

CENTRAL AREA COMMUNITY PLAN SUMMARY

EDITION WITH
GOALS, POLICIES AND IMPLEMENTATION ACTIONS



CENTRAL AREA COMMUNITY PLAN

City of
FRESNO

JULY 1989

CENTRAL AREA PLANNING TASK FORCE
HOUSING AND COMMUNITY DEVELOPMENT DEPARTMENT
REDEVELOPMENT DIVISION

STATEMENT OF RELATIONSHIP
between
SPECIFIC PLANS AND REDEVELOPMENT PLANS
and
THE CENTRAL AREA COMMUNITY PLAN

Certain areas within the Central Area are subject to additional requirements involving specific land use, zoning, historic, and other development guidelines. **The applicable specific or redevelopment plan should be consulted for further details in regard to the following areas:**

- The Fulton-Van Ness Corridor between Freeway 180 and Voorman Avenue is located within the Tower District Specific Plan (see Tower District Specific Plan Land Use Map in the Appendix of the Central Area Community Plan).
- The area generally west of the SPRR and north of Tulare Street is located within the Fresno-Chandler Environs Area Specific Plan's Horizontal Surface (see Fresno-Chandler Environs Area Specific Plan Map in the Appendix of the Central Area Community Plan).
- There are eight (8) Redevelopment Plans in the Central Area (see Redevelopment Plan Location Map, Exhibit No. 2, in the Central Area Community Plan).

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CITY OF FRESNO

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SUMMARY
EDITION WITH
GOALS, POLICIES AND IMPLEMENTATION ACTIONS**

**CENTRAL AREA PLANNING TASK FORCE
AND
HOUSING AND COMMUNITY DEVELOPMENT DEPARTMENT
REDEVELOPMENT DIVISION**

JULY 1989

ACKNOWLEDGEMENTS

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**CENTRAL AREA COMMUNITY PLAN
(Summary Edition Excerpts)**

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1. INTRODUCTION

In July 1989, after more than three years of intensive work, the City Council adopted the Central Area Community Plan which is an important document for directing the revitalization of the entire Central Area (1,500 acres) bounded by Freeways 41 and 99 and the proposed Freeway 180. It is the first comprehensive plan since the Victor Gruen Plan in 1960 which proposed the development of the Fulton Mall.

The 400-page plan report, the result of an effective joint effort involving the City staff and Central Area Planning Task Force members, is the vehicle for the revitalization of the Central Area and restoration of community pride of its core area. The Plan will assist Fresno's decision makers, business community leaders, investors and citizenry in addressing the difficult choices that will have to be made in the near future in order to make the Plan's vision a reality.

The Central Area Community Plan, developed with a spirit of optimism, identifies specific goals and policies and recommends numerous implementation actions in the topic areas of Land Use, Housing, Transportation and Circulation, Urban Design, Economic Development and Marketing, Public Safety, Historic Preservation, etc. A special attention was given to the problems of the Fulton Mall District, presence of the Homeless/transients in the Central Area and the Billboards/Signs issue.

The Plan's concept is based upon a framework of activity centers including various employment, cultural, and shopping facilities in the Central Area (such as the Convention Center, governmental office center, Farmers Market, Fulton Mall District, Community Hospital, etc.). The activity centers are to be linked together by an efficient vehicular and pedestrian system making many activities and facilities a pleasant experience and easily accessible to a broad range of workers, residents and visitors. In this concept, each center depends and supports another, which creates a synergetic effect so important to the well-being of the entire area, not limited to the success of one or two centers. In order to achieve an "urban synergy," the Plan accentuates the development of improved visual and physical linkages among various centers. The emphasis is given to enhancement of the pedestrian environment, streetscapes and overall image in order to create an attractive and inspiring environment conducive to new investments and economic growth.

In addition, to name a few, the Plan recommends that high priority be given to projects such as: (1) the development of new housing and rehabilitation of existing stock; (2) implementation of the mixed-use development concept; (3) removal of visual blight and creation of a strong positive image in the entire area; (4) adoption of urban design guidelines, development standards and architectural controls to assure quality of development, including signs control and billboards removal; (5) organizing an effective public-private partnership approach in conjunction with a system of economic incentives and systematic marketing and promotion activities; (6) development of a Five-Year Capital Improvement Program and establishment of a Non-Profit Development Corporation focused upon Central Area Plan implementation; (7) retention and consolidation of government offices; (8) protection and expansion of the Convention

Center business; (9) revision of existing circulation system and parking; (10) development of a mini-shuttle bus to link downtown activity and employment centers; and (11) development of an agritrade center; etc.

Some facets of the Plan recommendations are already in the process of implementation such as the imposition of a one-year moratorium on billboards within the Central Area, paving the way towards their eventual removal; the streetscape design project developing specific proposals for streets' beautification to provide for visual image improvements of the environment in the near future. Also, the circulation and parking study project, as well as the preparation of the Mixed-Use Ordinance, is underway. In addition, the staff is preparing an Action Program which identifies all projects proposed by the Plan to facilitate its systematic implementation and monitoring process by establishing priorities and schedules.

Although the adoption of the Central Area Plan is a critical milestone towards its revitalization, the success of the Plan will be measured by the real improvements of the physical, economic and cultural environment in years to come. It is going to be a big challenge to find the sources of funding to implement it and that will, in the first place, require the commitment and leadership of the political establishment as well as strong support by the entire community.

The unanimous adoption of the Plan by the Council and the strong support by citizens clearly indicate that the "renaissance" of the Central Area as a place to be proud of has a promising beginning.

NOTE: This **SUMMARY EDITION** was prepared to facilitate the understanding of the basic concepts of the Plan. For that purpose, a new introduction was included as well as the most relevant excerpts from the Elements and Special Issues of the Central Area Community Plan Report. The Goals, Policies and Implementation Actions were included without any abbreviation. The entire Environmental Impact Report was deleted and from the Appendix only the Glossary of Terms was retained.

2. BACKGROUND

OVERVIEW OF HISTORY OF CENTRAL AREA AND SUBURBAN GROWTH

The early history of Fresno is synonymous with that of the Central Area. The City of Fresno was incorporated in 1885, had a population of 3,000, and an area of almost three square miles. The townsite was originally located in 1872 when the Central Pacific Railroad established Fresno Station at what is now the City of Fresno, then called "Sinks of Dry Creek." The railroad plotted the original three sections of land, named the streets, and donated land for the courthouse. The streets within the original mile and a quarter townsite were oriented in a grid system paralleling the northwest-southeast direction of the railroad tracks.

Fresno's first major public building was the County Courthouse, constructed in 1874, in Courthouse Park. Another prominent structure was built in 1894, the historic Fresno Water Tower. Fresno's first City Hall was erected on Broadway Street near Merced Street in 1907. Fresno's early high-rise era started in 1913 and closed in 1929 with the fall of the stock market. Ten high-rise buildings were constructed and still remain as part of Fresno's Central Area skyline.

By 1940, Fresno's population had reached 12,470, and a land area of almost ten square miles. Still, the majority of residents lived within two miles of the Central Area (see Urban Growth Map, Exhibit No. 1, page 4).

In 1941, the present City Hall was constructed at Fresno and "M" Streets in Fresno's Civic Center. The building received architectural design awards, and international acclaim for the architectural firm of Franklin and Kump, and was recognized for many years as a model for how to design a city hall.

By 1947, the Mayfair subdivision, the first major residential development of the post-World War II years was completed. It included the first of the suburban shopping centers to offer competition to the traditional Central Business District.

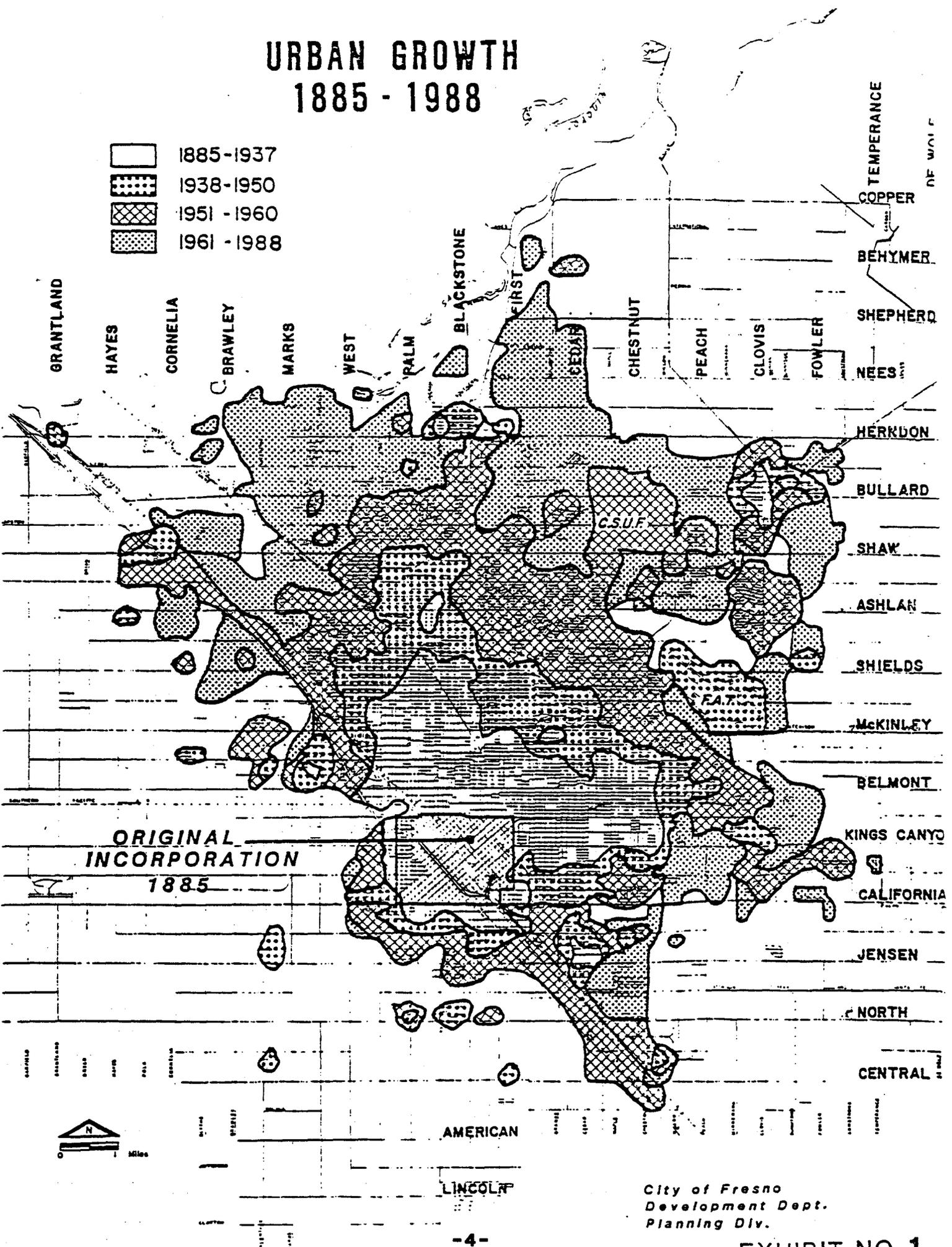
By 1960, the City's population had reached 133,929, and its size spanned over 28 square miles. Fresno's northern neighborhoods had reached Shaw Avenue.

The opening of the Fulton Mall in 1964 was greeted with substantial acclaim as Fresno was one of the nation's first cities to attempt to reverse the decline of its inner city. The Fulton Mall was intended as the centerpiece of Fresno's ambitious downtown revitalization efforts. Other major public construction in the 1960's included the completion of Freeway 99, the construction of the Del Webb Townhouse (1964), the new Fresno County Courthouse (1965), and Fresno's Convention Center complex (1966).

By 1970, the City's population had increased to 165,655, and the city covered an area of nearly 42 square miles. An era of very rapid suburban expansion occurred and continues through the present. Between 1885 and 1970, the City of Fresno gained an average of one-half square mile each year. From 1970 to 1988, the average annual increase in City area jumped to three and one quarter square miles.

URBAN GROWTH 1885 - 1988

-  1885-1937
-  1938-1950
-  1951-1960
-  1961-1988



ORIGINAL
INCORPORATION
1885

City of Fresno
Development Dept.
Planning Div.

On January 1, 1988, the City had a population of 308,700, and an area of 99.16 square miles. This was two and one-third times the area recorded for the City in 1970, three and one-half times the area recorded in 1960, and nearly thirty-four times the area originally incorporated in 1885.

Fresno's Central Area relates today to a far different city and its metropolitan area than it did in the 1960's when the plans for the Central Area revitalization had been formulated and its implementation was underway.

PAST PLANNING EFFORTS AFFECTING CENTRAL AREA

Fresno has a long history of being on the vanguard of those cities that would seek to control their own destiny. Fresno's comprehensive planning program dates back to 1916, one of the earliest in the State. In 1918, Charles Henry Cheney, architect and city planner from San Francisco, completed the "General Report on Progress of City Plan for Fresno." His report established a progressive plan for orderly development, introduced zoning and land use planning, proposed a civic center, a street system oriented to the automobile, railroad consolidation, and downtown revitalization. Subsequent city plans have utilized Cheney's ideas as the basis for Fresno's development.

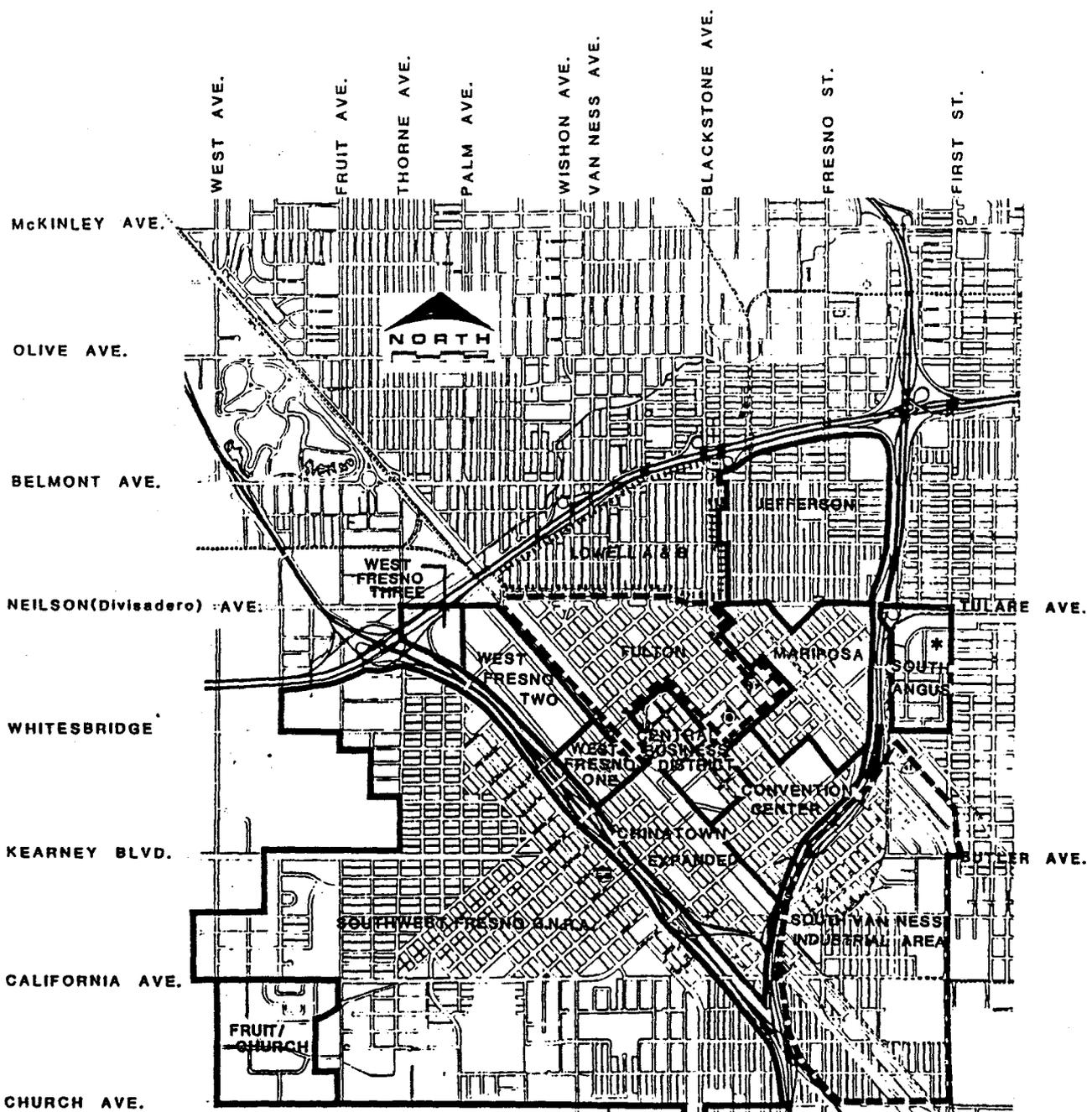
Concurrent with residential development during the post World War II era came growth of shopping centers and industries geared to the convenience of automotive transportation. By the mid-1950's the traditional center of the city was increasingly the scene of traffic jams and vacant storefronts. The Central Area still had vitality, but was losing its dominant position as the retail, civic, and administrative heart of a six-county trade area. It was also falling behind the rest of the city, and its physical framework reflected technology and ways of life that were outdated.

Gruen Planning Era

At the request of a group of Central Area merchants known as the "Hundred Percenters" (forerunner of the Fresno Downtown Association) the City of Fresno and its Redevelopment Agency retained the Victor Gruen Associates in 1958 to prepare a conceptual plan for the entire Central Area and an urban renewal plan for the Central Business District. The approach chosen was an ambitious program aimed at intensively reshaping and completely renewing the Central Area as the regional shopping center of the six-county trade area. The proposed revitalization effort was expected to match the progress occurring in the surrounding suburban neighborhoods.

The Gruen Central Area Plan was a bold plan that became a cornerstone of the equally bold 1959 Fresno-Clovis General Plan, the City's first. The Central Area was designed as the central core of the metropolitan planning area, surrounded by three regional freeway routes. Fresno's planning efforts were very ambitious. Fresno was one of the first cities to coordinate its land use and circulation planning with the State's transportation planning efforts.

In 1960, the Gruen Plan was approved by the City Council, the City's Redevelopment Agency, and the Hundred Percenters in a partnership approach that also included substantial planning and implementation grant funds from the federal government's Department of Housing and Urban Development.



LEGEND

- ADOPTED
- - -** IN-PROGRESS
-** PROPOSED
- *** COMPLETED

COMMUNITY REDEVELOPMENT PLAN AREAS (IN AND ADJACENT TO CENTRAL AREA)

City of **FRESNO**
 Housing And Community Development Department
 Redevelopment Planning Division

WEST AVE.
 FRUIT AVE.
 THORNE AVE.
 PALM AVE.
 WISHON AVE.
 VAN NESS AVE.
 BLACKSTONE AVE.
 FRESNO ST.
 FIRST ST.

WEST AVE.
 FRUIT AVE.
 WALNUT (Palm) AVE.
 FIG (M.L. King Blvd.) AVE.
 ELM AVE.
 CHERRY (Fresno)
 EAST (First)

EXHIBIT NO. 2

Thus, the City of Fresno had embarked upon an enthusiastic course of action as one of the first cities in the U.S. to attempt a comprehensive revitalization of its total downtown area. This would lead to much renown. Construction of the nation's first open-air malls in a Central Business District was accompanied by new parking facilities, substantial public and private investments in new construction and rehabilitation of existing buildings, and the construction of new circulation and utility systems. Fresno's bold visions and dramatic actions reached their high point in the City's recognition as an All-American City by Look Magazine in 1965.

Post-Gruen Planning Efforts

By the mid-1970's Fresno's purposeful efforts for revitalizing its downtown had slipped from its top priority status. The 1974 FCMA General Plan update was based upon a multiple-centers concept where the Central Area shared its role as a key business/civic/residential center with several established and emerging centers in Metropolitan Fresno. The City's last major effort to attract a major department store to anchor its Central Business District occurred in 1976. In the following year, the Redevelopment Agency, the organization that had focused upon implementation and marketing of the Gruen Plan, was dispersed into the City's organizational structure. In 1978, the Central Business District Redevelopment Plan was substantially amended to reflect a marketing emphasis on a balance of office, retail and supportive uses instead of continuing to rebuild the area in a shopping center concept.

The thrust of the City's Central Area planning and implementation efforts in the late 1970's and 1980's concentrated less on retail development and more on encouraging new office construction, new housing development, convention-related development, as well as the completion of the highly successful light industrial park development adjacent to Freeway 99, north of Fresno Street (West Fresno I and II Projects). The redevelopment planning efforts were concentrated on addressing blighted conditions and attracting new developments in the other parts of the Central Area, outside the Central Business District.

PLANNING FOR THE CENTRAL AREA IN THE CONTEXT OF METROPOLITAN FRESNO

Population projections forecast a continuation of Fresno's rapid growth trend into the twenty-first century. Of concern is the quality of life, particularly as it relates to the Central Area and the older neighborhoods that surround it. To keep the harmony of new growth and rebuilding of a city in this era of fiscal limits is a very difficult task. The path is crossed with difficult hurdles, such as:

- o escalating public costs associated with suburban growth;
- o increasing citizen concern for the adequacy of public services;
- o lack of taxpayer support in funding public infrastructure; and
- o lack of alternative revenue sources to fund necessary services at the local level.

The Northward Growth Trend

The issue of how a city grows--how much is suburban expansion, how much is conservation, and how much is rebuilding of older areas--is a prime issue for the comprehensive planning process in Fresno. The 1984 General Plan attempted to establish the policy framework to guide the future character and quality of Fresno's development for the next twenty years. Conditions have changed since its adoption and there are concerns that the General Plan does not take a firm stand in balancing the projected growth of the city between its expanding fringe areas and its aging inner city. For instance, the present General Plan's suburban growth areas can accommodate:

- o Twice the population growth that is projected for the 20-year planning period;
- o Three times more of the retail and office space than necessary to support the population growth.

The implications of such findings are substantial. The suburbanization process that has been consistently robbing the Central Area of its market for the past several decades is not only continuing, but has been accelerating, and there appears to be no end in sight. The City's growth continues to accelerate in basically one direction, to the north, away from the Central Area. The geographic center in early-day Fresno was the Central Area, currently the geographic center is presumed to be Shields Avenue, near the Manchester Center. A legitimate fear is that urban growth in the next decade could reach Friant, with the center of the City approaching Shaw or Herndon Avenue.

The Woodward Park Community Plan area which is in the path of the northward urban growth trend serves to illustrate those concerns. Planning studies are underway to update the Woodward Park Community Plan in the context of the 1984 General Plan. The Plan update addresses issues important to the residents of the Woodward Park Community as well as the overall city. The present Community Plan's land uses are capable of absorbing most of Fresno's new housing construction, and all of its new commercial and office construction for the next twenty years. At issue is whether the provision of the urban infrastructure (sewer, water, highway capacity) and service to support that level of suburban development is feasible, affordable, or even desirable.

The new mid-rise/high-rise policy adopted in 1988 precludes mid-rise structures elsewhere in the City other than the Highway 41-Blackstone corridor. In spite of good intentions to protect the interest of "the downtown," the Central Area lost one of its few, unique "privileges" to attract new development. The former privilege is now feared as a liability that may become one of the most important elements in formulating a new "uptown" in the suburbs. The growing number of mid-rise structures proposed within the north end of the corridor is another evidence of the negative implications of the City's current policies on Central Area's revitalization.

There is a direct correlation between the explosion of fringe area development and the Central area's growing problems. The statistics of overbuilding the suburbs and loss of markets in the Central Area and other older parts of the City support it. Unless a clear edge is firmly established for what will constitute the extent of the City's geographic expansion over the next twenty years, and unless the City's adopted plans are followed with some measure of consistency, there appears to be little basis for actually reestablishing the economic vitality, strength and proper functions of the Central Area.

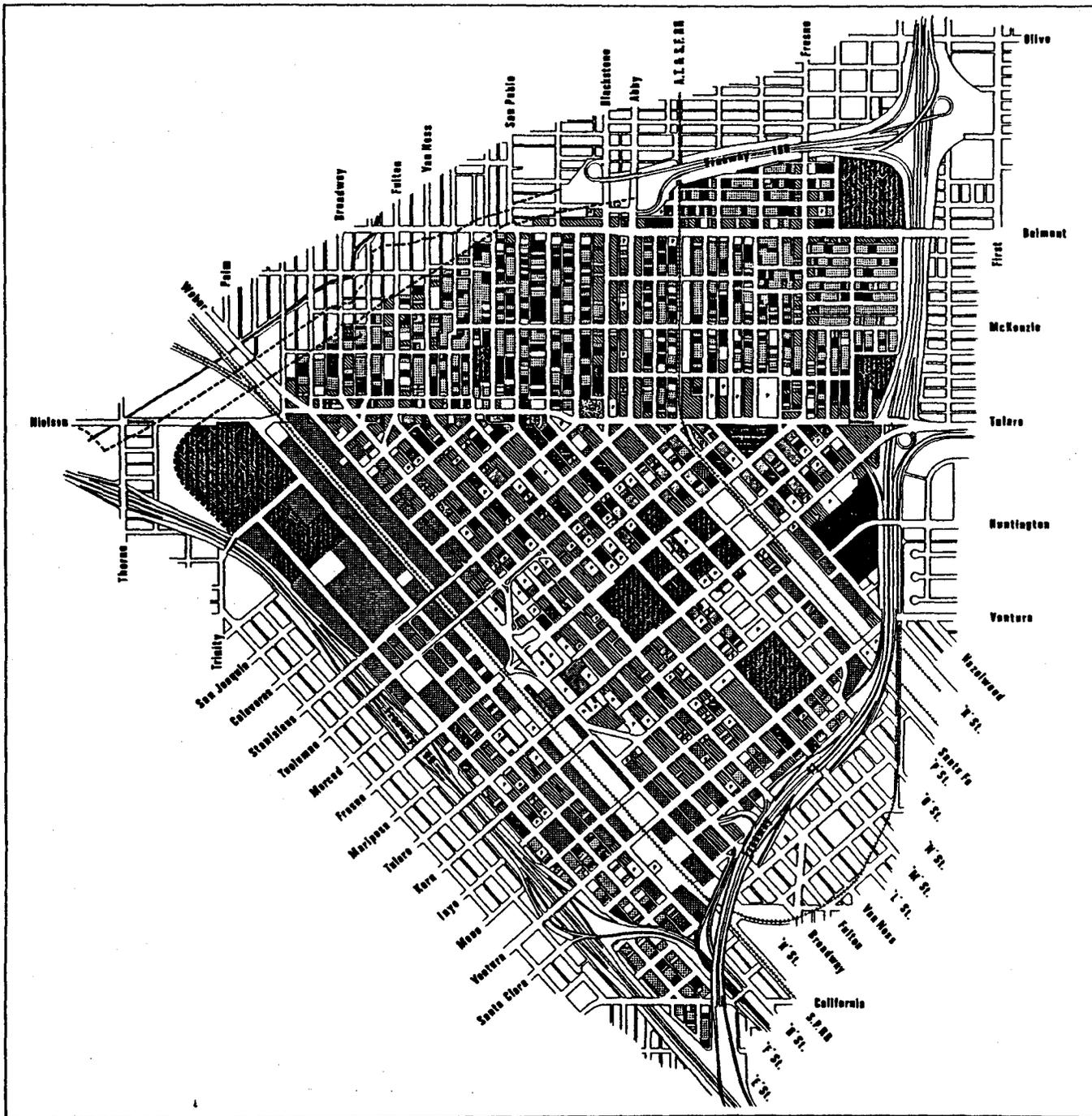
Therefore, the adoption of policies for a balanced growth through an update of the General Plan and avoidance of deviations from such a plan, are the prime prerequisites to make the Central Area Community Plan workable and fully effective. The adjustments of present development policies will not be easy, but are absolutely necessary to give the Central Area Plan a chance to be successfully implemented.

PLAN FRAMEWORK

In order to aggressively promote the revitalization of the Central Area, the Central Area Community Plan presents a strong policy planning approach, a basic land use planning orientation, and a flexible process of implementation. It provides overall direction, and focuses on relevant priorities, as well as long and short range ideas for carrying-out the plan.

The Central Area Community Plan is built around 14 goals, 71 policies, and 280 implementation actions. The Plan further identifies 21 of the implementation actions as priority actions for immediate action, or action within five years (see List of Priority Plan Implementation Actions, page 98). The **Goals** are broad statements of philosophy that describe the hopes of the people and establish direction in the long term. **Policies** provide the basis for consistent action directed toward achieving the goals. Policies relate to programs, either strengthening or redirecting existing programs or creating new ones. **Implementation Actions** are ideas about how to create discrete projects and to carry-out the policies. Because of their specificity in relation to the goals and policies, the implementation actions are inherently shorter range in nature. It is expected that the implementation actions may or may not be carried-out in the precise form as they are stated, but depict the manner in which projects should be formed in order to carry-out the policies.

Complementing the Goals, Policies, and Implementation Actions are the Plan's Vision Statement, the Concept Plan Map, the Land Use Plan Map, the Districts Plan Map, Circulation Plan Map, and the Urban Design Plan Map.



