

**HERNDON-SHEPHERD
SPECIFIC PLAN**

CITY OF CLOVIS



**H E R N D O N - S H E P H E R D
S P E C I F I C P L A N**

C I T Y o f C L O V I S

HERNDON-SHEPHERD SPECIFIC PLAN

Prepared by the
DEPARTMENT OF PLANNING
CITY OF CLOVIS

EDAW, INC.
BARTON-ASCHMAN ASSOCIATES, INC.

ADOPTED JUNE 27, 1988

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HERNDON-SHEPHERD SPECIFIC PLAN

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1. I N T R O D U C T I O N

1. Introduction

Clovis is a city of dynamic growth, with ample resources for the future. Its economic base continues to diversify, its population is growing and the City's jurisdiction has expanded geographically. It is a healthy city with the opportunity to grow.

In the last few years, the city limits have been moved northerly to include urban development north of Herndon Avenue. In addition to existing single family homes, agri-business, services/sales activities, a new hospital and several new market-rate subdivisions, a proposed new school complex and a proposed freeway now provide the impetus for increased community development there. Recognizing the anticipated extent and direction of development in this northerly area and the need to ensure orderly growth, the City of Clovis has undertaken the Herndon-Shepherd Specific Plan. In keeping with an agreement between Fresno County and the cities of Clovis and Fresno (Resolution No. 83-92 - Joint Resolution Approving Metropolitan Planning) the plan proposed for this area addresses "the retention of rural residential uses and/or the eventual conversion of the land to higher density uses." That resolution establishes the City of Clovis' lead in planning for the area. The City is also responding to a request from the Local Agency Formation Commission (LAFCO) for a specific plan for any area the City intends to annex.

The Herndon-Shepherd Specific Plan provides land use, circulation, open space and utility plans for the 5,800-acre plan area and describes the means of implementing these plans. It is a policy document intended to guide public sector and private sector development decisions in the plan area over the next twenty years. It is a vision for the future of Clovis.

1.1 RELATIONSHIP TO THE GENERAL PLAN

The Clovis General Plan, adopted by the City in 1974, identifies the preparation and use of specific plans for neighborhoods within the Clovis Sphere of Influence as one of the primary methods of implementing General Plan concepts. The Herndon-Shepherd Specific Plan is the eighth specific plan to be adopted by the City of Clovis. Previously adopted specific plans include:

- Shaw Avenue Specific Plan, adopted March, 1978;
- Clovis Corridor Plan, adopted May, 1979;
- Northwest Area Specific Plan, adopted September, 1979;
- East Sierra Specific Plan, adopted May, 1981;
- Central Clovis Specific Plan, adopted September, 1983;
- Magill Heights Specific Plan, adopted November, 1986;
- Southeast Area Specific Plan, adopted April, 1987.

These specific plans have become useful tools with which to involve residents and property owners in the planning process and to cause the adoption of policies formulated to meet unique characteristics of the specific plan areas. In this manner, the specific plans serve as a link between the General Plan and the decision making process which affects growth and development of all parts of the community.

Specific plans are defined by the enabling legislation as general plan implementation techniques for the purpose of carrying out and making more specific the directives of the adopted General Plan. For this reason, the law prohibits the adoption of a specific plan not in conformance with the General Plan. By amending the General Plan to incorporate the provisions of the Herndon-Shepherd Specific Plan concurrent with the adoptions of the Specific Plan, consistency is achieved between the two documents. The East Sierra Specific Plan is also concurrently amended for that portion of the East Sierra Plan area which lies north of Herndon Avenue and in the Herndon-Shepherd Specific Plan area.

1.2 RELATIONSHIP TO OTHER REGULATIONS

This Specific Plan is intended to provide property owners, developers, and other interested persons with detailed information about City policies, standards, public facility systems, and regulations affecting the use of land in the plan area. This plan operates in conjunction with the City's zoning and subdivision ordinances which provide detailed processing and development regulations.

A key function of the Specific Plan is to reduce the need for subsequent detailed planning and environmental review procedures for development of the Herndon-Shepherd area. The Specific Plan and the accompanying Environmental Impact Report (EIR) provide the necessary regulations and environmental documentation for the project area so any future residential development proposals consistent with the Specific Plan may proceed with Tentative Tract Maps, Site Plans, and other discretionary permits without a requirement for new environmental documentation. Any zoning change consistent with the Specific Plan is also exempt from further environmental documentation, as specified by California Government Code Section 65457.

1.3 AUTHORITY

Under California Law (Government Code Section 65450 et seq) cities and counties may use specific plans to develop policies, programs, and regulations to implement the jurisdiction's adopted general plan. Specific Plans often serve to coordinate individual development proposals within a defined area.

The law requires that a specific plan include text and diagrams specifying all of the following in detail:

- (1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
- (2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
- (3) Standards and criteria by which development will proceed, and standards or the conservation, development, and utilization of natural resources, where applicable.
- (4) A program of implementation measures including regulations, programs, public works projects, and financing measures.

The Specific Plan may address any other subjects which in the judgment of the planning agency are necessary or desirable for implementation of the General Plan.

If any section, subsection, clause, phrase, or portion of the Herndon-Shepherd Specific Plan is for any reason held to be invalid by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portion of this plan.

Unless otherwise provided, any ambiguities concerning the content of application or the Herndon-Shepherd Specific Plan shall be resolved by the Planning Commission and the City Council as provided by the Clovis Municipal Code.

1.4 PUBLIC PARTICIPATION

Following the decision by the City Council to undertake the preparation of the Specific Plan for the Herndon-Shepherd area, the Council appointed a 13-member Citizen's Advisory Committee as follows: Einar Cook, Wesley Creswick, Fran Doos, Larry Fuller, Vince Jura, Adelle Graves, Mickey Neilan, Carol Peet, Janice Peters, Vice-Chairman Judith Pruess, Chuck Takahashi, Christine Van Iterson and Chairman Bob Frisch. Over the period of time from June 2, 1987, to March 23, 1988, the Citizen's Advisory Committee met 20 times. The Committee conducted two public meetings during August of 1987 to take general comments from persons interested in the specific plan area. The City also distributed three newsletters during the preparation of the specific plan to all property owners within the plan area and conducted another public information meeting in April of 1988 after the draft plan was completed.

The Committee was selected by the City Council in order to provide a diversity of opinion regarding various interests that had been expressed from the plan area. The Committee was

charged by the City Council with the responsibility of assisting in the formulation of basic goals, policies, and objectives area for the plan and with reviewing and making recommendations on the material and draft document prepared by EDAW and the City staff. The views, opinions, attitudes and preferences of the Citizen's Advisory Committee have been carefully reviewed by the City staff and its planning consultants in the preparation of the specific plan and related documents. Detailed minutes of the Committee's work are available and have been provided to the Planning Commission and the City Council. Excellent attendance at meetings and full participation from Committee members has been a clear demonstration of their commitment to careful planning. A sincere effort has been extended by the City and the Committee to involve persons interested or affected by the Specific Plan and all comments, correspondence and proposals received during the process were reviewed and considered.

1.5 PLAN ORGANIZATION

The Herndon-Shepherd Specific Plan is divided into five major sections or chapters. Section 1 serves as a general introduction to the Specific Plan, outlining the plan regulatory setting and the public role in plan preparation. Section 2 describes the physical and jurisdictional setting of the plan area. Section 3 discusses the goals and objectives which form the framework for development within the Specific Plan area. Section 4 sets forth the key planning concepts shaping the development plan. The development plan, divided into four elements--land use, circulation, open space, government services and utilities is explained in detail. Section 5, Implementation, has three subsections: annexation and permit procedures, design guidelines, and plan financing. The means by which the plan area will be annexed and development will be permitted is described. Design guidelines establishing development standards for land uses, residential density and commercial intensity limitations, building siting and open space requirements, and street and utility system improvements are described. Lastly, a plan for financing infrastructure, on-going municipal services, and other area improvements is set forth.

1.6 FISCAL IMPACT ON THE COUNTY OF FRESNO AND SPECIAL DISTRICTS

Implementation of the Plan will require annexation to the City of Clovis. When annexation occurs, State Law provides that the County and the annexing city must agree on the distribution of property tax revenue. The City of Clovis and the County of Fresno entered into a property tax sharing agreement in 1979 which provides for a reallocation of the revenue derived from the uniform statewide tax rate of 1% of market value.

The agreement includes two different formulas for reallocation depending on whether the property annexed is "developed" or "undeveloped" as defined in the agreement. For developed property, the revenue share of the County and each special district that is being assumed by the City are added together; and that aggregate share is then divided 63% to the County and 37% to the City. When undeveloped property is annexed to the City, the County of

Fresno's prorate share remains the same as before annexation and the City receives only that portion of the property tax which was previously allocated to the jurisdictions for which the City is now assuming responsibility. The assumption in developing the information for this analysis is that the entire area would be annexed to the City at one time. The amount of assessed value is assumed to increase proportionately with the development schedule up to the estimated "built out" value of \$2,000,000,000. This was done for the sake of simplicity in the computation of the property tax revenue split. The resulting proportionate shares for each taxing jurisdiction are shown below.

The average tax rate equivalent in the City of Clovis today is 19.63%. By contrast, the Herndon-Shepherd area will generate a tax rate equivalent of only 19.01%. Nonetheless, the potential for new development will generate new revenue for both the City and the County. Based on the phasing assumption set forth in Chapter 5, the Herndon-Shepherd area will generate \$1.4 million in new property tax revenue for the County of Fresno in the 6th year and \$5.9 million by the 20th year. The cumulative total additional revenue over the 20 year period is \$32.7 million.

Annexation would include City assumption of services provided by the Mid Valley Fire District. Although the Fire District would lose a portion of its tax base, it would also reduce its service territory by 4,120 ± acres and appropriately 500 dwelling units. After annexation, the City's share of property tax revenue to provide all municipal services will be only slightly greater than Mid Valley's share for fire protection and emergency medical services only. Tax Rate Equivalents before and after Annexation are depicted in Table 1.2.

Table 1.1

Property Tax Revenue

	<u>1988</u>	<u>1994</u>	<u>2008</u>
Current County * property tax revenue from Herndon-Shepherd area	368,104	390,635	448,717
Property tax revenue attributed to implementation of Herndon-Shepherd Plan	368,104	1,808,849	6,407,993
Additional County Revenue	0	1,418,214	5,959,276

* Assumes 2% annual increase due to allowed increases for CPI.

