street improvements such as curbs, gutters and sidewalks.

5. Inadequate property maintenance, unsightly conditions, zoning violations, substandard housing and excessive littering.

6. High local street traffic and inadequate on-street parking and traffic control measures.

7. Inadequate local street circulation between East Floradora and East McKinley Avenues.

8. Inadequate student capacity at Yosemite Middle School and surrounding elementary schools.

9. Lack of readily available recreation facilities and supervised activities for neighborhood young people.

It is the intent of this plan update to establish policies and programs that can be expected to exert a positive influence upon the quality of life within the Yosemite School planning area. The priority of this plan is to identify measures and strategies which are implementable and action oriented addressing both the immediate needs of the neighborhood and the long-range improvement of conditions.

PURPOSE

The purpose of this specific plan is to promote an enhanced neighborhood living environment through the adoption and implementation of a systematic plan consisting of land use and circulation elements, property development standards, a community development program to provide street improvements, public facilities and housing rehabilitation and a crime prevention community organization strategy.

GOALS

I. Establish land use and circulation elements that accommodate new development and vehicular and pedestrian access in a manner which will improve the neighborhood's physical environment and promote compatible land use relationships.

II. Formulate a community development and improvement program to rectify street, storm drainage and public facility deficiencies, and to promote new development and property rehabilitation.

III. Establish standards to assure that future development will contribute to an improved neighborhood living environment and will not generate excessive demands upon community facilities and services.

IV. Pursue a crime prevention, community organization and recreation strategy which will stimulate the participation of all residents, landlords and property managers in an effort to reduce neighborhood crime and promote a sense of personal well-being and security.

POLICIES

I. Land Use and Circulation

A. In order to reduce demands upon neighborhood resources and establish a balance of housing types and tenure of residency, new residential development shall conform to the medium density residential plan designation (5 to 10.37 dwelling units per acre) and consist of single family owner occupied residences. Rezoning applications, conditional use permits site plan reviews, variances, subdivision maps and parcel maps filed to authorize development within the specific plan area shall be consistent with planned uses as determined in accordance with Section 12-403 of the Fresno Municipal Code and any subsequent amendments.

B. All multiple family residential zoned property, which is vacant or developed with a single family residence, shall be rezoned to R-1 single family residential.

C. Commercial and office uses shall be limited to those sites designated on the adopted specific plan map as follows: 1558 and 1580 North Millbrook Avenue (office); 4169 and 4193 East Olive Avenue (Neighborhood Commercial); 4178 East Floradora Avenue (Heavy Commercial); 4099 and 4101 East Floradora Avenue (Neighborhood Commercial).

D. The City of Fresno shall pursue the closing of East Home Avenue at North Eleventh Avenue or prohibit street parking along East Home Avenue.

E. The City of Fresno shall investigate efforts toward reducing existing land use conflicts north of East Floradora Avenue by purchasing the multiple family residential property located at the northwest corner of East Floradora and North Ninth Avenues, demolishing the multiple family residential structures and promoting the development of the property with single family residences subject to availability of: 1)funding; 2)detailed staff review; and 3)final Council approval.

F. The City of Fresno shall pursue the formation of a redevelopment district to include the Yosemite Planning area.

G. In order to facilitate the development of single family residences throughout the plan area, efforts to provide public or private vehicular access to undeveloped areas and utilization of multiple family zoning to accommodate small planned unit developments (under 1.8 acres in area) shall be supported.

II. Community Development and Improvement

A. Formation of an improvement district shall be pursued by the City of Fresno in order to complete partially developed or absent street and flood control improvements throughout the planning area, and construct new facilities where essential to the planned circulation system or appropriate to promote implementation of planned uses.

B. The City shall consider the needs of this neighborhood in comparison to other areas when allocating C.D.B.G. or other grant funds for community improvements.

C. Utilization of the City's housing rehabilitation program within the Yosemite Planning Area shall be promoted by implementing an active two year marketing strategy.

D. The City of Fresno shall pursue opportunities to facilitate new single family residential development through cooperative efforts of local, state and federal governments, the private housing construction industry and nonprofit housing corporations.

E. Street improvement plans shall be reviewed with the area property owners in order to consider alternative designs such as the existence or placement of sidewalk (contiguous sidewalk and curb, curvalinear alignment, no sidewalk, et.al.).

F. Recreation and playground facilities developed by the City of Fresno shall be designed in consultation with neighborhood residents and noticed in accordance with the Local Planning and Procedures Ordinance in order to meet the recreational needs of the residents of the immediate neighborhood rather than the larger community, reduce the neighborhood's exposure to those not interested in the neighborhood's well-being and minimize nuisances to nearby residents.

G. The City of Fresno shall pursue the development of a pocket park with children's playground equipment south of East Floradora Avenue, in cooperation with expansion of the Yosemite school grounds south to East Olive Avenue.

III. Property Improvement Standards

A. New multiple family residential uses shall not be designated within the planning area until such time as development standards are established to require adequate open space, on-site recreation opportunities and crime prevention design measures and it is determined that the use is consistent with the objective of achieving a balance of housing types.

B. All new development shall comply with measures identified by the Police Department and Development Department (appealable in accordance with the Fresno City Zoning Ordinance), which promote controlled access and community surveillance of all common areas and facilities.

C. Within one year of the date of adoption of this plan the City of Fresno shall survey all properties within the planning area and initiate appropriate action to enforce all applicable zoning, property development and housing standards necessary to stimulate the rehabilitation of substandard dwellings and poorly maintained properties.

IV. Recreation, Community Organization and Crime Prevention

A. Implement a recreation and community safety program which will utilize the combined resources and facilities of the various public agencies (Police Department, Parks, Recreation and Community Services Department, School District , Flood Control District) which are available to this neighborhood.

B. The Fresno Police Department will develop a crime prevention network within the plan area by organizing all residents including apartment tenants into neighborhood groups. The Department will respond to identified neighborhood police problems through the use of available resources such as patrol officers, the Patrol Tactical Team, Police Narcotics Enforcement Team and Neighborhood Narcotics Enforcement Team.

C. The Police Department will meet with apartment owners and managers in the plan area to discuss crime problems, and perform apartment complex security evaluations. Each apartment owner will be responsible for correcting all security deficiencies identified by the Department, reporting illegal activities, establishing rules of

rental agreement and evicting problem tenants. Resident managers are required for multiple family residential complexes with ten or more dwelling units.

D. The Police Department will conduct periodic neighborhood meetings to discuss the status of public safety in the plan area.

E. Biannual reports shall be given to the City Council during the first two years following the plan update which summarizes the crime prevention activities conducted, the number and type of police calls for service experienced in the neighborhood and the degree of participation of area residents in the crime prevention program (specifically identifying the participation of multiple family residential property owners and managers).

F. Additional measures to encourage the participation of landlords and property managers or to recoup costs of extraordinary allocation of staff time to address problems created by poor property management shall be examined (such as increased business license fees for multiple family residential owners).

G. In order to enhance the safety and security of nearby residents the City of Fresno shall work with the Fresno Irrigation District and adjacent property owners in order to obtain fencing and other access controls to Mill Ditch and no future pedestrian crossing of Mill Ditch shall be implemented.

H. The City of Fresno shall pursue the creation of a neighborhood association to monitor the implementation of the specific plan and report biannually to the City Council on neighborhood conditions and priorities for future action during the first two years following the plan update.