Central Area

Generalized Existing Land Use

Legend

-  SINGLE FAMILY RESIDENTIAL
-  MULTIPLE FAMILY RESIDENTIAL
-  OFFICE COMMERCIAL
-  GENERAL COMMERCIAL
-  PUBLIC FACILITIES
-  QUASI-PUBLIC
-  RECREATIONAL/OPEN SPACE
-  INDUSTRIAL
-  P PARKING
-  VACANT



FRESNO
DEVELOPMENT DEPT.
PLANNING DIV.
6-24-85

3. LAND USE CONCEPT

The Land Use Element of the Central Area Community Plan is the most fundamental element and has the broadest scope of the Plan's elements since it regulates how land is to be utilized, and integrates and synthesizes most of the issues and recommendations contained in the remaining plan elements. A land use element typically designates the proposed general distribution, general location, and intensity of land utilization for housing, business, industry, public facilities and open space.

The Land Use Plan seeks to restore and develop the Central Area as an urban center, and encourages the concentration and intensification of environment in a concept that would promote its urban characteristics and distinguish it from its suburban counterparts. This would provide the Central Area with a distinct identity and improve its ability to compete with suburban markets.

PLAN APPROACH

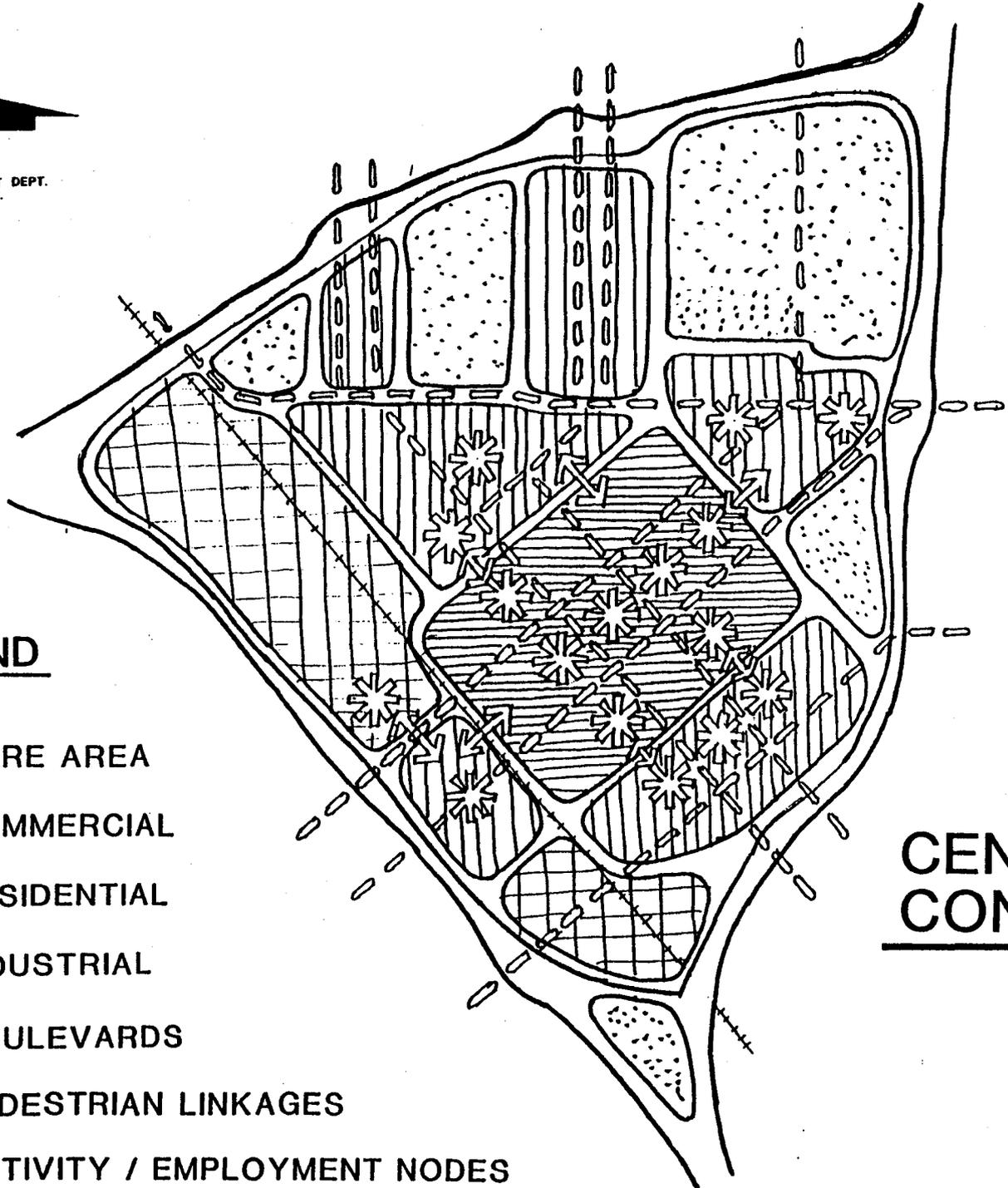
The Central Area Community Plan's land use concept is not a radical departure from present land use patterns in the area (see Exhibit No. 3, page 10). In keeping with the Plan's Vision Statement (see Chapter 18, page 96), it is an effort to nurture and guide the existing land use patterns into a series of activity centers to establish an identity which is both specific to a particular district and cumulative for the Central Area as a whole. The formulation of Districts to establish general geographic boundaries depends upon a transportation and pedestrian system that creates both linkages to interconnect activity centers and a synergistic energy for the Central Area's revitalization (see Exhibit No. 4, page 12). The Land Use Plan builds upon the numerous investments of the previous 30 years, the lengthy history of the Central Area as a melting pot of many ethnic cultures and its traditional role as the administrative, agribusiness, and cultural center for the City and the region.

A unique feature of the Land Use Plan is an emphasis on integrating a "mixed use" concept to provide innovative, flexible development alternatives and unique living/working environments in order to better respond to the potentials for a diverse urban market. This concept will be a catalyst for segments of the population that are interested in an urban lifestyle and provide further incentives to attract new developments.

The Land Use Plan is based upon types of land uses that are already established by code, and new types of land uses tailored to the Central Area situation. Together, the expanded range of proposed land uses will reinforce the vitality and urban identity of present activity centers, and encourage the evolution of Districts that will provide a more comprehensive relationship between land use patterns and connecting linkages in the Central Area (see Exhibit No. 7, page 17). These designations are shown in the Land Use Plan as Residential, Commercial, Commercial Mixed Use--Level 1 and 2, Commercial/Industrial and Civic Center (see Exhibit No. 5, page 13). A Land Use Association Matrix has been developed to identify how existing and potential Zone Districts correspond to the land use designations of the Land Use Plan (see Exhibit No. 6, page 15).



FRESNO
DEVELOPMENT DEPT.
PLANNING DIV.



LEGEND

-  CORE AREA
-  COMMERCIAL
-  RESIDENTIAL
-  INDUSTRIAL
-  BOULEVARDS
-  PEDESTRIAN LINKAGES
-  ACTIVITY / EMPLOYMENT NODES

**CENTRAL AREA
CONCEPT PLAN**

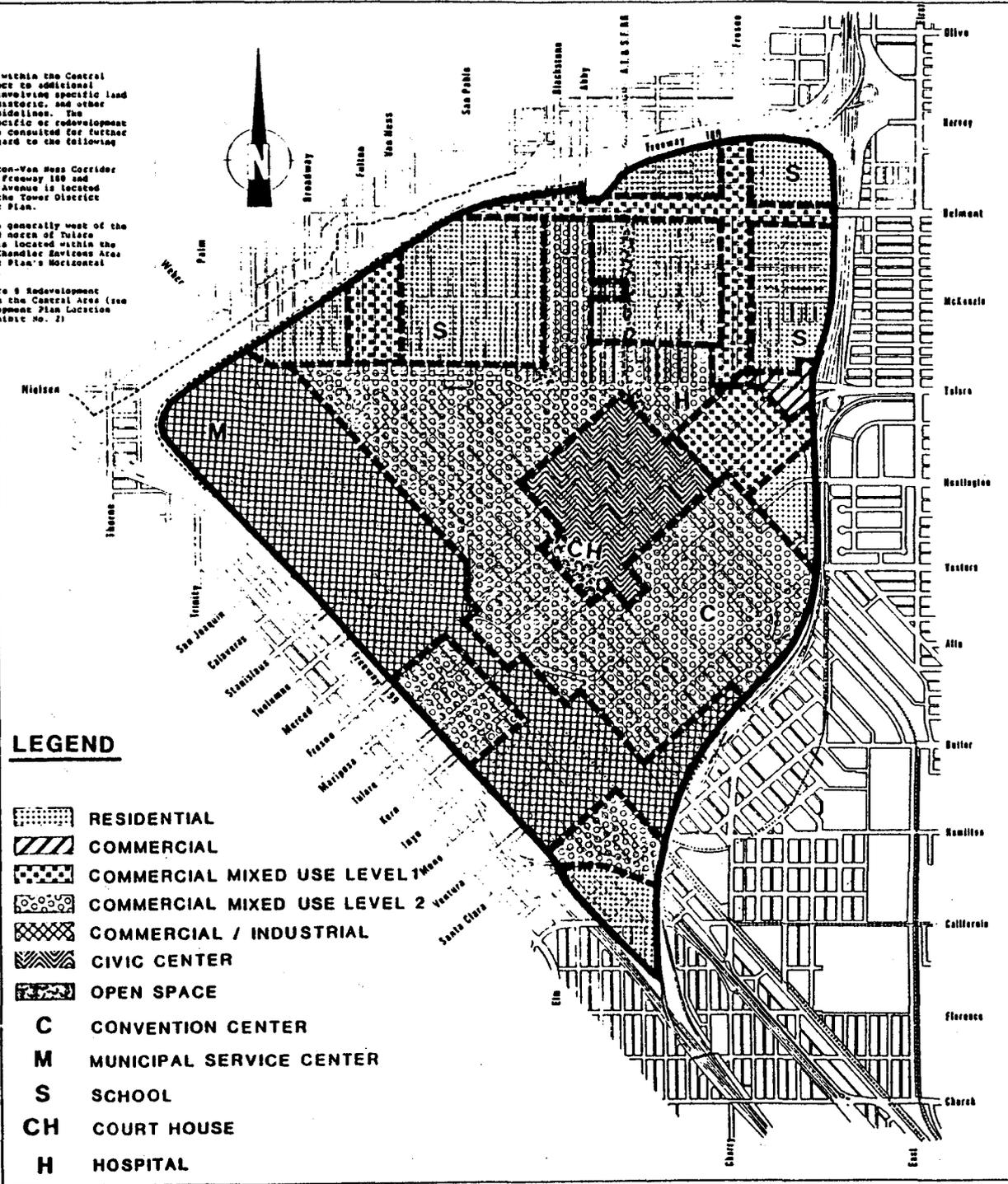
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- There are 8 Redevelopment Plans in the Central Area (see Redevelopment Plan Location Map, Exhibit No. 2)

-13-

EXHIBIT NO. 5



LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  COMMERCIAL MIXED USE LEVEL 1
-  COMMERCIAL MIXED USE LEVEL 2
-  COMMERCIAL / INDUSTRIAL
-  CIVIC CENTER
-  OPEN SPACE
- C** CONVENTION CENTER
- M** MUNICIPAL SERVICE CENTER
- S** SCHOOL
- CH** COURT HOUSE
- H** HOSPITAL

Central Area

**Proposed
LAND USE**



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The traditional land use designations--Residential, Commercial, Commercial/Industrial and Civic Center--are standard categories that generally reflect existing land uses, zone districts and predominant land use patterns that are already located in the specific areas. Development criteria and standards are controlled by the existing zoning categories as described in the City Zoning Ordinance.

Development in all land use designations should be implemented in accordance with the Goal, Policies and Implementation Actions of the applicable land use subelement (i.e., Residential, Commercial, Government, and Industrial).

Commercial Mixed Use

The proposed Commercial Mixed Use (Level 1 and Level 2) designations are refinements of the R-P, C-P and C-4 Zone Districts to promote the mixed use concept in the Central Area. The designations would encourage residential use in conjunction with professional office, commercial, and commercial light manufacturing (Level 2 only) land uses to provide alternative development options within predominately commercial environments. The concept would create potentials for integrated working/living environments and permit more incentives for the development of properties.

Examples would be the creation of an artist's colony in the Fulton Area or Convention Center Area where artists (craftsmen) can have a studio or workshop that includes a residential area along with work and display areas. Another, could be the conversion and rehabilitation of large office or residential structures to accommodate both office and residential uses. This alternative is being considered in the Fulton Area where residential structures (some historically significant) are being restored and converted to a mixed usage. The last example can be the return of the mixed use structures where residential units are located above or in back of street level nonresidential shops and offices.

1. Commercial Mixed Use, Level 1 (C/MX-1)

The Commercial Mixed Use, Level 1 (C/MX-1) is the more restrictive of the two designations. It is intended to provide a lower intensity of land utilization which would only permit professional office and light commercial land uses (such as in R-P and C-P Zone Districts) to be combined on the same site with the residential land uses. This designation is proposed for Belmont, Fresno, and Fulton/Van Ness corridors and the transition area between Community Hospital and Farmers Market where less intensive nonresidential uses are necessary to ensure a proper transition towards residential uses (see Exhibit No. 7).

2. Commercial Mixed Use, Level 2 (C/MX-2)

The Commercial Mixed Use, Level 2 (C/MX-2), is more flexible to implement the mixed-use concept within the professional office, commercial and residential range of land uses (similar to C-4 Zone District). The purpose of the C/MX-2 designation is to permit a mixed-use concept to enhance the development potentials of the existing environment within the Central Area and permit the most flexible range of development options to attract new developments.

EXHIBIT NO. 6

CENTRAL AREA LAND USE ASSOCIATION MATRIX ***

LAND USE CATEGORIES

Zones	Residential	Commercial	Commercial Mixed Use		Commercial Industrial	Civic Center	Public Facilities
			L1	L2			
R-1	x		x	x			
R-2	x		x	x			
R-3	x		x	x			
R-4	x		x	x			
R-P	x	x	x				x
RP-L	x	x	x	x			x
C-P	x	x	x	x			x
C-1		x	x	x			
C-2		x		x			
C-4		x		x			
C-5		x		x			
C-6		x		x			
C-R		x	**	x			
C-M			**	x	x		
M-1-P						x	
M-1				x	x		x
*M-2					x		
P		x		x	x		x
CC	x					x	x
CCO				x			x

* Existing land uses only

** Selected uses only

*** Certain areas within the Central Area are subject to additional requirements involving specific land use, zoning, historic, and other development guidelines. The applicable specific or redevelopment plan should be consulted for further details in regard to the following areas:

- The Fulton-Van Ness Corridor between Freeway 180 and Voorman Avenue is located within the Tower District Specific Plan (see Tower District Specific Plan Land Use Map in Appendix 14.11, p. A-36).
- The area generally west of the SPRR and north of Tulare Street is located within the Fresno-Chandler Downtown Airport Environs Area Specific Plan's Horizontal Surface (see Existing Zoning Map, Exhibit No. 4, and Appendix 14.12, p. A-37), and shall be subject to the following conditions:
 - a. Building height beneath the Horizontal Surface shall be limited to 150 feet in accordance with Part 77, Federal Regulations.
 - b. Uses that are conditionally acceptable within Airport Safety Zone III (see Environs Plan Appendix B-Safety and Noise Compatibility Comparison Table) shall not result in a large concentration of people which is defined as a gathering of individuals in an area that would result in an average density of greater than 25 people per acre during a two-hour period; or a single event that would result in the gathering of more than 50 people per acre for a duration of greater than two hours.
- There are eight (8) adopted Redevelopment Plans in the Central Area (Jefferson, Mariposa, Convention Center, Chinatown Expanded, West Fresno I, II, and III, as shown on Exhibit No. 2).

The C/MX-2 designation emphasizes diversity and supports continual development of individual activity centers and land use districts. The flexibility of this designation will contribute to the geographic unifications of the land use districts and the development of their activity center identities.

Important to the successful application of this proposed land use concept, is the development of specific development standards and regulations to ensure a safe and livable environment for both residential and nonresidential uses. Implementation of the Commercial Mixed Use (Level 1 and Level 2) designations should be in accordance with the Goal, Policies and Implementation Actions of the Commercial section of this Plan.

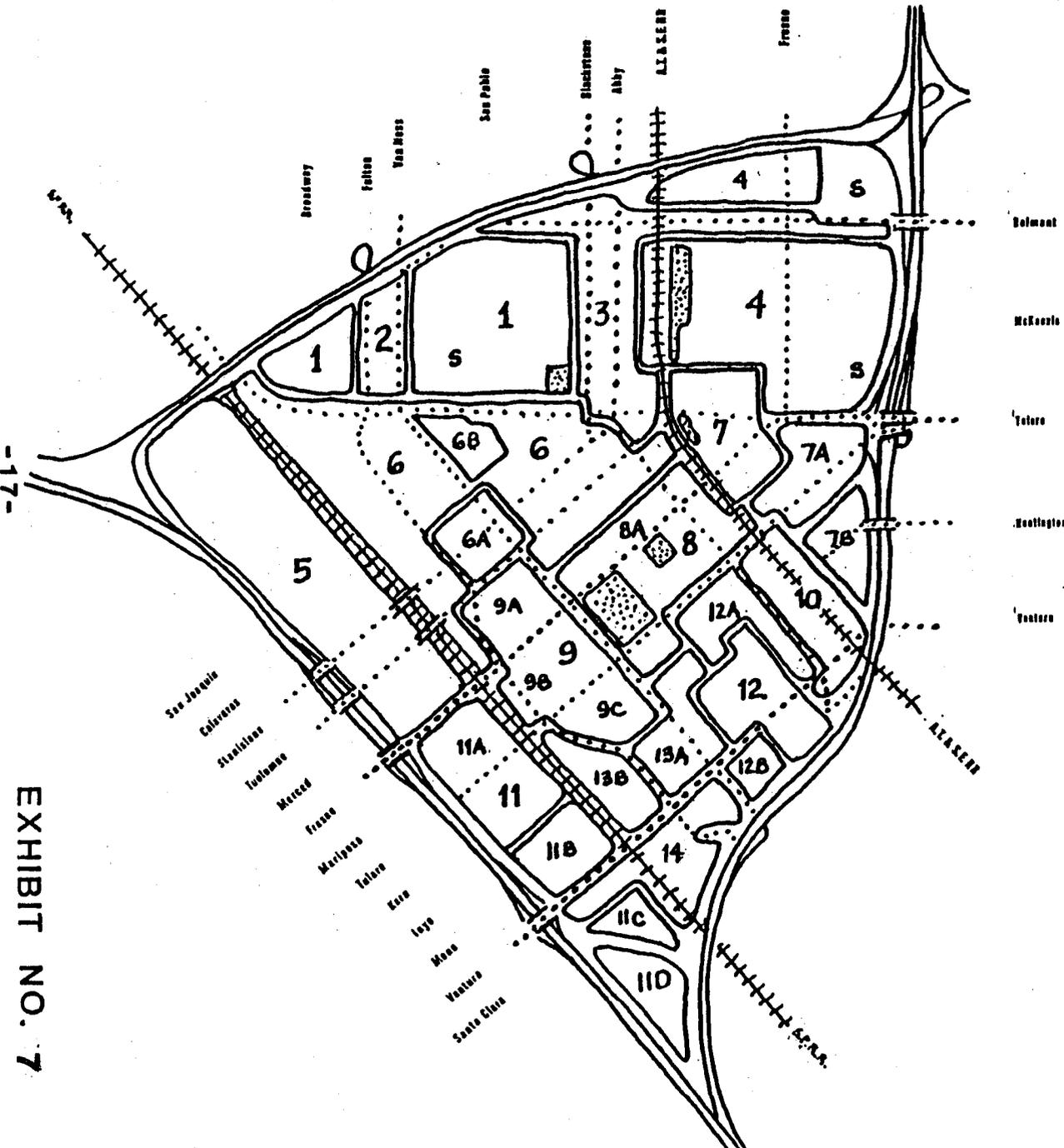
Central Area

CENTRAL AREA

ACTIVITY CENTERS CONCEPT MAP

LEGEND

1. **LOWELL RESIDENTIAL AREA**
Quality Urban Housing
2. **FULTON-VAN NESS MIXED USE AREA**
Heritage Mixed Uses
Office, Support/Specially Commercial
3. **BLACKSTONE-ABBY COMMERCIAL AREA**
Support Commercial Uses
4. **JEFFERSON RESIDENTIAL AREA**
Quality Urban Housing
5. **WEST FRESNO INDUSTRIAL PARK AREA**
Light Industrial, Wholesale, Warehouse Uses
6. **FULTON AREA MIXED USES**
Office, Support Commercial
Institutional Uses
Quality Urban Housing
- 6A. **Cultural/Entertainment Area**
Proposed "Bright Lights" Mixed Uses, Theaters, Museums, Art Galleries, Restaurants, Night Clubs
- 6B. **Heritage Area**
Historic Homes Mixed Uses
Office, Support/Service Commercial
7. **COMMUNITY HOSPITAL-RELATED USES**
- 7A. **Farmers Market Commercial Area**
Restaurants, Support Commercial, Offices
- 7B. **Huntington Park Residential Area**
Quality Urban Housing
8. **GOVERNMENTAL CENTER AREA**
- 8A. **Governmental Center Expansion Area**
9. **FULTON MALL AREA**
- 9A. **Urban Office Park Complex**
- 9B. **Mixed Use Office/Commercial**
- 9C. **Ethnic/Festival Marketplace**
Specially Shops, Restaurants, Entertainment
10. **WAREHOUSE ROW**
Entertainment/Specially Commercial, Offices
11. **CHINATOWN AREA**
- 11A. **Ethnic/Specially Commercial Mixed Uses**
- 11B. **Industrial Uses**
- 11C. **Social Service Area**
- 11D. **Residential and Rehabilitation Uses**
12. **CONVENTION CENTER AREA**
- 12A. **Civic Center Square Office, Support Commercial Uses**
- 12B. **Ethnic Commercial and Institutional Uses (Saroyan Theme)**
13. **CONVENTION CENTER-RELATED USES**
- 13A. **International Trade Center**
Corporate Offices, Support/Specialty Commercial
- 13B. **Sports/Recreational Complex**
Multifunctional Sports Stadium
14. **WHOLESALE, WAREHOUSE, COMMERCIAL MIXED USES**



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EXHIBIT NO. 7

4. RESIDENTIAL ELEMENT

The continual decline of quality residential environments in the Central Area is a major concern of the Central Area Community Plan. The stability of the Central Area's neighborhoods has been disrupted by an infilling process of lower quality apartments on undersized lots that provide limited amenities, encourage overcrowding, and are designed to maximize density allocations and investors' profits without any concern for the surrounding neighborhood. The steady outward movement of Fresno's population during the past decades has depleted the Central Area of a healthy population mix and left its neighborhoods with an image of stagnation that discourages any investments except those focused on the short term.

There is a pressing need to halt the decline of the Central Area. The foundation of any revitalization program is stabilization of its neighborhoods and creation of new opportunities for an infusion of quality housing to provide a support population for the long-term health and vitality of the Central Area.

PLAN APPROACH

The Central Area Community Plan proposes to make the Central Area attractive to a diversified housing market. This can be accomplished, but only through proper planning to develop a livable, quality urban environment that provides a range of housing types, a sense of neighborhood identity, stability, security (defensible space), and locations that are convenient to work places, recreation/entertainment, and commercial services.

An innovative approach is necessary to respond to a limited residential market. An infusion of housing for young professionals, "empty nesters," and possibly families with older children, is necessary to reverse the present image and provide a stable, proper climate for investments. A strong emphasis is placed upon a significant increment of owner-occupants to establish a stable core of people that are willing to become "involved" in fortunes of their neighborhoods. The preparation of a specific, residential master plan is the first step in such an approach. Master planning is essential to ensure that activities are orchestrated to the final goals of the plan which are to attract buyers who will occupy their own homes in Central Area neighborhoods.

The Central Area Community Plan proposes that the Master Plan reflect appropriate densities, particularly in the area north of Divisadero Street. The Master Plan would promote a more comprehensive and viable residential environment that would limit overbuilding on undersized parcels, but provide incentives for larger scale housing projects that can support a full range of neighborhood amenities. In the interim, until land is assembled for larger scale development, the medium high residential designation (R-2, 10.38-18.15 units per acre) will apply to all developments under two acres in size. The property development standards specified in the Jefferson Redevelopment Plan will be required for all new housing on infill sites in the Jefferson and Lowell areas in order to ensure the quality of the residential environment and prevent its further decline. Density incentives equal to the R-4 Zone District may be given to Planned Developments that are

at least two acres in size, depending upon the quality of amenities that are provided, such as common open space, active recreation facilities, and other support facilities. Mid-rise and high-rise residential developments may also be given specific, favorable consideration.

The Plan encourages the "mixed-use" concept as an alternative development option south of Divisadero Street. This appears to be a very workable means to provide support population necessary to reinforce core area functions and provide an extended ("24-hour") environment for Central Area activities. The "mixed use" approach provides an excellent opportunity to develop unique living/working environments in and around the Fulton Mall District and establish a market for "after hours" activities such as leisure shopping, fine dining, and entertainment. Attractive, safe and high-quality urban residential developments would be encouraged in this area. Specific zone districts and building codes would be developed to limit these development opportunities only to the Central Area where such an approach is both workable and necessary.

Of prime importance is the need to provide a "safe" investment environment in order to attract new investors and provide a basis for further, on-going reinvestment in the Central Area's neighborhoods. The Plan proposes that the City take the lead in restructuring the present residential environment through selective demolition, landbanking, and infrastructure reconstruction, ahead of actual market demand, in order to provide a more stable environment and climate for investments. Public programs to assist in the preparation of the residential sites--particularly the existing infrastructure--and housing specialist staff to assist in preparing loan packages, grant applications and preparation of innovative financing programs, would be a positive incentive in formulating a comprehensive development package to attract new development.

Incentives should also be developed to improve the vitality of existing housing in the Central Area and to reinforce the Visual Blight Cleanup Program adopted by the City in December of 1987. Specific incentives can be utilized to encourage renters and property owners to be more responsive to the conditions of their own living environment. Further incentives can be developed from the implementation of community programs to ensure the success of long-range housing strategies in the Central Area.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Residential Goal

Establish a clean and safe environment which provides for a variety of housing opportunities and restores the pride and identity of the residential areas within the Central Area.

Residential Policy 1

Prepare a master plan which includes improved infrastructure and other supportive services, to promote affordable housing for a diverse cross-section of the population.

Implementation Actions

Res 1-1 Address all types of residential uses, including multiple types of housing for all categories of residents in the master plan.

- Res 1-2** Direct the priority for revitalization to the residential areas north of Divisadero Street to improve deteriorating and insufficient infrastructure and other supportive services.
- Res 1-3** Encourage comprehensive planning and design of residential environments to provide such amenities as usable private open space, units with street frontage, and functional open spaces.
- Res 1-4** Encourage a mixed-use planned development approach to provide for housing and neighborhood activities that support other Central Area functions.
- Res 1-5** Require new housing to conform to minimum development standards as stated in the Jefferson Redevelopment Plan for the area north of Divisadero Street.

Residential Policy 2

Require residential densities which are compatible with the principles of a quality mixed use urban living environment.

Implementation Actions

- Res 2-1** Encourage densities which allow for decent owner-occupied housing and a suitable living environment for households with children.
- Res 2-2** Provide incentives for developments to incorporate quality design and amenities in the creation of comprehensive residential environments that are responsive to density designations.

Residential Policy 3

Promote a greater proportion of owner-occupied dwellings in a comprehensive residential environment.

Implementation Actions

- Res 3-1** Set a target of fifty percent owner-occupancy in priority residential areas, such as the Lowell and Jefferson neighborhoods.
- Res 3-2** Provide financial inducements to ownership by low and moderate income buyers, such as reduction in cost of obtaining financing for purchase, construction, and rehabilitation, and rent-purchase options.
- Res 3-3** Provide incentives for relocation within the area for current owner-occupants who are being displaced.

Residential Policy 4

Strengthen the residential environment through preservation and rehabilitation of existing structures.

Implementation Actions

Res 4-1 Develop unique neighborhood renewal programs that provide incentives to tenants and property owners for participation in housing maintenance and rehabilitation.

Res 4-2 Enforce codes in an active but fair manner to insure physical safety and improve the visual appearance of the residential environment.

Res 4-3 Explore other resources or programs which offer assistance for community projects.

Residential Policy 5

Attract and generate new residential investment and development options in the Central Area.

Implementation Actions

Res 5-1 Develop a nonprofit Community Development Corporation that is committed to a long range partnership between the public and private sectors for the development of new housing and rehabilitation of existing housing.

Res 5-2 Encourage and support subsidy programs for the development of large scale and/or infill housing.

Res 5-3 Provide investors and developers with staff assistance and a variety of potential funding sources, including tax increment, housing set aside funds, Community Development Block Grant funds and Mortgage Credit Certificates to assist in the assembly and purchase of land, to finance infrastructure improvements and to assist in buying down mortgage and interest rates.

Residential Policy 6

Improve the physical, visual, and economic vitality of housing in the Central Area through continuous public/private cleanup and revitalization programs.

Implementation Actions

Res 6-1 Implement the "Central Area Visual Blight Cleanup Program" as adopted by the City Council.

Res 6-2 Strengthen and enforce codes and ordinances which prevent blight and improve the image of the residential areas.

Residential Policy 7

Establish a system of communication to encourage participation in the development and implementation of neighborhood programs.