Table 1.2

Tax Rate Equivalent

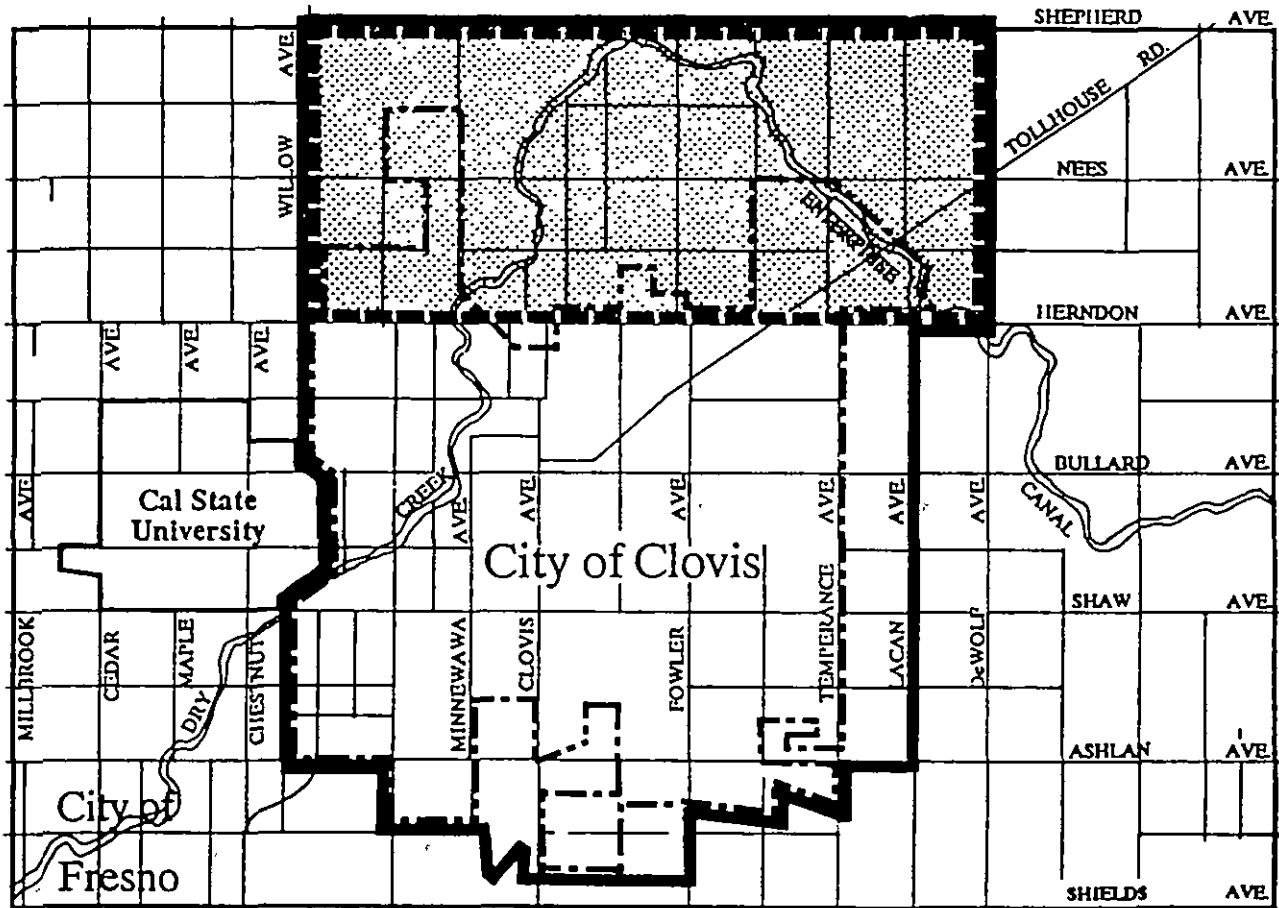
	<u>Before Annexation**</u>	<u>After Annexation**</u>	
	<u>Current</u>	<u>Developed Property</u>	<u>Undeveloped Property</u>
County of Fresno	.3223	.3238	.3223
Mid Valley Fire	.1891	0	0
Kings River Conservation	.0025	0	0
City of Clovis	0	.1901	.1916
All other Agencies	.4861	.4861	.4861
	<hr/>	<hr/>	<hr/>
	1.000	1.000	1.000

* Does not include voter approved tax rates in excess of 1% since they are unaffected by annexation.

** Average for entire area.



2. S P E C I F I C P L A N S E T T I N G



PLAN AREA LOCATION
Figure 1

canal in a 60 to 80-foot right-of-way, provides water through entitlements to farmers for irrigation and to the City of Clovis for groundwater recharge. The sources of the water are the Kings River and the Central Valley Project (San Joaquin River water).

West of Dry Creek, orchards and agri-business on large parcels predominate. The Clovis Unified School District has purchased a 155-acre site there bounded by Nees, Peach, Teague and Minnewawa Avenues for elementary, middle, and high schools as well as athletic facilities. There is a psychiatric hospital on the south side of Alluvial Avenue between Willow and Peach Avenues. Orchards (pecans, peaches, plums, almonds, and walnuts) and rural residential development are interspersed on smaller lots in the center of the area between Dry Creek and the Enterprise Canal. Rural residential development occupies most of the area east of the Canal. The rural residential areas typically have 2 to 20-acre lots with single family homes where most of the acreage is devoted to pasture or corrals for horses. Along Herndon Avenue, light industrial and some commercial and office uses are located between Willow Avenue and Tollhouse Road (see Figure 3: Aerial View).

2. Specific Plan Setting

2.1 PLAN AREA LOCATION

The City of Clovis is located in Fresno County and adjacent to the City of Fresno. It is a general law city, covering about 13.24 square miles northeast of Fresno and has over 42,000 residents. Incorporated in 1912, it has contributed substantially to the regional economy through agriculture, manufacturing, opportunities in office and retail sectors, and the provision of over 17,000 housing units, ranging in type and price.

The Herndon-Shepherd Specific Plan area containing about 5,800 acres is located north of Herndon Avenue and is bounded by Herndon Avenue (south), Willow Avenue (west), Shepherd Avenue (north), and DeWolf Avenue (east). South of Herndon Avenue are residential lots, some commercial sites and orchards. West of Willow is the developing Woodward Park Community of Fresno. North of Shepherd Avenue and east of DeWolf Avenue is rural residential and agricultural land. The Dry Creek Reservoir is near the northeast corner of the plan area (see Figure 1: Plan Area Location).

2.2 PLAN AREA DESCRIPTION

The rectangular plan area is divided by a grid street system laid out in north-south and east-west pattern as is the rest of Clovis. Dry Creek flows diagonally from the northeast to the southwest through the western half of the plan area and the Enterprise Canal flows diagonally from the southeast to the northwest through the eastern half of the plan area. The two cross near the intersection of Shepherd Avenue and Sunnyside Avenue. A Southern Pacific Railroad line crosses the southwest corner of the area and continues north, and Tollhouse Road extends northeasterly in the southeast corner into the Sierra foothills (see Figure 2: Plan Area Features).

All of the streets in the plan area are two-lane roads except Herndon Avenue, which is four lanes between Willow and Tollhouse Road. Herndon Avenue, the southern border of the plan area, is an expressway which connects the plan area to Highway 99 to the west. There is an existing plan for Freeway 168 extension north of Herndon Avenue and northeasterly parallel to Tollhouse Road. This would be a four lane freeway within a six lane right-of-way which would accommodate expansion to six lanes as traffic volume increases. Interchanges are planned at several arterial streets.

Dry Creek is a natural water course flowing seasonally from the Dry Creek Reservoir immediately northeast of the plan area and extending south through the developed area of Clovis and into Fresno. The creek varies in width from 20 to 40 feet within a 100 to 130-foot wide prescriptive right-of-way. It transports irrigation water between March 1 and October 1, and rain water after winter storms. At times, the creek is dry. Enterprise Canal, a 30-foot wide irrigation

AERIAL

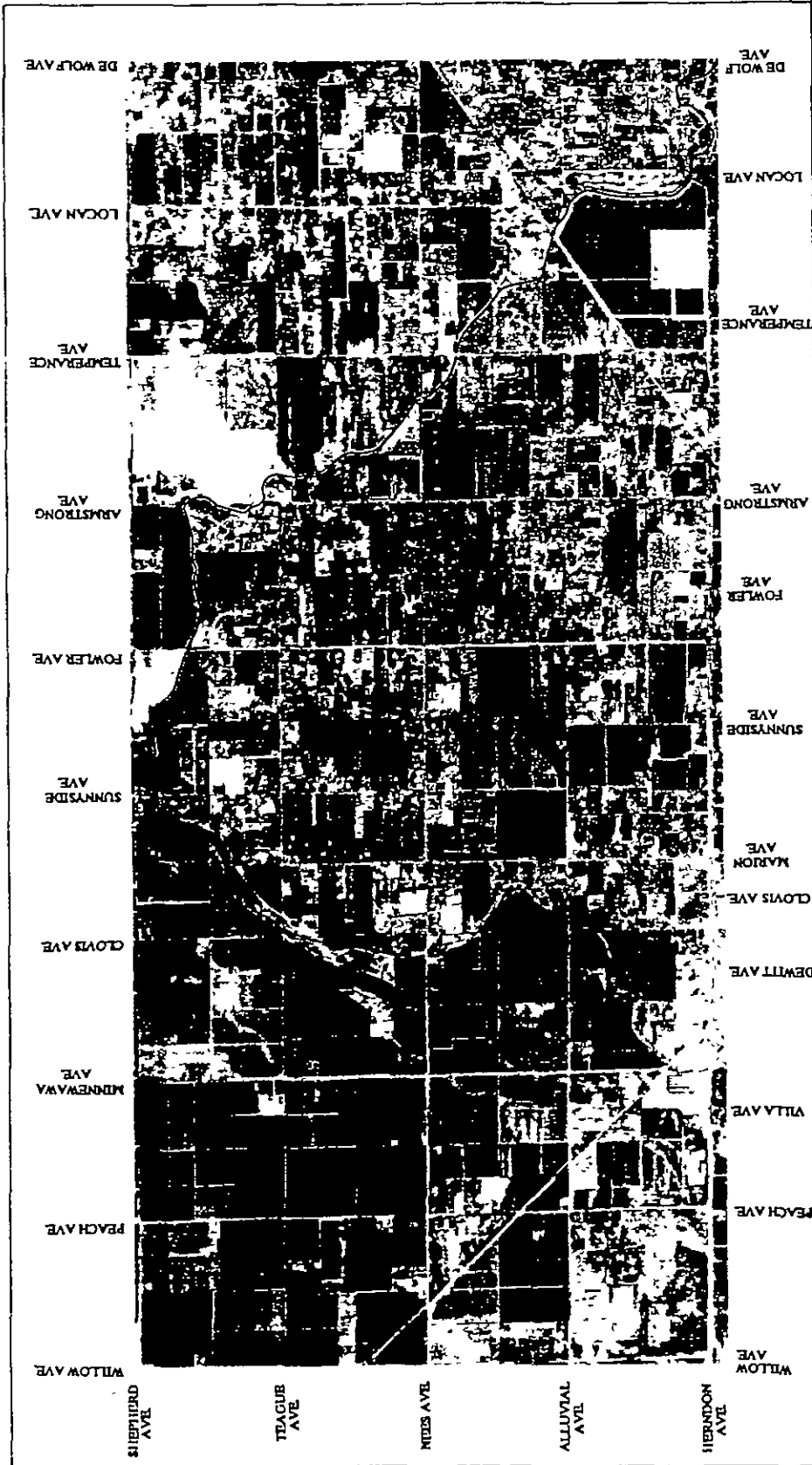


Figure 3



March 1988 EDAA

HERNDON - SHEPHERD SPECIFIC PLAN

CITY OF GLOVIS

There are over 600 landowners in the plan area. Historically, the land was divided in large ranches, many of which have gradually been subdivided, in some instances to numerous parcels for single family homes. Parcels range from 156 acres to less than one acre in size. Land ownership patterns that influence the developability of the plan area are discussed in Section 5: Implementation.

2.3 JURISDICTION

At present, most of the plan area is in the unincorporated portion of Fresno County, but a portion, 1,225-acres, has been annexed in recent years to the City of Clovis. Annexation of the remaining 4,575 acres will add over seven square miles to the City. The entire plan is in the ultimate urban boundary or "Sphere Of Influence" of the City of Clovis. Clovis has primary responsibility in the plan area for comprehensive planning and the provision of urban services (see Figure 1). If a development is proposed on a parcel currently under County jurisdiction within a half mile of the city which is more intensive than permitted by the County, the applicant is referred to the City to initiate annexation of the property.