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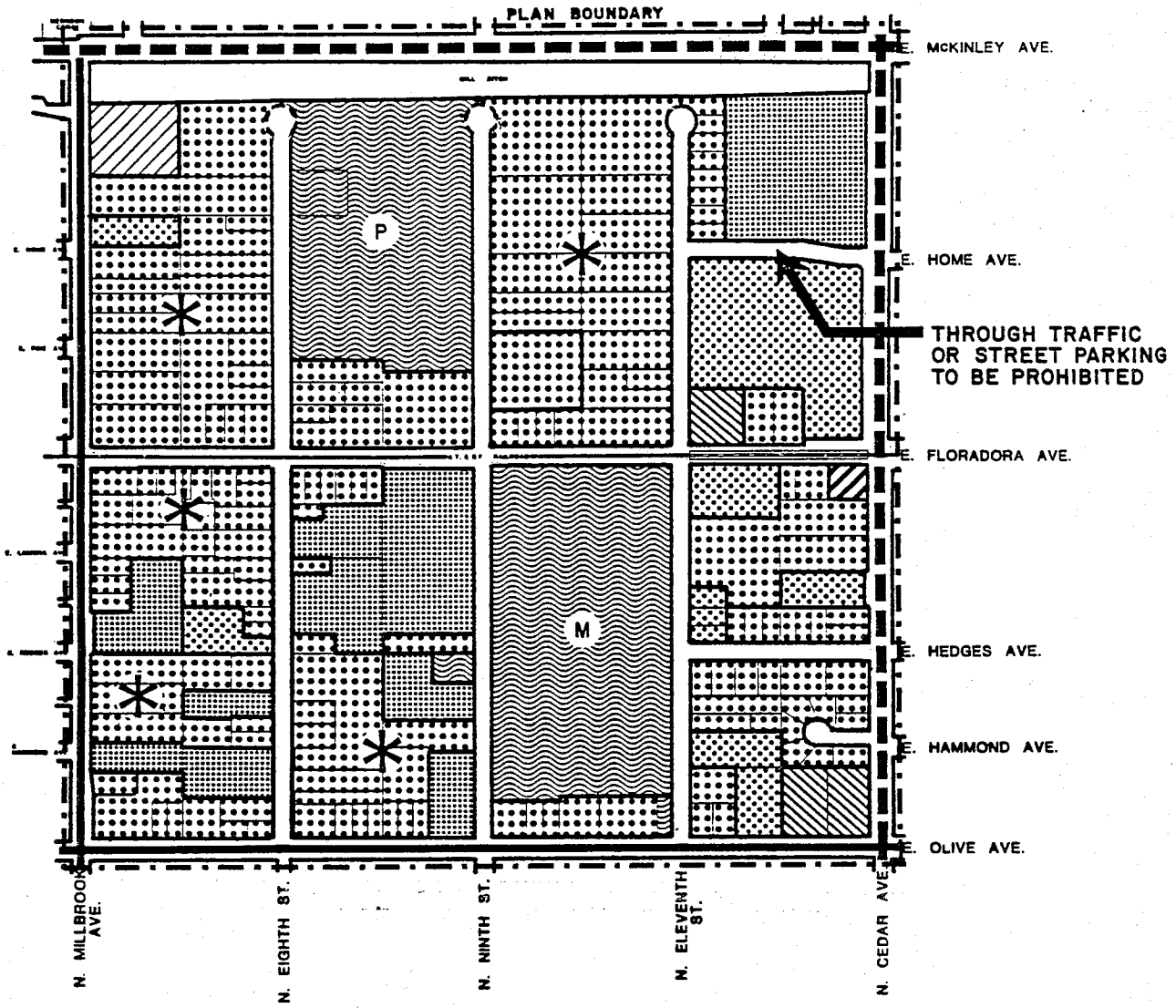
YOSEMITE SCHOOL AREA SPECIFIC PLAN
LAND USE AND CIRCULATION ELEMENT



LEGEND

RESIDENTIAL
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL
- OFFICE
- NEIGHBORHOOD
- GENERAL HEAVY STRIP

PUBLIC FACILITY
- PUBLIC FACILITIES
- M MIDDLE SCHOOL
- P PONDING BASIN

CIRCULATION
- ARTERIAL
- COLLECTOR
- LOCAL
- SUGGESTED LOCAL
- * Vehicular access to be provided in accordance with plan policies.

N

0 300 600

AMENDMENTS

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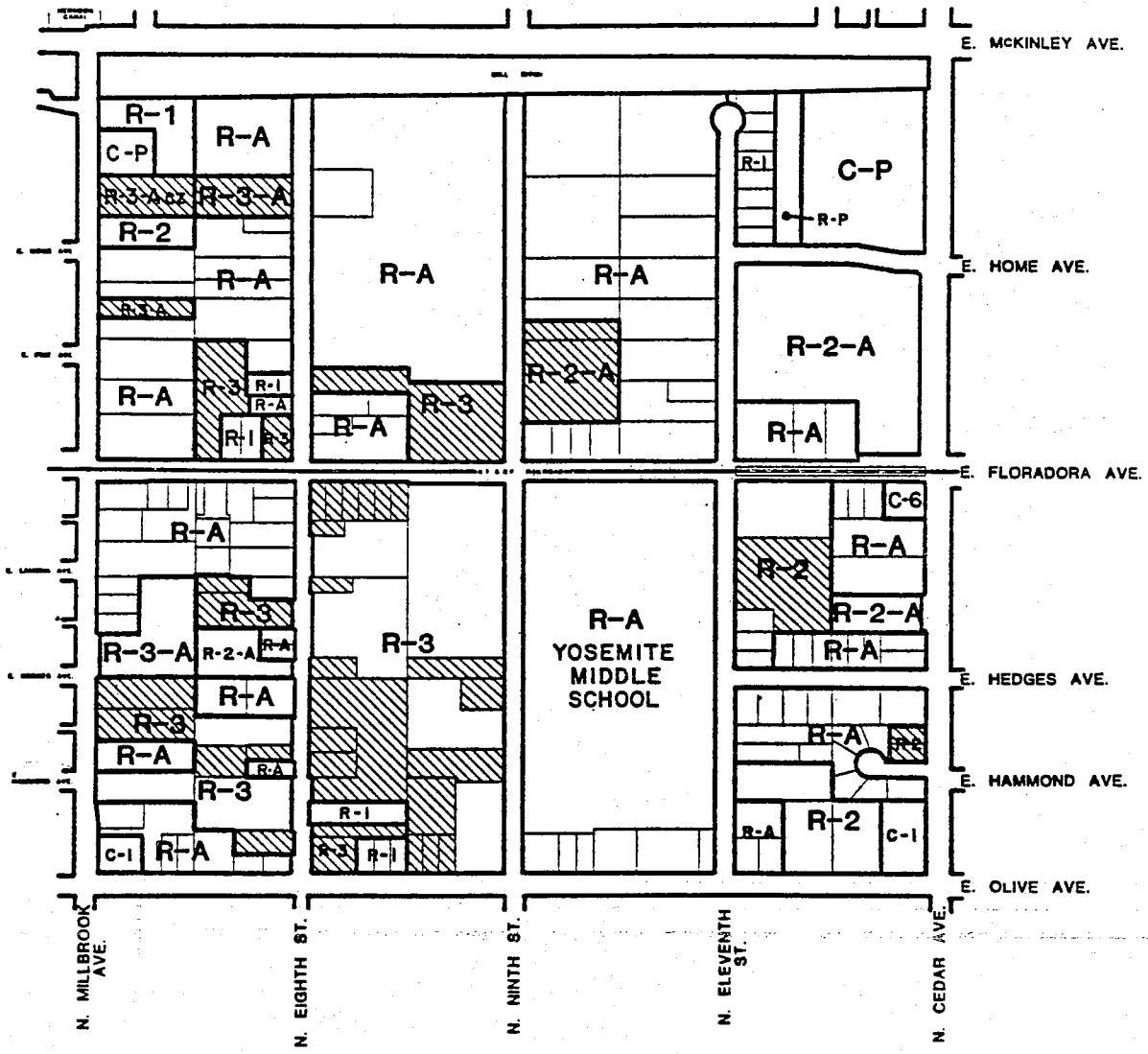
YOSEMITE SCHOOL AREA SPECIFIC PLAN
REZONING TO IMPLEMENT REDUCED DENSITY



LEGEND

MULTIPLE FAMILY RESIDENTIAL ZONED PROPERTY TO BE REZONED TO R-I SINGLE FAMILY RESIDENTIAL

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0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

BACKGROUND DOCUMENT
DESCRIPTION OF EXISTING CONDITIONS
AND PLAN UPDATE PROCESS

INTRODUCTION

The Fresno City Council adopted the Yosemite Junior High Area Specific Plan as an ordinance on March 4, 1976, applying to a 160 acre neighborhood bounded by East McKinley, North Cedar, East Olive and North Millbrook Avenues. At that time this planning area was characterized as an underdeveloped semi-rural neighborhood surrounded by urban development. In addition to vacant or agricultural land the neighborhood accommodated primarily single family residences with a few scattered multiple family and commercial uses. Irregular parcelization, deteriorated housing conditions and absence of public street and drainage improvements appeared to be substantial obstacles to neighborhood reinvestment. The railroad track on Floradora Avenue and Mill Ditch along the south side of East McKinley Avenue posed circulation and aesthetic barriers. Approximately 25 percent of the neighborhood had already been zoned R-3 multiple family residential by Fresno County which could prompt the development of land use conflicts throughout the neighborhood.

The Yosemite Junior High Area Specific Plan was prepared in an effort to arrest further deterioration and promote rehabilitation of an inner-city area neighborhood. It was the intention of the specific plan to provide a more livable environment by resolving land use conflicts, improving the quality of housing conditions, encouraging new development and mitigating nuisances and unsightly conditions. The plan's land use and circulation elements depicted intensive multiple family residential uses south of East Floradora Avenue, primarily single family residential uses north of East Floradora Avenue and suggested alignments for additional residential streets to accommodate new development. The plan also recommended a neighborhood improvement program for housing rehabilitation and the construction of street improvements.

Since adoption of the specific plan a substantial amount of high density multiple family residential development has occurred increasing the number of dwelling units within the neighborhood from 342 to 876. However, a balanced residential environment has not been achieved as only eight of the 545 new residences were single family residences. Conflicting land use patterns have been perpetuated as multiple family residential development occurred throughout the area and neighborhood problems and deficiencies have become more severe.