Implementation Actions

Res 7-1 Work with existing organizations, such as the Lowell/Jefferson Neighborhood Association, Rental Housing Association, Building Industry Association, Board of Realtors, financial institutions and other interested parties, to coordinate area programs. Encourage the formation of new organizations where needed.

Res 7-2 Provide for the exchange of information with neighborhood organizations and encourage their liaison with the City of Fresno.

Res 7-3 Promote effective crime and fire prevention programs and services to the neighborhoods.

Res 7-4 Advocate expansion of "Neighborhood Watch Programs" within the residential areas.

5. COMMERCIAL ELEMENT

The Commercial Land Use Element addresses a broad range of commercial uses, activities, and facilities, including retail stores, restaurants, hotels, professional offices and services. This element presents the Central Area Community Plan's program for fostering a restructuring of Central Area commerce towards a service-based orientation closely related to government, convention, and tourist trade.

The concept of revitalizing the Central Area commercial environment with the Fulton Mall as the key element has not happened. The continual growth and expansion of suburban developments, combined with the loss of many commercial, service and employment entities from the Fulton Mall District, has been a major factor contributing to the steady decline of the commercial environment and financial role of the Central Area. The Central Area is no longer the dominant financial and retail center for the region or metropolitan Fresno, but the Central Area Plan recognizes that the Central Area has other strengths or potentials that can be built on to provide the Central Area with a unique commercial structure that can attract visitors, workers, and residents.

PLAN APPROACH

The shift from sales of general goods found in large outlets and oriented to suburban shoppers, to specialty goods found in smaller shops and targeted to office workers, tourists, and conventioners is likely to offer the greatest potential for increasing commercial activity. It must be understood that downtown is not and cannot become a homogeneous market similar to the suburbs, but must cater to several markets at several different scales. New development strategies and investment opportunities must be based upon the Central Area's strengths--its regional location, its "captured" market of office workers, convention business--and its potentials for a diversity of unique settings, and range of ethnic and cultural activity choices.

The Plan recommends that the following actions must be addressed to restore the prominence of the commercial environment in the Central Area.

- o Restore diversity and vitality to the Central Area through the development of its commercial areas as distinct nodes of activities and functions; reinforce their individual commercial characteristics and activities, such as the ethnic specialty goods retailing in Chinatown; and reinforce the development of specific theme or commercial areas that reflect the individual character and purpose of the existing and proposed land uses.
- o Promote the mixed use concept in the areas designated by the Land Use Plan to encourage diversity in developments and to provide a unique living/working environment that will be responsive to the demands of an urban market.
- o Support large developments that would intensify the commercial services in the Central Area and maximize building usage. Provide incentives to encourage the development of these projects.

- o Support the development of pedestrian malls and routes which provide the interconnecting linkages to major districts throughout the Central Area.
- o Encourage the continuity of commercial patterns along street frontage and shopping malls to ensure a comprehensive relationship between shopper and store and pedestrian and automobile.
- o Encourage and promote the development of cultural diversity in the areas with historic significance.
- o Promote the development of national and international trade organization in the Central Area and identify advantages of this location.
- o Recognize the changing role of commercial uses in the Central Area and implement the necessary transitions to accommodate future demands.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Commercial Goal

Improve the overall structure, diversity and vitality of the Central Area businesses to provide a unique, urban retail and service center with a broad range of goods and services.

Commercial Policy 1

Reinforce existing retail, service and office activities within the Central Area.

Implementation Actions

- Com 1-1** Encourage developments that allow work places, residences, shops, and recreational facilities to be intermingled.
- Com 1-2** Provide incentives to enhance the identity of the various Central Area commercial districts (Fulton Mall, Chinatown, Convention Center, Civic Center Square, etc.) through building rehabilitation, expansions, facade improvements, and new construction.
- Com 1-3** Support the continued expansion of Community Hospital and related medical uses in the Community Hospital District.
- Com 1-4** Concentrate convention related uses (hotels, motels, restaurants, etc.) in the Central Area.
- Com 1-5** Implement zoning provisions and development standards to ensure a compatible range of businesses in the Central Area.

Commercial Policy 2

Encourage the intensification of Central Area commercial services to cater to a broad range of users.

Implementation Actions

Com Promote greater intensity of development and land uses within the Central Area.
2-1

Com Develop an incentive program to encourage the reuse and/or construction of mid-
2-2 to high-rise buildings in order to achieve an urban environment in the Central Area.

Com Support and provide incentives to owners of large vacant or underutilized
2-3 buildings to divide the floor space into a number of spaces for mixed uses (i.e., specialty shops, restaurants, galleries).

Com Support greater utilization of pedestrian malls and pedestrian-oriented streets for
2-4 sidewalk cafes, small shops, vendors, and similar uses.

Com Improve the continuity of shopping patterns along pedestrian malls and
2-5 pedestrian-oriented streets by encouraging the utilization of street frontages for commercial and other people-oriented uses.

Commercial Policy 3

Promote the diversity and the unique character of retail and service uses within the Central Area commercial districts.

Implementation Actions

Com Identify and protect key cultural areas or districts where existing land uses,
3-1 buildings and landmarks represent local ethnic history, and accentuate their cultural heritage.

Com Enhance the identity of the various districts by providing incentives for
3-2 rehabilitation and new construction which meet theme-oriented exterior design standards.

Commercial Policy 4

Promote the Central Area as the focal point for regional, national and international trade and business activities.

Implementation Actions

Com Designate the Central Area as the prime location for corporate headquarters,
4-1 regional offices and the agricultural trade center.

6. GOVERNMENT FACILITIES

Fresno is the largest city in Central California between San Francisco and Los Angeles, and also Fresno's county seat. As such, public facilities including Federal, State, County, and City offices as well as those of special districts have long been a part of the urban landscape in the Central Area of the City.

Since the passage of Proposition 13 in 1978, local governments and special districts have been forced to scrap plans for additional public facilities and capital improvement projects. As the population of the Fresno Metropolitan Area continues to grow at a rate faster than most California cities, the need has also grown to provide better public services. However, the lack of sufficient public office space has resulted in the leasing of available private office facilities for public use. In many instances, these facilities have been away from the Civic Center or the Central Area. This trend of decentralization of governmental offices to suburban locations is of particular significance.

Locational criteria for governmental offices are often different than for private offices. Governmental offices are established to provide service to all citizens and are, therefore, usually centrally located for efficiency of operation and the convenience of the public. The Central Area remains the heart of government in the metropolitan area.

Governmental offices are vital to the stability of the Central Area. They create an identity and character for the Central Area found nowhere else in the community. The public also has considerable control over the location of governmental offices. If the policy to locate public office facilities in the Central Area is reinforced and consolidatable public agencies are accommodated in the Civic Center, a tremendous impetus to further economic development and revitalization of the Central Area will be provided.

PLAN APPROACH

Of certain importance to the health and vitality of the Central Area as a whole in the next five to ten years, is how successful the City will be in taking a leadership position to counteract the suburban dispersion of government office space. Although comprehensive, long-range office need projections have not been done by all public agencies, several agencies such as the City, the County, and State have. Based upon these studies and the expectation that Fresno's rapid population growth trend will continue, so will the demand for further government office services. Government offices are established to provide services to all citizens, and a Central Area location provides the most efficient location for most government operations as well as the most convenient for Fresno's and the region's citizens.

The City must take the lead on several fronts in order to ensure that the expected growth in government office space will occur in locations that are in harmony with the City's Central Area revitalization strategies. The City must take the initiative to approach each public agency in order to understand and influence their growth needs and site location policies.

The City must become proactive and adjust to a new role of serving to assist all public agencies in consolidating appropriate office facilities in the Central Area. Initial attempts have already been fruitful--the State prepared an updated office consolidation study, Fresno Unified School District will be expanding into the City's Personnel and Finance Building when the new City Hall opens, and discussions are underway to assist Fresno County in relocating their Social Services unit near the Fulton Mall. The City must be willing, possibly through the proposed Central Area Development Corporation, to become an active partner with the other public agencies or as a bridge between the public agencies and the private sector in establishing joint ventures to assemble land, make financing available, or make parking available in support of their expansion needs.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Government Facilities Goal

Promote the Central Area as the government center for City, County, State, Federal and other public agencies.

Government Facilities Policy 1

Establish and maintain a working partnership between federal, state, and local governments and public agencies to provide adequate space and facilities in the Central Area.

Implementation Actions

Gov Coordinate with county, state and federal governments to formulate and
1-1 implement a policy to locate or relocate government offices in the Central Area.

Government Facilities Policy 2

Concentrate government offices in the Central Area.

Implementations Actions

Gov Designate the area, as shown on Exhibit No. 8, page 28, as the most appropriate
2-1 future sites for government office facilities.

Gov Provide development incentives and support services to encourage the
2-2 concentration of county, state and federal government offices and services in the Central Area.

Gov Lobby for funding to develop state and federal facilities in the Central Area.
2-3

Gov Use a Development Corporation as a vehicle for public/private partnership which
2-4 might finance the construction of government buildings.

Gov The City Attorney shall file appropriate actions opposing sites for any local, state,
2-5 or federal government offices that are inconsistent with the Central Area Community Plan.

7. INDUSTRIAL ELEMENT

The Central Area has a long history as a major location for a range of industrial facilities including manufacturing, warehousing, wholesaling, and service operations. In recent years there has been a trend for industrial firms to leave the inner city in favor of suburban locations. This decentralization of industry is a result of a combination of factors associated with limitations of inner city locations versus the advantages of developing upon sites in suburban locations. Except for the modern West Fresno Industrial Park that is located between Fresno Street, Freeway 99, proposed Freeway 180, and the Southern Pacific Railroad, the Central Area's industrial neighborhoods are basically stagnant and attractive only to marginal firms. The resulting cycle of stagnation and obsolescence cannot be altered without new policies and programs to make attractive industrial sites available and ensure that industrial uses are more compatible with neighboring uses and a better image for the overall Central Area.

PLAN APPROACH

The Central Area Plan encourages and facilitates the expansion of the Central Area's business, government, and entertainment centers, thus providing further impetus to the reuse of existing industrial facilities and lands for offices, restaurants, shops and housing. Traditional industrial areas will be reduced to only a few locations--south of Freeway 41, within the Southern Pacific Railway corridor, and along Freeway 99. Therefore, the Plan's focus must be two-fold: create distinct, planned industrial areas as good-looking, industrial sanctuaries or "safe" investment areas for industrial businesses; blend the free-standing industrial sites or the small-scale "cottage" industries as good neighbors into the fabric of the Central Area's commercial areas.

The Plan emphasizes districts will be on stronger aesthetic controls on the perimeter of the planned industrial districts and along major streets. Within the districts, stronger emphasis will be on improving the functional aspects to ensure a healthy industrial environment. Light industrial uses will be encouraged, and the nonindustrial uses (hotels, residential hotels, social clubs, churches, etc.) normally permitted by the Conditional Use Permit process will not be allowed. A priority is placed upon increasing railroad access and parking/loading facilities, i.e., reuse or narrowing of local streets that are no longer necessary for circulation would be encouraged to provide additional land for railroad access, or parking/loading facilities.

GOALS, POLICIES AND IMPLEMENTATION ACTIONS

Industrial Goal

Protect, revitalize, and attract industrial uses which contribute to a quality urban environment of the Central Area.

Industrial Policy 1

Encourage the concentration of industrial activities in exclusive districts and in limited locations to enhance their identity and marketability.

Implementation Actions

- Ind 1-1** Development standards for all industrial areas shall be the same as those in adopted redevelopment plans.
- Ind 1-2** Encourage light industrial development along the Southern Pacific Railway corridor.
- Ind 1-3** Restrict incompatible commercial and residential uses.
- Ind 1-4** Assemble land to create developable industrial sites.
- Ind 1-5** Support the closure of local streets to improve loading, employee parking, or rail access.

Industrial Policy 2

Allow environmentally compatible light industrial development to be located in Commercial/Mixed Use Districts.

Implementation Actions

- Ind 2-1** Provide incentives for building facade improvements and screening of existing outside storage areas.
- Ind 2-2** Amend codes and development standards to provide for screening of all outside storage areas.
- Ind 2-3** Develop performance standards to control the external effects of light industrial uses (noise, odors, and visual character).

8. TRANSPORTATION, CIRCULATION AND PARKING

This chapter of the Central Area Community Plan involves transportation movement and storage systems. The prime transportation mode considered here is the automobile, the system of routes it uses and the parking facilities it is stored in. Also included here are other movement systems, including railroads, buses, and the people themselves as pedestrians, joggers, or on bicycles. Collectively, these various movement systems service existing land uses and encourage land development as they are improved and extended.

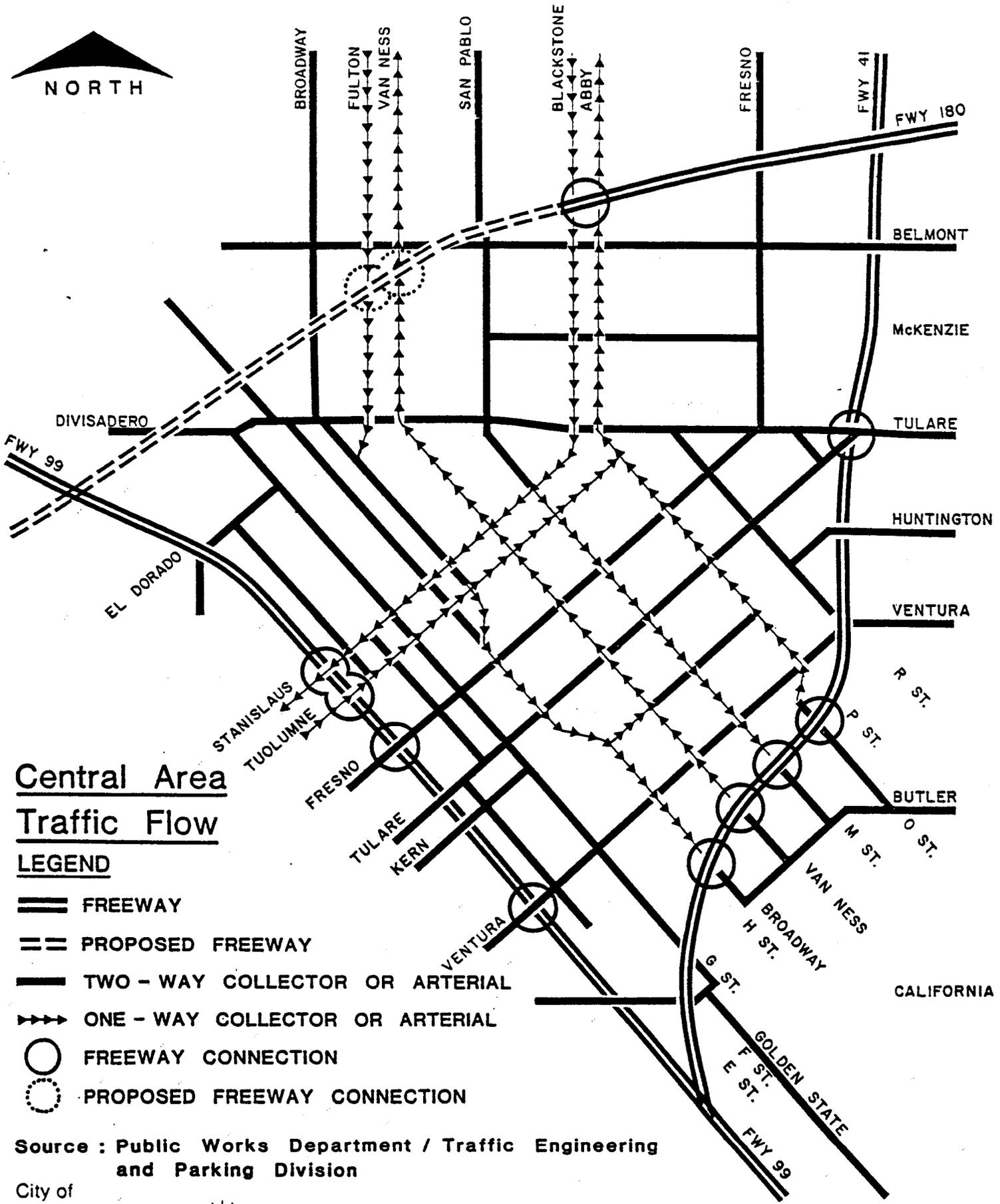
A major emphasis of the Central Area Community Plan is how to make the transportation system more "user friendly." Concerns have been raised about the confusion that results from the one-way loop street around the Fulton Mall District, and at other locations within the Central Area. Other concerns have been raised about the potential of reintroducing vehicular traffic into the North end of the Fulton Mall to increase activity; the necessity of linking the Central Area's activity centers with pedestrian routes or shuttle buses, or both; and the need to provide adequate parking that is convenient and safe for customers and employees in the Fulton Mall District and adjacent areas.

The Central Area circulation system is designed to direct traffic flow in, around and out of the Central Area through a series of strategically designated one-way streets (see Exhibit No. 9, page 32). A significant feature of the circulation system is the one-way loop street system around the Fulton Mall (superblock) and the number of adjacent one-way streets to support and facilitate the operation of the loop. The one-way street system has been employed in the Central Area as a concession to providing additional vehicular carrying capacity without widening streets that would have necessitated substantial demolition of buildings--the same buildings that the circulation system was being upgraded to serve. One-way streets can be particularly discomforting to the motorist when they are not placed in close proximity to each other.

PLAN APPROACH

The Central Area Community Plan recommends the development of a comprehensive transportation system for the Central Area which would have the ability to accommodate a greater range of customers with many transportation modes in an efficient and effective manner. The Plan also recommends that a higher priority be placed upon development opportunities and the pedestrian and visual environment than upon optimizing the vehicular capacity of the major street system in the Central Area. The Circulation Plan Map (Exhibit No. 10, page 33) provides a basic major street network that links the Central Area's 13 districts and activity centers with the metropolitan circulation system and other activity areas in the City. The system should also accommodate pedestrian and bike routes throughout the Central Area with visual and physical amenities that link its activity centers and districts.

A preliminary evaluation determined that a downtown mini shuttle bus system would have a positive and unifying impact on the Central Area by providing a direct link between its major activity districts. The system will also increase the options and



**Central Area
Traffic Flow**

LEGEND

- FREEWAY
- PROPOSED FREEWAY
- TWO - WAY COLLECTOR OR ARTERIAL
- ONE - WAY COLLECTOR OR ARTERIAL
- FREEWAY CONNECTION
- PROPOSED FREEWAY CONNECTION

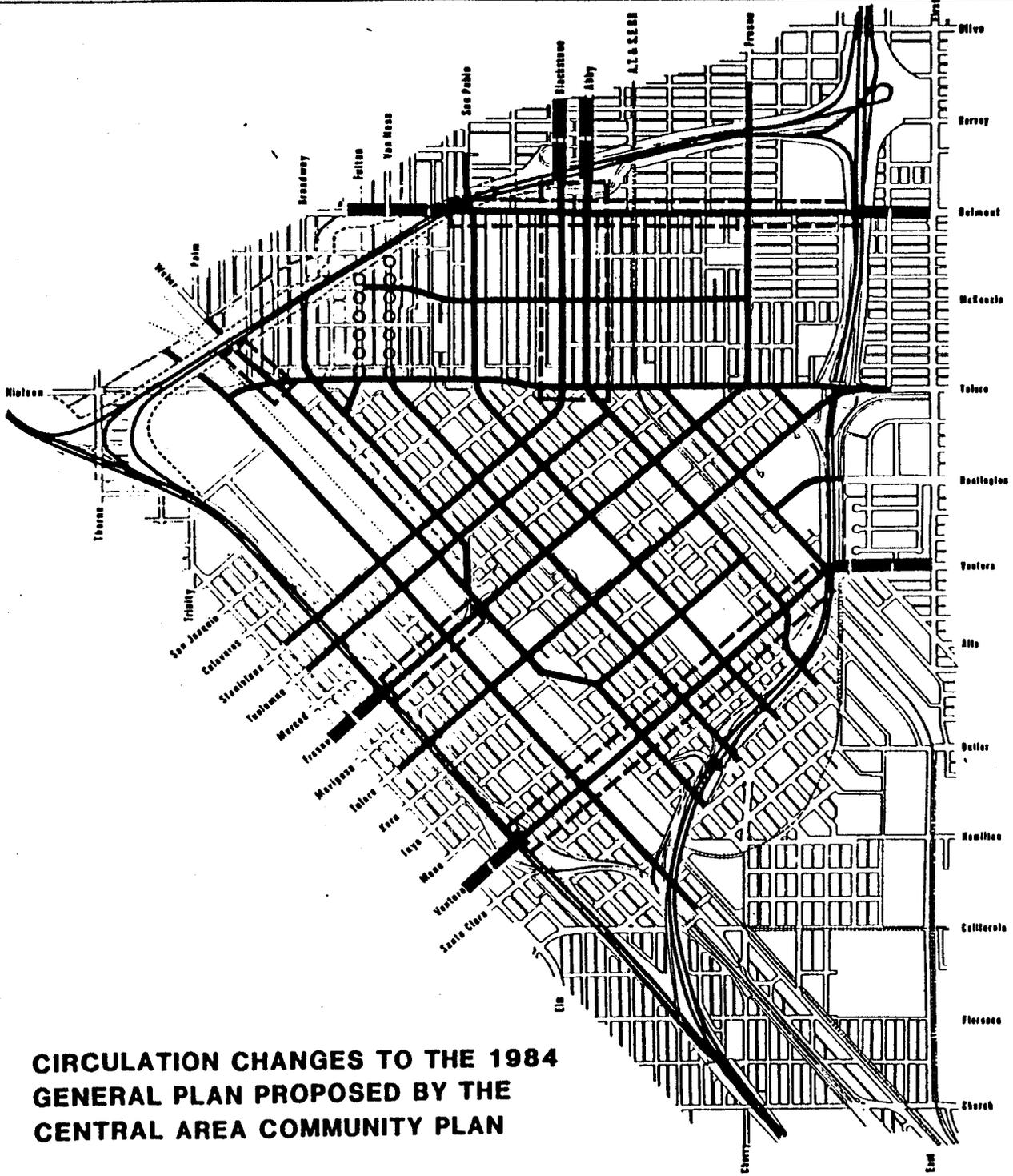
Source : Public Works Department / Traffic Engineering and Parking Division



DEVELOPMENT DEPARTMENT
PLANNING DIVISION

EXHIBIT NO. 9

**CIRCULATION CHANGES TO THE 1984
GENERAL PLAN PROPOSED BY THE
CENTRAL AREA COMMUNITY PLAN**



Central Area

PROPOSED CIRCULATION

LEGEND

-  Freeway
-  Arterial
-  Collector
-  Special Collector
(retain existing R.O.W.)

KEY

-  DELETE ARTERIAL
STREET DESIGNATION



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mobility of the people who work in and patronize the Central Area. Additional benefits would include parking lot service for commuters, low-cost parking alternatives (due to maximum utilization of existing parking inventories) and less traffic congestion during peak demand hours.

The present circulation patterns and directional signage programs, presently being employed in the Central Area, will be reevaluated to determine their clarity and effectiveness, especially, the one-way streets. A possible alternative for consideration would be the conversion of one-way streets back to two-way streets if the present system is found to be deficient.

Freeway 180 should be completed on both the east and west side of Freeway 41. The completion of Freeway 180 would increase the accessibility of the Central Area and provide more alternative ingress/egress routes to alleviate present "bottlenecks."

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Transportation, Circulation, and Parking Goal

Provide a balanced, effective, comprehensive transportation system to accommodate growth and enhance the vitality and livability of the Central Area.

Transportation, Circulation, and Parking Policy 1

Identify, maintain, and improve major "gateway" routes and intersections which serve the Central Area from local, regional and state transportation systems.

Implementation Actions

Tra 1-1 Provide functional and aesthetic development standards which clearly identify major "gateway" routes and intersections.

Tra 1-2 Improve "gateway" routes and intersections as identified on Exhibit No. 17, page 58, Proposed Central Area Streetscape Improvement Map.

Transportation, Circulation, and Parking Policy 2

Enhance access to specific activity centers through a variety of transportation modes and facilities.

Implementation Actions

Tra 2-1 Develop a circulation system that links major activity centers to minimize traffic confusion and facilitate traffic flow. A cross-town transportation link should be developed to connect the Santa Fe corridor, Civic Center Square, the south end of the Fulton Mall District, and Chinatown, with a priority for utilizing the Kern corridor.

Tra 2-2 Develop and install unique signage that is effective and attractive.

- Tra 2-3** Reevaluate the one-way street system within the Central Area to better facilitate access between activity centers.
- Tra 2-4** Identify the parking demands of major activity centers within the Central Area and develop a convenient comprehensive program to accommodate these demands.
- Tra 2-5** Establish pedestrian access routes to and between activity centers which promote pedestrian usage by providing a safe and aesthetically pleasing environment.
- Tra 2-6** Develop an alternative mass transit system which can effectively link the activity centers, such as a shuttle system (see Exhibit No. 11, page 36).

Transportation, Circulation, and Parking Policy 3

Establish a comprehensive transportation system which interconnects major activity districts within the Central Area to other activity areas in the City, such as the Fresno Air Terminal, California State University Fresno, Fresno City College and Roeding Park and which places a higher priority upon development opportunities and the pedestrian environment than upon optimizing the vehicular capacity of the major street system.

Implementation Actions

- Tra 3-1** Develop a transportation plan that will balance out the traffic-carrying needs of the Central Area land uses with the needs for an enhanced pedestrian and visual environment. The transportation plan should identify route alternatives, major activity centers, and appropriatedesign standards. Public Works standards for dimensional cross-sections of major and local street rights-of-way should be reevaluated to reflect a greater emphasis upon the pedestrian and visual environment. All proposed street widenings should be reevaluated.
- Tra 3-2** Change the classification of Belmont Avenue, Fresno Street from Freeway 99 to Broadway, Ventura Street and Blackstone and Abby Streets within the Central Area, from Arterials to Collectors.
- Tra 3-3** Conduct a market survey (study) to determine system feasibility and rider demands.
- Tra 3-4** Identify financial alternatives and funding sources.
- Tra 3-5** Develop a multi-modal transportation center in the Central Area.

Transportation, Circulation, and Parking Policy 4

Develop "on" and "off" street parking which is adequate, safe and convenient to accommodate the requirements of the activity centers.

Implementation Actions

- Tra 4-1** Establish a Comprehensive Master Parking Plan and Management Program.
- Tra 4-2** Consolidate the Central Area into one parking district.
- Tra 4-3** Encourage development of a comprehensive program to operate public and private parking facilities which provide a safe and secure environment.
- Tra 4-4** Provide incentives to encourage creative alternatives to parking problems (e.g. paying employees not to drive).
- Tra 4-5** Encourage development of structures which integrate parking with other uses, such as commercial uses at street level.
- Tra 4-6** Encourage development of new parking structures, where appropriate, to meet the changing needs of the Central Area.
- Tra 4-7** Develop standards to allow for less costly development of temporary (with time certain) surface parking on underutilized or undeveloped properties.

Transportation, Circulation, and Parking Policy 5

Provide a comprehensive pedestrian system for the Central Area that provides visual and physical amenities to link activity centers and districts.

Implementation Actions

- Tra 5-1** Develop a conceptual pedestrian system in accordance with the standards in the Urban Design Element that provides full pedestrian amenities.
- Tra 5-2** Provide for different levels of pedestrian space including broad sidewalks, pedestrian malls, through block passage ways, jogging paths, and mixed pedestrian/vehicular streets.
- Tra 5-3** Establish program to monitor new developments in the Central Area to integrate pedestrian needs and provide appropriate improvements.

Transportation, Circulation, and Parking Policy 6

Provide a comprehensive bikeway system to link activity centers and districts.

Implementation Actions

- Tra 6-1** Formulate development standards which provide a bikeway system with good physical and visual amenities and various levels of design.
- Tra 6-2** Provide secure bicycle parking and storage in conjunction with public and private developments and in proximity to major activity centers.
- Tra 6-3** Consider development of bicycle routes in conjunction with existing public and private transportation right-of-ways.
- Tra 6-4** Develop a bicycle route system in the Central Area which links major activity centers, including residential, office, and commercial areas.

9. INFRASTRUCTURE

This chapter of the Central Area Community Plan involves infrastructure, which can be described as the "skeleton" that supports the physical "body" of a city. Infrastructure in an urban area typically includes systems that provide water, energy, sewage disposal, storm drainage and flood control, as well as systems that support traffic and pedestrian movement, including streets, bridges, and sidewalks.

The health of a city's infrastructure, like that of a human body, is affected by the degree of care it receives, or is impacted by the neglect or stresses that are placed upon it. Significant portions of the Central Area's infrastructure systems are either very old, undersized, or have never been installed. A coordinated effort to systematically plan, finance, and install new or replacement infrastructure is necessary if the Central Area is going to be able to proceed with programs to stabilize existing areas and attract new development. Preliminary information indicates that the estimated cost of all work determined necessary for water, sewer, streets, flood control facilities, and undergrounding of lines over the next 25 years is significant, and would exceed \$36 million.

PLAN APPROACH

The Plan's emphasis on revitalizing its residential, commercial, and industrial districts cannot occur without effective programs to upgrade and complete its infrastructure systems. The Central Area is at a competitive disadvantage with suburban locations since it is always less costly to build upon vacant land than upon inner city sites where the market is "softer" and land assembly and clearance costs can be an extra burden to the developer. A traditional inducement by cities to lower the total cost of an inner city development project is through the reduction of costs for improvements in streets, street patterns, curbs, gutters, sidewalks, sewers, water lines, storm drain lines, and other public improvements.