The Dry Creek is a natural water course managed by the Fresno County Stream Group, composed of Fresno County, City of Clovis, City of Fresno, and the Fresno Irrigation District. The Enterprise Canal is under the jurisdiction of the Fresno Irrigation District. The rail line traversing the southwestern corner of the area is owned and operated by the Southern Pacific Railroad.

2.4 ENVIRONMENTAL SETTING

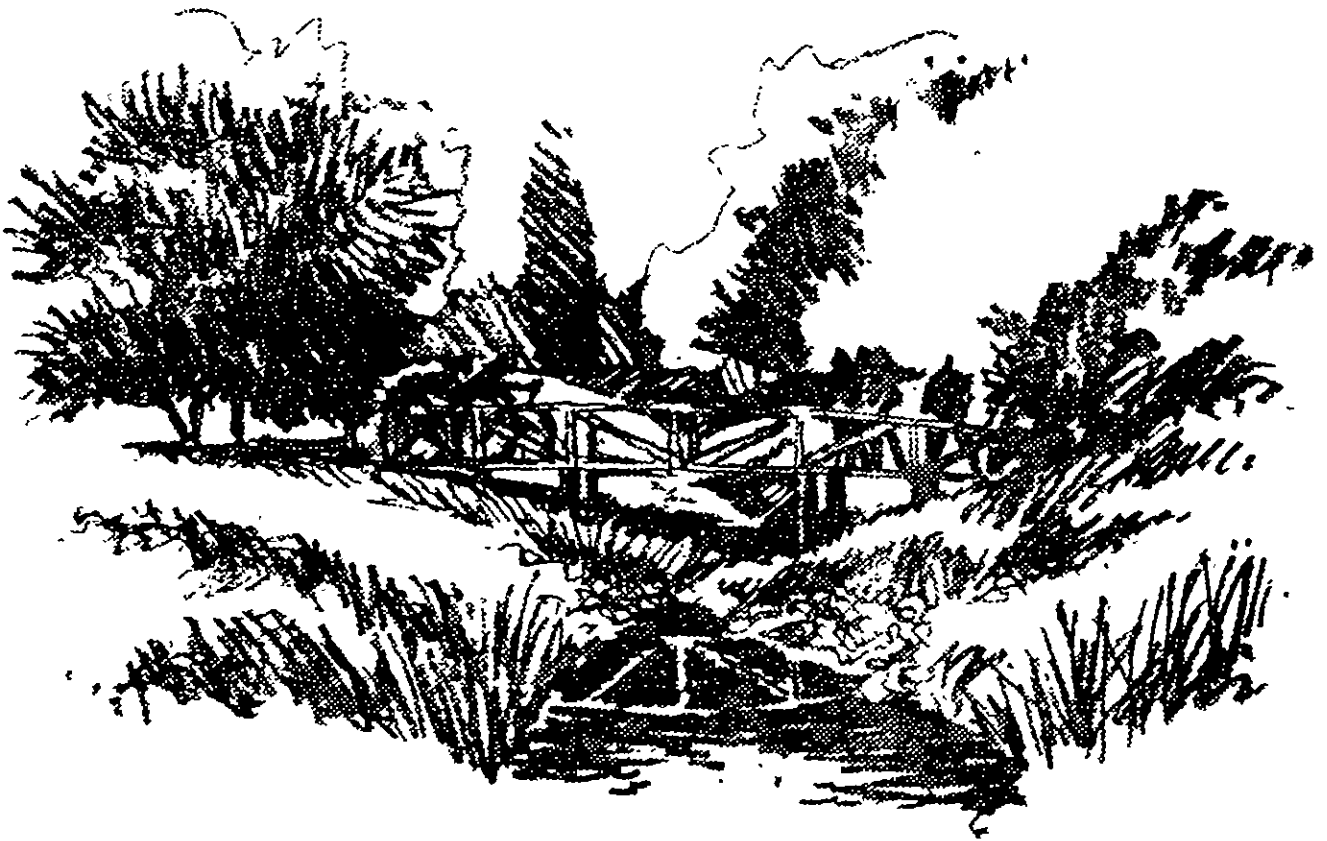
The City of Clovis lies in a temperate climate zone within the San Joaquin Valley, the southern half of the Central Valley. The valley is overlain by a nearly flat and fertile alluvial plain derived by erosion from the Sierra Nevada region to the east. Most soils are alluvial, sandy loams and are productive for agriculture. There are no active earthquake faults in the area but Clovis is susceptible to groundshaking from regional faults.

Enterprise Canal is a 30-foot wide canal used for delivery of surface water for irrigation of agricultural lands and groundwater recharge. Dry Creek, the other major waterway, flows part of the year, in the event of a major flood or when water is released from the Enterprise Canal for groundwater recharge. All the water for domestic uses in the plan area is obtained from an underground aquifer supplying good quality water.

The area was once a native valley grassland community dominated by perennial bunch grasses but vegetation today reflects the long term use of the land for agriculture (row crops, orchards and pastures). Wildlife resources are similarly limited by cultivation and use of the land by man. There are no rare or endangered plant or wildlife species in or close to the plan area. There are no known archaeological sites in the plan area.

The visual quality of the plan area is characterized by the flatness of the terrain, the street grid pattern and agricultural crops interspersed by single family homes. There is a similarity in the appearance of all the two-lane roads in the plan area and in the siting of homes set back from these roads. Development in only rare instances exceeds two stories in height. There are views of the Enterprise Canal and Dry Creek as they meander through the plan area and distant views of the Sierra foothills to the east.

A complete description of the environmental setting for the plan area is provided in the accompanying Herndon-Shepherd Specific Plan Environmental Impact Report.



3. GOALS & OBJECTIVES

3. Goals and Objectives

The following goals and objectives express the intent of the Herndon-Shepherd Specific Plan and guided the preparation of the Development Plan and implementation measures. The effort to generate goals and objectives was initiated at a joint meeting of the City Council and Planning Commission where the purpose and objectives of the Specific Plan and development concepts were discussed. Then, a series of public meetings was conducted by the Herndon-Shepherd Specific Plan Citizen's Advisory Committee in collaboration with the Clovis Planning Department to draft the goals and objectives for the Plan.

3.1 MAJOR GOALS

- 3.1.1 Organize and develop a well-planned, well-designed, high quality, and functional community which meets the needs of a diverse population.
- 3.1.2 Unify the plan area with the larger Clovis community.
- 3.1.3 Create a unique living environment that provides the amenities of a modern urban community while retaining the existing equestrian character of plan area.
- 3.1.4 Minimize the impact of expanding urban development on existing agricultural operations, and allow such operations to continue as long as desired by the property owner.
- 3.1.5 Identify the fiscal impacts of urbanization on plan area residents, the City of Clovis and the County of Fresno, and suggest development concepts and financing mechanisms which will minimize adverse economic impacts.

3.2 LAND USE OBJECTIVES

3.2.1 Residential

- Provide a viable mix of residential, commercial, industrial, and public uses consistent with the capabilities of the City and other agencies to provide services.
- Provide an attractive, quality residential environment to accommodate a variety of lifestyles.
- Provide for residential densities based on natural land characteristics, planned public facilities, and infrastructure.

- Preserve areas for lower density semi-rural residential character yet provide for further development of variable lot size subdivisions to meet the continuing demand for housing in Clovis.
- Provide for growth in a phased and orderly manner consistent with the ability to provide adequate public and private services, utilities and facilities. Premature urban expansion will be discouraged.
- Develop land use development standards which provide buffering between residential neighborhoods and adjacent industrial uses, high traffic corridors or commercial uses.
- Recognize: 1) the importance of land uses to the quality of life and environment; 2) the duties as well as the rights of land ownership; and 3) the role of the City to regulate the use of land resources for the benefit of future generations.

3.2.2 Housing

- Establish residential areas which provide a sense of neighborhood pride and identity within the larger Clovis community.
- Promote diverse high quality housing products, types and price ranges organized to create harmonious and compatible neighborhoods.
- Develop through public and private channels, sufficient new housing to make available affordable housing for all segments of the Community.
- Manage housing and community development in a manner which will maintain and enhance the long-term health and value of the environment in which it is located.
- Adopted land use patterns should serve to protect and enhance the character of existing neighborhoods.
- The design of the residential environment shall be such as to give the appearance of a suburban density and scale, except in rural areas where the scale shall be rural in nature.
- Encourage variety in subdivisions, especially in the design of streets and street landscapes, the location of parks and recreation areas, and the placement of homes on lots.
- Promote planned residential development and master planning, to provide greater planning flexibility and achieve higher quality design solutions.

- Create a focus for neighborhood structure and identity by orienting residential subdivisions to the area-wide open space and trail system and loop roads or other open space amenities.
- Establish design standards that allow variation by neighborhood and which address items such as street design, landscaping, architecture, site planning, and key neighborhood features.
- Manage development of land within and adjacent to existing neighborhoods to avoid potentially adverse impacts on the living environment.
- Support the existing residential uses which are consistent with the plan while providing for further development opportunities.

3.2.3 Commercial

- Foster sufficient carefully designed commercial development to meet the needs of both the citizen and the community.
- Promote lot consolidations and master planning for commercial properties in order as opposed to isolated commercial or strip developments.
- The focus of any new commercial development shall be on providing shopping centers. Isolated and strip commercial development shall not be encouraged.
- Encourage commercial architectural styles which complement the more rural heritage of Clovis.
- Encourage the development of commercial facilities which are designed at a human scale, and which are pedestrian oriented.
- Connect commercial centers to residential neighborhoods via a pedestrian trail/sidewalk system.
- Commercial centers should not encourage vehicular traffic through nearby existing or future residential development.

3.2.4 Industrial

- Broaden the economic base of Clovis through the development of more industrial uses.

- Plan for the productive use of areas most suitable for light industrial development while minimizing adverse impacts on the environment.
- Foster well-designed industrial development to the degree necessary to broaden the economic base of Clovis.
- Establish a specific, well-defined pattern of industrial activities, which is compatible with nearby residential and commercial uses, accommodates the personal needs of workers and business visitors and meets the service needs of local businesses.
- An industrial manufacturing district shall be established which will provide for manufacturing which can be considered light in nature by reason of the size, activity and performance of uses located therein.
- Encourage a mixture of compatible industrial uses within the industrial area.
- Encourage the continuation and expansion of agri-business in designated industrial areas as an important part of Clovis industry.
- Ensure that future industrial sites will be protected from conflicts with other land uses and guard against unplanned development through the use of legal controls and land use buffers.
- Encourage industrial development which presents a park-like atmosphere presenting an attractive and inviting atmosphere to employees, visitors, and employees.
- Promote an attractive, high quality industrial area by developing a series of comprehensive design and technical standards.
- Develop performance standards for industrial land uses adjacent to residential land uses.

3.2.5 Agriculture

- Allow for the gradual conversion of agricultural activities to urban uses but protect agriculture through site design guidelines from those potential conflicts associated with the adjacency of new development.
- Develop design standards to “soften” the transition from urban to agricultural uses through guidelines for planning, architecture, and landscape architecture.
- Agricultural land within the plan area shall be converted into urban uses in a gradual, phased, and orderly manner.

3.2.6 Community Character

- Encourage development in keeping with the natural forms, watercourses and topography found in the surrounding environment.
- Create an overall design statement for all development that will establish a visually unique image throughout the area that is different, yet compatible with other portions of Clovis.
- Create developments that are in scale with their surroundings.
- Perpetuate the community image that the City of Clovis has developed which portrays it as a diverse yet well maintained and pleasant environment in which to live and do business. Also maintain and foster the city's rural agricultural heritage.
- Preserve mature trees, tree masses and tree rows of significant aesthetic or historic quality.
- Develop a series of design standards and guidelines related to site planning, landscaping, building form, scale, site perimeters and parkways which foster a sense of community and neighborhood identity.
- Promote visual interest and variety within the area by providing architectural and landscape expressions which are diverse within a theme which is consistent overall.