The residents of single family homes expressed increasing concern for the declining quality of the neighborhood's living environment

as intensive multiple family residential development occurred. Several community meetings and public hearings were conducted in 1986 and 1987 to consider neighborhood opposition to a request for R-3 multiple family residential zoning. Numerous deficiencies in the neighborhood's physical and socio-economic conditions, which appeared to threaten the viability of the neighborhood's living environment, were identified by residents and public agencies..

Increased neighborhood population accommodated by high density residential development has created excessive demands upon neighborhood resources. Sidewalk, curb, pavement and storm water drainage improvements remain deficient while the streets have become congested with vehicle traffic and pedestrians. Limited school facilities are being stressed by increasing student enrollment and the need for readily assessible open space and recreational opportunities. Lack of private facilities within the high density residential complexes has necessitated the use of the school campus for supervised activities as a substitute for unsupervised street activities.

Increased crime, illegal drug activity, vandalism and violence have been experienced by the neighborhood. The Fresno City Police Department has reported extremely high numbers of calls for service and incidences of crime within the neighborhood. Special drug enforcement programs have been utilized to combat the selling of illegal drugs which was rampant in some portions of the neighborhood. Residents, property owners and public agencies report increased occurences of trespass, vandalism and intimidation. Drug related violence has occurred including homicide, and confrontations between groups of people from different ethnic origins have been reported.

The intensity of neighborhood problems has been associated with the recent development for high density, poorly designed and ill-managed multiple family residential complexes. These complexes generally lack usable open space and recreation areas, provide no landscaped buffers, allow uncontrolled access to the property, implement few or no crime prevention techniques and appear to exercise few legitimate commonly accepted rules of tenancy.

Upon examination it became increasingly apparent that the quality of the neighborhood's living environment was suffering. The Fresno Unified School District, Fresno City Police Department and Fresno City Development Department recommended that additional multiple family residences not be developed until neighborhood problems could be resolved. Based upon this information and these recommendations the City Council, on January 27, 1987 declared a moratorium on intensive development within the neighborhood. The Council further directed that the specific plan be updated and appointed on advisory committee to assist in this effort.

PUBLIC PARTICIPATION

A citizen's advisory committee consisting of neighborhood residents, property owners, potential property developers and representatives of community organizations and public agencies was established by the City Council to assist in the specific plan update. Committee meetings were conducted approximately twice a month over an eight month period to examine neighborhood issues and formulate plan update recommendations. The advisory committee established a continuing public forum in which ideas and information concerning neighborhood issues could be exchanged. This facilitated a continuity of communication between staff and the public that was not provided when the specific plan was originally prepared.

During the preparation of the Yosemite Junior High Specific Plan in 1975 a community meeting was conducted to receive recommendations from area residents and property owners. A preference was expressed at the meeting for a plan which would accommodate intensive R-3 zoned multiple family residential development throughout the entire neighborhood. After further consultation, the staff at that time concluded that primarily nonresident property owners had been more assertive in promoting their interest in maximizing development opportunities and potential property values. A neighborhood survey was subsequently conducted from which the staff concluded that resident property owners overwhelmingly supported maintaining a rural or single family residential environment.

Designation of an an advisory committee for the plan update provided an opportunity for those representing various perspectives to participate throughout the entire review process. Neighborhood issues and problems were examined in consultation with representatives of those public agencies having the authority or expertise to address them. Upon completion of this review the committee selected goals and policies which formulate a strategy to improve the neighborhood's quality of life. As specific measures were identified to address neighborhood problems or promote desired improvements, it became clear that a complete reconstruction of the specific plan was being formulated.

The product of the committee's and staff's effort is an action oriented policy plan advocating that assertive measures be taken by public agencies and neighborhood residents to improve living conditions. The majority of the participating committee members concluded that the severe nature of the problems confronting this neighborhood justifies an extraordinary strategy. This strategy includes a reversal of past development trends, increased public interest in the management of private property and active involvement in neighborhood affairs.

EXISTING CONDITIONS

Land Use and Zoning

The Yosemite School Specific Plan covers a total area of approximately 160 acres and is bounded by arterial streets (East McKinley and North Cedar Avenues) along the north and east, and collector streets along the south and west (East Olive and North Millbrook Avenues). A net usable area of approximately 132 acres remains after excluding existing public rights-of-way and the irrigation canal. Of the remaining 132 developable acres 28.6% is used for single family residences (37.8 acres). Since 1976 multiple family residential uses have expanded from 6 percent (8.2 acres) to 24 percent (32 acres) of the developable area. Public and quasi-public uses including the school campus and the storm water ponding basin consume 21 percent (27.4 acres). Only 1 percent (1.6 acres) is used for commercial or private office purposes while 21 percent (27.4 acres) remains vacant.

Seventy-six acres or 50 percent of the developable area continues to be zoned R-A Single Family Residential-Agricultural and only 2.9 acres is zoned R-1 Single Family Residential. A range of multiple family residential zoning ranging from R-2-A (16.13 dwelling units per acre-single story) to R-3 (29 units per acre-3 1/2 stories) exists on 45.7 acres of which 27 acres have been developed. An additional 5.2 acre area, zoned R-P (Residential and Professional), and C-P (Administrative and Professional Office), has been developed with multiple family residences.

The map of existing land uses illustrates the sporadic nature in which the development of multiple family residential property has occurred. Although multiple family uses were designated in 1976 for the area south of East Floradora Avenue many single family residences remain. Several single family homes are individually isolated by multiple family development while others enjoy a measure of continuity within small enclaves of single family homes. Conversely, the area north of East Floradora Avenue, which was intended to be a single family residential neighborhood, has been encroached upon by multiple family residential development.

Public and quasi-public uses are significant aspects of the neighborhood due to their size, location, intensity and character. These uses include churches, social club, irrigation district administrative office, school campus and storm water ponding basin. Other nonresidential uses include several small office or commercial properties. While not significant in size they are important in the consideration of land use compatibility and neighborhood stability.

Several nonresidential zoning violations above occurred within the neighborhood, some of which seem to be chronic. These uses have included a contractor's yard, automobile storage and repair, and a

grocery store. A neighborhood delicatessen at the northeast corner of East Floradora and North Eleventh Avenues and office buildings on East Olive Avenue have continued as nonconforming uses for many years. Zoning enforcement actions have been initiated on illegal uses including the conversion of an office building on East Olive Avenue into a grocery store.

Vacant or underdeveloped properties remain throughout the neighborhood in various shapes and sizes. Haphazard parcelization has resulted in the creation of lots with little or no street access or irregular boundaries. These characteristics have impaired the City's ability to systematically implement land use policies.

Sanitary Sewer, Water, Streets and Storm Water Drainage

Sanitary sewer collection and public water supply pipelines exist throughout the majority of the planning area. The properties fronting along North Ninth Street between East Floradora Avenue and Mill Ditch comprise the majority of developed parcels which do not have access to these facilities. Capacity to accommodate intensive development is limited but is more than adequate for medium density residential development.

Major streets border the neighborhood on four sides. East McKinley Avenue and North Cedar Avenue along the north and east sides are classified arterial streets. East Olive Avenue and North Millbrook Avenue along the south and west sides are classified collector streets. East Olive and East McKinley Avenues have been recently repaved or reconstructed and are developed to their ultimate width. Neither North Cedar Avenue nor North Millbrook Avenue are developed to their ultimate width, although Cedar Avenue has four travel lanes and a center turn lane. Millbrook Avenue is developed with only two travel lanes rather than four. Vehicle circulation is inhibited by lack of access to East McKinley, due to the Mill Ditch, and awkward East Floradora Avenue intersections at North Cedar and North Millbrook Avenues, due to the railroad spur track.

Street pavement, curb, gutter and sidewalk improvements continue to be deficient. Sporadic development has resulted in intermittent improvements without continuity. Lack of street improvements detracts from the neighborhood's appearance and frustrates pedestrian and vehicular movement particularly with the more recent multiple family development. East Floradora Avenue, with the railroad spur track running along the middle, remains a significant problem without curbs and street crossing controls. The existing grid street pattern henders development of small irregularly shaped parcels while allowing traffic conflicts between incompatible uses.

Master planned storm water drainage facilities do not exist for the major portion of this area. The absence of curb, gutter and

drainage pipelines causes localized flooding of streets which is a nuisance to property owners and vehicle traffic.

Preliminary full-cost estimates for storm drainage improvements indicate that property assessments for this improvement district would far exceed any previously formed by the Fresno Metropolitan Flood Control District. These costs together with the expense of street improvements may be a financial burden too large for most property owners to accept. It appears that implementation of these neighborhood improvements is dependent upon the availability of financial assistance such as Community Development Block Grant funding.

Housing

Since adoption of the specific plan in 1976 the neighborhood has experience dramatic changes in its residential environment. The area is no longer a semi-rural single family residential neighborhood but a conflicting mixture of residential densities and vacant property. In 1976 the neighborhood contained 342 dwelling units of which 162 were single family residences and 180 were multiple family residences. Since that time 545 new dwelling units have been constructed of which only eight were single family residences. The balance of housing types has shifted from 52 percent multiple family residential to 83 percent multiple family.