A continuous, phased, and well-funded capital improvement program will play a very vital role in improving the visual and economic environment of the Central Area's neighborhoods and business areas. Lowering the cost of providing the infrastructure improvements below that of suburban development will form a very key inducement to attract development interest and reinvestments in the Central Area. The only way for an infrastructure delivery program to be both efficient and effective is for the City to be in the position of leading new investment into its neighborhoods, and business areas, rather than following it in a "catch-up," patchwork-oriented approach that has been the result in recent years.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Infrastructure Goal

Provide an effective, comprehensive infrastructure system to support existing development, accommodate growth and enhance the vitality of the Central Area.

Infrastructure Policy 1

The City of Fresno and other public agencies that are responsible for provision of the streets, sewer, water, and storm drainage components of the Central Area's infrastructure system shall maintain, complete and improve the public infrastructure systems.

Implementation Actions

- Inf 1-1** Develop a master plan which identifies priorities and establishes a Capital Improvement Program for the Central Area Infrastructure.
- Inf 1-2** Finance the upgrading of city infrastructure systems through a variety of sources including improvement districts, increased user fees, sinking funds, tax increment, community block grants.
- Inf 1-3** City of Fresno shall take a leadership role in pursuit of any and all financing for the improvement of the Central Area's Infrastructure.
- Inf 1-4** Integrate preparation of the master plan with planning done by utility companies and Fresno Metropolitan Flood Control District.
- Inf 1-5** Place a high priority on the completion of drainage and flood control systems for the Central Area, and cooperate with Fresno Metropolitan Flood Control District to finance and construct the necessary facilities (see Exhibit No. 12, page 41).

Infrastructure Policy 2

Integrate the construction and maintenance of all infrastructure to provide a more effective system of installation.

Implementation Actions

- Inf 2-1** Provide for the coordination of all infrastructure work with municipal and private utility companies to minimize the disturbance of street surfaces.

Infrastructure Policy 3

Improve the aesthetic quality of the environment by promoting the undergrounding of all utilities.

Implementation Actions

- Inf 3-1** Continue to expand the city's ongoing program of undergrounding all utilities. (See Exhibit No. 13, page 42.)
- Inf 3-2** Promote the undergrounding of overhead utilities through the formation of improvement districts.
- Inf 3-3** Provide financial incentives to encourage property owners to participate in converting to an underground system.

Central Area

LEGEND

--- Existing Storm Drain Lines

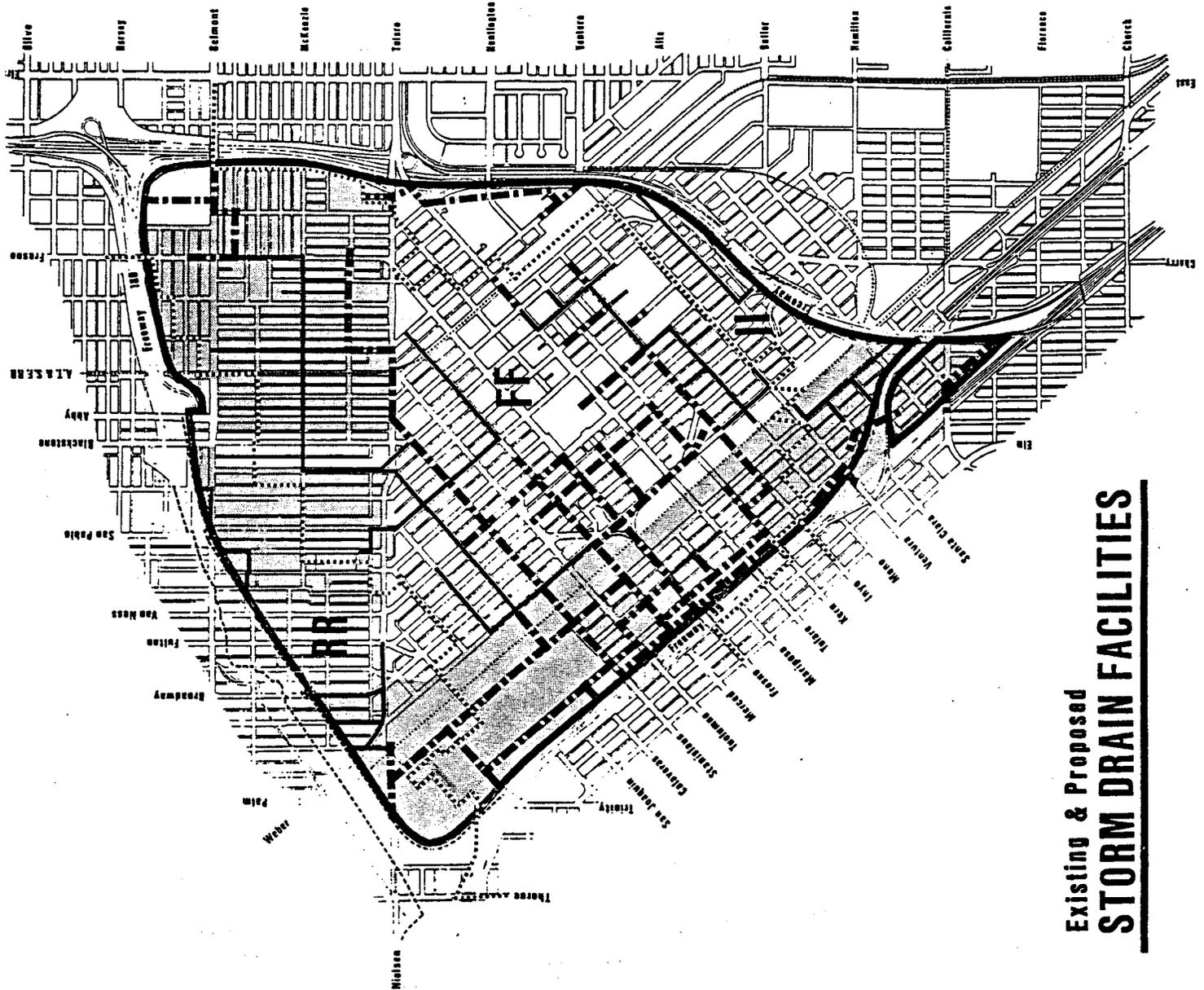
— Proposed Storm Drain Lines

..... Drainage Zone Boundaries

▨ Area Of Lower Density

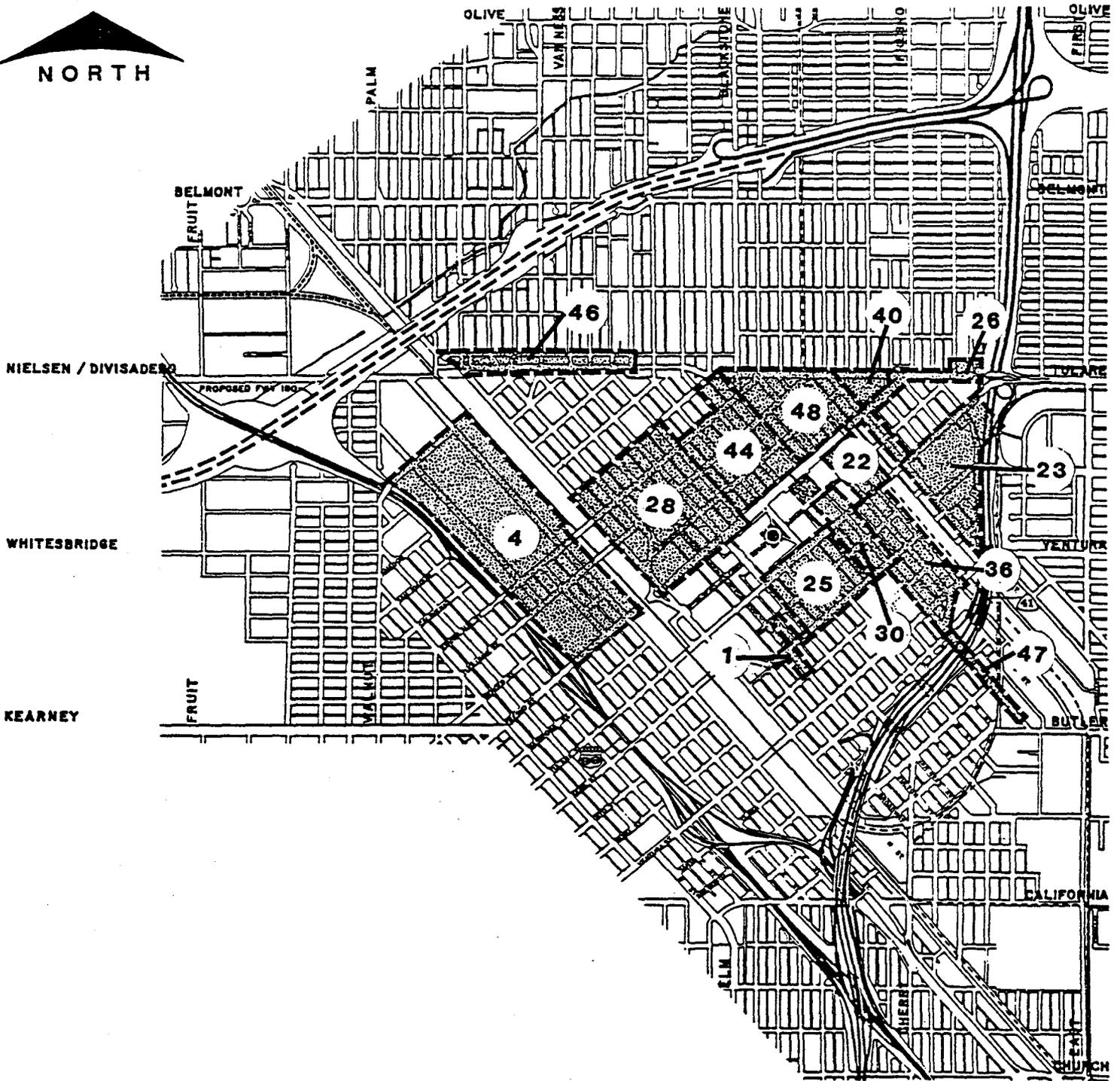


FRESNO DEVELOPMENT DEPT.
PLANNING DIV.



Existing & Proposed STORM DRAIN FACILITIES

EXHIBIT NO. 12



EXISTING UNDERGROUND UTILITY DISTRICTS

10. HISTORIC PRESERVATION

The history of the Central Area is synonymous with the history of Fresno. The Central Area, as laid-out by the Central Pacific Railroad in 1872, contains the majority of Fresno's original townsite, and has the largest concentration of historic structures and landmarks in metropolitan Fresno, and very likely in the region as well. This fact is evident, for instance, by the existence of ten major high-rise buildings within the Fulton Mall District built between 1912 and 1925.

Historic Preservation Efforts and Existing Conditions

The earliest mention of historic preservation in the City's plans and policies occurred in the 1974 General Plan. The City Council directed staff to develop a historic preservation plan, which led to the adoption in March 1977 of the Historic Preservation Element of the Fresno-Clovis Metropolitan Area General Plan. The element made a declaration of public policy in support of preservation and inaugurated a comprehensive planning approach to achieve it. This momentum was advanced by the Council's appointment of the Historic Preservation Commission in September of 1977.

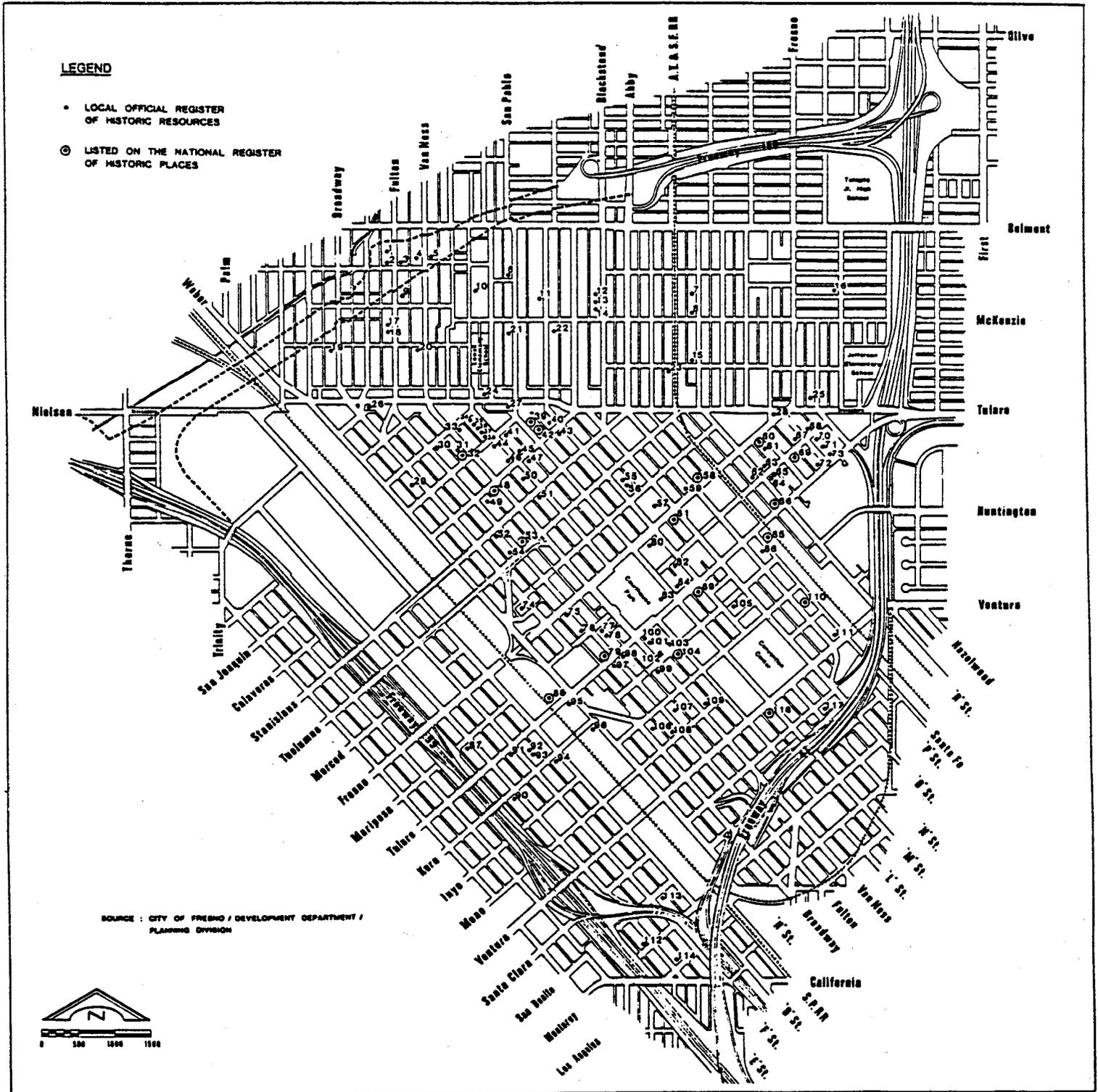
The City Council adopted the Preservation of Historic Structures Ordinance in 1979 as the prime implementation device for preservation policy locally. Subsequently, 112 Central Area buildings were placed on the City's Register of Historic Resources, including 17 that are also on the National Register. A recent staff review of unlisted historic structures in the Central Area indicates that over 200 may qualify for the Local Historic Register. Many of significance have been overlooked because of location, modification or lack of prominent architectural features. (See Historic Structures Map, Exhibit No. 14, page 44, and List of Historic Sites/Structures in Central Area, Exhibit No. 15, page 45).

PLAN APPROACH

The Central Area Community Plan recommends that the existing concentrations of historic structures (including those in the "L" Street Area, the Fulton/Van Ness corridor north of Divisadero, and Warehouse Row) should be considered for designation as Historic Districts. To enhance the historic appearance and district theme, these areas should also be "stocked" with relocated structures of historical significance or with replicas.

The City is entering a new phase in understanding the value of historic preservation. Economically reusing historic buildings is a great challenge and is dependent upon many factors. To be effective in the long term, the City's commitment to preservation of Central Area historic structures and establishment of historic districts must be proactive, and integrated effectively into its comprehensive revitalization strategy. It is important that the City take a proactive role to encourage the placement of historic structures on the National Register. The reestablishment of the Historic Preservation Commission, abolished in 1980, is necessary to gain the status of the "Certified Historic Program" which would provide the opportunities for state grants as well as increased tax benefits.

CENTRAL AREA HISTORIC STRUCTURES MAP "A"



HISTORIC/SITES STRUCTURES WITHIN THE CENTRAL AREA/CITY OF FRESNO

A-1 (HP #135)	The Cobb Home 437 North Fulton	*	A-42 (HP #9)	Y.M.C.A. Residence Hall 1640 "M"	*	A-81 (HP #1)	Water Tower 744 Fresno
A-2 (HP #136)	The Proffitt Home 405 North Fulton		A-43 (HP #155)	Temple Beth Israel 2336 Calaveras	A-82 (HP #53)	Former FUGD Office/ City Finance and Personnel Office 2348 Mariposa	
A-3 (HP #137)	The Stone Home 408 North Fulton		A-44 (HP #117)	Woman Residence 1743 "L"	A-83 (HP #17)	Hall of Records 2281 Tulare	
A-4 (HP #141)	House (Bavberry Antiques) 425 North Van Ness		A-45 (HP #149)	The Hope Manor 2201 Calaveras	A-84 (HP #50)	Post Office 2309 Tulare	
A-5 (HP #142)	The McIndoo Home 410 North Van Ness		A-46 (HP #150)	The Swift Home 1405 "L"	*	A-85 (HP #10)	Santa Fe Railroad Complex Tulare and Santa Fe
A-6 (HP #14)	The Spencer Home 395 North San Pablo		A-47 (HP #151)	The Hoover Residence 1552 "L"	A-86 (HP #94)	Santa Fe Hotel 935 Santa Fe	
A-7 (HP #40)	The Anderson Home 329 North Clark	*	A-48 (HP #119)	Fresno Gee Building Calaveras and Van Ness	A-87 (HP #23)	First Mexican Baptist Church (Spanish Baptist Church) 1041 "E"	
A-8 (HP #42)	The Shipp Home 305 North Clark		A-49 (HP #164)	Theatre 1 1344 Fulton	*	A-88 (HP #11)	Southern Pacific Station 1713 Tulare
A-9 (HP #138)	The Wisman Home 340 North Fulton		A-50 (HP #152)	The Hostel Home 1527 "L"	*	A-89 (HP #54)	Hawbridge Apartments 2344 Tulare
A-10 (HP #33)	Cowdrey Home 330 North Park		A-51 (HP #16)	Scottish Rite Temple 1455 "L"	A-90 (HP #24)	Fresno Buddhist Temple 1340 Kern	
A-11 (HP #34)	The Caswell Home 357 North Glenn		A-52 (HP #165)	Wilson Theatre Building 1445-1463 Fulton	A-91 (HP #64)	Bank of America Building 947-951 "F"	
A-12 (HP #36)	The Hines Home 333 North Blackstone	*	A-53 (HP #7)	Wagner's Theatre 1400-1430 Fulton	A-92 (HP #65)	How on Ten Assoc. Building 935 China Alley	
A-13 (HP #37)	The Griffin Home 319 North Blackstone		A-54 (HP #120)	P.C. & E. Building 1401 Fulton	A-93 (HP #66)	Bing Hong Tong Assoc. Building 921-929 China Alley	
A-14 (HP #38)	The Brix Home 313 North Blackstone		A-55 (HP #20)	The McVey Homes (1 of 2) 1322-1326 "M"	A-94 (HP #72)	Kneelo's Department Store 1536-1540 Kern	
A-15 (HP #44)	The McKay Home 301 North Clark		A-56 (HP #21)	The McVey Homes (2 of 2) 1322-1326 "M"	A-95 (HP #169)	Hobbs Parsons Warehouse 903 "H"	
A-16 (HP #175)	Owen Home 2631 East Washington		A-57 (HP #52)	Memorial Auditorium 1230 "W"	A-96 (HP #163)	Zellerbach Paper Co. Building 1776 Kern	
A-17 (HP #139)	The Parr Home 249 North Fulton	*	A-58 (HP #4)	Physicians Building (Civic Center Professional Building) 2407 Fresno	A-97 (HP #124)	J.C. Penney Store 959 Fulton Mall	
A-18 (HP #140)	The Alexander Home 235 North Fulton		A-59 (HP #56)	Training Laboratories 2527 Fresno	A-98 (HP #125)	T.M. Patterson Building 2014 Tulare	
A-19 (HP #13)	Bethel Lutheran Church 183 North Broadway	*	A-60 (HP #89)	N.M. Brix Mansion 2844 Fresno (Placement on the Local Register is still pending)	A-99 (HP #174)	Hotel California 851 Van Ness	
A-20 (HP #143)	The McAlpine Home 171 North Van Ness		A-61 (HP #126)	The Aten Home 1132 "S"	A-100 (HP #170)	Howell Building 2100 Tulare	
A-21 (HP #15)	The Woolfolk Residence 247 North San Pablo		A-62 (HP #41)	The Collins Home 1107 "H"	A-101 (HP #171)	Hardy's Theatre 944 Van Ness	
A-22 (HP #35)	The Thompson Home 274 North Glenn		A-63 (HP #86)	St. John's Hall (Part of Cathedral Complex) 2811 Mariposa	A-102 (HP #172)	Kern Key Hotel 906-912 Van Ness	
A-23 (HP #39)	The Hewitt Home 175 North Diana		A-64 (HP #86)	St. John's Cathedral 2814 Mariposa	A-103 (HP #173)	Hotel Virginia 2125-2139 Kern	
A-24 (HP #178)	Ohannesian Residence 1225 Divisadero		A-65 (HP #86)	St. John's Rectory (Part of Cathedral Complex) 2814 Mariposa	*	A-104 (HP #5)	Fresno Republican Building 2130 Kern
A-25 (HP #45)	The Gerlitz Home 121 North "U"		A-66 (HP #2)	The Henry Home 1007 "R"	A-105 (HP #22)	Old Post Office 2404 Kern	
A-26 (HP #144)	The Graff Home (The White House) 916 Divisadero	*	A-67 (HP #92)	The Van Valkenburgh Home 1123-1125 "P"	A-106 (HP #162)	Carmel Saddlery 748 Broadway	
A-27 (HP #153)	King Solomon Lodge 11 San Pablo		A-68 (HP #130)	The Anderson Residence 1120 "T"	A-107 (HP #160)	Sun Stereo Warehouse 736 Fulton	
A-28 (HP #91)	Pine Aitch Station 2925 Fresno		A-69 (HP #90)	The Rehner Home 1050 "S"	A-108 (HP #161)	Rustic Building 701-723 Fulton	
A-29 (HP #41)	The Rainow Ballroom 1725 Broadway	*	A-70 (HP #131)	The Goodman Residence 1040 "T"	A-109 (HP #159)	James Phelan Building 700 Van Ness	
A-30 (HP #145)	The Kvinner Home 2024 Amador		A-71 (HP #132)	The Gundelfinger Residence 1020 "T"	*	A-110 (HP #3)	Warehouse Row Buildings (3) Wagner Building Western Meat Company Ice House 702-744 "P"
A-31 (HP #146)	Saddler Office Supply 1717 Van Ness		A-72 (HP #129)	The Prescott Home (Pain Funeral Parlor) 2983 Tulare	A-111 (HP #59)	Berven Rue Mill 616 "P"	
* A-32 (HP #147)	The Heman Home 2055 San Joaquin		A-73 (HP #133)	The Martin Residence (Yost and Webb Mortuary) 1002 "T"	A-112 (HP #62)	The Logier Home 105 "K"	
A-33 (HP #148)	The Davidson Home (Colonial Funeral Home) 1742 Van Ness		A-74 (HP #166)	Hotel Fresno 1257 Broadway	A-113 (HP #47)	The Vertanian Home 362 "P"	
A-34 (HP #112)	The Helm Home (Alamo House) 1749 "L"		A-75 (HP #167)	Guarantee Savings Building 1177 Fulton Mall	A-114 (HP #63)	Fresno Temple Church of God Christ 208 "E"	
A-35 (HP #113)	The Long (or Black) Home 1727 "L"		A-76 (HP #168)	Helm Building 1301 Fulton	*	A-116 (HP #19)	Holy Trinity Armenian Apostolic Church 2226 Ventura
A-36 (HP #114)	The Bean Home 1705 "L"		A-77 (HP #121)	Security Bank Building (Pacific Southwest Building) 1040 Fulton Mall	A-117 (HP #55)	The Schmidt Home 460 "H"	
A-37 (HP #115)	The Kutzer Home 1651 "L"		A-78 (HP #122)	Mason Building 1044 Fulton Mall			
A-38 (HP #116)	The Thomas Home 1641 "L"		A-79 (HP #123)	Bank of America Building (Home of Italy) 1001 Fulton Mall			
* A-39 (HP #8)	The Einstein Home (Y.M.C.A. Activity Building) 1600 "N"	*	A-80 (HP #49)	Fresno City Hall 2326 Fresno			
A-40 (HP #154)	First Church of Christ Scientist 1615 "N"						
A-41 (HP #118)	Towne Apartments 1717 "L"						

* National Register Sites

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Historic Preservation Goal

Promote Fresno's heritage through preservation and restoration of historically and architecturally significant structures and districts in the Central Area.

Historic Preservation Policy 1

Develop a master plan for restoration, rehabilitation, and/or relocation of historically and architecturally significant structures to ensure orderly and compatible development.

Implementation Actions

- His 1-1** Expand and maintain a list of structures and districts to be considered for historic designation.
- His 1-2** Encourage compatible infill developments in historically and architecturally significant areas.
- His 1-3** Retain historically or architecturally significant structures by providing infill sites in historic districts.
- His 1-4** Develop "walking tours" information brochures to promote historic values of the Central Area as well as promote achievements of the Historic Preservation Program.

Historic Preservation Policy 2

Encourage utilization of historic preservation programs to preserve Fresno's history and architectural heritage in the Central Area.

Implementation Actions

- His 2-1** Identify and establish historic districts and plans for such areas as, but not limited to, the "L" Street area, Warehouse Row, the Van Ness/Fulton area north of Divisadero Street and the Fulton Mall District.
- His 2-2** Integrate historic preservation into new development and redevelopment projects.
- His 2-3** Provide incentives for restoration or rehabilitation of historic structures to be incorporated into new development projects.
- His 2-4** Encourage the use of a "Historic Facade Easements" program.
- His 2-5** Reestablish the Historic Preservation Commission and strive for the State designation as a City with a State certified historic preservation program.

His 2-6 Coordinate with the Historic Preservation Commission to evaluate and advise on the identification and implementation of priorities concerning historic preservation issues in the Central Area.

His 2-7 Identify, promote and participate in Federal and/or State-sponsored grants and demonstration projects, such as the "Main Street Program" sponsored by the National Trust for Historic Preservation, that are directed toward historic structure revitalization and modern-day adaptive reuses.

Historic Preservation Policy 3

Develop proactive economic and development entitlement incentives for the preservation, rehabilitation, and/or relocation of historic structures within the Central Area.

Implementation Actions

His 3-1 The City shall be the "purchaser of last resort" to acquire, move and inventory historical structures on the Local Historic Register within the Central Area to other locations within the Central Area.

His 3-2 Establish criteria to prioritize the acquisition and inventory of historic structures and buildings for relocation based upon economic feasibility and a commitment of financial resources that does not materially detract from accomplishing other economic priorities of this Plan.

His 3-3 Evaluate and apply provisions of the State's Historic Building Code ordinances to minimize disincentives that limit preservation and rehabilitation of historic buildings.

11. CULTURE AND ENTERTAINMENT

The Central Area encompasses the historic fabric of Fresno and contains today many of the arts facilities and organizations which are the cultural lifeblood of the community. Cultural and entertainment activities are viable elements of the Central Area experience. City policies should be adopted and implemented which formally recognize and support the unique identity of the Central Area as a viable center for the cultural arts and entertainment sector of this rapidly expanding urban area.

Since the inception of a formal city plan for Fresno formulated by Charles Henry Cheney in 1918, the Central Area was designated to accommodate Fresno's cultural growth and activities. With only a few notable exceptions, the Central Area still contains most of the primary cultural arts and public entertainment facilities serving the Fresno-Clovis Metropolitan Area. These facilities include, but are not limited to, the historic Memorial Auditorium; Eaton Plaza with the historic Fresno Water Tower as a "backdrop"; the Fresno County Library; the Fresno Convention Center Complex with its Saroyan Theater, Exhibit Hall, Selland Arena and Conference Center; Courthouse Park; the Fulton Mall; the Fresno Metropolitan Museum; the Rainbow Ballroom; the Meux Home Museum; and the numerous privately-operated theaters (Warnor's, Wilson, Crest, Teatro Mexico [formerly Hardy's], Theater 3), art galleries and studios, and cultural meeting areas dispersed throughout the Central Area (see Exhibit No. 16, page 49).