3.3 PUBLIC FACILITIES AND SERVICES OBJECTIVES

- Provide for an attractive, safe, and well functioning community with a high quality of public services and facilities to enhance the quality of life for all residents and promote community identity.
- Promote a coordinated and integrated development of the area through the balanced distribution of services and facilities.
- Implement comprehensive solutions to the financing of public facilities which equitably distribute costs based on the level of benefit received and timing of development.
- Coordinate development activity with the construction of public infrastructure and services.
- A comprehensive infrastructure financing plan should be prepared in conjunction with the Specific Plan which identifies the total cost of all public infrastructure in the plan area, determines an equitable means of distributing costs, and recommends financing alternatives.

3.4 CIRCULATION OBJECTIVES

- Provide a circulation system which meets the needs of residents by requiring improvement of existing and proposed streets to the standards indicated in this Specific Plan.
- Provide an efficient circulation system which is safe and convenient for residents of the Specific Plan and mitigates impacts on adjacent streets as development occurs.
- Provide for City-wide and local circulation through recognition of Herndon Avenue as a major east-west street which will be widened and access restricted to meet future demand.
- Provide for regional circulation with the construction of Freeway 168.
- Provide convenient and safe paths for pedestrian, equestrian and bicycle travel.
- Develop a circulation system which maximizes land potential, reinforces neighborhood identification, and enhances the urban design quality within the Specific Plan.
- Establish a hierarchy of circulation features based on the functional role of the circulation system.
- Discourage non-local traffic from traversing individual neighborhoods on local streets.
- Provide truck routes for the movement of goods that utilize major arterials and avoid residential areas.
- Provide transit facilities such as turnouts or bus shelters along major streets as demand warrants.
- Create a neighborhood circulation system, which emphasizes curvilinear street configurations.
- Utilize the local and loop street systems to reinforce the identity of individual neighborhoods.
- Provide noise attenuation guidelines for residential land uses located along major streets (i.e., barriers, setbacks).

3.5 OPEN SPACE AND RECREATION OBJECTIVES

- Develop water channels as plan area and community-wide recreation amenities.
- Develop an integrated community wide recreation system including open space, schools, parks, and local/regional trails.
- Provide a desirable living environment with parks and recreation that satisfies sociological and psychological needs.
- Develop design criteria and standards for parks and recreation facilities.
- Ensure that City facilities can adequately meet the recreation needs of the City's future population within the plan area.
- Ensure the provision of recreation services that maximize the benefits of recreation facilities and programs to Clovis citizens.
- Provide for financing for continuing maintenance and the acquisition and development of new parks and recreation facilities.
- Create as an integral part of the development of the area open space to serve as green belt dividers and linear recreation areas.
- Provide for open space and landscaping improvements within or adjacent to the Dry Creek and Enterprise Canal right-of-ways including trails for hiking, biking and equestrian use which benefit the entire community and provide additional recreation area.
- Protect and improve the environmental quality of the planning area through careful development of recreation and open space areas.
- Promote the joint-use concept of combining neighborhood parks and school sites.
- Acquisition of parks and recreation facilities should anticipate and precede or coincide with residential development.
- Designate elementary school sites within the Specific Plan area and provide for their protection until they can be acquired by the Clovis Unified School District.

3.6 ENVIRONMENTAL QUALITY OBJECTIVES

- Provide for the health, safety and welfare of the general public.
- Provide for residential areas with healthy living environments. Specifically, neighborhoods should be quiet and have acceptable air quality.
- Promote energy conservation in residential developments.
- When reviewing new development applications, incorporate planning and engineering techniques which promote a healthy living environment.



4. THE DEVELOPMENT PLAN

4. The Development Plan

This section describes the planning concepts that have shaped the Specific Plan and the major plan elements: land use, circulation, open space, government services and utilities. The concepts are expressions of the goals and objectives for development and conservation in the plan area. They establish the quality of life desired in the plan area and provide a clear and consistent foundation for implementation of the Specific Plan. Plan elements provide the form and structure for development in the area and act as the regulatory basis for ensuring healthy development. The text and maps in this section correspond to text and maps in Section 5, Implementation. The two sections provide complementary means of guiding development.

4.1 PLAN CONCEPTS

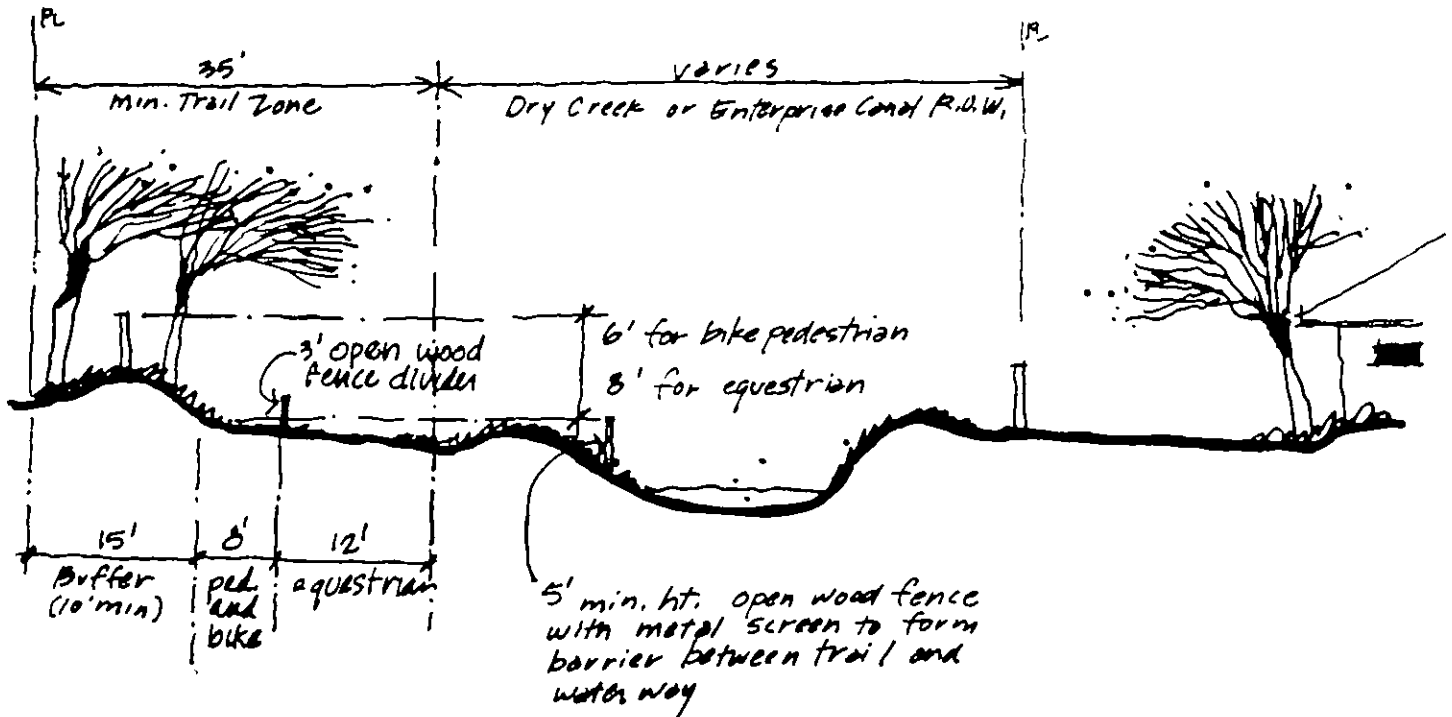
The overall concepts for the Herndon-Shepherd Specific Plan are to encourage development in the plan area that will meet the needs of existing and future residents and to integrate it over time within the larger context of the City of Clovis. Land uses are arranged to promote compatibility between existing and proposed uses. Circulation and open space systems are designed to link neighborhoods within the plan area and to tie the area to the existing Clovis Community. Together circulation and open space will integrate the plan area with existing Clovis and will form the enduring framework in which land uses can develop and change over the years. The plan allows for a wide range of development--residential, office, retail, light industrial--and provides supportive facilities including schools, park/open space, and urban service delivery systems.

4.1.1 Linear Open Space System

Dry Creek and the Enterprise Canal are considered major physical elements of the plan area and together form the framework around which the Plan's open space system is designed. These waterways with parks, open space and trails along their edges are the key means of providing public open space, linking land uses in the plan area with continuous greenbelts, and linking the plan area to its surroundings (see Figure 6).

Dry Creek and the Enterprise Canal both extend well beyond the plan area. Dry Creek begins in the Sierra Foothills and flows into the Dry Creek Reservoir northeast of the plan area which was built along the creek's course to reduce flooding. From the reservoir, the creek extends southwesterly across the Plan area and into the developed areas of Clovis and then into Fresno. Improvements to Dry Creek in the plan area will set the standard for open space, trails and landscape improvements that should extend from the reservoir, a potential recreation site, through Clovis. Such extensive improvements will provide a common visual and recreation link between all these areas, emphasizing a unique aspect of Clovis. It will also provide a valuable

trail system permitting travel along the entire length of the creek for pedestrians, bicyclists and equestrians. Similarly, the Enterprise Canal flows from the Kings River southeast of the plan area through it to areas northwest of the area. Open space, parks and trails the full length of the canal through the plan area would offer long regional trails for non-vehicular, recreational traffic. Development of these rights-of-way will take maximum advantage of the open space potential of the creek and canal on behalf of the residents of the entire metropolitan area.



4.1.2 Clovis Avenue Parkway

Clovis Avenue south of Herndon is presently the primary north-south artery through downtown Clovis. The Plan proposes to extend Clovis Avenue north of Herndon Avenue through the Plan area to serve as a primary entrance to the City and to link the existing Clovis Community to the greenbelt and trail system proposed along the Dry Creek-Enterprise Canal right-of-way.

Clovis Avenue will be extended north of Herndon Avenue as a landscaped parkway crossing Dry Creek just south of Alluvial Avenue. It will then follow the west bank of Dry Creek to about Teague Avenue. At that point, it will follow the existing Clovis Avenue alignment to Shepherd Avenue. This two-mile length of Clovis Avenue will be constructed as a four lane divided arterial in a landscaped right-of-way about 120 feet wide. This parkway will follow the west bank of Dry Creek from south of Alluvial Avenue to about Teague Avenue. The linear open space/greenbelt improvements and multi-use trail system proposed for the west bank of Dry

Creek will be constructed in conjunction with the parkway. Several small parks will be developed at the same time utilizing larger areas between the meandering course of Dry Creek and the smoothly curving Clovis Avenue parkway. The Plan envisions the Clovis parkway and adjacent Dry Creek greenbelt as being significant visual amenities which will set the tone of the entire Plan area.

4.1.3 North-South Circulation Linkages

A goal of the Plan is to integrate the Plan area with the rest of Clovis. There are several major north-south arterials (Willow, Minnewawa, North Clovis, Fowler, and Temperance Avenues) in the Plan area that extend southward into existing Clovis. Several of these cross Herndon Avenue but are offset at those intersections at present (see Figure 7). Those avenues should be realigned at Herndon Avenue and reconstructed to provide continuous north-south traffic circulation and to improve the integration of the Plan area with the greater Clovis community. Varying road widths and a hierarchy of landscaped streets are also provided internal to the Plan areas, to add distinction and quality. Landscaped setbacks, and medians on the wider streets, will signify the major public thoroughfares described above and street trees will define the character of neighborhood streets. Subtly, these varied landscaped treatments will differentiate the several types of streets.