Neighborhood stability has been jeopardized by a sudden and extreme change in residential tenure. Only 50 percent of the neighborhood's single family dwellings and only eight percent of the total dwelling units are occupied by the owner. This lack of stability may be reflected in an apparent hesitation to maintain or improve property conditions. Housing conditions appear to have continued to deteriorate since 1976 with several structures having been abandoned.

Neighborhood conditions and high vacancy rates have also affected the ability or willingness of multiple family property owners to maintain properties in good condition. Several older complexes have deteriorated in appearance and physical condition since 1976. Even newer complexes show signs of deferred maintenance with damaged units remaining vacant and unrepaired.

Schools

Student enrollments have increased significantly in central city area schools over the past five years including those serving the Yosemite School planning area. Several new elementary school sites will be sought in the next five years to meet this need. The Yosemite School campus, which has been changed from a junior high with three grades to a middle school with only two-grades is also nearing its 1,000 student capacity.

The Fresno Unified School District is considering changing to a year-round instructional schedule and adding portable buildings to increase capacity. However, the fifteen acre campus is already smaller than preferable and the addition of classrooms will increase neighborhood congestion and demands on other facilities.

Since the development of intensive multiple family uses in the neighborhood the school has experienced increasing use and property damage. Unauthorized use of the campus by individuals or groups has increased maintenance obligations and created nuisances to nearby residents.

Parks and Recreation

The nearest city park to this neighborhood is Romain which is a mile to the southwest. The Yosemite campus and the ponding basin both located within the neighborhood provide the closest open space and recreational areas. However, the ponding basin is deeply excavated and also serves as a groundwater recharge basin. It represents an enticing but potentially dangerous outdoor activity opportunity. Although fenced, it has been used by trespassing youngsters and was the site of a tragedy in the fall of 1987 when two young boys drowned.

Since December, 1986, the City of Fresno Parks and Recreation Department has operated a neighborhood recreation program at the Yosemite School campus. This program provides supervised athletic and recreational activities during nonschool hours for nearby residents as a substitute for unsupervised street activities and recreational opportunities not provided by the multiple family residential developments. The age of participants extends from young school aged children through young adults.

Due to the scarcity of facilities the school athletic facilities have also been used for unauthorized or unsupervised adult sports activities. These activities, particularly on weekends, generated vehicle traffic, noise and litter which was a nuisances to nearby residents. In 1987 renewed efforts were made to reduce these activities.

Public Safety

Residents of this neighborhood have expressed their concern regarding increased crime, property damage, public disturbances and lack of personal security with the advent of intensive residential development within the Yosemite School planning area. Justification for this concern is confirmed by Police Department statistics indicating that significant increases have occurred in reported crimes and calls for police service concurrently with the development of high density multiple family residences. Annual calls for police service in this neighborhood increased by 250 percent, from 490 calls to 1,759 calls, during a five year period

extending from 1979 through 1984. The number of serious crimes reported within this neighborhood increased 170 percent in three years from 119 crimes in 1983 to 342 crimes in 1986.

The Police Department has noted that a substantial majority of the annual reported crimes and calls for service have occurred within the multiple family residential complexes (78 percent of the serious crimes in 1983). However, single family residences have also experienced an extremely high increase of 230 percent in reported crime as intensive development occurred in the area. Although increased vandalism and public disturbances have become a problem more serious crimes including drug related violence are a major concern. Illegal drug activity has been a chronic problem associated with one or more of the multiple family residential complexes. One complex in particular has warranted the use of special drug enforcement tactics.

Two generally accepted physical or design factors associated with neighborhood crime are the absence of proprietory or territorial interests and the presence of opportunities. Proprietory interests can be encouraged by appropriate design measures even in nonowner occupied multiple family residential complexes. However, incompatible land uses and intrusive thoroughfares or transportation systems can increase a neighborhood's vulnerability to crime regardless of the onsite design precautions taken.

The Yosemite planning area is characterized by poorly designed multiple family complexes, conflicting land uses, easy accessibility and exposure to nonresident traffic. These combined factors have made the neighborhood extremely vulnerable to crime. Few opportunities remain to make effective land use or circulation changes to enhance crime prevention. However, further conflicts may be reduced and onsite design measures implemented to discourage crime.

Several conditions have been noted by the Police Department which may contribute to crime and law enforcement problems. The newer multiple family residential complexes have been poorly designed for crime prevention purposes and appear ill equipped to meet the needs of the residents. These complexes have been developed at higher densities (25 dwelling units per acre) with small dwelling unit sizes and few amenities.

Most of the complexes have little physical control or visual surveillance over access and use of the property. Non residents can pass through or loiter freely in parking and other common access areas. The quality of construction and level of property maintenance appear inadequate to deter illegal entry. These complexes seem to be excessively populated, considering the unit sizes and lack of amenities, which may contribute to the occurrence of public disturbance and vandalism. Public streets are not well lighted or fully improved and may provide opportunities for concealment of illegal activities.

To compound these design problems several of these complexes do not appear to be diligently managed. One absentee property owner has complained to the Police Department concerning illegal entry and use of vacant apartments. However, the problem may rest with the absence or indifference of onsite management, or the failure to establish and enforce commonly accepted rental agreement rules.

During the plan review process the Police Department initiated renewed efforts to encourage area residents and property owners to institute crime prevention measures. These measures include improving property security and organizing tenant watch programs. While there were several cooperative multiple family property owners and managers, a significant amount of indifference was encountered.

PROBLEMS, STRATEGIES, AND CONCLUSION

The examination of neighborhood conditions prior to and during the specific plan update resulted in the identification of problems and deficiencies which have contributed to the deterioration of the neighborhood's living environment. These problems and deficiencies can be generally described as follows:

1. High crime rates and drug activity, vandalism, poor property management and inadequate neighborhood cooperation in crime prevention programs.

2. The failure of past planning policies to resolve problems of excessive residential density, land use and zoning conflicts, irregular parcelization, poor access and deteriorated neighborhood conditions which have inhibited the development of single family residences within balanced neighborhood.

3. Excessive residential densities with deficient development standards for adequate on-site open space, recreation facilities, access control, crime prevention and design measures to promote land use capability.

4. Lack of storm water drainage facilities and street improvements such as curbs, gutters and sidewalks.

5. Inadequate property maintenance, unsightly conditions, zoning violations, substandard housing and excessive littering.

6. High local street traffic and inadequate on-street parking and traffic control measures.

7. Inadequate local street circulation between East Floradora and East McKinley Avenues.

8. Inadequate student capacity at Yosemite Middle School and surrounding elementary schools.

9. Lack of readily available recreation facilities and supervised activities for neighborhood young people.

Several of these neighborhood problems such as land use incompatibility, lack of public improvements, unsightly conditions and physical limitations were present in 1976. Other acute neighborhood problems have arisen since that time such as increasing crime, lack of security, congestion and deficient neighborhood facilities. Many of these more critical problems have originated or become more severe concurrently with the increased density and changing characteristics of the neighborhood's residential environment.

The specific plan was adopted in 1976 to guide the development of compatible uses and improve the neighborhood's living environment. However, the subsequent development of high density multiple family residences (25 dwelling units per acre) and the associated population increases have occurred without a comprehensive program to assure the provision of adequate public and private facilities. As a result a significant decline in the neighborhood's living conditions has occurred. The area is no longer a tranquil cohesive neighborhood with aging housing conditions but a congested incohesive, sometimes hostile, neighborhood with deteriorated and poorly managed housing conditions. The primary concern of those residents who continue to live in their single family homes appears to be that of salvaging a reasonably acceptable living environment from the present turmoil.