PLAN APPROACH

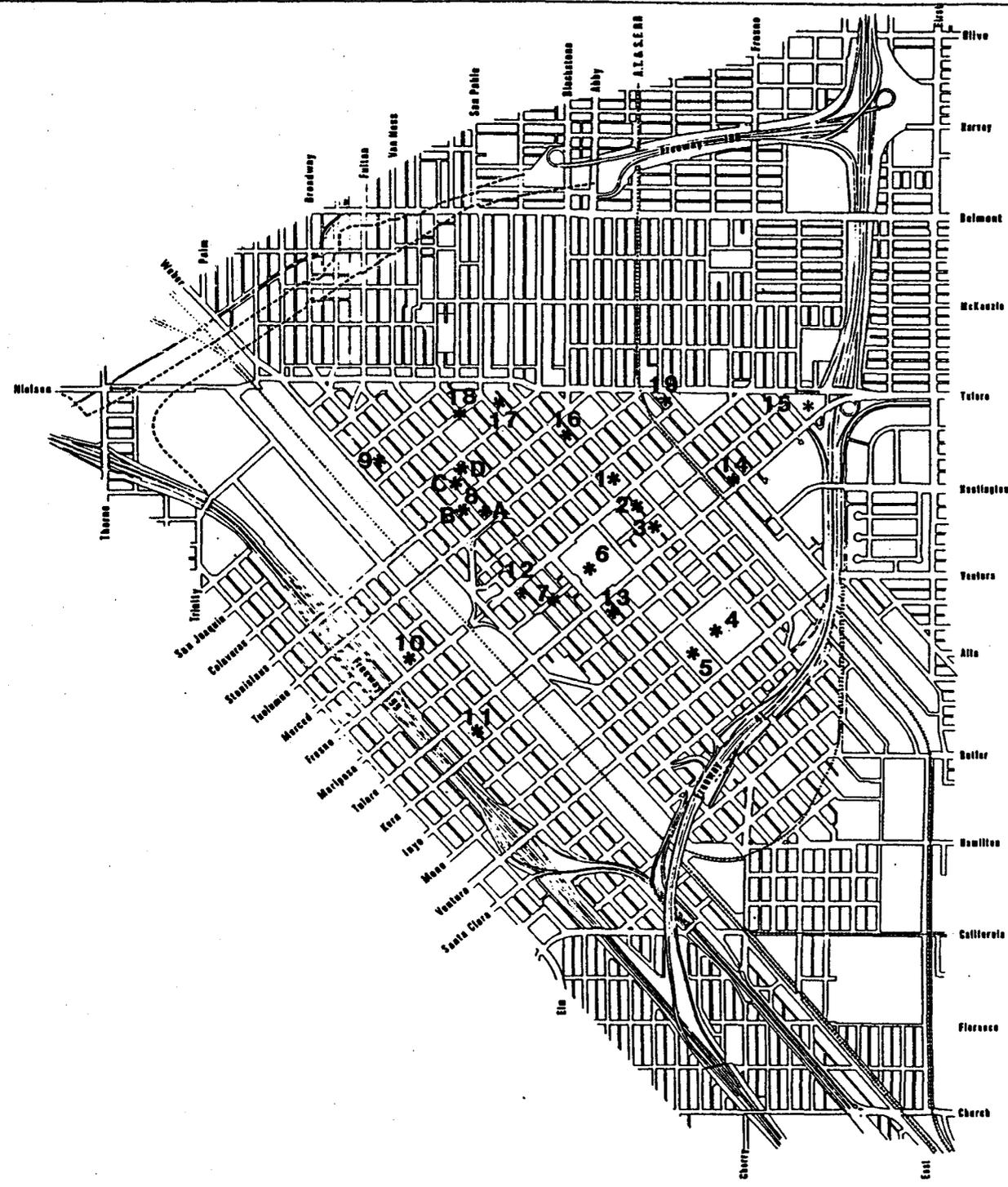
It is imperative that the City of Fresno support the development of existing cultural institutions in the Central Area and seek to foster effective leadership in the form of a well-represented arts commission to monitor and support the development and enhancement of complementary arts and entertainment programs and facilities to serve all the people of the San Joaquin Valley from this central location.

In summary, it is important for the Fresno citizenry, young and old alike, to realize its cultural roots, historic heritage and artistic talents. The goals, policies and implementation actions developed for this cultural and entertainment element express a positive-oriented approach to enhance cultural arts activities, facilities and program opportunities in the Central Area where the township of Fresno began and where its cultural and historic heritage continue to be evident. Through enhancement of cultural arts affairs, the image and active use of Central Area facilities will improve and all of Fresno will benefit. Fresno is a multi-ethnic community and contains a multitude of talented, creative citizens who will directly benefit from the implementation actions noted herein and by the focus that this element gives to the cultural and historic assets of the Central Area.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Cultural and Entertainment Goal

Promote, secure and enhance the Central Area as the urban-oriented cultural and entertainment center for the central San Joaquin Valley.



Central Area

CULTURAL ARTS FACILITIES LOCATION MAP

LEGEND

1. FRESNO MEMORIAL AUDITORIUM
2. EATON PLAZA, FRESNO WATER TOWER
3. FRESNO COUNTY MAIN LIBRARY
4. FRESNO CONVENTION CENTER COMPLEX
CONFERENCE CENTER
6. FRESNO COUNTY COURTHOUSE PARK
7. FULTON MALL & PUBLIC ART NETWORK
8. "BRIGHT LIGHTS"/ENTERTAINMENT DISTRICT
 - A. WARNOR'S THEATER
 - B. WILSON THEATER
 - C. THEATER 3
 - D. METROPOLITAN MUSEUM
9. RAINBOW BALLROOM
10. CHIHUAHUA/HISPANIC FACILITY
11. "INTERNATIONAL VILLAGE" (CHINATOWN)
12. CREST THEATER
13. TEATRO MEXICO
14. MEUX HOME MUSEUM
15. FARMERS MARKET/ETHNIC FOODS, EVENTS
16. Y.M.C.A. RECREATIONAL FACILITY
17. Y.W.C.A. MIXED USE FACILITY
18. HERITAGE/HISTORIC HOME AREA
19. VARAZ MODERN ART MUSEUM



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Cultural and Entertainment Policy 1

Establish and support a comprehensive, community arts-based organizational structure to assure continual economic security and public commitment toward the retention of cultural arts facilities, activities and programs.

Implementation Actions

- Cul 1-1** Encourage the creation of an organizational entity such as an arts and culture commission to promote, administer, and monitor cultural arts affairs in Fresno, particularly in the Central Area.
- Cul 1-2** Continue to support the Alliance for the Arts which acts as the local partner to the California Arts Council serving as their direct liaison to the City and County of Fresno arts community with access to its funding sources and technical assistance programs.
- Cul 1-3** Provide and support representation of Fresno in state-wide and national arts-related functions.
- Cul 1-4** Promote the development of and establish the supervisorial support for an "Art in Public Spaces" Program.
- Cul 1-5** Promote and monitor the creation and provide the administrative support for an "Artist Live and Work Space" program suitable for the Central Area.
- Cul 1-6** Establish an appropriate organizational structure to administer the Fresno Children's Playhouse programs and activities using the history and cultural heritage of the Central Area as one of its programmatical components.
- Cul 1-7** Promote media coverage of the Central Area's environs as a cultural resource by establishing a logistical contact for film makers and other media artists using Fresno as a setting for their work and by assisting them in locational choices, the encroachment permit process, risk management issues and other legal requirements as set by the City or County of Fresno.

Cultural and Entertainment Policy 2

Maintain and improve public and private cultural and entertainment facilities in the Central Area.

Implementation Actions

- Cul 2-1** Promote and expand the Convention Center complex and supportive facilities, especially the Exhibit Hall and Conference Center to serve as the key convention-related activity center in Central California.
- Cul 2-2** Protect the role of the Convention Center Complex as the primary convention and large assembly facility for Fresno by limiting the size and scope of group assembly services offered by other hotels, banquet and meeting room facilities, especially outside of the Central Area, to nonconvention-related activities that do not compete with the principal functions and programs of the Convention Center.

- Cul 2-3** Support the development of areas west of the Convention Center Complex with facilities which are conducive to convention-related activities such as the International Exposition, the International Agritrade Center and a major sports/athletic facility.
- Cul 2-4** Encourage and support existing facilities and construct new facilities as necessary to stage cultural and entertainment activities.
- Cul 2-5** Preserve the Memorial Auditorium and establish and promote it as a major cultural arts center and integrate its use into all planning of the Civic Center Area, especially in conjunction with Eaton Plaza and the new City Hall.
- Cul 2-6** Restore and promote the Fresno Water Tower as a key symbol of Fresno and integrate its use into all planning of the Civic Center area, especially in conjunction with Eaton Plaza and the new City Hall.
- Cul 2-7** Support the development of the Cultural and Entertainment (Bright Lights) District as the northern anchor of the Fulton Mall District with theaters, galleries, and a museum cluster extending from Tuolumne to Calaveras Streets.
- Cul 2-8** Support the continued development and expansion of the Fresno Metropolitan Museum and the County Library as community and regional cultural arts resources and educational facilities.
- Cul 2-9** Maintain, enhance and interpret existing public art (murals, sculptures) and monuments within the Central Area.
- Cul 2-10** Reidentify and promote existing public art, monuments, museums, cultural centers, and entertainment facilities in the Central Area and increase their number, diversity and clustering.
- Cul 2-11** Support and promote special theme or directional signage which focuses attention and provides convenient orientation (vehicular or pedestrian) to patrons seeking the location of cultural and entertainment facilities.

Cultural and Entertainment Policy 3

Recognize and support public or private cultural and entertainment programs in the Central Area.

Implementation Actions

- Cul 3-1** Provide incentives that support programs for special events of community-wide, regional, state and national interest within the Central Area.
- Cul 3-2** Support the efforts of all cultural organizations in the Central Area through the creation of a cooperative marketing program.
- Cul 3-3** Establish an "Arts and Tourism Program" partnership in cooperation with the Fresno City and County Convention and Visitor Bureau and the cultural arts community under the direction of the Cultural Arts office of the City of Fresno's Parks, Recreation and Community Services Department.

- Cul 3-4** Produce and promote literature, audio visual presentations and special events in conjunction with other agencies that identify the cultural, historic and entertainment assets of the Central Area.
- Cul 3-5** Recognize the cultural achievements of Fresnans through the promotion of festivals that commemorate Fresno's tie to those individuals, such as a "Saroyan Festival" that commemorates the literary works of William Saroyan.
- Cul 3-6** Encourage institutions and organizations to utilize the entire Central Area as a cultural classroom.
- Cul 3-7** Encourage educational institutions and cultural organizations to establish special programs in the Central Area.
- Cul 3-8** Establish an adequate and stable funding source for the visual and performing arts.
- Cul 3-9** Provide financial, processing or development incentives to new projects that allocate one (1) percent or more of a project cost for public art.
- Cul 3-10** Within six months from the initiation of this Community Plan, set up a cultural arts task force to identify the parameters needed to recommend the creation of a model Cultural Arts Plan for the Central Area which defines and establishes, for example, the organizational or administrative structure needed, feasible funding sources for cultural arts activities and priority facility improvement projects needed to serve the goals of said Plan.
- Cul 3-11** Identify, within the established Central Area Cultural Arts Plan, a bonus development entitlement (i.e., bonus densities, bonus floor area square footage) program in which development incentives would be provided to developers for their contributions to the cultural arts within the Central Area, recognizing its role as the primary cultural arts activity center of Metropolitan Fresno.
- Cul 3-12** Consider the establishment of a city-wide cultural arts assessment district program to be levied upon commercial and office development projects to contribute funds for further expansion of cultural arts activities and programs in the Central Area to serve as Fresno's primary cultural arts activity core.

Cultural and Entertainment Policy 4

Encourage artists, crafts people and entertainers to live and work in the Central Area.

Implementation Actions

- Cul 4-1** Encourage the designation of special districts or facilities where artists may reside in conjunction with their studios.
- Cul 4-2** Amend local building and zoning codes to allow artists, crafts people and entertainers to have studios in viable and/or historic buildings exclusively within the Central Area where they can live, as well as exhibit, sell or demonstrate their art.

Cultural and Entertainment Policy 5

Maintain and promote the Central Area as the primary location for businesses, events and activities which enhance Fresno's ethnic diversity and historic heritage.

Implementation Actions

- Cul 5-1** Provide incentives for ethnic-oriented businesses and activity centers to locate in the Central Area.
- Cul 5-2** Designate and enhance key cultural areas or districts to provide distinct environments which promote and display ethnic or historical heritage in architecture, streetscapes, business establishments or in the staging of cultural activities.
- Cul 5-3** Encourage and support cultural programs which use Central Area sites and facilities to highlight Fresno's ethnic diversity.

12. PUBLIC SAFETY

A significant factor in how the general public and many business operators feel about public safety, relates specifically to problems associated with the homeless and street people. The accessibility of numerous vacant or abandoned buildings, public areas (with shade trees, benches, and fountains), and trash bins in public alleys, combined with the close proximity to the County Jail and social service agencies provides a series of intended/unintended "support" facilities for the homeless and street people within the Central Area.

This Community Plan's purpose is to turn around the public's perception of poor security in the Central Area by promoting increased security efforts and crime prevention measures by both the public and private sectors. The general public may become more comfortable in the Central Area environment with an increased presence of City police or private security personnel, especially in the Fulton Mall and International Village (Chinatown) Districts. Security personnel would provide a nonthreatening, reassuring presence and be helpful to Central Area patrons and visitors with no decrease in their effectiveness. The City of Fresno's existing Community Services and Neighborhood Watch programs need to focus upon continually exposing Central Area property owners and tenants to crime prevention and public safety measures that they can take to support the City's efforts to upgrade the community's negative image of the Central Area.

PLAN APPROACH

The perception of crime and the need for security is a major obstacle confronting the stabilization and revitalization of the Central Area. The Central Area Community Plan recommends the development of a program to address these problems and deter the criminal and undesirable activities when they occur, reduce the access to havens and food sources (that support the street people), and support positive programs that will provide shelter and counseling to the street people and homeless (see the Homeless Special Issue Element).

The negative perception of security in the Central Area can be turned around by parallel efforts to improve the public open areas with better lighting, more activities, and more security personnel to increase the level of pedestrian confidence and visibility. The security forces should be more noticeable and supportive to the general public. A combined parking and security officer program can establish a nonthreatening, reassuring presence. This will be assuring to visitors and will create a more authoritative image of crime prevention.

Crime prevention measures are also important to implement in existing and new residential areas where, as noted earlier, deficient lighting of streets, sidewalks and private walkways needs to be replaced and upgraded. New residential developments with design features that apply the principles of "defensible space" will provide the resident with a better sense of security and personal space. Construction of residential dwellings that face the street frontage would emphasize the "eye on the street" perception of security and provide a better sense of residential neighborhood and encourage more social interaction between residents.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Public Safety Goal

Establish an environment within the Central Area that provides the highest possible degree of security in which to live, work, shop, and socialize.

Public Safety Policy 1

Develop and support programs which promote safety and "personal security."

Implementation Actions

- Pub 1-1** Maintain and increase active and positive police/community relations as well as provide more police patrols.
- Pub 1-2** Develop "satellite" substations, such as in Chinatown, to increase the visibility and availability of police services.
- Pub 1-3** Encourage the development of a metropolitan police force to maximize the efficiency of manpower and expenditure of funds on law enforcement within the Fresno-Clovis metropolitan area.
- Pub 1-4** Employ innovative techniques (i.e., combined parking control/security officer program) to increase the level of security and observability in Public and business areas.
- Pub 1-5** Provide incentives to develop and maintain public safety programs at the neighborhood level such as "Neighborhood Watch."
- Pub 1-6** Encourage better security and clean-up of vacant lots and structures in the business districts and residential areas.
- Pub 1-7** Establish a benefit assessment district program associated with potential public safety or security districts, to ensure that all levels of government, as property owners or leasees, are contributors of equitable assessment fees toward public safety improvements.

Public Safety Policy 2

Encourage the development of "safe environments" in the design of residential and business projects.

Implementation Actions

- Pub 2-1** Encourage the use of urban design features which apply the principles of defensible space in developments (see "Defensible Spaces" by Newman).

- Pub 2-2** Determine the feasibility of dedicating or leasing public streets or malls to private or nonprofit organizations or other public agencies and institutions which would permit restricted levels of public access.
- Pub 2-3** Encourage the redesign and elimination of nonessential streets and alley right-of-ways within residential and commercial areas to provide a more secure environment.

Public Safety Policy 3

Develop and actively enforce City Codes and Ordinances to abate all security deficiencies in the Central Area.

Implementation Actions

- Pub 3-1** Provide strict enforcement of the Dangerous Building Ordinance and other ordinances pertaining to public safety.
- Pub 3-2** Develop and implement a garbage lockdown ordinance for commercial and industrial properties in the Central Area.
- Pub 3-3** Develop specific guidelines to assist in the review, coordination, and regulation of bars, cocktail lounges, and other adult land uses which are defined in the Fresno Municipal Code as "having serious objectionable operational characteristics which are incompatible with, and may have a deleterious effect upon, adjacent areas."

Public Safety Policy 4

Eliminate the negative image caused by vagrants and the homeless in the Central Area.

Implementation Actions

- Pub 4-1** Facilitate the establishment of better programs and accommodations to address the safety problems, actual or perceived, caused by vagrants and the homeless. (See "Homeless" under Special Issues.)

13. URBAN DESIGN

The purpose of the Urban Design Element in this Community Plan is to formulate explicit urban design policies and guidelines for future development and redevelopment projects within the Central Area in order to provide a framework for the three dimensional physical and spatial characteristics of the Central Area through a specific goal, well-placed policies and a range of appropriate implementation measures and design review strategies. These policies and guidelines are intended to create an attractive and functional urban form and to provide a balance between the built environment and urban open space.

The Urban Design Element seeks to establish an overall design framework upon which developers of private or public projects may draw upon for guidance to achieve more detailed and site-specific planning and design applications. With a comprehensive overall design framework and a systematic approach for implementation, the Central Area can be transformed over time from a deteriorating, stagnating community area with only "pockets" of success into one full of vigor, vitality, and design compatibility.

PLAN APPROACH

Visual Blight Cleanup

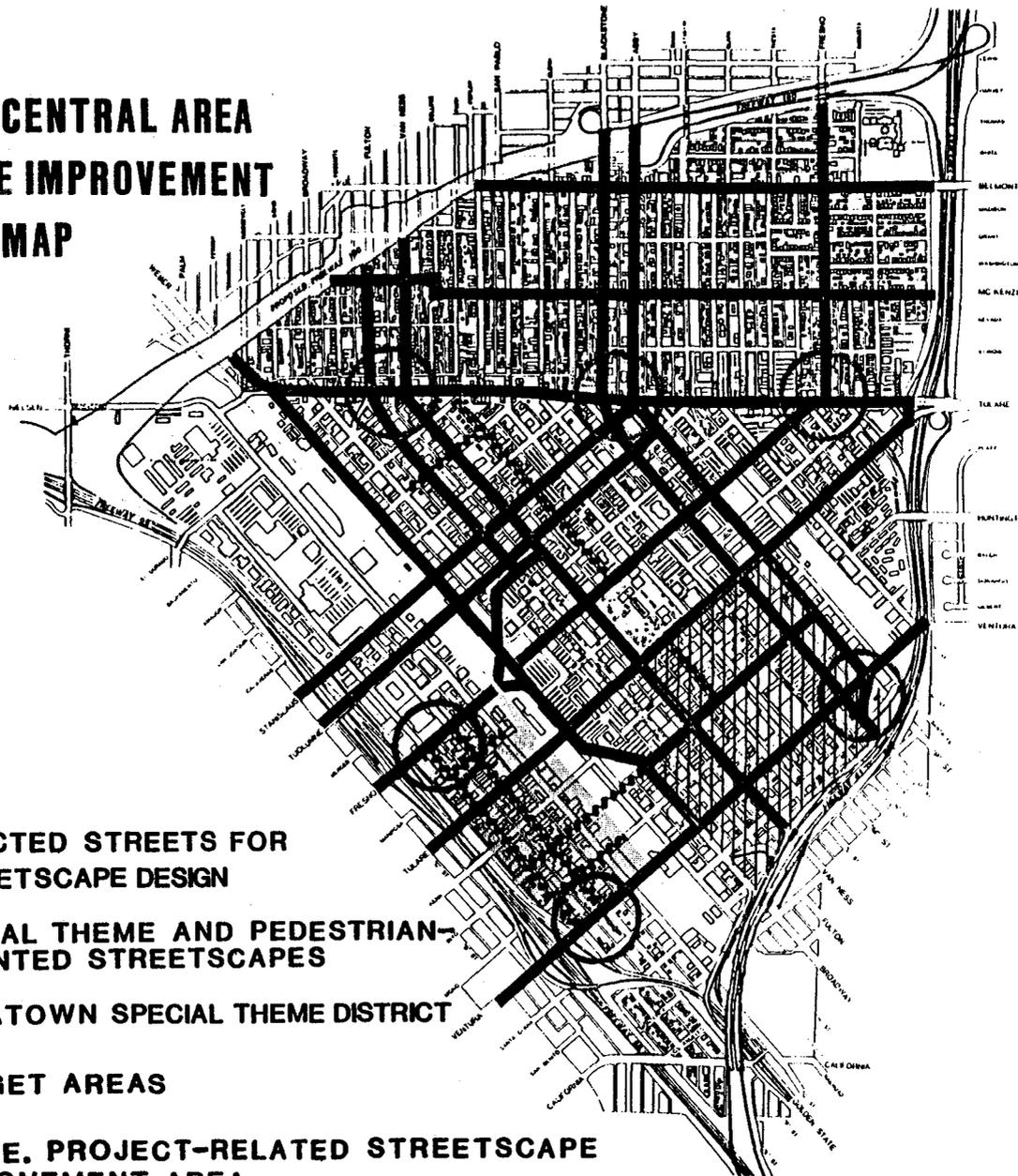
- o In accordance with the recommendations of the Central Area Task Force and with City Council confirmation the City should take a proactive role in formulating an action/implementation plan to address visual blight problems.
- o The priorities of the visual blight cleanup program include the following:
- o Improving the appearance and design treatment of entryways and high visibility locations.
- o Bringing all Central Area properties to a clean or "neutral" state.
- o Focusing the cleanup upon target areas and combining the effort with beautification techniques such as landscaping, painting, screening, etc.
- o Clearing vacant lots and better maintenance of blighted vacant buildings.

Streetscape Improvements

- o Where feasible, the public right-of-way of all major streets within "target" areas or special districts of the Central Area should be improved with street trees, landscaping, and special sidewalk treatments, especially as determined by the Central Area Streetscape Design Improvement Plan recommendations (see Streetscape Improvement Map, Exhibit No. 17).
- o The streetscape of properties fronting onto major streets should be improved with landscaped setbacks and design standards developed to achieve continuity of facade treatments and street furniture.

PROPOSED CENTRAL AREA STREETSCAPE IMPROVEMENT MAP

Central Area



LEGEND

-  SELECTED STREETS FOR STREETSCAPE DESIGN
-  SPECIAL THEME AND PEDESTRIAN-ORIENTED STREETSCAPES
-  CHINATOWN SPECIAL THEME DISTRICT
-  TARGET AREAS
-  P.G.&E. PROJECT-RELATED STREETSCAPE IMPROVEMENT AREA



City of Fresno
Development Department
Planning Division

- o Where appropriate, local streets should be developed as "urban parkways" with landscaping and pedestrian spaces to be shared with parking and loading areas which serve vehicular and/or transit vehicles as needed.

Visual Continuity

- o Parking lots should be allowed only on an interim basis along major entryway routes, or any major street, unless permanent and well-maintained perimeter landscaping/screening techniques are utilized to provide visual continuity.
- o Certain key access routes--such as Van Ness/Fulton, Divisadero, Tulare, Fresno, Blackstone/Abby--should receive a greater emphasis on streetscape improvements to identify them as special boulevards which serve to link gateways.

Entryways

- o Entryway areas should be designed with special treatment to provide a sense of entry and spatial transition and to serve as initial information points for visitors--i.e., mini-parks with appropriate landscaping, orientation signs, and symbols or logos depicting Fresno's Central Area.

Parking Structures

- o The ground floor areas of parking structures should contain active, pedestrian-oriented and/or service commercial spaces and be architecturally integrated with the rest of the structures.

Eaton Plaza

- o The Civic Center's Eaton Plaza should be developed as an "urban gathering place--a Central Plaza" for cultural/entertainment assembly areas and limited commercial services. Equal emphasis should be given to utilizing hard surface materials, forms, and landscaping.

Circulation--Pedestrian and Transit Linkages

- o All activity nodes and employment centers should be linked with pedestrian/transit priority routes. (See Transportation, Circulation, and Parking Element, Chapter 8)

Railroad Right-of-Way Land Area Use

- o The Santa Fe Railroad corridor could be developed as a major "greenway" or lineal park environment through the northern Central Area, linking the Jefferson Area with the Civic Center Area.

Signage and Advertising

- o All billboards, oversized, over-height and other nonconforming signs should be eliminated. (See Signs, Special Issue Element, Chapter 16)
- o Sign design "themes" and special facade treatments should be developed for each activity node or district.

- o In specially designated areas, such as the "Bright Lights" Entertainment District, north of the Fulton Mall District, specific guidelines should be developed to allow for super sized marquees and graphic arts and special nighttime lighting features.

The visual qualities of a "downtown" or "city centre" collectively reflect the image of a community including its sense of place, its safety, vitality, convenience, efficiency, and livability. It is possible, over time, to restructure, enhance, and improve the existing Central Area environment, molding it into a three-dimensional urban form that is representative of what the people of the Fresno community expect it to be, or what it is capable of becoming. With the fiscal realities of the 1980's, however, there must be as much patience as dedication exercised by concerned citizens, business persons, community representatives and city staff to develop new strategies for reshaping Fresno's Central Area scene. The approach must be two-fold: first, the creation of a "new image" based upon a more consistent level of property maintenance conditions, and secondly, the formulation of a more orderly, but flexible urban design framework for the creation of a more cohesive, interdependent three-dimensional structure of the Central Area (see Urban Design/Streetscape Map, Exhibit No. 18).

A visual blight cleanup and long-term maintenance program must be implemented and enforced. Also, urban design guidelines must be formulated, property development standards must be updated, and a concept plan for their application must be prepared as a comprehensive urban design master plan for the Central Area. These "potential solutions" can be more adequately addressed by identifying specific policies and action or implementation measures that can be taken to resolve the real or perceived urban design problems of the Central Area.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Urban Design Goal

Improve the overall image, building and landscape character, and physical and spatial relationships of the Central Area to provide a unique, high-quality urban environment.

Urban Design Policy 1

Provide and maintain an urban image which creates a "sense of place" for the Central Area.

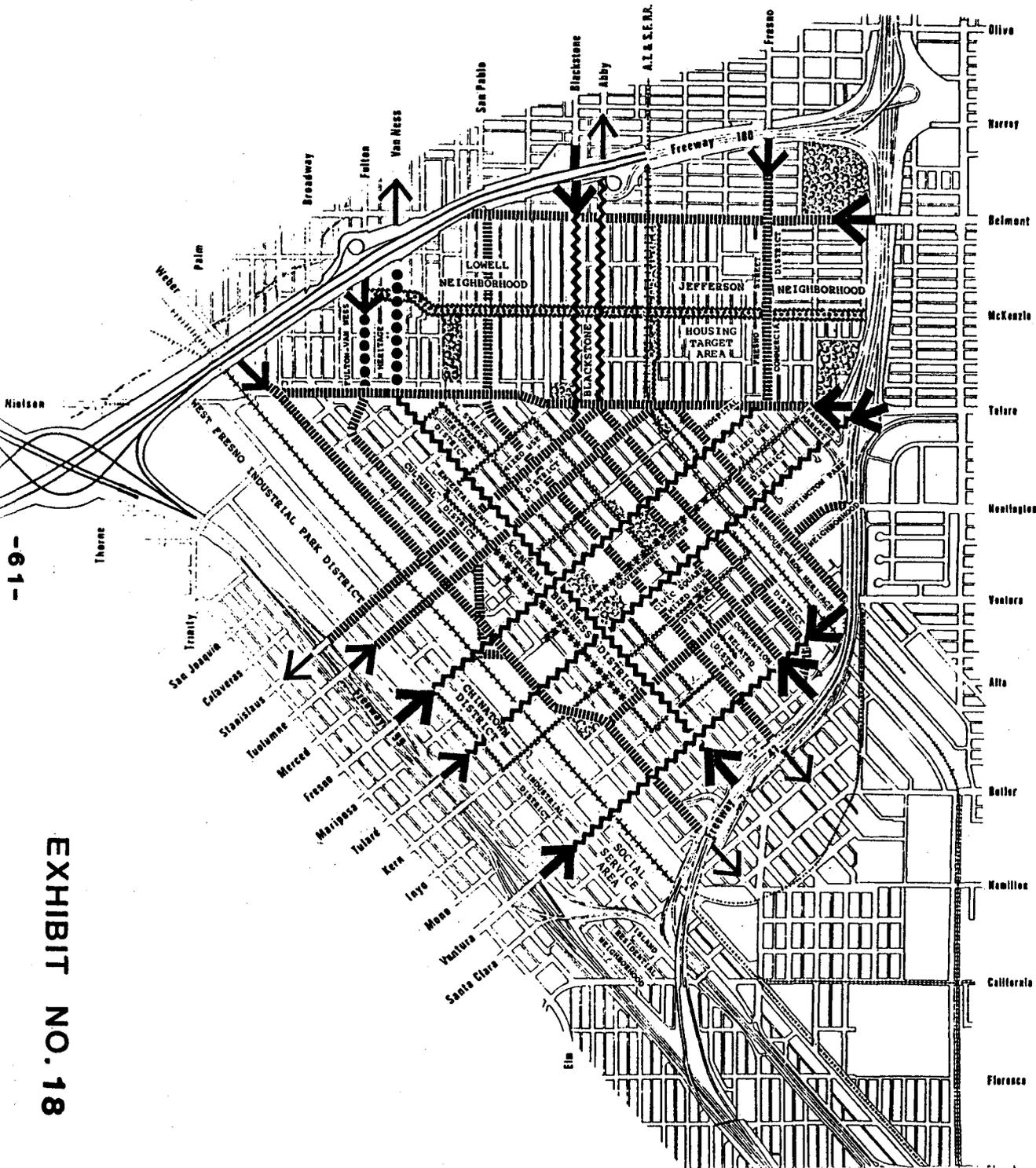
Implementation Actions

- Urb 1-1** Preserve and maintain those buildings or structures which enhance the overall form and character of the Central Area skyline.
- Urb 1-2** Promote the placement and arrangement of new buildings or other structures to enhance the Central Area skyline, provide pleasing vista points and create an attractive urban building mass.
- Urb 1-3** Develop a unique, three-dimensional urban style streetscape treatment for the Central Area which contrasts with suburban communities.
- Urb 1-4** Enhance the visual continuity of pedestrian-oriented corridors to promote activity at the street level.