4.1.4 Proposed Freeway 168

The recent voter approval of Measure C has made funding for proposed Freeway 168 a virtual certainty within the timeframe of the Plan. Accordingly, the Plan identifies the Freeway as a major land use and circulation feature of the area and offers several specific suggestions regarding its design and location. In general, the freeway will follow the traditional alignment between Herndon and Temperance Avenues, paralleling about 1,200 feet north of Herndon in a below grade configuration. East of Temperance Avenue, the freeway will be adjacent to Tollhouse Road, constructed at-grade. Interchanges are proposed at Clovis/Herndon, Fowler, Temperance, and DeWolf Avenues. Grade separations will be constructed at Sunnyside and Armstrong Avenues.

4.1.5 The Herndon Avenue/Freeway 168 Business Corridor

Herndon Avenue, recently improved as an expressway from west of the plan area to Tollhouse Road, is the address for an increasing number of businesses. There is an opportunity here to aggregate employment opportunities for Clovis area residents which will tend to create an economic balance in the Plan area, offsetting some of the public expense incurred in developing the Plan area. The expressway will serve as a direct link for business-related traffic to State Highway 99 and to the Sierra foothills. It also intersects most of the major north-south arterials in Clovis which serve as commute and trucking corridors. Freeway 168, proposed as a four-lane

freeway, will carry travellers and tourists through Clovis. When Freeway 168 is completed, an area about 1,200 feet wide will lie between Herndon Avenue and the new freeway (see Figure 5). At present there are large industrial and commercial sites available on both sides of Herndon Avenue. This area is not a good location for housing given the traffic volumes anticipated and the non-residential nature of uses on Herndon Avenue, but it will be ideal for industry, office and major retail activities serving the metropolitan area.

The intent of the plan is to create a high quality working environment in this corridor, occupied by workers and shoppers and achieved by an appropriate building program, landscaped streetscapes, and site and building design standards. There are opportunities for campus style industrial park development, office complexes and large scale retail of both festival marketplace and large-scale freeway-related varieties. The area is designated as a multi-use business corridor with standards for location and development of appropriate uses contained in the plan

4.1.6 Retail Commercial Centers

The Specific Plan contains enough commercial land to serve plan area residents and attract shoppers from surrounding neighborhoods (see Figure 4). There are three basic categories of retail commercial located in the plan area:

- (1) neighborhood: drawing shoppers from a primary trade area of one and one-half miles;
- (2) community: drawing shoppers from a primary trade area of five to seven miles;
- (3) freeway-related: drawing shoppers from up to twenty miles away and off nearby freeways and/or major arterials.

Neighborhood commercial sites are dispersed throughout the plan area, at locations convenient to nearby residents. These will be appropriate locations for a supermarket or superdrugstore and convenience shopping (such as delicatessens) and personal services (such as shoe repair or photo shops).

Community commercial centers augment shopping opportunity provided by neighborhood centers with a wider variety of stores offering goods like flowers, sportswear, records and services like restaurants, banks. These centers also provide locations for major retailers of clothing, home improvement products and electronic goods. One or two of these in the vicinity will adequately serve the anticipated plan area population. These centers will be located at the intersection of major arterials such as Herndon and Willow Avenues to provide convenient automobile access for shoppers. The planned development nature of the Herndon/Willow Center allows the flexibility to locate a major sub regional or regional center within the Plan area if market conditions warrant.

Freeway and expressway based commercial uses are located in the Herndon Business Corridor that serves the region. Here, large commercial enterprises, like furniture, clothing, electronic equipment stores, discount stores, a motel or a cinema center may be developed and frequented by Clovis residents, Fresno residents and travellers going to or from the foothills on Tollhouse-Herndon or Freeway 168. Also, this area would be an appropriate location for a "farmers' market" that provides the wide variety of agricultural products for which the Central Valley is famous. This, coupled with a food fair offering cuisine from foreign countries, could become part of an area-wide festival market and gathering place for shopping and social activities.

4.1.7 Planned Residential Communities

The lifestyles and occupations of Clovis residents vary considerably and so do their housing needs. This plan provides several types of housing opportunities, each characterized by different lot sizes, densities, streetscapes and other amenities. The result is a wide range of "housing bundles" that households can choose--different combinations of housing type and price, land cost, neighborhood character, location/access, and public amenities such as parks and schools. Rural residential, low density single family, large lot, planned community and low density multi-family housing will all be available in the plan area.

In respect for the rural way of life that has prevailed in the plan area for many years, the plan designates two neighborhoods for rural residential. In these areas, small scale agribusiness is encouraged to continue where appropriate, as well as the raising of horses and other livestock. More intensive development is planned in other neighborhoods to provide opportunities for the many new households seeking homes. There, a mixture of single and multiple family housing will be built. In addition, a large lot neighborhood will allow for more spacious custom-built homes. These latter neighborhoods will be more urban in character. Most unique, however, is the concept for a 335-acre planned residential community along the greenbelt. In this type of planned development, detached single family and attached or clustered housing would be organized around a major amenity such as a golf course, artificial lake, or equestrian center, creating a unique Clovis living environment. These types of development would supply the variety of housing sites sought by most types of households.

4.1.8 Hospital/Medical Campus

The hospital facility being constructed by Community Hospitals of Central California at Herndon and Temperance Avenues consists of a central hospital structure with outlying surgicenter, emergency care unit, pharmacy, mental health and oncology facilities, chemical dependence unit, senior housing and hospice. Other ancillary goods and services like medical supplies and day care are also planned. It is a campus-like plan for the full range of hospital services, conveniently located for residents of the metropolitan area and the Sierra foothills. In order to encourage healthy economic development near the hospital site, the Specific Plan calls for office professional, commercial and rental multiple family-uses compatible with the hospital and contributory to its success.

4.1.9 Phasing

The phasing of a Specific Plan is a matter of the timing and direction of development. The pace of development is determined in part by city policies and regulations such as this plan, but primarily by several market factors outside the City's control, such as interest rates, development in other cities, and regional or national migration trends. On the other hand, the geographic spread of development is determined primarily by City decisions. Three city objectives stated in Section 3 of this Specific Plan highlight the phasing concept of this plan.

- (1) To provide for growth in a phased and orderly manner consistent with the ability to provide adequate public and private services, utilities and facilities. Premature urban expansion will be discouraged.
- (2) To allow for the gradual conversion of agricultural activities to urban uses and mitigate potential conflicts or nuisances associated with new (residential) development.
- (3) To promote a coordinated and integrated development of the area through the balanced distribution of services and facilities.

The land in the plan area is a very valuable natural and economic asset of the Community and its landowners. The City intends to manage this asset carefully, generally through gradual expansion of development northward into the plan area. Premature or "leapfrog" expansion will be discouraged because a healthy community should grow in phases with a sound--not piecemeal--system of streets, utilities and open spaces and compatibility between existing and new, more intensive land uses.

As Section 4.3.12 and Section 4.5 describe in greater detail, it is the City's policy to require full extension of public facilities such as streets, sewer and water systems, with mechanisms for reimbursement of design and construction costs. It is desirable to install full, not piecemeal, street and utility sections, connecting projects with the existing urban area. This policy should be applied city-wide rather than just in the Herndon-Shepherd area.

4.1.10 The Development Plan Elements

This sections describes the land use, circulation, open space utility and government services elements of the development plan. These elements, when integrated, provide a realistic plan for future development and conservation. The text and maps in the section correspond to text and illustrations in Section 5.3 Design Guidelines; the two sections provide complementary means regulating future development.

4.2 LAND USE ELEMENT

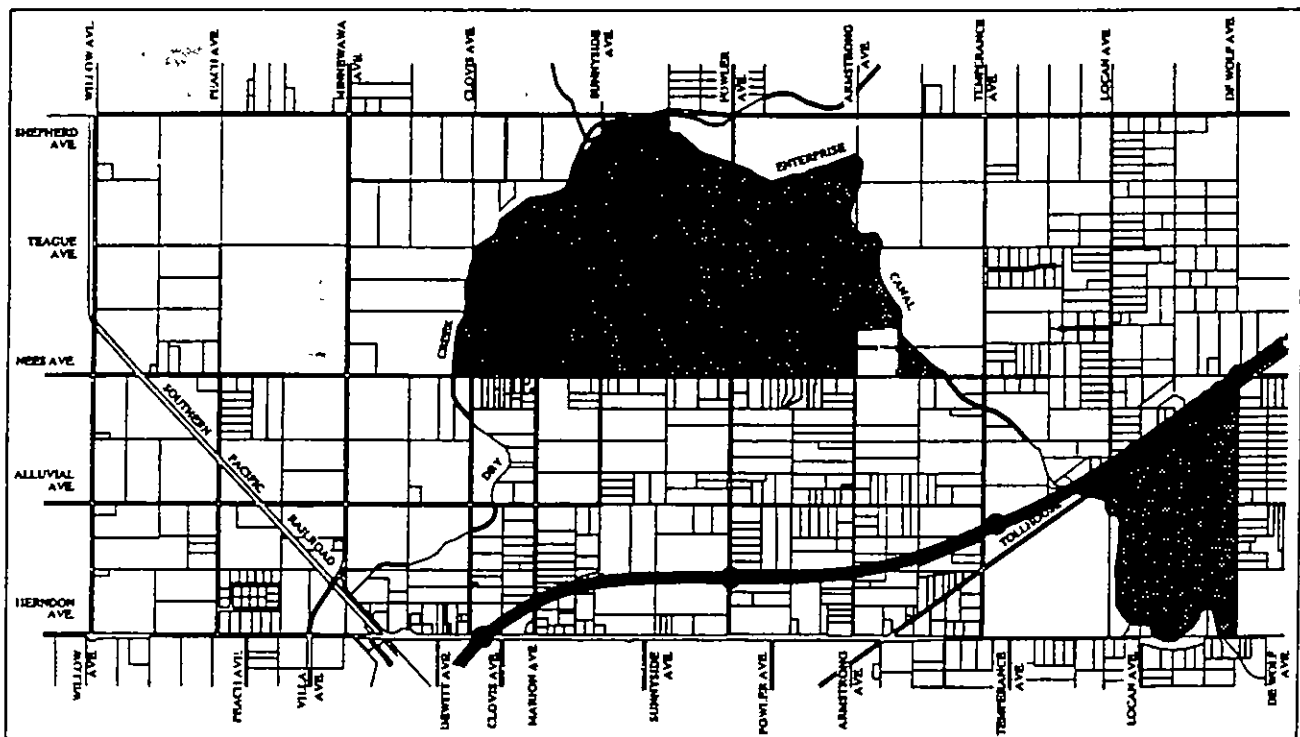
The plan is composed of several different land uses as shown in Figure 4, each with its own characteristics. In Table 4.1, these uses are summarized. The land use designations for each geographic area define the type and intensity of land use allowed there. In Section 5.2, Design Guidelines, site and building development guidelines are set forth for each of these uses.

4.2.1 Residential

Five residential areas have been designated to offer a variety of neighborhoods, differentiated primarily by housing density. For each designation, the density, streetscape design and open space amenities are described.


