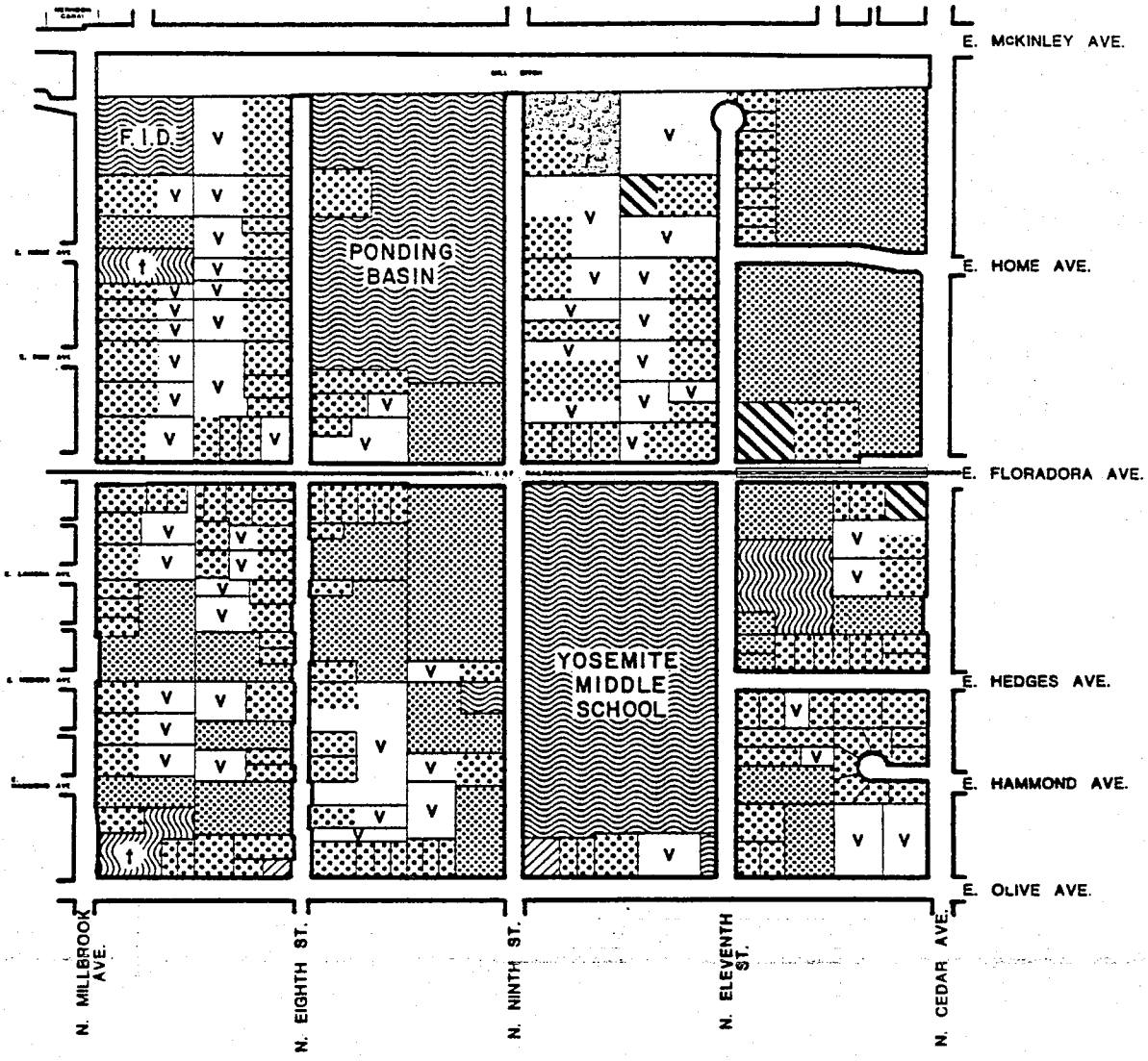
In order to reverse the momentum of the neighborhood's decline a significant and abrupt departure from past policies is necessary to affect a change in neighborhood conditions. This requires a new specific plan identifying the neighborhood problems and specifying the policies and strategies appropriate to address them. In addition to identifying appropriate uses and circulation features the plan must formulate a systematic program to achieve neighborhood objectives. Therefore, the Yosemite School Area Specific Plan, endorsed by both the update advisory committee and the Development Department, proposes an aggressive strategy addressing four major areas. These include a land use and circulation element to reduce congestion and promote a compatible arrangement of uses and circulation features; a community development and improvement effort to stimulate neighborhood revitalization through a program to provide public improvements and property rehabilitation; the implementation of property development and maintenance standards to improve the neighborhood's physical condition; and the pursuit of a crime prevention, community organization and recreation strategy to promote a sense of well-being and security among neighborhood residents.

Based upon the severity of the neighborhood's problems and conditions, the specific plan recommends the cessation of all multiple family residential development and the active facilitation of the development of single family owner occupied residences. It also recommends that nonresidential uses not be expanded beyond those existing or previously planned to reduce exposure to nonresidents. Identification of this neighborhood as a high priority area for the focusing of community development improvements and programs, housing rehabilitation and neighborhood recreation facilities is advocated. A code enforcement campaign would be initiated to abate unhealthy and unsightly housing and property conditions. Finally the plan presents a program for neighborhood participation and advocacy.

This plan will provide the basis for a continuous effort by public agencies and interested neighborhood residents and property owners to implement a strategy for neighborhood improvement. Continued oversight and constant vigilance will be necessary on the part of the community residents who suffer or benefit most directly form the decline or improvement of neighborhood living conditions.

DU:vs
4787T/242

YOSEMITE SCHOOL AREA SPECIFIC PLAN
EXISTING LAND USE



LEGEND

- Agricultural
- Single Family Residential
- Multiple Family Residential
- Professional Office
- Commercial
- V Vacant
- Public Facilities
- Quasi-Public
- t Church
- F.I.D Fresno Irrigation District

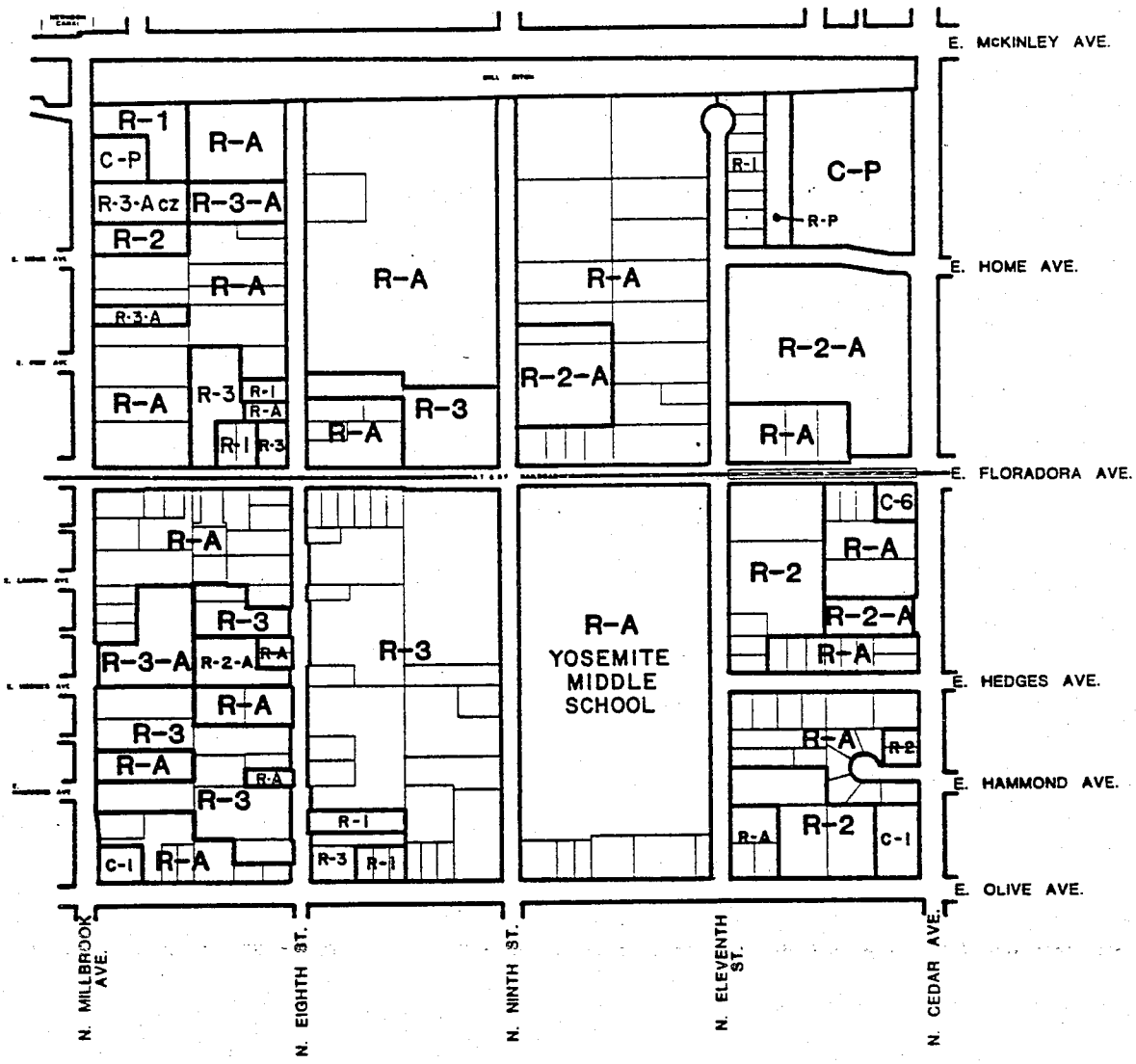
N

0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

YOSEMITE SCHOOL AREA SPECIFIC PLAN
EXISTING ZONING



LEGEND

- R-A SFR Agricultural (1 unit / 36,000 sq. ft.)
- R-1 SFR (1 unit / 6,000 sq. ft.)
- R-2 MFR (1 unit / 2,700 sq. ft.)
- R-3 MFR (1 unit / 1,500 sq. ft.)
- R-P Residential and Professional Office
- C-P Administrative and Professional Office
- C-1 Neighborhood Commercial
- C-6 Heavy Commercial