Central Area

URBAN DESIGN / STREETSCAPE PLAN

-  MAJOR ENTRYWAYS FROM FREEWAYS
-  MINOR ENTRYWAYS FROM MAJOR STREETS
-  MAJOR STREET ONE-WAY EXITS
-  MAJOR AUTO-ORIENTED CORRIDOR STREET WITH BOULEVARD TREATMENT
-  MAJOR AUTO-ORIENTED STREET WITH LIMITED STREETSCAPE TREATMENT
-  HISTORICAL STREETSCAPE
-  SPECIAL NEIGHBORHOOD BOULEVARD STREETSCAPE
-  PEDESTRIAN-ORIENTED STREET
-  LANDSCAPED PEDESTRIAN MALLS
-  LANDSCAPED OPEN SPACE WITH PEDESTRIAN WALKWAYS
-  LANDSCAPED OPEN SPACES - PARKS, SCHOOLS, PLAZAS
-  RAILROAD RIGHT-OF-WAY



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PLANNING DIV.

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EXHIBIT NO. 18

Urb 1-5 Design entry streets around the edges of the Central Area to provide motorists with a sense of arrival.

Urb 1-6 Use buildings, structures, and landscaping to define, reenforce, and create visually interesting and useful urban open space.

Urban Design Policy 2

Promote a greater concentration of buildings and people in the Central Area.

Implementation Actions

Urb 2-1 Encourage new commercial development to be designed with continuous building facades along street frontages and with a high percentage of site coverage.

Urb 2-2 Require that parking structures constructed adjacent to any street frontage or pedestrianway should contain ground floor tenant spaces and design elements at human scale and of public interest along the pedestrian sidewalk level.

Urb 2-3 Establish provisions for the development of air rights over publicly-owned surface parking areas or parking structures and ponding basins.

Urb 2-4 Provide incentives to support developments that propose to integrate parking structure facilities with buildings or that provide other creative parking facility alternatives that minimize the use of open, surface parking areas such as underground parking, remote parking with shuttle delivery service, valet or stacked parking or by establishing parking districts.

Urb 2-5 Encourage the reuse and/or construction of mid- to high-rise buildings downtown and discourage inappropriate one-story structures.

Urb 2-6 Encourage more intensive use of large underutilized commercial ground floor areas with smaller, more marketable shops and storefront spaces.

Urb 2-7 Provide development incentives for projects which demonstrate quality design solutions that promote the diversity, concentration, historical and ethnic mix desirable for the urban Central Area environment.

Urb 2-8 Promote the design of outdoor environments that attract people for daytime and nighttime activities through the creative use of street furniture, signage, lighting and urban landscape features.

Urban Design Policy 3

Recognize and promote the diversity of features within the Central Area.

Implementation Actions

Urb 3-1 Strengthen the unique and special characteristics of the individual districts within the Central Area.

- Urb 3-2** Encourage the location of specialty destinations which serve as regional and city-wide attractors.
- Urb 3-3** Encourage developments that allow work places, residences, shops, and recreational facilities to be mixed on one site.
- Urb 3-4** Interpret and/or formulate zoning provisions that allow for the integration of a variety of uses at a greater intensity.
- Urb 3-5** Recognize and promote diversity to take place in the adaptive reuse of existing buildings through flexible interpretation of codes and ordinances.
- Urb 3-6** Direct the City Fire Department (Fire Marshal) to develop, adapt or flexibly interpret fire code standards to allow for "Type V" construction to be combined with "Type I" construction within the Central Area while upholding public safety requirements.

Urban Design Policy 4

Design and develop Eaton Plaza as the focal point and gathering place for the public life of the Central San Joaquin Valley.

Implementation Actions

- Urb 4-1** Design, develop, and maintain Eaton Plaza ("the Plaza") as the principal multipurpose, passive/active open space land use area in the Central Area. Exclude surface parking areas from the Plaza.
- Urb 4-2** Design the Plaza to accommodate a wide range of activities, including rallies, shows and displays by performing and fine artists.
- Urb 4-3** Integrate appropriate commercial concessions into the design of the Plaza that enhance and support its public activities.
- Urb 4-4** Design Eaton Plaza as a major link with other public spaces along the mall or semi-mall systems in order to complement business activities.

Urban Design Policy 5

Create and maintain a variety of small human scale plazas and mall areas as people-oriented spaces integrated with compatible businesses and services.

Implementation Actions

- Urb 5-1** Link new projects and major activity centers through a series of landscaped linear and "pocket" spaces along streets and walkways that enhance and encourage pedestrian use.
- Urb 5-2** Encourage developers to build small-scale usable open spaces as part of new commercial and institutional projects.

- Urb 5-3** Promote plaza and mall designs that are safe, comfortable and attractive to users.
- Urb 5-4** Provide incentives for developers to locate activity areas and design amenities in new public or private developments, including "gallerias," retail shops, and sidewalk cafes, especially along pedestrian mall/semi-mall spaces.
- Urb 5-5** Create points of attraction representing diversified interests which may include public artwork, exhibit areas, kiosks, concession stands, specialty restaurants and shops along walkways and within defined spaces.

Urban Design Policy 6

Develop a streetscape treatment for the gateway and pedestrian-oriented streets to identify special districts and to visually link activity centers, residential neighborhoods and open spaces.

Implementation Actions

- Urb 6-1** Use a well-balanced variety and uniform spacing of deciduous or evergreen trees to establish visual continuity for streetscapes, and to also focus upon unique public or private spaces and achieve coherence between such spaces.
- Urb 6-2** Develop comprehensive but flexible designs for sidewalk patterns, street pavements, and street furniture to link the Central Area districts while allowing each district to be expressive of its own visual or cultural identity.
- Urb 7-1** Establish guidelines and provide development incentives for the placement of buildings, landmarks, public art, and signage to provide focal points and orientation throughout the Central Area.
- Urb 7-2** Maintain, enhance and enlarge the public art collection in the Central Area.
- Urb 7-3** Identify, document and promote all historic and cultural resources within the Central Area.
- Urb 7-4** Establish development standards for areas immediately adjacent to historic and cultural resources to ensure project design that is compatible, coherent and complementary.
- Urb 7-5** Increase community awareness of historic and cultural heritage through coordination with the Public Information Office and various historic organizations.

Urban Design Policy 8

Construct, enhance and maintain public buildings and spaces that serve as models of exemplary urban design.

Implementation Actions

- Urb 8-1** Initiate competitions of international scope to provide the best possible range of creative design solutions for the City's important public buildings.
- Urb 8-2** Create a panel of urban design experts to develop guidelines and to review designs for public buildings.

Urban Design Policy 9

Promote Central Area signage as "graphic art" to provide a high quality aesthetic image for pedestrians and motorists.

Implementation Actions

- Urb 9-1** Develop thematic public signage to orient visitors to locations of special events and activity centers.
- Urb 9-2** Remove inappropriate billboards and other excessive signage to improve the overall image of the Central Area and enhance the visibility of historic or visually interesting buildings.
- Urb 9-3** Amend sign ordinance provisions to create "entertainment sign district" standards for application in selected areas.
- Urb 9-4** Develop comprehensive design standards for signs which are compatible with the desired image of the Central Area and the unique visual or cultural qualities of its various districts.
- Urb 9-5** Rigorously enforce the on- and off-site sign standards established in adopted codes, ordinances and redevelopment plans.

Urban Design Policy 10

Promote a balanced system of public parks, recreation facilities and landscaped open space areas to meet the passive and active needs of Central Area employees, visitors and residents.

Implementation Actions

- Urb 10-1** Establish and maintain a system of open spaces in a variety of scales, ranging from Court House Park and Eaton Plaza to intimate courtyards within office and retail building groups.
- Urb 10-2** The City of Fresno's Development, Housing and Community Development and Parks Departments staff need to coordinate efforts to formulate policies and adopt development standards for on- and off-site landscape treatment which will require each newly proposed project to be evaluated for consistency in the Central Area Plan.

- Urb 10-3** Establish public parks and playgrounds for residential neighborhoods, such as the Jefferson and Lowell areas.
- Urb 10-4** Encourage coordination between the City Parks, Recreation and Community Services Department and the Fresno Unified School District to provide convenient, well-equipped playgrounds near residential neighborhoods and employment centers.

Urban Design Policy 11

Prepare an urban design concept and action plan to enhance the three-dimensional physical and spatial character of the Central Area.

Implementation Actions

- Urb 11-1** The concept plan as shown on Exhibit 17 should identify the principal streets, open spaces and pedestrianways that will constitute the urban design framework.
- Urb 11-2** Designate the principal streets for the framework as Van Ness, Ventura, Fresno, Tulare, Blackstone ("O"), Abby ("P"), and Divisadero.
- Urb 11-3** Designate the Van Ness/Fulton District north of Divisadero as streets and properties of historic significance and prepare a specific plan to preserve the streetscape, maintain landscaped setbacks and preserve historic resources.
- Urb 11-4** Prepare a master tree plan that identifies the location, spacing and species of trees for "gateway" streets and provides guidelines for public and private property landscaping, consistent with other policies in the Central Area Plan.
- Urb 11-5** Prepare a master lighting plan to provide safety, orientation and enhancement of nighttime activities for pedestrians and motorists. The plan will emphasize illumination of vehicular streets, special lighting for pedestrian-oriented streetscapes, special theme district areas and the floodlighting of significant buildings and art.
- Urb 11-6** Prohibit new and, within three years, eliminate existing 6-foot high, chain link fences from highly visible street frontage perimeters of multifamily, commercial and industrial properties.
- Urb 11-7** Immediately establish on- and off-site development and building design guidelines and a design review procedure that will result in high quality design projects throughout the Central Area.
- Urb 11-8** Cooperate with the private sector to develop appropriate design guidelines for designated "theme" districts.

Urban Design Policy 12

Coordinate with the State Department of Transportation (Caltrans) to establish appropriate landscaping of freeway right-of-way areas for Freeways 41, 99, and 180 bordering the entire Central Area perimeter.

Implementation Actions

- Urb 12-1** Encourage the utilization of Caltrans and Measure "C" funds to implement and maintain appropriate landscaping of freeway right-of-way areas.
- Urb 12-2** Identify and support special appropriations and State legislative actions necessary to fund landscaping improvements of freeway right-of-way areas.

14. ECONOMIC DEVELOPMENT AND MARKETING

Eroding demographic characteristics and a weak socio-economic structure have tainted the Central Area's image such that there are significant concerns for its future as a vital urban center with a broad economic base. What is needed to reverse this trend is a comprehensive economic development program which gives top priority to revitalization policies and implementation strategies that would increase employment and investment opportunities and reverse trends typified by building vacancies, declining population, and an eroding tax base.

The City must take the lead role among local public agencies to increase economic activity within the Central Area. It is no longer realistic to rely upon federal or state resources as was done in the 1960's and 1970's.

The Central Area Community Plan promotes local public action in economic development to remove governmental impediments to:

1. Assist in providing and improving land, services and financial incentives to make Central Area projects economically feasible and competitive with the suburban economy;
2. Market and promote the locality;
3. Improve the area's reputation, general economic climate, and receptivity to business; and,
4. Introduce and clarify economic assistance concepts, procedures and incentives which include considering:
 - (a) The Optimum Charter City: The City-State Perspective
 - (b) Development Entitlements/Bonus Density Incentives
 - (c) Credit Enhancement/Co-insurance
 - (d) Latent Capital Resources
 - (e) Capital Resource Management
 - (f) A City Capital Risk Management Policy

The main objective of the Plan is to achieve sound economic development in the Central Area in an action-oriented, lead role by the City. This would involve a public-private partnership with the local Fresno citizenry and its business community to support development goals, policies and implementation strategies that promote the revitalization and strengthening of the Central Area's economic base. The spirit and action generated by such a commitment should at least match the organizational power of Fresno's own community-based organizations, such as the Bulldog Foundation, St. Agnes Foundation and other philanthropic, education and research groups whose fund-raising efforts have helped formulate well-financed programs and new construction projects within the City of Fresno. Citizens throughout Fresno must realize a strong sense of pride, image and purpose in maintaining and enhancing the economic viability of Fresno's older core area.

Recognizing that the present city organizational mechanism is not fully responsive to the needs of the Central Area revival, the establishment of a public/private nonprofit Development Corporation should be considered as one of the best organizational structures for this purpose in Fresno's case. The formation of such a single purpose nonprofit corporation could have broad community appeal.

The Corporation would be charged with specific responsibility to focus all its activities within the "Freeway Loop Area," to remove blighting influences, facilitate joint ventures and participation of public and private sectors, liaison and coordination with developers and advisory groups representing residents and businesses in the Central Area. Its responsibilities would also include real estate operations, marketing and financing of residential as well as commercial development; comprehensive planning of the area incorporating aspects of community planning, urban design, and preparation of and amendments to the redevelopment plans within the Central Area. Additional responsibilities could be the administration of these planning activities including, specific planning, capital improvement programming, budgeting, and implementation. All these activities would be geared toward Central Area Community Plan implementation as well as creation of new opportunities for the physical and economic upgrading of the area.

PLAN APPROACH

The goal of reinvestment by the city-state in the Central Area is to equalize the risk for private developers and investors to the point where they can be induced to develop and invest in the central city for a return and a risk equivalent to what they would face in the suburbs. The City must maintain a managed risk program until the threshold point is reached where the synergy of interrelated projects creates enough private incentive to carry the Central Area forward again on private market demand at a risk level equal to suburban development opportunities.

Currently, market demand in the Central Area cannot support new investment or, if new investment is made, it is generally limited to a cost and a quality that can be fully amortized within the term of the credit lease securing the investment. Given the normal short-term lease, this means poor quality architecture and construction that further complicates the task of renovation, renaissance and reconstruction. If investors and developers are going to architecturally design for quality that goes beyond the immediate or original lease, they must have faith in the future of the central city. They cannot do this without a long-term program commitment. One-year, two-year or five-year lease programs are woefully inadequate. At least a ten-year program must be put into place if a stabilized market is to be obtained. Without a ten-year program, investors and developers will not have the faith that the City is making a long-term commitment to the future of this part of the City-State. Developers, lenders, and investors are, after all, being asked to invest on a thirty to thirty-five year payback.

Several of the basic services in the City of Fresno are run on an enterprise fund basis. Water and sewer services, for example, fit into this category (see Infrastructure Element). In the older downtown areas, rates were charged for thirty to fifty years of services that supported current operations as well as the expansion of water and sewer services to most of metropolitan Fresno. This practice continued until the City started charging urban growth management fees to pay for the capital cost of extending services into the new suburban areas. Over a fifty-year period, the downtown area carried the cost of building new facilities and infrastructure throughout the rest of the community without a material allocation of funds to rebuild, upgrade or modernize the underground utilities (i.e., pipes and drains) that directly served the Central Area.

It is now time to modernize the sewer and water systems for much of the Central Area, and, if redevelopment funds are not to be depleted for this single capital cost, the balance of the enterprise service area must support the cost of rebuilding the basic infrastructure in the Central Area to reciprocate for the years in which the Central Area paid for the suburbs' initial infrastructure cost. An **"Infrastructure Improvement Program"** can probably be accomplished indirectly by lowering the fees in the Central Area to offset the cost burdens placed upon Central Area developers, such as having developers pay for their own infrastructure installation costs, and recover such costs from the fee savings over a period of years. In any case, the long history of contributions from the Central Area must be recognized as well as its current need for new infrastructure. To be precise, a prior fund beneficiary must equitably bear the cost of reimbursing the historic subsidy that came from the central city fees.

The image and economic viability of the Central Area has long been a topic of discussion among Fresno's concerned citizens, business persons, City staff and elected officials. The ability to provide a sustained level of commitment and an administratively effective and enterprising organization, such as a Development Corporation dedicated to the revitalization of the Central Area are major concerns of this Central Area Community Plan. However, in comparing the Central Area of today with the conditions prior to the initiation of the "Gruen Era" revitalization efforts in the late 1950's, one realizes that much of the physical framework has already been improved and the downtown scene contains a number of successful development projects. The redevelopment program, as an effective tool of physical and economic revitalization, needs to be expanded and well coordinated to fully utilize every economic opportunity available to develop the Central Area.

For a sustained effort, new strategies such as those already discussed must be formulated to build upon the Central Area's assets and available resources in order to produce positive changes through a more effective organizational structure and also upon a new sense of certainty, momentum, and long-term commitment to Fresno's Central Area revitalization programs.

It is a concern that within its institutional structure the City may not have the all-encompassing organizational capacity to implement the economic programs herein described without creating a specialized nonprofit corporate body that can effectively focus the expertise necessary to design, implement and monitor proposed development strategies and projects that will become economically beneficial for the Central Area.

In recognition of these concerns and in an effort to reverse the trend of economic stagnation within the Central Area, the following policies and implementation actions have been adopted to promote and produce positive changes in its economic base.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Economic Development Goal

Establish a comprehensive economic development program for the Central Area that strengthens its economic base, enhances its organizational and marketing capabilities, and creates entities dedicated to achieving sustained economic growth and long-term fiscal and physical stability.

Economic Development Policy 1

Provide a coordinated public and private organizational structure for management of Central Area revitalization in a partnership and results-oriented approach.

Implementation Actions

- Eco 1-1** Create a Central Area Development Corporation as a nonprofit entity to promote, coordinate, and facilitate public/private development partnerships, either alone or in joint ventures.
- Eco 1-2** Establish the Central Area Development Corporation as a focused body of economic and development expertise with predictable, long-term administrative delivery capacity, policies, and implementation programs.
- Eco 1-3** Encourage the involvement of a broad range of public and private organizations (local and regional) to participate in Central Area revitalization efforts.
- Eco 1-4** Support merchants, business people, and organizations that are willing to invest time and resources in environmental revitalization processes that directly benefit the economic well-being of the Central Area.

Economic Development Policy 2

City of Fresno shall provide a consistent and positive climate for economic development in the Central Area.

Implementation Actions

- Eco 2-1** Maintain an element of certainty and commitment by the consistent administration of policies on economic issues affecting land use, socio-economic factors and improvement programs in the Central Area.
- Eco 2-2** Research, identify and establish new resources for raising capital or utilizing noncapital assets to provide for consistent and positive economic development in the Central Area.
- Eco 2-3** Provide and fund a comprehensive capital improvements (a "capital web") program to continually upgrade utilities and infrastructure systems in order to facilitate development, such as utilizing a "Sinking Fund" or Capital Improvement Enterprise Fund Program approach.
- Eco 2-4** Provide incentives that will encourage private developers to invest in the Central Area; for example, utilizing the partnership of public and private sectors (the development corporation), bonus density entitlements, credit enhancement and co-insurance policies, and other incentive programs.
- Eco 2-5** Redefine and expand governmental redevelopment activities and capital resource financing capabilities to provide for efficient and economic development practices in the Central Area.

Economic Development Policy 3

Support the aggressive marketing and promotion of the Central Area as a quality environment for new investment possibilities.

Implementation Actions

- Eco 3-1** Create and maintain a comprehensive data base to encourage and assist the private sector in its development of an ongoing marketing effort.
- Eco 3-2** Develop an implementation handbook or manual to provide guidance to potential developers and investors.
- Eco 3-3** Encourage and assist the private sector in the promotion of special events that draw people to the Central Area.

Economic Development Policy 4

Support and strengthen existing economic and development activities in the Central Area.

Implementation Actions

- Eco 4-1** Maintain and enhance the Central Area as the principal center for government, convention-related, cultural, tourist, and major sports facilities.
- Eco 4-2** Provide for completion and adoption of redevelopment plans for the Fulton and Lowell areas as high priority projects.
- Eco 4-3** Provide financial incentives to encourage the rehabilitation and expansion of existing businesses.
- Eco 4-4** Provide ongoing technical assistance to applicants for grants and other financing programs.
- Eco 4-5** Eliminate the blighting influence of vacant, deteriorated buildings through code enforcement, owner participation, financial incentives or condemnation.
- Eco 4-6** Limit the distribution and size of major assembly areas associated with hotels, banquet rooms and other assembly facilities that directly compete with the conference or convention facilities and functions of Fresno's Convention Center Complex.
- Eco 4-7** Develop first-class conference and public speaking facilities in conjunction with multiple auditoriums and cinemas in proximity to the existing Convention and Conference Center Complex.

Economic Development Policy 5

Stimulate the development of new businesses and industry.

Implementation Actions

- Eco 5-1** Provide assistance to small and minority businesses, including "one-stop" information and management training services.
- Eco 5-2** Provide a seed-capital revolving fund as a stable financial resource to be utilized and invested in low-risk, high return enterprises, or as an emergency funding source for high priority, fast-track processes.
- Eco 5-3** Encourage and support the provision of "incubator" facilities and services for small and minority businesses.
- Eco 5-4** Provide basic economic development information and technical assistance to new applicants for grants and other financing programs.
- Eco 5-5** Promote the Central Area as the most appropriate location for facilities of regional importance, including corporate headquarters, trade centers, government office complexes, etc.

Economic Development Policy 6

Identify and provide a financial support system of credit enhancement and co-insurance to encourage the participation of lenders in the Central Area.

Implementation Actions

- Eco 6-1** Develop an economic development program that calls for research and analysis to be done and a program to be implemented for both credit enhancement and co-insurance procedures.
- Eco 6-2** Develop a policy for credit underwriting and indemnification and other credit enhancement issues.
- Eco 6-3** Create certain reserve funds for reimbursement to the City on any credit enhancement programs.

Economic Development Policy 7

Establish a program of capital substitutes utilizing credit resources, in particular, to replace limited capital and cash resources available to the City of Fresno in its support for new development and physical improvements in the Central Area.

Implementation Actions

- Eco 7-1** City of Fresno will seek ways to substitute noncash resources, such as credit enhancement or co-insurance assets, for limited cash resources available for Central Area improvement and development projects.

- Eco 7-2** Develop mapping of "latent capital resources," such as vacant railroad right-of-ways, ponding basins, "air rights" space over surface parking lots, underdeveloped open spaces and other latent land assets.
- Eco 7-3** Identify underutilized or totally unutilized land assets and determine appropriate and immediate uses for these areas.
- Eco 7-4** Specifically analyze underutilized assets, such as public plazas or surface parking facilities, for potential overlaying uses or enhanced concurrent uses.

Economic Development Policy 8

City of Fresno should recognize and accept a specific "managed risk portfolio" as essential to successfully carrying out a comprehensive economic investment program for revitalization of the central city area.

Implementation Actions

- Eco 8-1** Develop a "managed risk policy" for the City of Fresno's economic development program which explicitly recognizes the concept that there must be some risk exposure in an underwriting program in order to take necessary steps toward Central Area revitalization.
- Eco 8-2** Conduct an economic analysis of the Central Area Community Plan to determine its costs and benefits and the effects of taking no immediate action to improve economic conditions in the area. This analysis is to be completed within 180 days after submission of this Plan to the Fresno City Council.
- Eco 8-3** Analyze institutionally whether civil service staff members should be asked to accept "reasonable risk" and the consequences of a risk management program or, if considered unreasonable risk-taking, then third party private firms should be hired to analyze the economic decisions that would allow the City to take a "balanced risk" in its implementation of economic policies.

Economic Development Policy 9

Establish a community-wide understanding of economic and redevelopment principles through proactive communication with the media and community groups.

Implementation Actions

- Eco 9-1** Establish an annual or semi-annual public hearing workshop to present the City's economic goals, policies and implementation criteria for the Central Area to the public-at-large to enhance their understanding and continuity of knowledge of ongoing economic issues and concerns that affect the revitalization of the Central Area.
- Eco 9-2** Request the media to designate reporters who will work with City staff in developing specialized knowledge and expertise in economic development and redevelopment principles, especially as they affect the revitalization of the Central Area.

15. HOMELESS-SPECIAL ISSUE

The homeless population in the Central Area is a major problem which seriously impedes the stability and prospects for revitalization of the Central Area's neighborhoods and business districts. For discussion purposes, the term "homeless" actually applies to: 1) families with children, 2) couples and individuals in need of temporary shelter, and 3) chronically homeless individuals, or "street people." The homeless population also includes migrant laborers and "skid row" inhabitants. The homeless, primarily the street people, are a point of controversy due to specific concerns about their negative impact on the image, economy, safety, and environment of the Central Area, especially in the Fulton Mall and Chinatown.

The Central Area must not be the only location for programs to address the problems of the homeless. The burden of responsibility for this problem should be shared by the entire community. Policies must be developed to ensure a more equitable community-wide sharing of responsibility and the development of solutions to address specific problems.

PLAN APPROACH

The Central Area Community Plan seeks to build upon the City's three-tier strategy for administering programs for the homeless. A main priority of the Plan is to fill the gaps in the first tier program in order to reduce the negative impacts created by the presence and high visibility of "street people" within its economically sensitive areas. This Plan also recommends steps to address the provision of facilities for homeless families so they are located in a positive neighborhood environment, accessible to basic support facilities.

Proposed Social Service Area

An initial step would be to limit the capacity of the existing social service organizations to control the number of people being served at their present location. This would mean that any further facility increases by these or similar agencies would be developed away from the Central Area in a concept to decentralize the social facilities and not overly impact any segment of a community.

Another step would be the development of a social service facility that would fill the present gap in services. This facility would be a combined shelter, service, and activity center that could be situated in underutilized land south of Santa Clara Street and the Southern Pacific Railroad tracks. The social service facility, developed by a public/private partnership, would complement the existing operations of the Rescue Mission and Poverello House and could operate in a manner similar to the Swinging Door Program in Salinas or the new homeless center proposed in Bakersfield.

Development of a service center for the homeless and street people, such as the Swinging Door Program in the City of Salinas, can have multiple benefits for the city. The Swinging Door Program provides daytime shelter, refreshments, companionship, laundry

and shower facilities and where possible and appropriate, referral to public service agencies. It also serves as a point of contact for the homeless with caseworkers and health care services offered through public agencies.

In Fresno's situation, the primary purpose of the facility would be to provide for basic human needs and a more effective program in reducing the visible presence of "street people" in the Central Area. The proposed facility would be a positive attractor for the City's existing 800 to 1200 homeless providing a more healthy, humane, acceptable location for their activities and socializing. Basic services would include: restroom and bathing facilities, first aid and medical referral services, unobtrusive spaces for social and employment service personnel, interior as well as exterior public spaces which are safe and drug free, and possibly laundry facilities and a clothing exchange program.

To ensure the distribution of responsibility for the homeless population throughout the entire city, the social service facility and its services should be limited to the current homeless population and any future expansions should be regulated and restricted. The facility could serve as a model for future facilities that could be developed in other areas of the city.

The social service facility will not completely resolve the problems of "street people" in the Central Area, especially in the Fulton Mall and Chinatown. The services provided by the proposed facility would attract a majority of those individuals but, unfortunately, the remaining will be the hard core vagrants and panhandlers. Controlling problems caused by this group of "street people" will require strict enforcement and implementation of existing "police powers." City ordinances which address specific problems associated with the homeless should be reinforced.

The Plan's recommendations are primarily concentrated on the chronically homeless or "street people." The negative impact of this particular population group on the revitalization and economic development efforts proposed for the Central Area must be understood and receive priority attention.

The problems of the homeless are many and should be addressed in a broader context by the entire community. It will take the combined efforts of the public and private sectors to address and resolve these problems. However, with a sincere effort, the result can be the development of a well-coordinated, cost-effective, multifaceted approach to meet the emergency needs of all the homeless population and protect the economic viability of the Central Area from the negative impacts of chronic vagrants.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Homeless Goal

Free the Central Area of the negative impacts resulting from the presence of the homeless in vacant buildings, on streets, and in public spaces.

Homeless Policy 1

Eliminate the problems created by the homeless in the Central Area.

Implementation Actions

Hom Identify the actual or perceived problems created by the homeless.
1-1

Hom Develop and enforce City ordinances which specifically address the health,
1-2 safety and image problems created by the homeless.

Hom Enact a garbage lock down ordinance for the commercial and industrial districts
1-3 of the Central Area to prevent the use of trash bins as a source of food and shelter.

Homeless Policy 2

Minimize the impact of "transients" or "street people" by developing facilities and a service delivery system which attracts them to service facilities not located in economically sensitive areas.