4.2.1.1 Rural Residential

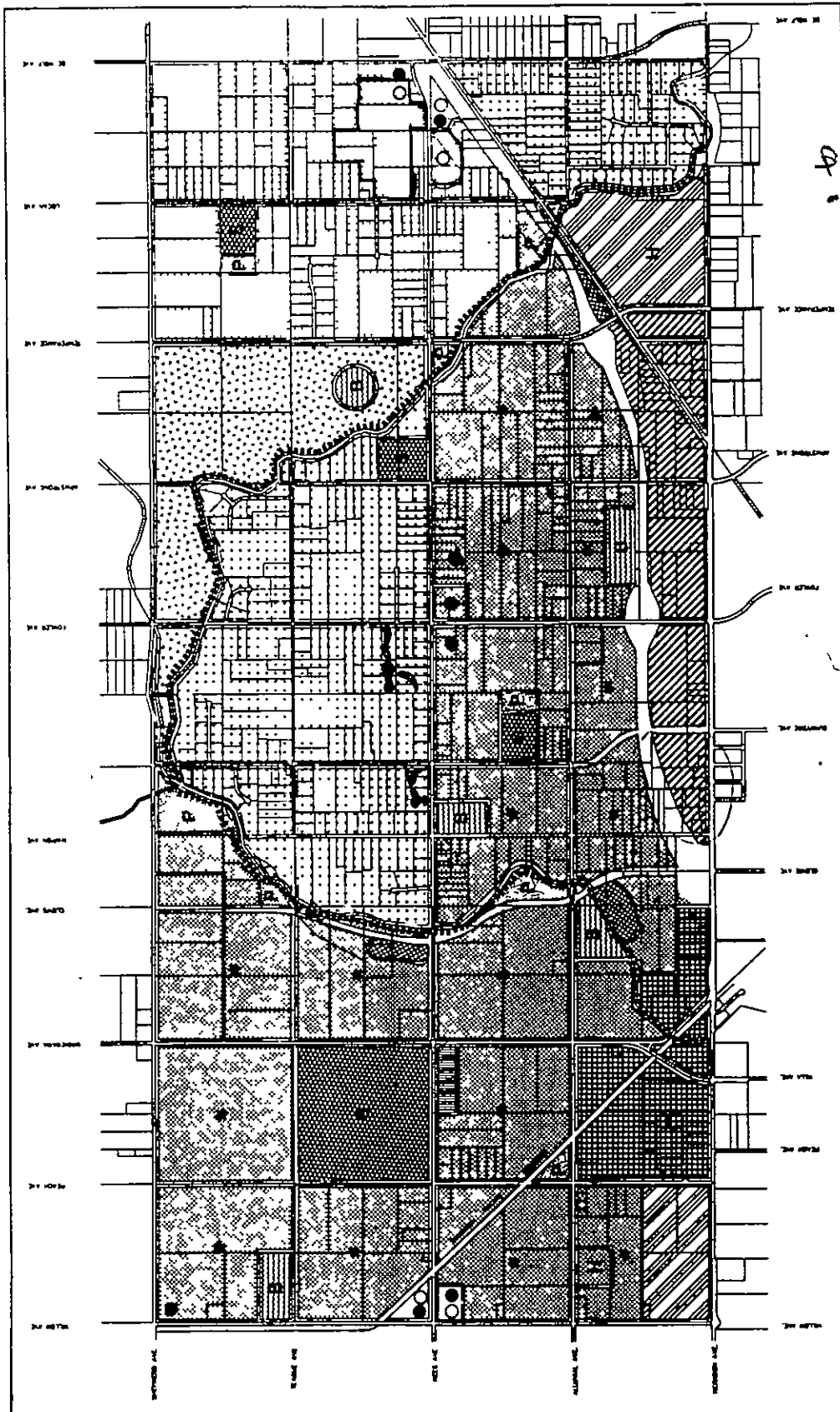
Historically, much of the plan area has been zoned by Fresno County and used as rural residential neighborhoods. Two acre minimum lot size, with individual wells and septic systems are permitted in the County Rural Residential Zone District. Because of the desirability of this lifestyle, which allows combinations of housing and small scale agriculture operations and horse and livestock raising, two areas of the plan, totalling 995 acres, continue to be designated Rural Residential. One area is bounded by Nees Avenue, Dry Creek, and the Enterprise Canal; it covers about 785 acres in the center of the plan area. The other area, about 210 acres, is bounded by Herndon Avenue, the Enterprise Canal, Tollhouse and DeWolf Avenues, in the southeast corner of the plan area (see figure below).



RURAL RESIDENTIAL

DEVELOPMENT PLAN

-  Rural Residential
-  Large Lot Residential
-  Low Density Single Family Residential
-  Low Density Multiple Family Residential
-  Planned Community
-  Multiple Family Floating
-  Neighborhood Comm Floating
-  Office
-  Planned Mixed Use
-  Business Corridor
-  Light Industrial
-  Hospital
-  School
-  Ponding Basin
-  Open Space
-  Trail
-  Mini Park



Rural Residential

Figure 4



HERNDON-SHEPHERD SPECIFIC PLAN

CITY OF CLOVIS

March 1988 EDW

Table 4.1

Development Plan
Land Use Account

<u>Land Use</u>	<u>Total Acres</u>	<u>Total Dwelling Units^a</u>	<u>Average Density/FAR</u>	<u>Total Population^b</u>	<u>New Square Feet</u>
Residential (Gross)					
Rural-Residential	994	455	0.5	1,360	
Large-lot-Estate	652	1,240	2.2	3,710	
Planned Community	334	670	2.0	2,010	
Single Family	2,241	7,645	3.5	22,935	
Multiple Family ^c	<u>100</u>	<u>1,250</u>	<u>12.0</u>	<u>2,500</u>	
Residential	4,321	11,260		32,515	
Retail					
Neighborhood	40		0.25		435,600
Community	50		0.25		544,500
Freeway-Related	48		0.25		522,720
Office					
Professional	16		0.40		278,784
General	58		0.40		1,010,592
Light Industrial	<u>328</u>		<u>0.30</u>		<u>4,286,300</u>
Com'l/Ind'l	540	80		235	7,078,500
Parks, Open space	140				
Schools	194				
Public Facilities	231				
Freeway 168	140				
Streets & Highways	<u>225</u>				
TOTALS	5,764	11,340		32,750	7,078,500

a Includes existing and planned units.

b Assumes household sizes will be three persons per single family household and two persons per multiple family household.

c Includes 100 elderly units planned as part of the new Clovis Community Hospital.

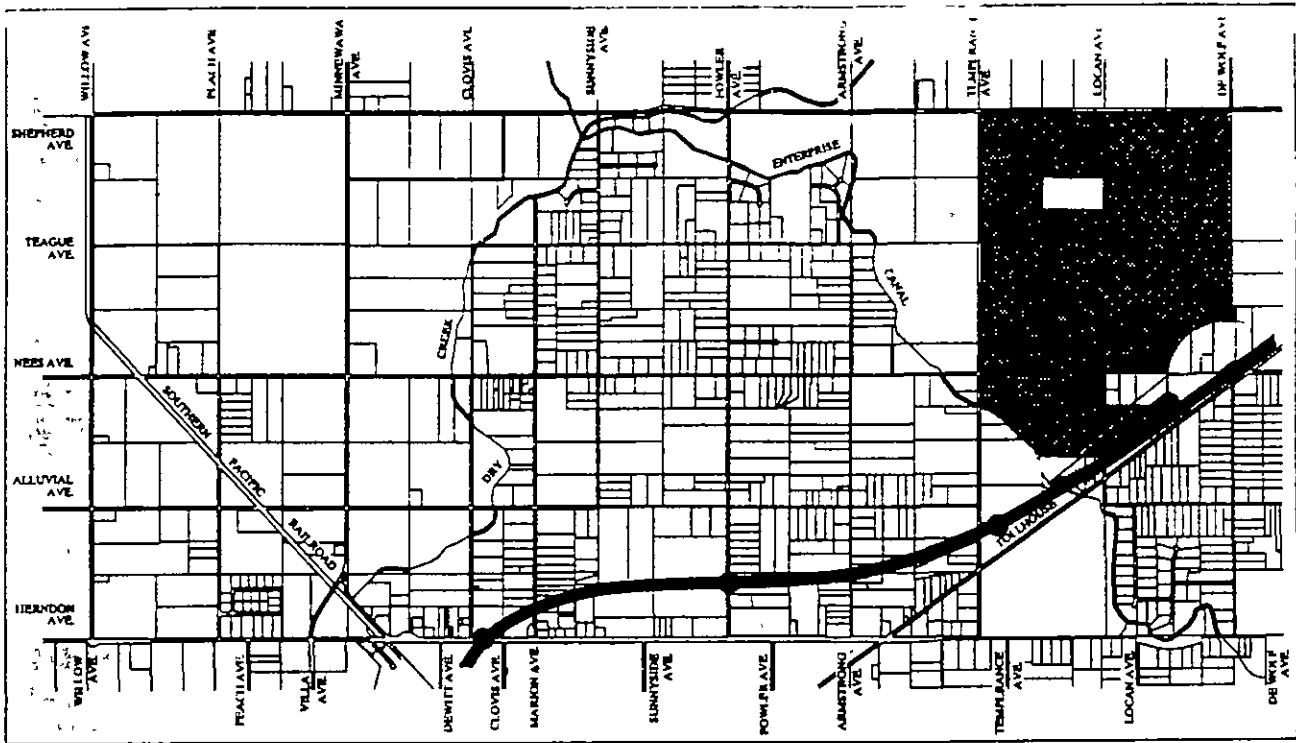
The Plan proposes in the rural residential areas a minimum lot size of two acres, with a resultant minimum density of .5 dwelling units per acre (.5 DU/AC). This is consistent with the existing pattern of subdivision in both these areas. Such housing may be dispersed fairly uniformly across the land as it now is but there is the opportunity to cluster homes and leave more of the acreage for orchards, pastures or other agricultural activities. Major roadway improvements in the area would include gutters, but would not include sidewalks or parkway landscaping in an effort to retain the rural character of the area. The rural residential designation would result in up to about 450 dwelling units in the two area having a population of about 1,350 persons.

New development of two acre lots in Rural Residential areas will be allowed to utilize individual wells and septic systems west of the Enterprise Canal. Due to ground water limitations east of the canal new development will be required to utilize city sewer and water service. Changes in ground water quantity and quality may eventually require that all rural residential areas use city sewer and water service for domestic uses. Even after city water becomes available, on-site wells may be retained for agricultural purposes.

The central rural residential area is nearest to and connected with the trail system planned in Dry Creek and Enterprise Canal rights-of-way. This facilitates equestrian, bicycle and pedestrian circulation and links this area with public parks located along the Dry Creek/Enterprise Canal open space system. Equestrian trails also are proposed internal to this residential area, on back property lines or streets as further enhancement of the rural residential way of life. Several bridges will be constructed at convenient locations to make the trail system more accessible to the rural residential area.

4.2.1.2 Large Lot/Estate Residential

Large lot zoning is planned for the northeast corner of the plan area, farthest from existing urban development in Clovis or Fresno where several estate type developments now exist and large underdeveloped lots offer further opportunities for this type of housing. It would be near to and complementary with the planned (golf course) community nearby (see figure below). The area provides for 12,000 square foot lot minimum, or 2.2 dwelling units per acre (2.2 DU/AC). It is expected that lots will range from 12,000 to 30,000 square feet with an average lot size of 16,000 square feet being required. Depending on the zoning designation applied here, horses may be allowed on lots greater than 18,000 square feet. Up to 1,240 larger custom-built residences in large lot subdivisions are expected to develop here with about 3,710 residents. Roadway improvements on local streets would include street landscaping, curb, gutter and ample sidewalks and if horses are permitted an equestrian trail to the canal trail system would be desirable.