SFR - Single Family Residential

MFR - Multiple Family Residential

N

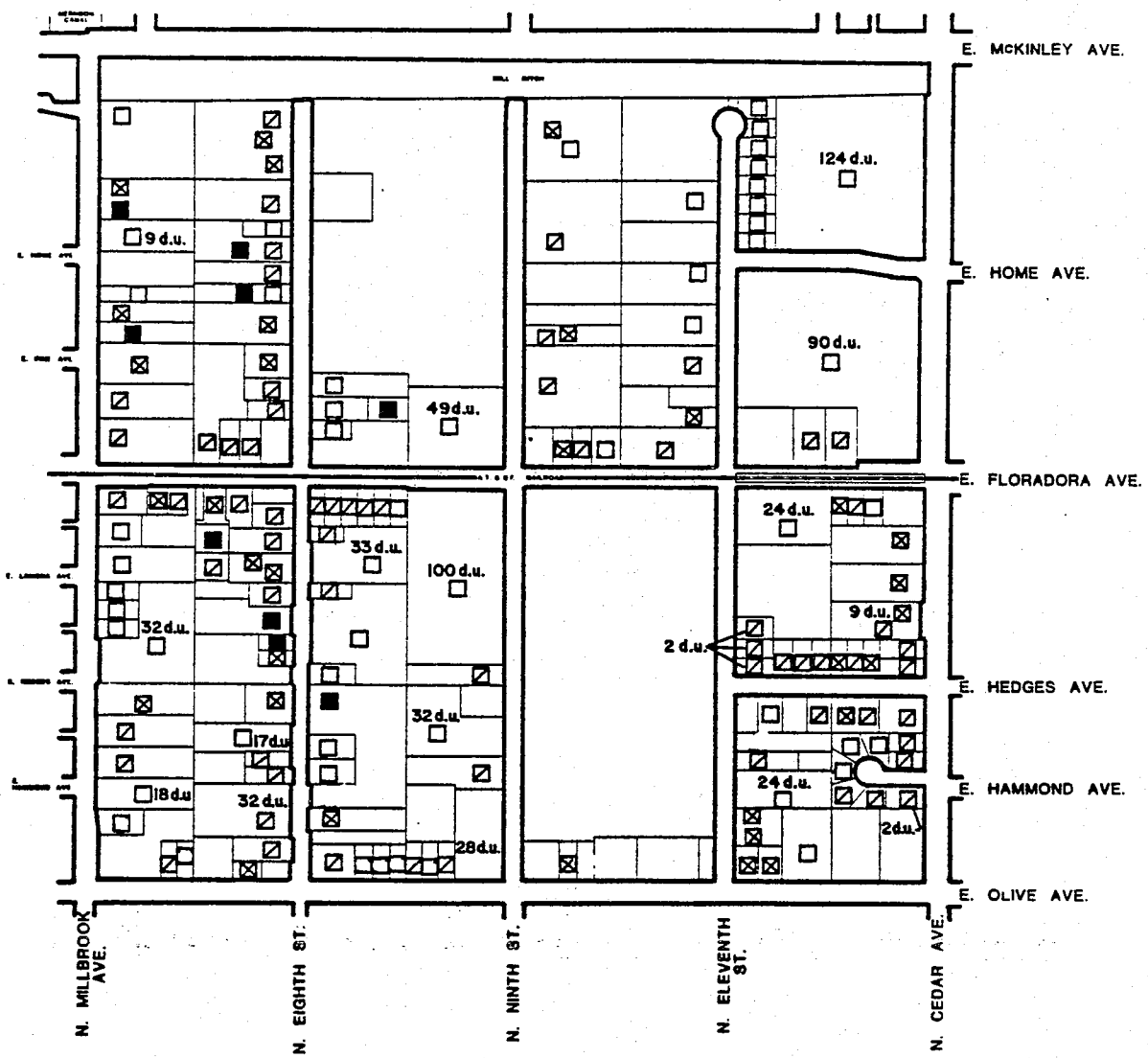
0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