Implementation Actions

Hom Develop a well-coordinated public/private partnership to provide a secure multi-
2-1 purpose daytime facility (along the lines of the Swinging Door Program in Salinas) in the vicinity of the Rescue Mission and the Poverello House. It should have a number of unobtrusive spaces where individuals may obtain a variety of services, including access to a public health nurse, social workers, mental health professionals and employment representatives.

Hom Coordinate with the County Sheriff's Department to provide transportation for
2-2 County jail releasees with no known address to the multipurpose facility at the time of their release.

Homeless Policy 3

Emphasize the need for the entire City to share the burden of the homeless population by limiting the capacity of accommodations and services for the homeless in the Central Area.

Implementation Actions

Hom Establish a population cap (limitation) for the homeless to be served by the
3-1 proposed multipurpose facility. The homeless in excess of this cap will be referred to other facilities outside the Central Area.

Hom Develop a specific plan to coordinate the services and facilities of the homeless
3-2 population to disperse them throughout the community.

Hom Amend the City Zoning Ordinance to require a Conditional Use Permit to
3-3 construct or expand any facility which provides services to the homeless within the Central Area. A comprehensive Social and Economic Impact Analysis will be required as part of this permit process for new proposals.

Homeless Policy 4

Promote a cooperative, coordinated effort at all levels of the private and public sectors to meet the immediate needs of the homeless.

Implementation Actions

Hom Identify available resources from the private organizations and public agencies
4-1 which deal with the homeless problem.

Hom Provide a forum to review existing services and to restructure service delivery
4-2 into a well-coordinated, efficient system.

Hom Develop a clearinghouse for continued cooperation and coordination in providing
4-3 services.

Homeless Policy 5

Shelters and services for families with children should be tailored to their particular needs.

Implementation Actions

Hom Emergency shelters and transitional housing for families with children should
5-1 have adequate on-site open space and be near schools and parks.

Hom Provide either on-site child care, counseling and training, or transportation to these
5-2 services to enable the parents to obtain employment and become self-sufficient.

16. SIGNS—SPECIAL ISSUE

The visual image of the Central Area is impacted by the type, number, size and location of signs (especially oversized, outmoded, and unattractive ones).

For the Central Area, surrounded by its freeway loop system, it is particularly important for a motorist's or transit rider's orientation that well-designed, informative, directional signage be appropriately placed near freeway exits and major streets leading into the Central Area. Such signs should also facilitate circulation safety by providing the motorist with easily understood directions into and out of parking areas and, by their graphic images, convey a positive theme-oriented message of what special public or commercial attractions lie ahead.

Signage can also play an important role in portraying a good image of the Central Area's visual environment and urban streetscape. Prominent locations, sizes and shapes, and other design characteristics of signs can strongly influence the perception of and orientation to a particular area or district and its individual businesses. For example, in the proposed Entertainment or "Bright Lights" District north of the Fulton Mall District, it would be important to have nighttime lighting features, such as neon signs, that create a festive atmosphere and attract the after-hours or nightlife clientele.

Public and private signage directed at motorists or transit riders traveling to destination points within the Central Area should be pleasant to view, appropriately scaled, and well-designed. Pedestrian-oriented signage should give direction, orientation and visual interest to newly arrived visitors of the Central Area.

PLAN APPROACH

Observation and study of Central Area signage conditions, indicate that the City of Fresno needs to initiate and develop a more comprehensive public directional signage plan and implementation program for the connecting freeway system and the internal street network.

Also, the City needs to develop and enforce more explicit sign design guidelines and graphic art standards that promote positive, high quality, informative private sign images and messages. This effort will require the participation of both public officials and private sector sign company representatives to formulate an effective, attractive and enforceable "street graphics system."

The Central Area Community Plan recommends that comprehensive sign regulations be developed to provide simple and enforceable guidelines for private sign applications. Such regulations should not only control undesirable signage, but provide incentives for the private sector to incorporate attractive mural or supergraphic artwork into their exterior building wall designs in conjunction with tastefully depicted, on-site signs.

Given the complexity of the signage issue and the specific problems to be addressed, the following goal, policies and implementation actions are meant to establish an effective

strategy to eliminate problems and help create an attractive and informative environment for both motorists and pedestrians.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Signs Goal

Enhance circulation safety and orientation and create a positive image for the Central Area through the use of well-placed, high quality and aesthetically-pleasing signage.

Signs Policy 1

Develop an environment in the Central Area free of "billboards" (off-site advertising structures).

Signs Implementation Actions:

- Sig 1-1** Prohibit the erection of new billboards.
- Sig 1-2** Do not issue any new billboard leases, renew existing billboard leases or allow construction of new billboards.
- Sig 1-3** Initiate proceedings to set a time limit--within acceptable amortization periods--for the removal of existing billboards. (See Exhibit No. 19, page 82.)

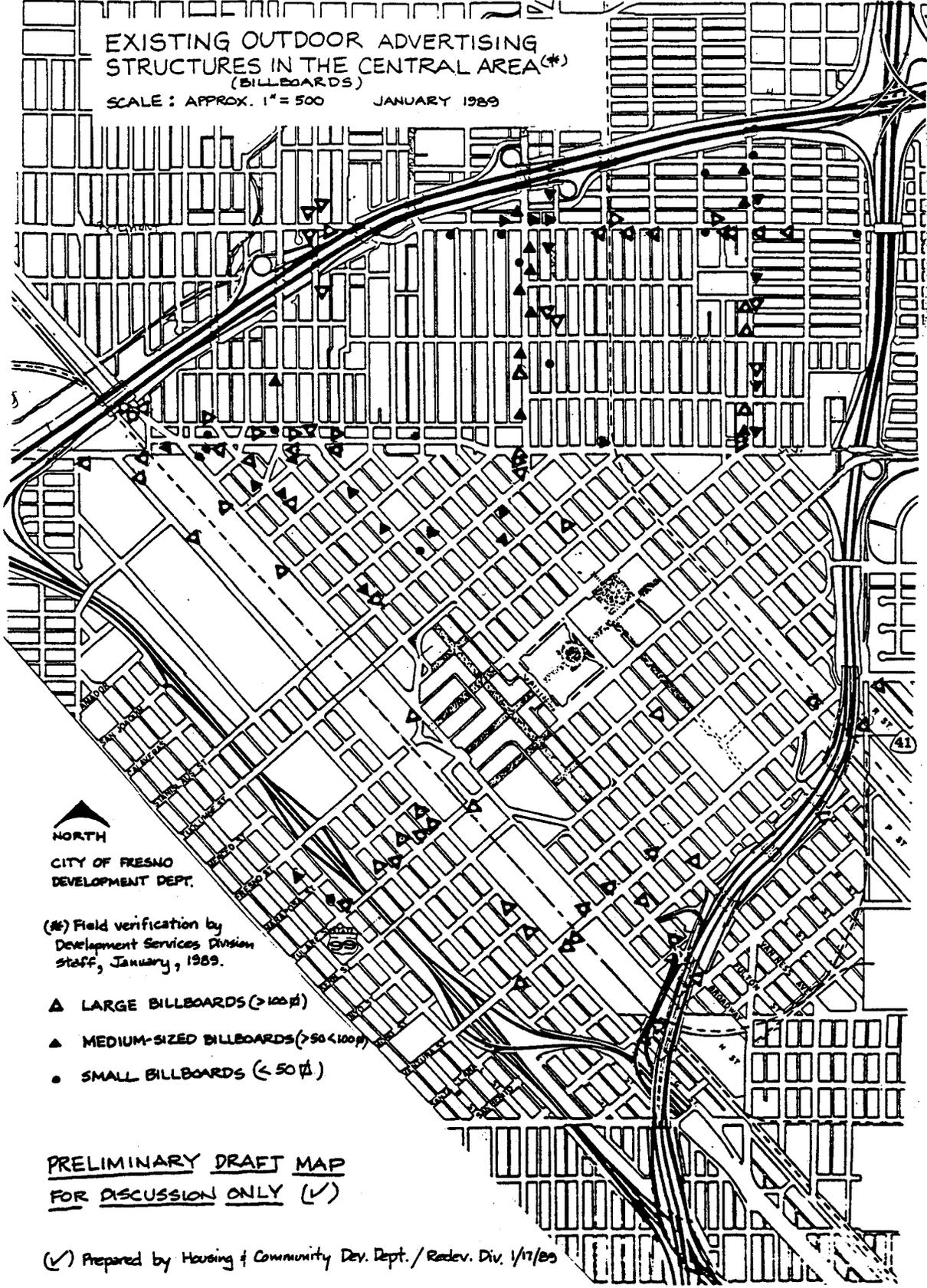
Signs Policy 2

Improve and maintain the aesthetic quality of all on-site signage.

Signs Implementation Actions

- Sig 2-1** Refine or develop new sign regulations or guidelines which define the parameters of desirable on-site "graphic art" and other sign applications which complement the architecture and scale of associated buildings and are appropriate for various districts or special areas.
- Sig 2-2** Recognize and enhance the difference between daytime and nighttime environments through appropriate sign standards that promote visual attractiveness and the creation of theme districts.
- Sig 2-3** Provide standards which allow flexibility to incorporate unusual or visually dynamic signs in designated theme districts.
- Sig 2-4** Encourage property owners to maintain and/or improve the graphic quality of on-site advertising signage through a City-sponsored recognition program.
- Sig 2-5** Coordinate with such groups as the County-City Chamber of Commerce and Downtown Association in the implementation of a signage improvement program.

PALM AVE.
 BROADWAY AVE
 FULTON ST.
 VAN NESS AVE.
 SAN PABLO AVE.
 BLACKSTONE AV
 ABBY ST.
 FRESNO ST
 ANGUS BT.



EXISTING OUTDOOR ADVERTISING
 STRUCTURES IN THE CENTRAL AREA (BILLBOARDS)
 SCALE : APPROX. 1" = 500 JANUARY 1989

NORTH
 CITY OF FRESNO
 DEVELOPMENT DEPT.

(#) Field verification by
 Development Services Division
 staff, January, 1989.

- ▲ LARGE BILLBOARDS (>100 sq ft)
- ▲ MEDIUM-SIZED BILLBOARDS (>50 < 100 sq ft)
- SMALL BILLBOARDS (< 50 sq ft)

PRELIMINARY DRAFT MAP
FOR DISCUSSION ONLY (✓)

(✓) Prepared by Housing & Community Dev. Dept. / Redevel. Div. 1/17/89

Signs Policy 3

Develop high quality public informational, directional and street signage which emphasizes safety, legibility, clarity, and displays appropriate graphic and theme design.

Signs Implementation Actions

- Sig 3-1** Develop a comprehensive public informational and directional signage plan including guidelines for public right-of-way signage to be used for motorist and pedestrian orientation to, within and out of parking areas, activity centers and public facilities.
- Sig 3-2** Coordinate the design and placement of public right-of-way signage with other public agencies and property owners such as Caltrans.
- Sig 3-3** Develop theme-oriented signage which by its graphic art provides orientation and identification of special districts, activity centers or cultural facilities.
- Sig 3-4** Redesign, remodel, create and install more legible and appropriately located signage to provide better circulation safety, direction and orientation.
- Sig 3-5** Refurbish or replace existing public signage and ensure its maintenance on an ongoing basis.
- Sig 3-5** Incorporate standard international symbol signage throughout the Central Area to accommodate the multinational character of the community and its visitors.

Signs Policy 4

Ensure full compliance with City sign regulations through effective administration of enforcement and permit issuance procedures.

Signs Implementation Actions

- Sig 4-1** Identify and enforce all special sign regulations for any area, district or adopted plan which are more restrictive than the sign ordinance provisions of the Fresno Municipal Code.
- Sig 4-2** Develop a procedure manual checklist along with a permit review and issuance procedure which require staff to investigate and enforce all special regulations for any area, district, or plan.
- Sig 4-3** Enforce ordinances and standards for the removal or redesign of all existing illegal, obsolete, and/or nonconforming signs and assess appropriate penalties for violations.
- Sig 4-4** Develop a public information program to explain the City's policies, design guidelines and regulations for signs.

Sig 4-5 Provide incentives or penalties to business owners and sign companies to encourage compliance with existing or newly-adopted sign ordinance provisions.

Signs Policy 5

Accommodate the development of signs or supergraphic artwork with exceptional qualities that enhance and/or complement the visual environment.

Signs Implementation Actions

Sig 5-1 Develop special guidelines and procedures to allow for supergraphic artwork such as murals, wall art and mosaics that improve the image of the Central Area and include provisions for notification to adjacent property owners, appropriate neighborhood associations and other organizations.

Sig 5-2 Provide incentives for building owners and tenants to support the creation of super graphics or mural art on large, highly visible, blank walls of their buildings by allowing up to 10 percent of the wall area to be used for on-site advertising in excess of the maximum sign area normally allowed by the underlying zone district.

Sig 5-3 Encourage super graphic, mural and other graphic or quasi-art competitions to accomplish the goals and policies enunciated in the Cultural and Urban Design Elements of this Plan.

17. FULTON MALL DISTRICT--SPECIAL ISSUE

The Fulton Mall network is located within this 85-acre district, a series of open-air pedestrian malls consisting of the Fulton Mall and the contiguous cross-malls on Kern, Mariposa and Merced Streets. In this discussion, the entire Fulton Mall network will be referred to simply as "the Fulton Mall."

From Task Force discussions and staff research for this special issue element, several basic premises have been adopted. It should be emphasized that these premises are not assumptions, but instead are fundamental positions based upon an analysis of the relevant issues and information. A first premise is that the Fulton Mall District cannot be evaluated in isolation from the remainder of the Central Area. Although characterized by distinct physical differences from other public places and thoroughfares, the Fulton Mall environment constitutes only one part of the various physically, economically and culturally-related activity centers within the Central Area.

Another premise is that the Fulton Mall District cannot be regarded as the primary regional retail center of a six-county area, as envisioned by the Gruen Plan. The Central Area Community Plan does not contemplate the development of traditional department store "anchors" along the Fulton Mall, such that the area cannot be regarded as a regional retail center for any market area.

A further premise is that the Fulton Mall, although identified for convenience by a single name, should not be considered as a single, unified place. In fact, the physical characteristics of the Mall itself, its intersections with Fresno and Tulare Streets, and the kinds of structures located along the Mall, have caused the beginnings of a natural evolution of the mall network into three distinct subareas or "nodes." The emergence of these subareas can be encouraged and used advantageously within the context of the goal, policies and implementation actions of this Special Issue (see Exhibit No. 20, page 85).

A final premise is that the mall network should be retained as a pedestrian-only environment. The Fulton Mall, while representing millions of dollars of public investment, provides substantial opportunity for successful Central Area revitalization.

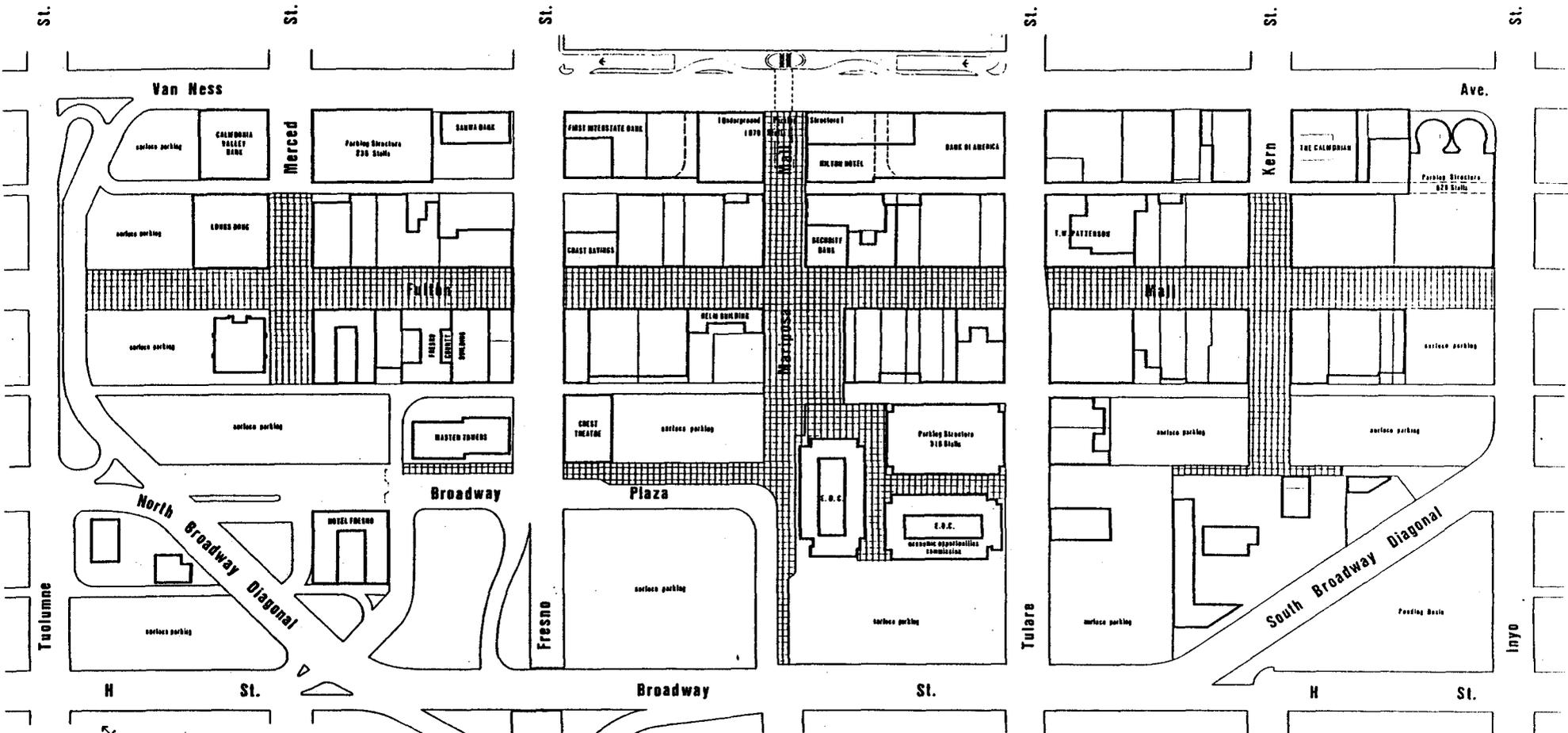
In general, an analysis of pedestrian malls in other American and European cities has indicated that their success or failure is not determined by the presence or absence of motor vehicles, but rather, by the overall economic health of the area in which a mall is located, and the relationship between the pedestrian area and various significant activity centers. Accordingly, some American pedestrian-only malls have failed while others have succeeded dramatically. In the case of Fresno, the Gruen assumption that the significant activity centers or anchors would be large department stores was not borne out (see Exhibit No. 21, page 86).

Conversely, successful urban malls in other cities have been supported by activity centers which are uniquely urban or which cannot easily be duplicated in suburban centers (e.g., museums, theatres, educational institutions, government offices, historic structures, regional transportation centers, and highly concentrated population centers). An

North Section

Central Section

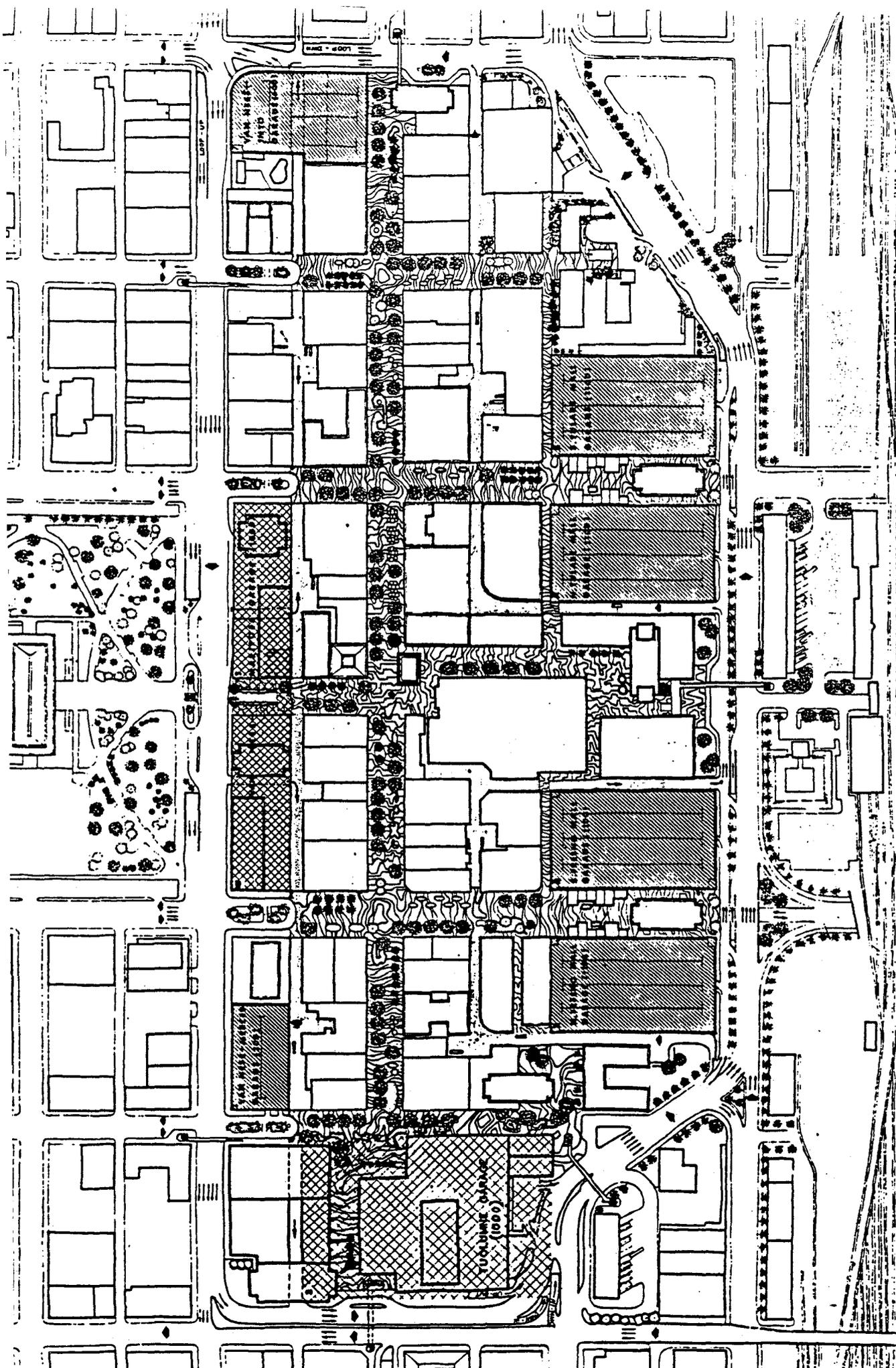
South Section



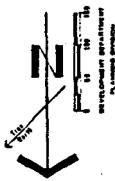
FULTON MALL DISTRICT
DEVELOPMENT CONDITIONS 1989

-85-

EXHIBIT NO. 20



V. GRUEN DEVELOPMENT PLAN
1964
CENTRAL BUSINESS / FULTON MALL DISTRICT



important theme of the Central Area Community Plan is the potential for improving and capitalizing upon the proximity of the Fulton Mall District to existing activity centers, and for encouraging the development of additional new activity centers as well.

PLAN APPROACH

Fresno County's central location within California and its San Joaquin Valley is geographically attractive to serve the increasing demand for regional headquarters of agricultural, professional, transportation, medical, governmental and higher education facilities. Revitalization of Fresno's Fulton Mall District is a key element in the Central San Joaquin Valley's overall regional development since many administrative offices and support commercial facilities are already located there and provide service to office workers of various professional fields.

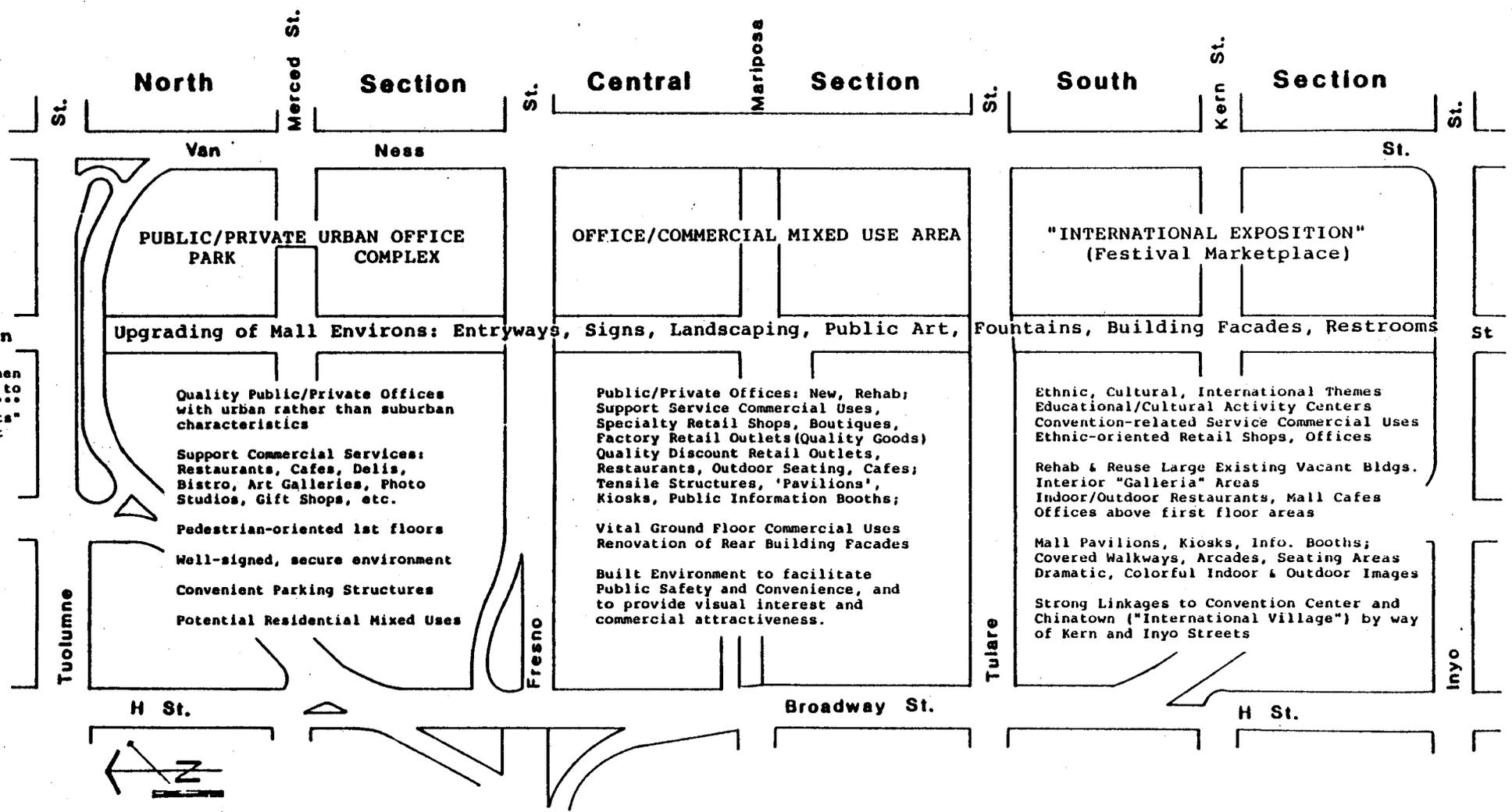
Fresno's Fulton Mall District for the Twenty-first Century is envisioned as a prosperous, compact urban setting of dense, high-quality office complexes, popular and unique restaurants, specialty shops, entertainment spots, and other convention-related or recreational services linked by a well-established pedestrian mall and streetscape network. It should contain a well-balanced mix of executive offices, convention-related uses and convenient, upscale urban dwellings serving a variety of homeowners and tenant needs in its immediate proximity. These enterprises should be set in a lively, aesthetically-pleasing, cosmopolitan, clean and well-landscaped environment in which people's comfort, convenience and security are optimized. The Fulton Mall serving as one of its primary pedestrian hubs will provide access to other activity centers surrounding the Fulton Mall District.

The existing mall layout lends itself to promotion of three distinctively diverse themes, which accentuate the need for centralization of government and legal services and capitalize upon representing our community's natural resources (see Exhibit No. 22, page 89). This is evidenced by the surrounding agricultural abundance, and by Fresno's cultural heritage displayed in the ethnic diversity of its people, architecture, businesses, activities, public spaces and outdoor art.

Since Fresno is a world leader on a per capita basis in agricultural production and in its ethnic and cultural representation, as well as a strong competitor in sports, the time has come to formally symbolize and profit from these and other inherent resources. The Fulton Mall District in conjunction with its immediate surroundings are natural and historically appropriate locations to concentrate and promote these unique assets.

In order for the Fulton Mall District to reestablish the prominent, positive, revitalized image it had in the 1960's, it will take a resurgence of community interest, political commitment, better maintenance and management, financial reinvestment, equity participation, extensive physical improvements and the formulation of a new comprehensive land use plan. There is a common perception by the community, however, that the physical condition of the Fulton Mall and the economic well-being of its adjoining business establishments directly reflects the condition of so-called "downtown Fresno" and the image and function of the whole Central Area. For that very reason, it is critical that the Fulton Mall, the buildings and business establishments it serves, its associated "mall network," and the immediate surroundings be served by a comprehensive management organization (public/private partnership) and be given renewed action-oriented attention toward redevelopment, revitalization, maintenance and modernization efforts.