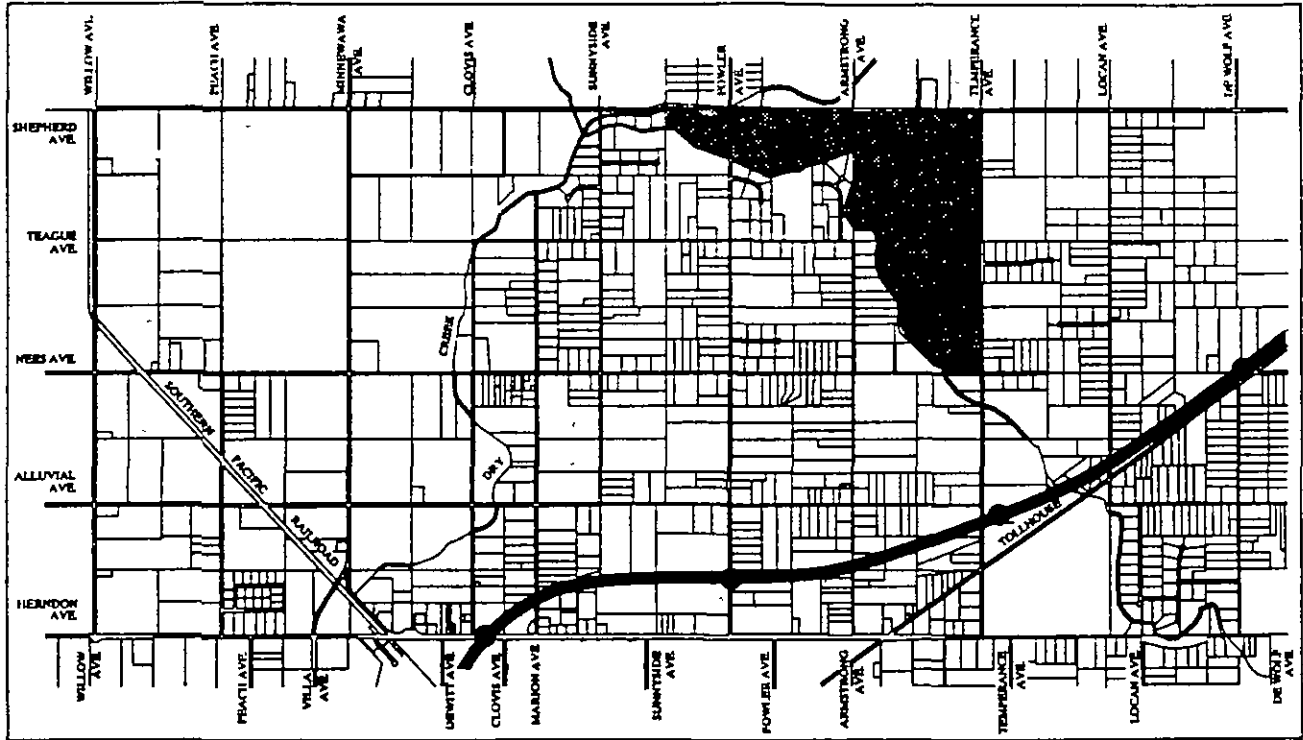


LARGE LOT

4.2.13 Planned Community Residential

A planned residential community is proposed on about 335 acres between Nees Avenue, the Enterprise Canal, Shepherd Avenue and Temperance Avenue (see figure below). The area is currently held by four landowners which may facilitate coordinated development. In this area residential development would be oriented around a central open space amenity that responds to the topography and to local lifestyles. This amenity could be a golf course, string of waterways and lakes, a landscaped greenway or an equestrian center and path system. Other ancillary land uses such as a planned neighborhood commercial development may be part of a master plan for the site.

It is desirable to develop this area around a golf course, adding both recreational opportunities and visual quality to the City of Clovis. A 58-acre area required in this area for a flood control and storm water retention basin can be incorporated into a golf course, allowing dual use of the



PLANNED COMMUNITY

basin. Next to the Enterprise Canal, a substantial stretch of the greenbelt can be completed connecting this site to the area-wide open space and trail system. A landscaped setback will be required along Temperance Avenue to minimize the visual impact of the planned community upon existing development on the east side of Temperance Avenue.

At a gross density of two dwelling units per acre (2 DU/AC), the site could accommodate about 670 new dwelling units. This would house about 2,010 persons. A neighborhood commercial use might be implemented as part of a development plan for the site, perhaps at the intersection of Fowler and Shepherd Avenues.

If a lake system, equestrian center other amenity becomes the focal point for this planned community, different densities and total number of dwelling units may result. The actual site master plan and densities will necessarily be derived when a development proposal is made. The City is committed to the overall concept but flexible as to the specific site design and building program.

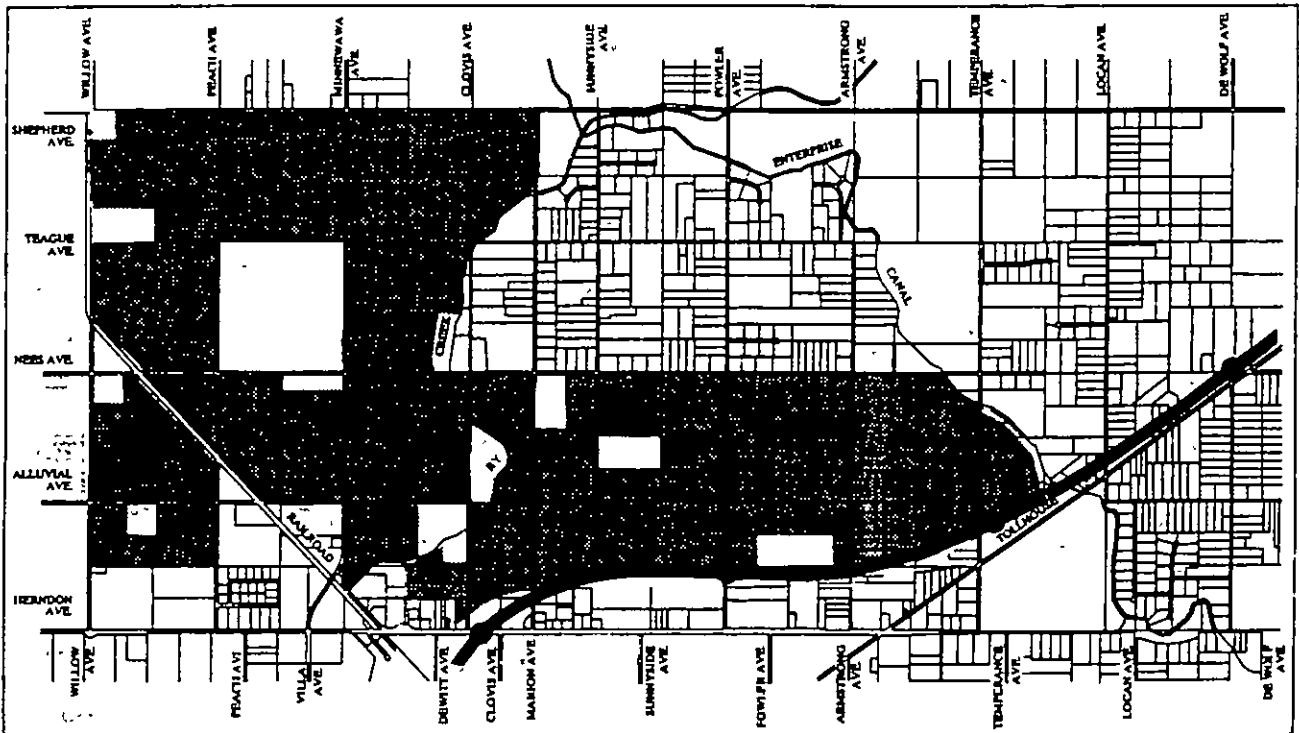
4.2.1.4 Low Density Single Family Residential

Single family residential development is planned for three areas between Herndon/Freeway 168, Nees Avenue, Enterprise Canal and most of the northeast area bounded by Nees Avenue, Willow Avenue, Shepherd Avenue and Dry Creek, excepting the Clovis Unified School site (see figure below). The first two of these areas are near to urban services.

Most of this area north of Nees Avenue is productive Class I agricultural soil supporting viable agricultural operations now over one-third of which is under Williamson Act contract. For these reasons and the uncertainty about when sewer service could be provided to the area, residential development is not expected to occur as soon as in the area south of Nees Avenue.

All three of these areas are designated low density single family residential by the Plan. A minimum lot size of 7500 square feet is established and an average lot size of 9500 square feet is required. This designation covers about 2170 acres and could yield about 7390 dwelling units housing 22170 persons.

*S.B. to
4.58 du/ac.*



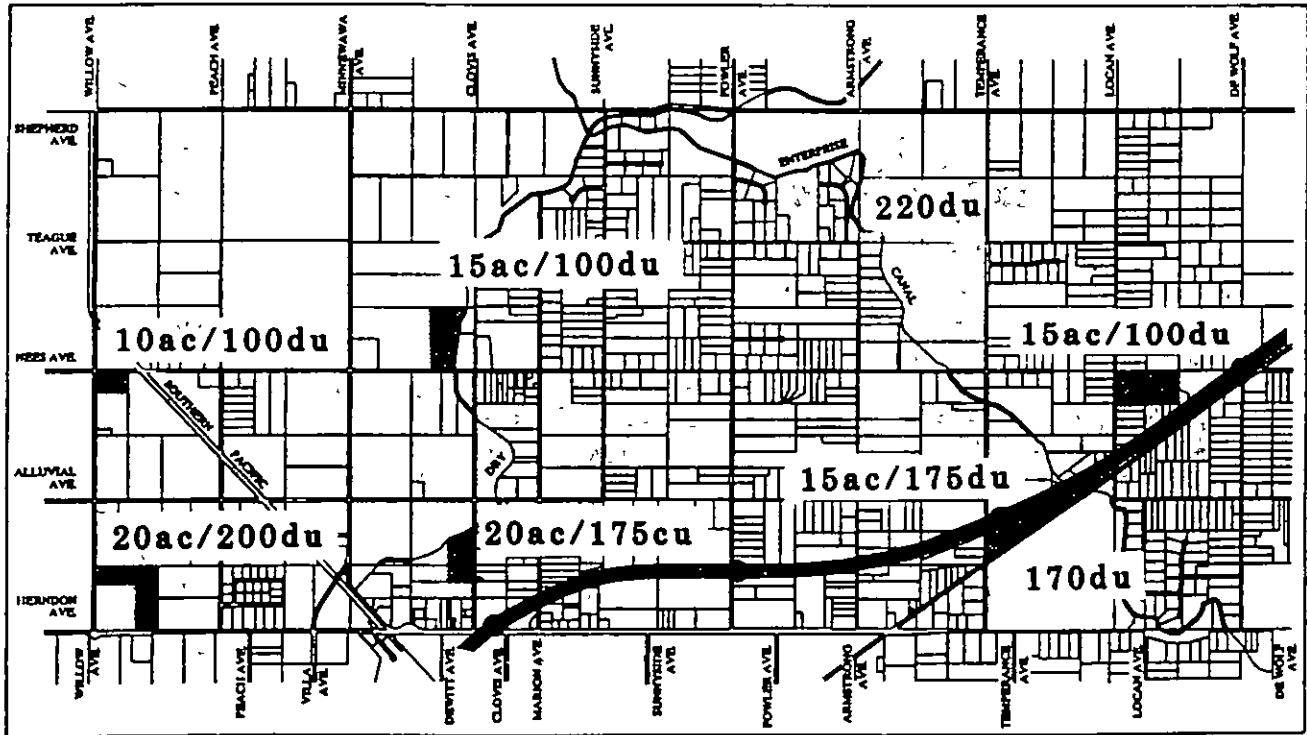
LOW DENSITY SINGLE FAMILY

Larger lots (14,000 square foot minimum lot size) are proposed on the south side of Nees Avenue as a gradual reduction in density next to rural residential housing. Larger lots (9,500 square foot minimum) would also be required east of Temperance to blend with the large lot area east of the Enterprise Canal.