YOSEMITE SCHOOL AREA SPECIFIC PLAN

HOUSING QUALITY



LEGEND

- ☐ STANDARD
- ▨ MINOR REHABILITATION
- ⊠ MAJOR REHABILITATION
- ■ DEMOLITION

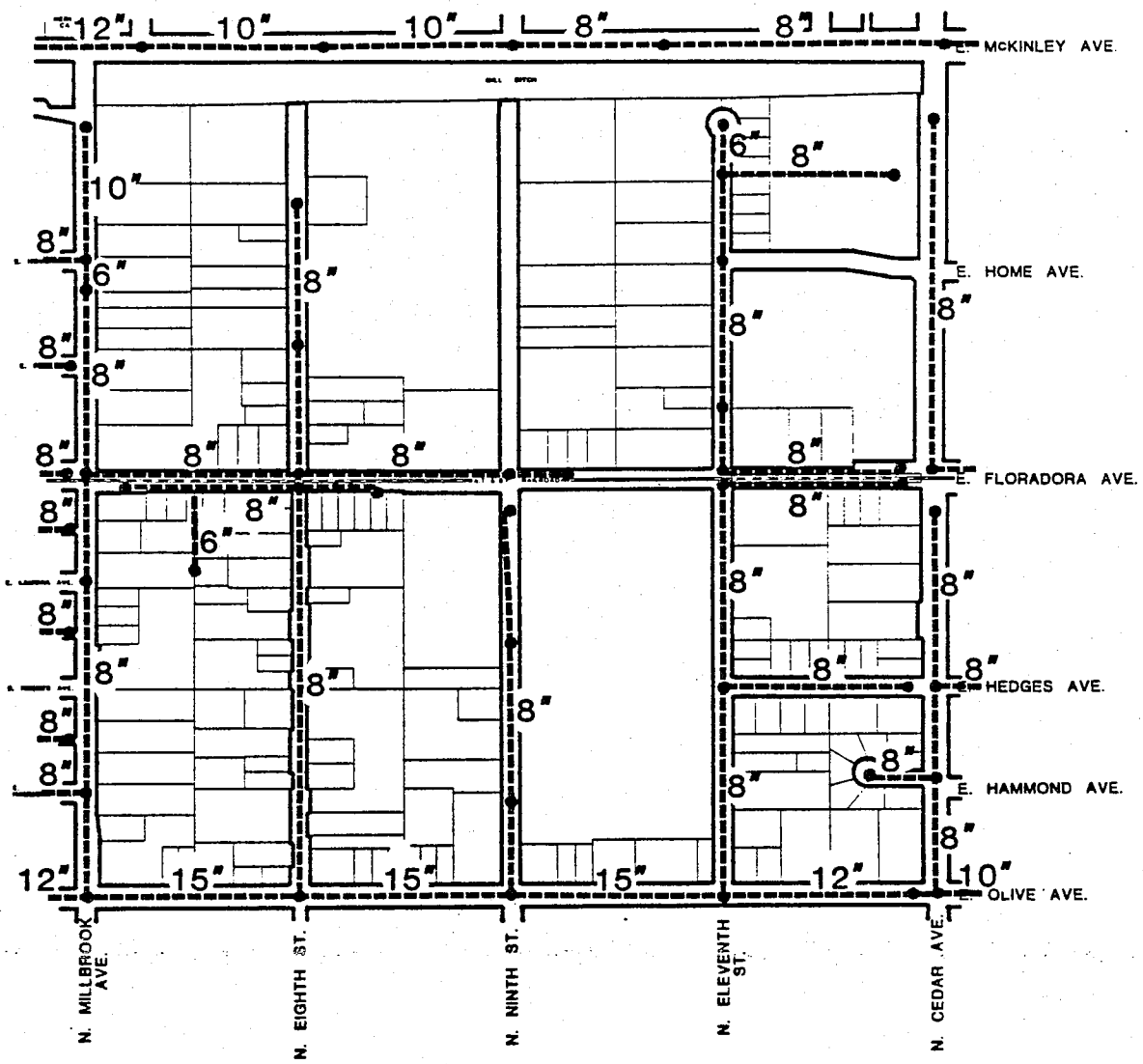
N

0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

YOSEMITE SCHOOL AREA SPECIFIC PLAN
SEWER DISTRIBUTION



LEGEND

--- SEWER MAIN

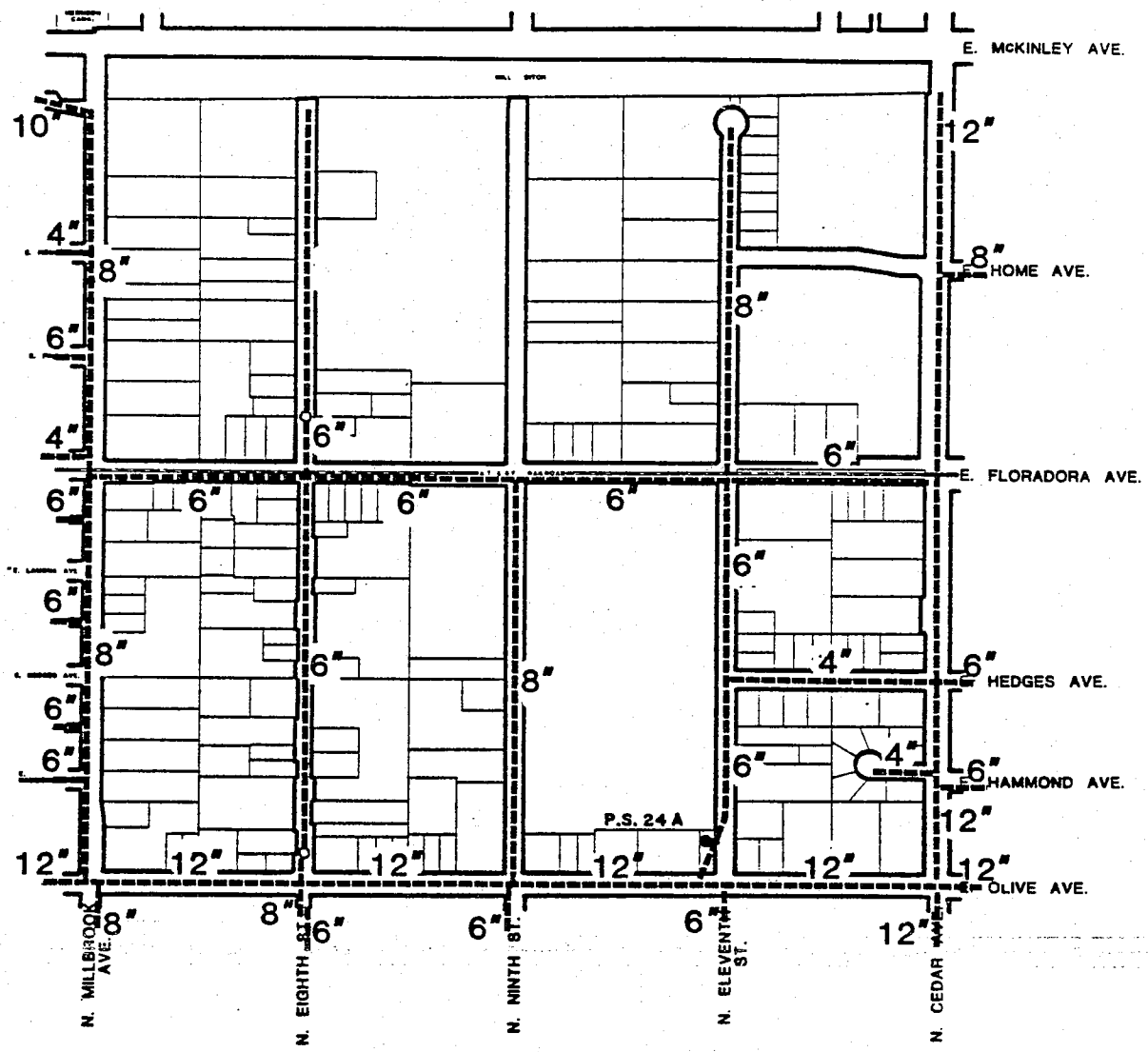
N

0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

YOSEMITE SCHOOL AREA SPECIFIC PLAN
WATER DISTRIBUTION



LEGEND

WATER MAIN

N

0 300 600

AMENDMENTS

CITY OF FRESNO • DEVELOPMENT DEPARTMENT • PLANNING DIVISION

CITY OF FRESNO NEGATIVE DECLARATION

Initial Study is on file in the DEVELOPMENT DEPARTMENT
CITY HALL-2326 Fresno St.-Fresno, CA 93721 (209) 488-1361

Applicant:
City of Fresno
Development Department

Planning Division File No.
Draft Yosemite School
Area Specific Plan

Project Description and Location:
Draft Yosemite School Area Specific Plan and related amendments to the Roosevelt Community Plan and the 1984 Fresno General Plan for a 160-acre area bounded by E. McKinley, N. Cedar, E. Olive and N. Millbrook Avenues.

Filed with:
JACQUELINE L. RYLE,
City Clerk
2nd Floor - City Hall
2326 Fresno Street
Fresno, CA 93721

The proposed project has been evaluated with respect to each item on the attached environmental checklist. This completed checklist reflects comments of any applicable responsible agencies and research and analysis conducted to examine the interrelationship between the proposed project and the physical environment. The information contained in the Environmental Assessment Application, the checklist, and any attachments to the checklist, combined to form a record indicating that an initial environmental study has been completed in compliance with the State CEQA Guidelines and the California Environmental Quality Act.

Any rating of "2" on the checklist indicates that a specific adverse environmental effect has been identified in a category which is of sufficient magnitude to be of concern. Such an effect may be inherent in the nature and magnitude of the project or may be related to the design and characteristics of the individual project. Effects rated in this manner are not sufficient in themselves to require the preparation of an Environmental Impact Report and/or have been mitigated to the extent feasible.

All new development activity and many non-physical projects contribute directly or indirectly toward a cumulative impact on the physical environment. The incremental effect contributed by this project toward such a cumulative effect is not considered substantial in itself.

The proposed project is not expected to result in any significant adverse effects in terms of the factors considered on the environmental checklist, including any such factors for which minor effects have been identified. Cumulative effects of a significant nature are also not expected. The proposed project will not result in any adverse effects which fall within the "Mandatory Findings of Significance" contained in Section 15065 of the State CEQA Guidelines. The finding is therefore made that the proposed project will not have a significant adverse effect on the environment.

This Negative Declaration will be deemed final and effective if no appeal is filed in the manner specified by Section 12-513 of the Fresno Municipal Code.

Initial Study Prepared By: Darrell Unruh
Planner III

Submitted By: NICK YOVINO,
Development Manager

Date: Nov. 24, 1987

Explanation of Ratings

"0" Insufficient Information--Insufficient information is available to determine the potential environmental effects which may result from the proposed project in this category.

"1" No Significant Environmental Effect--The proposed project will not have an adverse environmental effect in this category, or any such effect is not substantially unusual or of undesirable magnitude. This rating is also utilized in cases where the category is not applicable to the particular project under consideration.

"2" Moderate Environmental Effect--The proposed project will have an adverse environmental effect in this category which is of sufficient magnitude to be of specific concern. However, this effect is not substantial enough in itself to require the preparation of an Environmental Impact Report.

"3" Significant Adverse Environmental Effect--The environmental effect identified in this category substantiates in itself or contributed toward a finding that the proposed project has a potentially significant adverse effect on the environment sufficient to require the preparation of an Environmental Impact Report.

ENVIRONMENTAL CHECKLIST

Draft Yosemite Schoo
Area Specific Plan

Potential Environmental Effects

1.0 TOPOGRAPHIC, SOIL, GEOLOGIC CONSIDERATIONS

/ 1.1 Geologic hazards, unstable soil conditions
/ 1.2 Adverse change in topography or ground surface relief
/ 1.3 Destruction of unique geologic or physical features
/ 1.4 Increased water erosion

2.0 AIR QUALITY

/ 2.1 Substantial indirect source of pollution (large vehicle generator)
/ 2.2 Direct on-site pollution generation
/ 2.3 Generation of objectionable odors
/ 2.4 Generation of dust except during construction
/ 2.5 Adverse local climatic changes

3.0 WATER

/ 3.1 Insufficient ground water available for long-term project use
/ 3.2 Use of large quantities of ground water
/ 3.3 Wasteful use of ground water
/ 3.4 Pollution of surface or ground water supplies
/ 3.5 Reduction in ground water recharge

4.0 PLANT LIFE

/ 4.1 Reduction of the numbers of any unique, rare, or endangered species
/ 4.2 Reduction in acreage of agricultural crop
/ 4.3 Premature or unnecessary conversion of prime agricultural land

5.0 ANIMAL LIFE

/ 5.1 Reduction in the numbers of any rare unique, or endangered species
/ 5.2 Deterioration or displacement of valuable wildlife habitat

/ 6.0 HUMAN HEALTH

7.0 NOISE

/ 7.1 Increases in existing noise levels
/ 7.2 Exposure to high noise levels

8.0 LIGHT & GLARE

/ 8.1 Production of glare which will adversely affect residential areas
/ 8.2 Exposure of residences to high levels of glare

9.0 LAND USE

/ 9.1 Incompatibility with adopted plans and policies
/ 9.2 Acceleration of growth rate
/ 9.3 Induces unplanned growth
/ 9.4 Adverse change in existing or planned area characteristics

10.0 TRANSPORTATION & CIRCULATION

/ 10.1 Generation of vehicle traffic sufficient to cause capacity deficiencies on existing street system
/ 10.2 Cumulative increase in traffic on a major street for which capacity deficiencies are projected
/ 10.3 Specific traffic hazard to motorists, bicyclists, or pedestrians
/ 10.4 Routing of non-residential traffic through residential area
/ 10.5 Insufficient or poorly located parking
/ 10.6 Substantial increase in rail and/or air traffic