88-
Strengthen linkage to Bright...
Lights...
District



POTENTIAL FULTON MALL DISTRICT USES AND ACTIVITIES

A commitment to a new vision, a redefined purpose and a detailed design improvements plan for the Fulton Mall District and its potential linkages to other existing and future activity centers within the Central Area is essential.

The following goal, policies and implementation actions are intended to set a clear strategy for achieving a revitalized Fulton Mall District environment.

GOAL, POLICIES AND IMPLEMENTATION ACTIONS

Fulton Mall District Goal

Retain the Fulton Mall as a multifunctional, primarily pedestrian environment and improve its physical condition and economic vitality as a District with strong linkages to other Central Area activity centers; and promote the image of this District as a high quality, unique, comfortable and secure area which is accessible and attractive for business, housing, recreation, tourism and a variety of special activities.

Essential to this setting is proximity of significant and attractive housing opportunities within the Central Area, and an environment reflective of the community's appreciation for its cultural diversity and historic importance.

Fulton Mall District Policy 1

Enhance linkage between the Fulton Mall District and other Central Area districts to strengthen interaction between them. Improve vehicular and pedestrian circulation around and access within the Fulton Mall District to optimize public convenience and safety, consistent with high standards of aesthetic quality.

Implementation Actions

- Ful 1-1** Conduct a traffic circulation study to determine whether or not modifications of the existing circulation patterns, especially the "Superblock loop" system, are desirable.
- Ful 1-2** Amend and implement the Circulation Element of the General Plan to make the necessary improvements to Central Area streets that will strengthen the physical and visual connections between Central Area Districts.
- Ful 1-3** Formulate and implement a comprehensive street- and mallscape design plan which includes design guidelines for all physical elements necessary to achieve safe, convenient, aesthetically-pleasing circulation to, around and in the Fulton Mall District.
- Ful 1-4** Implement a vehicular and pedestrian signage and directory program to facilitate safe and convenient circulation to and within the Fulton Mall District and between its parts.
- Ful 1-5** Create a tramway, shuttle or other people-mover system to improve circulation linkages between the Fulton Mall District and other Central Area activity centers or districts.

Fulton Mall District Policy 2

Reinforce the emerging "three-node pattern" of retail, service and office activities with the north node principally as a public/private urban office park; the central node, as a blend of specialty shops, private and government offices; and, the south node, mainly as a diverse mix of unique retail shopping and services which cater to Central Area employees, residents, tourists and shoppers.

Implementation Actions

- Ful 2-1** Establish and maintain a data base which includes information about existing land uses and building capacities, division of uses and current occupancy of Fulton Mall District buildings.
- Ful 2-2** Undertake economic analysis and feasibility studies to determine the economic impact and market potential of the three-node land use plan for the Fulton Mall District.
- Ful 2-3** Recognize and promote the north node of the Fulton Mall District as an urban office park complex with businesses or displays on the ground floor that attract pedestrian use or interest.
- Ful 2-4** Establish and promote the central node of the Fulton Mall District as a mixed use area for private and government offices and specialty retail or service-oriented shops and restaurants.
- Ful 2-5** Promote economic revitalization and building redesign for the south node of the Fulton Mall District by establishing a diverse mix of unique, ethnically-oriented retail shopping and cultural opportunities and special services, as well as educational and recreational opportunities, which cater to Central Area employees, conventioners, visitors, other Fresno area shoppers, and residents.
- Ful 2-6** Amend the Central Business District Urban Renewal Plan to include specific provisions for implementation of the proposed three-node land use plan for the newly identified Fulton Mall District.

Fulton Mall District Policy 3

Promote the development of attractive, safe, quality urban housing in close proximity to the Fulton Mall District in a manner consistent with the Residential and Land Use Elements of the Central Area Community Plan.

Implementation Actions

- Ful 3-1** Promote infill development of quality urban housing projects in the area just north of the Fulton Mall District generally bounded by Tuolumne, Broadway and Divisadero Streets.
- Ful 3-2** Promote and support mixed use developments that provide for quality urban housing in conjunction with offices or other business establishments.

- Ful 3-3** Provide economic incentives for developers and potential home buyers to reduce financial constraints in developing and purchasing new housing within the Central Area, especially in close proximity to the Fulton Mall District.
- Ful 3-4** Provide incentives for the conversion of existing vacant commercial buildings into new housing projects to allow tenants to live and work within the same building.
- Ful 3-5** Redevelop the Lowell and Jefferson Areas north of Divisadero Street for quality urban housing developments in conjunction with improved recreation and commercial facilities.

Fulton Mall District Policy 4

Improve the appearance of public and private property through measures that result in a high level of maintenance.

Implementation Actions

- Ful 4-1** Establish a minimum threshold of property maintenance and adopt a comprehensive set of programs to ensure such maintenance.
- Ful 4-2** Establish and implement standards and ongoing budgets to ensure public property maintenance and repair, including landscaping, street furniture, pavement, and artwork.
- Ful 4-3** Accelerate visual blight control and litter clean-up measures including those identified in the Central Area Visual Blight Removal and Control Program.
- Ful 4-4** Enforce the provisions of the Exterior Building Maintenance Ordinance to control the blighting effects of unkempt buildings.
- Ful 4-5** Work out an agreement between the Central Area Development Corporation, other City agencies and the private sector to establish roles, responsibilities, and financing opportunities for physical improvement and economic revitalization of the Fulton Mall District.

Fulton Mall District Policy 5

Encourage the redesign and remodeling of functionally obsolete office and retail business buildings to accommodate new uses that will stimulate activity along the Fulton Mall network.

Implementation Actions

- Ful 5-1** Provide incentives for property owners of large, vacant buildings to undertake feasibility studies and to redesign or remodel both the exterior and interior of the buildings to accommodate a more vital mix of smaller-scale businesses to complement long- and short-range goals for revitalization of the area.

- Ful 5-2** Cooperate with property owners to increase access through buildings, increasing the number of small shop spaces and to maximize retail and service shops along the ground floor areas.
- Ful 5-3** Improve the rear portion of commercial buildings together with adjacent off-street parking to achieve high standards of aesthetic quality, public convenience and to improve perceptions of safety.
- Ful 5-4** Promote the establishment of a unified management entity or design review agency to oversee any remodeling or redesign of buildings within the Fulton Mall District to ensure their structural and architectural integrity.

Fulton Mall District Policy 6

Establish and maintain an environment characterized by enhanced security, public convenience, easy access and orientation.

Implementation Actions

- Ful 6-1** Provide more police patrols, security fencing, or other appropriate access control measures to serve patrons, the mall areas and parking facilities of the Fulton Mall District to improve security and public safety in a manner consistent with the treatment of Fulton Mall as a public place.
- Ful 6-2** Cooperate with the private sector to increase the level of visible uniformed Mall custodians and security persons.
- Ful 6-3** Provide for attractive, informative signage and public informational facilities, such as kiosks or pavilions, to provide direction and orientation to visitors of the Central Area.
- Ful 6-4** Provide for safe, vandal-resistant public restroom facilities at convenient locations.
- Ful 6-5** Improve and maintain lighting levels to ensure safe, well-lit walkways and parking facilities.
- Ful 6-6** Conceive, adopt and implement building design and improvement guidelines that incorporate principles of "defensible space" (see definitions).
- Ful 6-7** Work out a pedestrian circulation plan, in cooperation with the private sector, that provides alternate secure access from private buildings to off-street parking facilities.

Fulton Mall District Policy 7

Support and facilitate the establishment and operation of a comprehensive scheme to market the Fulton Mall District.

Implementation Actions

- Ful 7-1** Establish a program to gather, maintain, publish and disseminate information to facilitate marketing of the Central Area.
- Ful 7-2** Support the creation of a comprehensive marketing and management entity and plan to serve the Fulton Mall District.
- Ful 7-3** Support the Downtown Association and merchants of the Fulton Mall District (the Fulton Mall Association) in their efforts to improve and manage the physical and business environment within the District.
- Ful 7-4** Work cooperatively with the newly created Central Area Development Corporation and the existing Downtown Association and merchant organizations to promote new development and businesses in the Fulton Mall District.

Fulton Mall District Policy 8

Improve and maintain the Fulton Mall as an exciting, physically and visually superior pedestrian environment for the people of Fresno, the San Joaquin Valley and the world.

Implementation Actions

- Ful 8-1** Reevaluate the two and three-dimensional design of public spaces in the Fulton Mall District leading to a redesign and/or remodeling program covering street furniture, pavement treatment, landscaping, signage, etc.
- Ful 8-2** Develop and adopt urban design guidelines and establish an administrative system to address overall public/private property design including buildings, signs, street furniture, landscape and waterscape features.
- Ful 8-3** Evaluate the potential for the Fulton Mall as a theme-oriented place with design and development emphasizing the multicultural character of the community.
- Ful 8-4** Investigate and make available to property owners a range of development codes and standards, such as facade easements, to facilitate improvements to buildings and to provide guidance toward management of building facade treatments and exterior maintenance.
- Ful 8-5** Secure cooperation of private property owners to initiate a jointly organized Fulton Mall District improvement program geared toward improving building facades, shop fronts, window display areas, business signage, etc.
- Ful 8-6** Support the creation and adoption of community programs for special events and activities to be held on the Fulton Mall throughout the year.

18. CENTRAL AREA COMMUNITY PLAN SUMMARY

CONCEPT PLAN

The Concept Plan Map illustrates the major physical features of the Central Area Community Plan, which has been formulated to promote the renaissance of the Central Area and guide Fresno's heart into the Twenty-first Century. The Concept Plan Map reflects the major land use, urban form, and physical features that the Central Area Plan establishes or builds upon through implementation of the Plan (see Central Area Concept Plan Map, Exhibit No. 6, on page 15).

The Plan concept is not a radical departure from the previous land use concepts for the Central Area. The Plan recognizes the existing assets and the numerous investments in the Central Area from the previous thirty years:

- o Lengthy history as a melting pot of many ethnic cultures;
- o Unique access to three regional freeway systems;
- o Traditional role as the administrative and cultural center for the metropolitan area and region;
- o The largest concentration of historic structures in the region;
- o The massing of large buildings in the Civic Center and Fulton Mall Districts and the elevated portions of the freeway loop system, distinguish the Central Area's skyline from suburban Fresno.

The Plan concept encourages the development of larger scale urban uses while providing a level of protection for existing businesses. New investments are encouraged to locate in relation to the districts identified more fully in the Activity Centers Concept (page 17). Each of these districts is encouraged to build upon its own special, distinguishing features and characteristics.

A clustering-tendency is promoted with the Plan's District approach. It is expected that the Central Area will embody a whole series of images and functions that will accommodate a very broad range of markets, lifestyles, and purposes. The residential districts should be urban villages clustered around open space amenities and located in proximity to Central Area employment and cultural centers. The commercial, civic, and culturally-oriented districts should offer a variety of services within, or in close proximity to the retail, office, or activity centers in each district.

The support facilities--specialty shops, restaurants, etc., should be designed and marketed to make every trip to the Central Area a multiple purpose trip.

Linkages between the Central Area's Districts and their activity centers are of extreme importance and proposed to take three forms:

- o A well-defined major street system is intended to move goods and people to and from each of the Districts and the freeway loop system encircling the Central Area;
- o A well-landscaped system of pedestrian spaces and paths is planned and aligned to interconnect the activity nodes within the districts; walking distances seem short and support interaction among uses;
- o A mini-bus or shuttle system is intended to supplement the pedestrian network system and major street system in linking the Districts and the major public attractions and employment centers.

The visual image and open space resources of the Central Area are an integral part of each Central Area District as well as the Central Area as a whole. The system of pedestrian spaces (plazas, mini-parks, etc.) are linked by pedestrian paths (tree-lined malls, and interior malls linking small specialty shops, etc.). This system of pedestrian elements offers an infinite variety of pedestrian experiences to the visitor, worker, resident, and shopper in a range of scales from monumental public spaces, lush neighborhood "greens," to very intimate malls or mini-spaces within or between various buildings.

VISION STATEMENT--THE CENTRAL AREA IN THE TWENTY-FIRST CENTURY

This Vision Statement describes the role of the Central Area in Fresno and the surrounding region in the Twenty-first Century, assuming that appropriate actions are taken based upon a strong public-private partnership.

The Central Area Community Plan was developed with a spirit of optimism that the Central Area can and will support new uses and sustain the strengthening of existing office, commercial, housing, civic, and cultural functions that are responsive to market demand.

Proof that the optimism is not unfounded, lies in previous public-private investments and in numerous pockets of success that have, or are taking shape now--the Civic Center Square Project, The Farmers Market, the Centre Plaza Holiday Inn, the Convention Center, the Metropolitan Museum, and the Chihuahua Mercado Project, the new P.G.& E. Plaza Project, and the new City Hall Project, to name a few. While the decline that has been present since the 1950's and 60's hasn't been reversed, these pockets of success must be accompanied with additional efforts, and a commitment towards implementation of this new plan for the Central Area.

Region's Administrative and Cultural Center

The Central Area remains the heart of Fresno and its surrounding region. The Central Area is the regional center for administrative headquarters of government and commerce. Likewise, the Central Area is the regional center for the broadest range of ethnic expression as well as the center for "one-of-a-kind" cultural, entertainment, and ceremonial facilities. The Central Area is the host for many exciting celebrations, parades, and events. In close proximity to these annual and semi-annual events are museums, theaters, and other permanent exhibits that are available on an everyday basis.

Region's Transportation Center

A hub of major transportation centers serves and supports Central Area growth. The freeway loop system formed by Freeways 99, 180, and 41, together with the Southern Pacific Railway and Amtrak, link surrounding neighborhoods and other San Joaquin Valley communities to the Central Area. The Central Area is not only the key destination for the region's administrative and cultural interests, but is a preferred location for distributive types of businesses oriented towards serving regional markets throughout Fresno and the Valley.

The drive to and within the Central Area along tree-lined boulevards with convenient access to numerous parking facilities will be pleasant. Mini-buses and "vintage-streetcar" appearing buses, and numerous pedestrian-oriented streets and walkways will link the various employment, cultural, and shopping centers within the Central Area. These routes will unite the Central Area, making its many activities and facilities pleasant and easily accessible to a broad range of workers, residents, and visitors.

The Region's Most Unique Environment

The Central Area's skyline will remain the most distinctive in the region, and continues to grow and evolve into literally a living library of the most distinctive architecture from generations of Fresnans in years past, and for many years to come. The various architectural styles within the numerous districts of the Central Area will be complemented by an abundance of landscaped public plazas, malls, fountains, and boulevards creating a vigorous urban environment that blends man-made materials with natural elements and maintains a sense of human scale.

The qualities of the Central Area environment will take numerous forms. Quiet, shady walks will be as common to the Central Area's neighborhoods as they are within the Central Area's business districts and the numerous pedestrian walkways and shady boulevards that will link these areas. The network of public plazas, malls, and gateway streets will continue Fresno's long tradition of making public art accessible to all people. The Central Area environment will be clean, comfortable, and safe for all Fresnans and all that visit the Central Area. Cultural and ethnic diversity will not only be nurtured but becomes one of the symbols for Fresno's Central Area. The Central Area will also become a symbol of how the public and private sectors work together. Substantial visual, physical evidence of that partnership will exist throughout the Central Area due to well-maintained residential, civic, and business areas.

PLAN IMPLEMENTATION

Implementation of the Vision for this Plan will require the partnership and resources of both the public and private sectors. Providing the framework for a phased, vigorous, well-organized and sharply focused implementation program has been as much of a priority in the planning effort with the Central Area Planning Task Force as the formulation of the Plan's land use, district, circulation, and urban design concepts.

Implementation Strategy

The Central Area Community Plan's implementation is founded upon the following principles:

- o Organization in a public-private partnership approach;

- o Development of a unique image and identity;
- o Promotion; and
- o Building upon present success to gain momentum for long-term economic restructuring and stability.

Organization--a fundamental theme for successful revitalization of the Central Area is the need for focus. An active organization with broad-based community support, effective leadership, and a commitment to long-term results-oriented revitalization efforts is a key, first step. The revitalization program is an ongoing process that does not begin and end only with physical improvements. The Central Area Community Plan stresses the further need to fully involve Central Area business organizations in the public/private partnership approach. The City administrative structure also needs better focus in order to implement the Plan's priorities. The creation of a Central Area Development Corporation as a more comprehensive focal point of public/private partnership efforts is absolutely essential.

Image--visually, the Central Area should have a distinct contrast from suburban Fresno but have all of the necessary amenities of convenience, clean lines, and safety. The true strength of any downtown lies in its uniqueness and ambience. The Plan seeks to build upon the Central Area's cultural heritage. The Plan supports a diverse mix of old and new images, economic functions, and ethnic-oriented uses in a district directed to creating the Central Area as a place with both a function and a lively atmosphere. The Plan contains measures for short-term improvements to address the "shopworn" image of much of the area. The Plan's urban design concept calls for the longer term enrichment of the Central Area's visual qualities, and linkage of activity and employment centers with a network of boulevards, pedestrianways, and small parks and plazas.

Promoting the Central Area--building a positive image for the Central Area will be meaningless if it is unknown to others. A key to successful revitalization is the promotion of the Central Area both inside and outside the community. The Central Area Community Plan proposes a vigorous, comprehensive marketing and promotion effort requiring a coordinated public/private effort.

Build upon success/gain momentum--the Central Area has enjoyed numerous successes that have been developed in recent years, or are now under construction. However, the context of the Central Area's overall environment also contains large areas that are stagnant, poorly maintained, with numerous visually blighted properties in highly visible locations. The Central Area Community Plan identifies short-term and long-term implementation priorities that will initially raise the maintenance standards of the area and target capital improvements to build upon existing investments and attract new ones. The proposed Central Area Visual Blight Removal Program and the Central Area Streetscape Beautification Project are key projects for initiating the new era of Central Area revitalization. The new City Hall Development Project and the concentration of Fresno County offices in the former Del Webb facility will be major catalysts for further government-related growth near the Civic Center and the Fulton Mall District. Further, convention-related, and medical-related expansion is expected as well. One major emphasis is to retain and nurture an ethnic emphasis for Central Area businesses, thus building off-of, and complementing the Passport Fresno event, the International Village (Chinatown) District, and the City's Historic Preservation Program. The Plan also

supports the pursuit of potential, long-term catalysts such as a Multi-purpose Sports Center and a World Agritrade Center to not only reinforce Central Area government, financial, and office functions, but to enhance the regional significance of Central Area functions in general.

List of Plan Priority Implementation Actions

The following Action Chart contains a list of priority implementation actions to provide direction for carrying-out the plan through a series of short-term and long-term actions. The following activities are ranked in order of general priority. These priorities will provide direction for implementation activities within the first five years following adoption of the Plan. Some action items can be started immediately, even preceding formal plan adoption in some instances. It is understood that project complexity and budget may change the ability of the City to actually implement projects in the actual order they are listed. Therefore, these proposed actions will provide a starting point for development of actual projects. As studies are undertaken, some actions will need to be modified or, in some cases, replaced with other proposals found to be better or more feasible.

Action Chart

Physical Implementation Actions

1. Complete Freeway 180 construction with landscaping between Freeways 99 and 41 as rapidly as possible. The landscaping, using Proposition "C" funds, must be installed to a standard that is, at least, equivalent to the section of Freeway 41 south of Tulare Street.
2. Develop an ongoing Capital Improvement Program to rebuild Central Area streets and utilities, and to underground overhead utilities.
3. Clean-up visual blight in Central Area entryways, business districts, and neighborhoods, and implement a proactive code enforcement program.
4. Proceed immediately to prepare, adopt, and implement a comprehensive program for facade treatment, streetscape beautification and a master tree planting program for Fresno, Tulare, Van Ness, Ventura, and Divisadero Streets and other major and local streets and entryways.
5. Prepare, adopt, and implement a comprehensive public informational, directional, and street signage program.
6. Develop facade treatment and streetscape beautification in multi-cultural concept in the International Village (Chinatown) District.
7. Reserve land for Convention Center, state and federal office expansion; utilize land for appropriate interim uses.
8. Develop new housing.
9. Develop a mini/shuttle bus system to link downtown activity and employment centers.

10. Complete existing activity centers and develop new activity centers to link activity and employment centers, the Fulton Mall District and the Convention Center.
11. Develop an Agritrade Center in proximity to the Convention Center and the Civic Center.
12. Develop a multimodal transportation center in the Central Area.

Organizational Implementation Actions

1. Strengthen the City's three-tier policy for addressing problems related to the homeless, concentrating on the impacts of the street people/transients.
2. Create a nonprofit development corporation and related private organizations to assist and guide the revitalization of the Central Area.
3. Take steps to protect the Convention Center by restricting the development of convention facilities in suburban locations.
4. Conduct comprehensive analysis of Central Area circulation; explore feasibility of changing one-way traffic patterns.
5. Develop Central Area Mixed Use Zone District Ordinance and amend other zone districts as necessary to bring into conformity with the Land Use Element of the Central Area Community Plan.
6. Develop Urban Design Guidelines and Architectural Controls for implementation of concepts and policies of the Central Area Community Plan's Urban Design Element and Signs Element.
7. Initiate negotiations and participate in public dialogue at all levels (staff and Council) with local, state and federal officials for policy to concentrate government offices in the Central Area.
8. Expand the Central Business District Parking District to include the entire Central Area with priority on the area south of Divisadero and east of the Southern Pacific Railroad.
9. Strengthen the City's plans and policies to redirect and bring balance to suburban growth that will be supportive of Central Area revitalization. Potential options to be explored with the City Attorney's office.
10. Explore feasibility of additional government office expansion and related parking uses in or near the Civic Center and the Fulton Mall District.
11. Update the Civic Center Master Development Plan and the Central Business District Redevelopment Plan, and other Central Area redevelopment plans to bring into conformity with concepts and policies of the Central Area Community Plan.

19. APPENDIX—GLOSSARY OF TERMS

ACTIVITY CENTER: A geographic area containing a predominant land use or land uses which portrays distinct and identifiable characteristics.

ACRE: 43,560 square feet of area within property lines of a lot or parcel.

ADAPTIVE REUSE: The process of adapting a building to accomplish a use other than that for which it was designed; e.g., a department store being converted into an adult school or a cultural center.

AESTHETIC: A subjective assessment of beauty.

AMENITIES: Desirable features or anything of pleasant quality or attractiveness as of a place or climate. Outdoor amenities include open spaces, green belts, sites for recreation and play, areas of scenic beauty, public art, etc.

BLIGHT: A blighted area is one that has deteriorated or has been arrested in its development by physical, economic, or social forces.

BONUS DENSITY INCENTIVES: Development entitlement inducements for developers in which, for example, residential densities typically allowed for a project area may be increased if the developer agrees to conform to certain other prescriptive standards or to develop a similar quality-oriented residential project in a less desirable or market-driven area.

BUILDING CODE: A codified set of local legislative regulations that prescribe the materials, minimum requirements, and methods to be used in the construction, rehabilitation, maintenance, and repair of buildings and related structures to cover their fire, life and structural safety aspects.

CAPITAL IMPROVEMENT PROGRAM: A governmental schedule of permanent improvements budgeted to fit financial resources.

CBD: See Fulton Mall District, (formerly Central Business District).

CENTRAL AREA: That area which is enclosed by existing Freeways 99 and 41, proposed Freeway 180.

CEQA: Refer to the California Environmental Quality Act of 1970 which is codified in California Public Resources Code Section 21000.

CIRCULATION SYSTEM: An organized system of transportation facilities to provide for the safe and efficient movement of goods and people.

CITY-STATE PERSPECTIVE: Viewing the City of Fresno as an optimum, independent charter city with inherent powers and political authority to manage its economic development and revitalization programs, independently of state and federal assistance programs.

CODE ENFORCEMENT: Local regulation of buildings and enforcement of building and housing code provisions. It is a principal tool for preserving the housing inventory against neglect and erosion and securing safety and health.

CO-INSURANCE PROGRAM: An indirect form of credit enhancement in which, for example, the California Housing Financing Agency could utilize bond or mortgage insurance authority to enter into a program of providing flexible terms and better loan-to-value ratios than normal to developers in conjunction with reimbursement and indemnity agreements with the City.

CREDIT ENHANCEMENT: Process of utilizing the City's credit portfolio to raise the credit quality of financing for projects, particularly in the Central Area, where traditional financial resources are not readily available.

DANGEROUS BUILDING ORDINANCE: The ordinance that establishes the standard for industrial and commercial buildings. If buildings are not up to the standards of this ordinance, they may be ordered demolished.

DEFENSIBLE SPACE: Outcome of application of urban design principles to create a safe environment which is organized and based on the principles of visibility and surveillance, control of public and private areas, avoiding blind spots, and visual barriers. It is the most effective way to increase the security of an environment through proper design.

DENSITY: The average number of persons, families, or dwellings per unit of area (acre, square mile, etc.).

DEVELOPMENT: The physical extension and/or construction of urban land uses.

DISTRICTS: Geographic area established for theme, function and identity purposes.

DIVERSITY: An environment with a multitude of uses.

EIR (Environmental Impact Report): A detailed statement setting forth the environmental effects and considerations relating to a project as specified in Section 21100 of the California Environmental Quality Act.

ENTERPRISE FUNDS: Funds generated from user charges that support city services, such as water and sewer.

EYES ON THE STREET: Security concept where the perception of safety is provided in an urban residential environment by the location of dwellings close to the sidewalk with a street front orientation.

FULTON MALL DISTRICT: is the area bounded by Fresno, H, Tuolumne, Van Ness, Inyo, H, Kern, Southern Pacific Railroad tracks. The Fulton Mall District contains the Fulton Mall which was formerly known as the Central Business District (CBD).

GATEWAY: The primary entry points to the Central Area from freeways and major streets.

GENERAL FUND: monies from local property and sales tax, and other revenue sources that pay for city services.

GENERAL PLAN: A comprehensive, long-range plan intended to guide the growth and development of a city, town, or region, expressing official desires as to the course its transportation, housing, and community facilities should take, and making proposals for industrial settlement, commerce, population distribution, and other aspects of growth and development.

GOAL: An ultimate purpose, aim or end that the City strives to attain.

HISTORICAL BUILDING OR STRUCTURE: According to State law, a qualified historical building or structure is any structure or collection of structures and their associated sites deemed of importance to the history, architecture, or culture of an area by an appropriate local or state (or national) governmental jurisdiction.

HOMELESS: "Homeless person" or "the homeless" shall mean a person or persons lacking the financial resources, mental capacity, or community ties needed to obtain housing, and shall include a person or persons at immediate risk of becoming homeless. For discussion purposes in this plan, the homeless may be identified as 1) families with children, 2) couples and individuals in need of temporary shelter, and 3) chronically homeless individuals, "street people." The homeless population also include migrant laborers and "skid row" inhabitants.

INCENTIVES: Something that incites or motivates action. In the Plan it can mean profits, finance, flexibly interpreting the codes and ordinances, off-site improvements, density bonuses, etc.

INDUSTRIAL PARK: An area zoned and planned for varied industrial uses and developed and managed as a unit, usually with provision for common services for the users, and common requirements for landscaping and design.

INFRASTRUCTURE: The basic equipment, utilities, installation, and underground services essential for the development, operation, and growth of a city.

IMPLEMENTATION: An action, procedure, program or technique that involves the carrying out of policies.

INTENSITY: Highly concentrated. In the Plan this could mean a high concentration of structures or types of land uses.

LAND BANK: A stockpile of publicly owned land. The result of a program under which a government buys land and holds it for future use as needed.

LINKAGES: Visual and physical routes that connect one area to another. This could include signs, flags, banners, landscaping, designed walkways, pedestrian routes, open space areas, etc.

MANAGED RISK PROGRAM: A procedure in which the City establishes economic policies that allow for an acceptable level of capital resource losses or financial risk, in transactions involving the City's economic participation in priority development projects, particularly in the Central Area.

MASTER PLAN: An overall plan for comprehensive physical development of an area which requires more specific direction and details to assure phased development process and course of actions leading to expected results.

MIXED USE

Residential Mixed Use: Permits commercial and office uses to be incorporated with a residential use, simultaneously, in a predominant residential environment.

Commercial Mixed Use (Level 1 And Level 2): Permits residential uses to be incorporated with office and/or commercial uses, simultaneously, in a predominant commercial environment. Level 1 is more restrictive (land uses) than Level 2.

PUBLIC FACILITIES: Land designated for the location of public services and facilities which are necessary to the community. Typical uses include liquid and solid waste disposal sites, ponding basins, parks, civic centers, schools, airports, hospitals, and cemeteries.

POLICY: A specific statement of principle or of guiding actions which implies clear commitment but which is not mandatory.

REHABILITATION: To restore or improve deteriorated structures, public facilities, or neighborhoods to acceptable standards.

SINKING FUND: Fund used to accumulate periodic payments, including interest earnings, toward redemption or payment of some obligation.

SITE PLAN: A plan, prepared to scale, showing accurately and with complete dimensions, all of the uses proposed for a specific parcel of land.

SPECIAL ASSESSMENT: Funds generated through the formation of an assessment district to provide public improvements such as street construction and flood control.

SPECIAL FUNDS: any monies the city expects to receive from the federal, state, county entities.

SPECIAL REVENUES: funds from general revenue sharing, community block grants, gas tax and other federal and state funds.

SPECIFIC PLANS: Include precise proposals for the implementation of the General Plan and/or Community Plan for limited areas of geographic or topical concerns.

TAX INCREMENT FINANCING: any monies generated by taxes generated from the increased in assessed valuation created by new development that takes place in adopted redevelopment plan areas adopted in accordance with California State Community Development Law.