11.0 URBAN SERVICES

/ 11.1 Availability of fire protection
/ 11.2 Lack of emergency vehicle access
/ 11.3 Adequacy of design for crime prevention
/ 11.4 Cvercrowding of school facilities
/ 11.5 Availability of water mains of adequate size
/ 11.6 Availability of sewer lines of adequate capacity
/ 11.7 Availability of storm water drainage facilities (on or off site)
/ 11.8 Availability of adequate park and recreation areas
/ 11.9 Unusually high solid waste generation

12.0 HAZARDS

/ 12.1 Risk of explosion or release of hazardous substances
/ 12.2 Site subject to flooding
/ 12.3 Adverse change in course of flow of flood waters
/ 12.4 Potential hazards from aircraft accidents
/ 12.5 Potential hazards from landfill and/or toxic waste sites

13.0 AESTHETICS

/ 13.1 Obstruction to public or scenic vista or view
/ 13.2 Creation of aesthetically offensive conditions
/ 13.3 Removal of street trees or other valuable vegetation
/ 13.4 Architectural incompatibility with surrounding area

14.0 HISTORICAL/ARCHEOLOGICAL

/ 14.1 Removal of historic building, disruption of archeological site
/ 14.2 Construction or activity incompatible with adjacent historic site

15.0 ENERGY

/ 15.1 Use of substantial amounts of fuel or energy
/ 15.2 Substantial increase in demand upon existing sources of energy
/ 15.3 Wasteful use of energy

* See reverse side for explanation of ratings

Environmental Assessment Initial Study
(Yosemite School Area Spcific Plan)

The draft Yosemite School Area Specific Plan proposes to establish policies and strategies to address neighborhood problems such as conflicting land uses, congestion, lack of public improvements, deteriorated housing conditions and high crime rates. The specific plan would supersede the Yosemite Junior High Area Specific Plan adopted in 1976 and would substantially reduce the intensity of planned residential development. All residential properties not already developed with multiple family residences will be limited to single family residential development (medium density 5 to 10 dwelling units per acre). Those properties zoned for multiple family residential use but not develope as such shall be rezoned to R-1 single family residential.

The plan proposes to mitigate existing physical and community defincies which have become increasingly more severe over the past decade with few prospects for improvement. Several high density multiple family developments now show signs of economic distress and deferred maintenance. Numerous substandard single family residences exist throughout the neighborhood as well as several abandoned structures. Implementation of the plan will have a positive effect upon the environment and living conditions, and enhance property values as property damage, vacancy rates and criminal activities decline.

The reduced population holding capacity of this area to be accommodated by the proposed specific plan will reduce impacts upon limited public resources and facilities. The neighborhood lacks appropriate street and storm water drainage improvements and adequate open space or recreation facilities. Overstressed street, school, open space and recreation facilities and services are proposed to be improved to meet existing needs as-well-as the modest increases in traffic, student enrollment and population that may occur with significantly less intensive residential development. The achievement of these improvements will necessitate a considerable commitment of time and resources.

Based upon a review of the proposed project it has been concluded that adoption of the specific plan will not have a potentially significant adverse environmental impact.

(Staff and Advisory
Committee Recommendation)

BILL NO. B-9

INTRODUCTED BY COUNCIL MEMBER PETERSEN

ORDINANCE NO. 88-9

AN ORDINANCE OF THE CITY OF FRESNO, CALIFORNIA, ADOPTING A NEW SPECIFIC PLAN FOR THE YOSEMITE SCHOOL AREA

WHEREAS, on March 4, 1976, by Ordinance No. 76-22, the Council adopted the Yosemite Junior High Area Specific Plan; and

WHEREAS, on January 27, 1987, the Council authorized the preparation of an update of the specific plan; and

WHEREAS, an advisory committee, consisting of neighborhood residents, property owners and representatives of community groups or public agencies appointed by the Council, has worked with the Development Department staff to examine the applicability of plans and policies in addressing current neighborhood problems and deficiencies in the specific plan area; and

WHEREAS, the Development Department and advisory committee have recommended that a new specific plan be adopted to establish land use, community improvement and community organization-crime prevention strategies in an effort to improve the living environment in the specific plan area; and

WHEREAS, on November 10, 1987, the Council initiated proceedings to consider the adoption of the Yosemite School Area Specific Plan; and

PASSED 1/12/88
EFFECTIVE 2/12/88

WHEREAS, the environmental assessment for the specific plan shows that there is no substantial evidence in the record that the project may have a significant effect on the environment, resulting in the filing of a Negative Declaration; and

WHEREAS, on December 9, 1987, the Planning Commission held a public hearing to consider the Yosemite School Area Specific Plan and adopted Resolution No. 9315 recommending approval of the specific plan with revisions; and

WHEREAS, on January 12, 1988, the Council held a public hearing to consider the Yosemite School Area Specific Plan and determined, based upon the testimony and information presented, that the adoption of the proposed amendment is in the best interest of the City of Fresno.

NOW, THEREFORE, THE COUNCIL OF THE CITY OF FRESNO DOES ORDAIN AS FOLLOWS:

SECTION 1. The Council finds and determines that there is no substantial evidence in the record that the specific plan may have a significant effect on the environment and hereby approves the Negative Declaration prepared for this project.

SECTION 2. The Yosemite School Area Specific Plan consisting of the plan document and accompanying maps identified as Exhibit "A" attached and incorporated herein by reference is hereby adopted.

* * *

SECTION 3. This ordinance shall supersede Ordinance No. 76-22, and shall become effective and in full force and effect at 12:01 a.m. on the thirty-first day after its passage.

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 ordinance was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 12th day of January, 1988.

APPROVED AS TO FORM
CITY ATTORNEY'S OFFICE

James C. Sachs
Deputy

JACQUELINE L. RYLE
City Clerk

By _____
Deputy

DU:ls
5024T/239

EXCERPT OF MINUTES OF JANUARY 12, 1988
CITY COUNCIL MEETING

HEARING TO CONSIDER YOSEMITE SCHOOL AREA SPECIFIC PLAN)

Mayor Pro Tempore Kimber announced the time had arrived to consider the issue and opened the hearing. Supervising Planner Beach made a comprehensive presentation encompassing the history of the study and the results of the proposed plan; explained various portions of the resulting study, on file; reviewed the hearing conducted by the Planning Commission and the concerns of three property owners in the area, and concluded by stating staff recommended approval of the negative declaration and of the draft Yosemite School Area Specific Plan as recommended by the staff and advisory committee, and adopt the related amendment to the Roosevelt Community Plan and the 1984 Fresno General Plan.

City Attorney Wallace advised of the inappropriateness of Council action on the issue of condemnation action and explained; and recommended the following changes to IV. 5 on page 6 of the draft plan: replace the word summarizes with investigate, and add at the end "subject to availability of 1. funding, 2. detailed staff review, and 3. final Council approval. Mr. Wallace continued regarding the issue of law enforcement and suggested those issues be pulled from the final approval (4-0) of the land use issues for additional review by the study committee and staff, and additional input.

Councilmember Humphrey stated she would like to see the document adopted in its entirety, with those issue of concern removed for additional review by the committee. Discussion continued with Mr. Wallace clarifying which issues need additional discussion in IV as they do not specifically relate to land use issues. In response to Councilman Petersen, Mr. Beach advised the Specific Plan could be amended after adoption by following the normal Plan Amendment procedure, and explained.

A motion to approve staff recommendation, with the understanding the plan could be amended and with the proviso relating to condemnation action was acted upon after additional discussion and testimony. Councilman Petersen stated he felt the concerns could be worked out by the committee and staff.

Joe Reich, representing Logan and Associates, stressed the problems were not pertaining to land use but were "people problems" and elaborated on various points contained in the study.

Mayor Doig arrived at 7:25 P.M. The following people spoke in support of the motion: Jan Whitteberry, Vice Chair of the Yosemite Committee; Joe Meschlich, Chair; Charles Misakian, property owner; Bonnie Withers, 3822 E. Floradora; and Albert Haro, committee member, who suggested this be a pilot project for other areas.

Upon call no one else wished to speak and Mayor Doig closed the hearing. Councilman Petersen stated adoption of this Specific Plan was the first step toward returning control to the community, and that it was up to the community to make it work.

RESOLUTION NO. 88-14 - AMENDING THE ROOSEVELT COMMUNITY)
PLAN AND 1984 FRESNO GENERAL PLAN)

BILL NO. B-9, ORDINANCE NO. 88-9, ADOPTING THE YOSEMITE)
SCHOOL AREA SPECIFIC PLAN (STAFF AND ADVISORY COMMITTEE)
RECOMMENDATION)

On motion of Councilman Petersen, seconded by Councilman Michael, duly carried, the above entitled Resolution No. 88-14, and Bill No. B-9, Ordinance No. 88-9 hereby adopted; the Negative Declaration is hereby approved, and the draft Yosemite School Area Specific Plan as recommended by staff and advisory committee, with the changes to IV. 5 on page 6 of the plan as delineated earlier, including the proviso regarding condemnation action is hereby approved, by the following vote:

Ayes : Humphrey, Kimber, MacMichael, Petersen, Scharton, Doig
Noes : None
Absent : Anaforian

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