Single family residential areas bounded by major streets such as that bounded by Alluvial, Armstrong, Nees and Fowler Avenues, will probably become a neighborhood and will house about 1,575 persons in 525 dwelling units. In each neighborhood, local streets will be improved with landscaped setbacks and sidewalks as the following two sketches suggest. Small parks are also proposed internal to each neighborhood.

4.2.1.5 Low Density Multiple Family Residential

Several small areas of multiple family housing will be interspersed within the Low Density Single Family Residential area. These areas have been designated where some low density, multiple family or attached housing will be best located--near shopping, convenient to transit or major roadways and where the economic impact on surrounding uses will be minimized. It is not



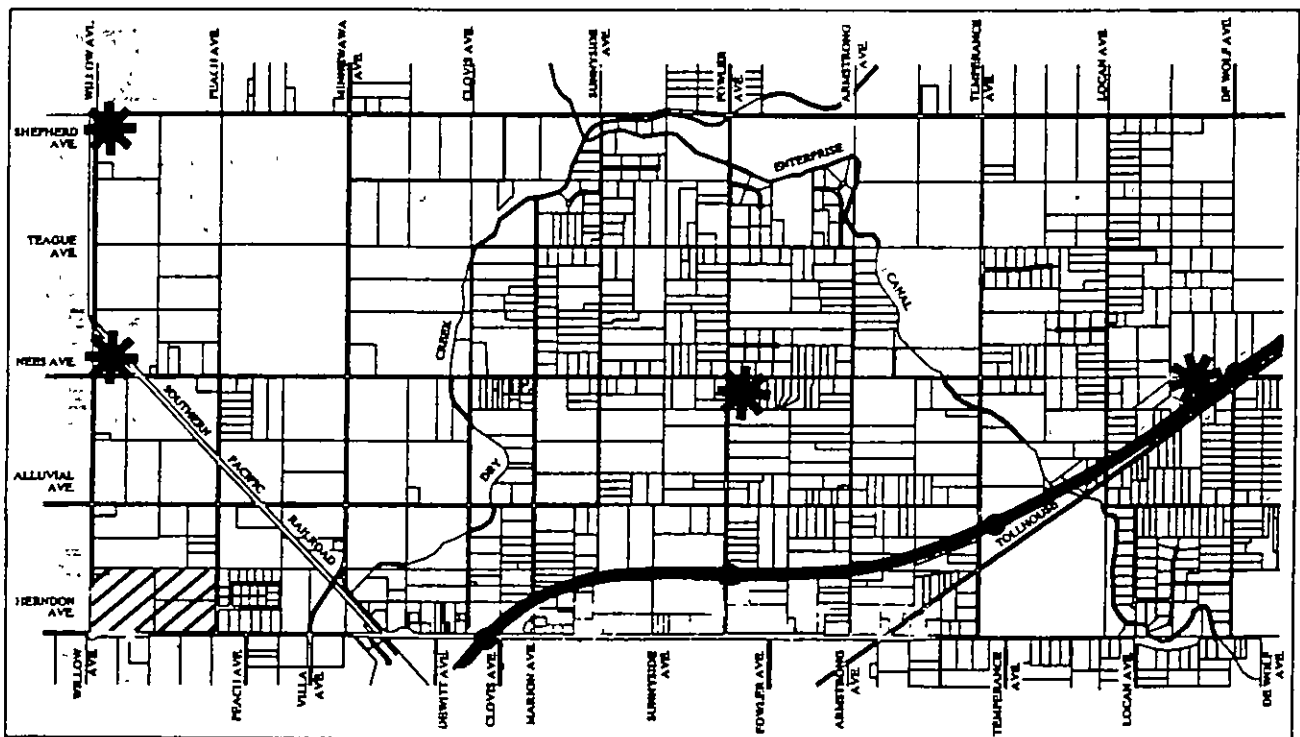
LOW DENSITY MULTIPLE FAMILY



anticipated that all of each area shaded on the figure below will be built as multiple family, but rather that these are opportunity areas in which some percentage of the acreage would be well-utilized for multiple family housing. The maximum number of acres and units appropriate for each location is indicated in the map. There is adequate space within the designated 100 acres to accommodate the anticipated ten to fifteen percent (10-15%) of total plan area housing units expected to be multiple family housing (about 1,240 units total). The portion of each area not utilized for multiple family housing will be developed with low density single family housing consistent with the density of adjacent development.

4.2.2 Commercial

4.2.2.1 Neighborhood Retail

Four neighborhood retail sites are shown in the plan on a total of about 40 acres. Each site roughly 8 to 10 acres in size is located central to a shopping area roughly 1 to 1-1/2 miles in diameter and at a major intersection for easy access. At Nees and Willow Avenues, a site is proposed convenient to the single and multiple family residents west of Dry Creek. At the intersection of Nees and Fowler Avenues, a site will be readily accessible for shoppers between Dry Creek and the Enterprise Canal. At the Shepherd-Willow Avenue intersection, a site accessed by two major arterial streets will be available to shoppers in the northwest part of the Plan area as well as adjacent City of Fresno shoppers. Near Nees and DeWolf Avenues, the fourth site--and probably the last to be built--will provide neighborhood retail for residents east



 Neighborhood
 Community

RETAIL COMMERCIAL

of the canal. At such time as development spreads north to and beyond Shepherd Avenue, another neighborhood commercial site at a Shepherd Avenue intersection may be appropriate, perhaps as part of the planned (golf course) community near the Fowler-Shepherd intersection.

About 100,000 square feet of development is expected on each site with a .25 floor area ratio. These sites, each a planned commercial development, will be used primarily by Plan area residents for convenience shopping and services. A supermarket, drugstore, cleaners, and a few other shops may locate on each site. These places will also act as informal meeting places for neighbors. The neighborhood commercial designation will be implemented by use of the Planned Commercial Center (neighborhood) Zone District.

The plan establishes a "floating" location for the three neighborhood commercial sites on Nees Avenue. The site at Willow and Nees Avenues is shown on the development plan map at either the northeast corner or the southeast corner of the intersection. However, only one of the two corners can be used for commercial development. If the southeast corner is put to a retail use, the proposed multi-family residential development at that location would be allowed to "float" as well, with the northeast corner or a site adjacent to the commercial use being appropriate. As with the commercial use, only one site will be devoted to multi-family use.

The location of commercial development at the three floating sites will be determined on either a competitive or a "first come" basis. However, development approval will carry a requirement that substantial development occur within one year.

The neighborhood commercial site at Fowler and Nees Avenues could be placed on either the southeast or the southwest corner. The Plan does not allow the use to "float" to the north side of Nees Avenue to minimize impact upon the rural residential community. Again, only one of the two corners is appropriate for commercial use. The location of the Nees/DeWolf site will be influenced by the design of the interchange and intersection. Depending on the final configuration of the freeway and streets in this area, the northwest or southwest corner of Nees and DeWolf Avenues may be an appropriate location, provided that only one location is devoted to commercial use. As before, only one location would be appropriate for multi-family use as well.

4.2.2.2 Community Retail

A planned mixed use area is planned at Willow and Herndon Avenues to serve residents of the plan area and travellers along Herndon or Willow Avenue. It will contain up to 60 acres of Community Commercial uses. It will act as a gateway to the plan area and should be designed to perform this role. Anchored by large stores, this center will contain a wide variety of stores. Located at the intersection of commuter routes, will be primarily autooriented. Stores will have

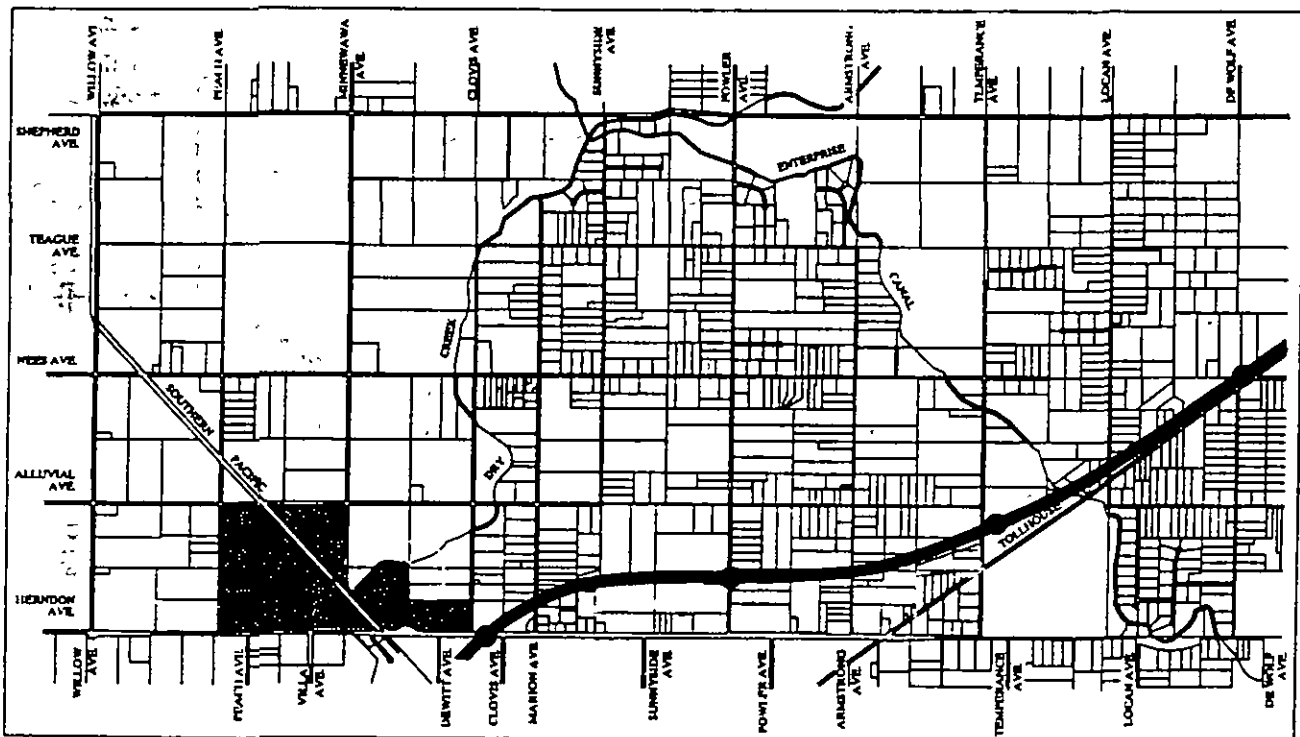
larger building footprints, may occupy a total of 500,000 to 600,000 square feet within a .25 floor area ratio and may be taller. A variety of goods and services such as sporting goods, dry cleaning, discount goods, records and tapes or restaurants will be available at the community retail center. It is anticipated that this commercial development will be part of a planned mixed use development integrating a commercial center and possibly office uses with multiple family housing. As such, it would be a fairly intensive, active site.

4.2.2.3 Professional/Medical Offices

Professional/medical offices would be appropriate near the new school site, which up to 4,000 school children will visit daily when the schools are completed. Sites for these one-story, small buildings (built with a .4 floor area ratio) are planned along Nees near the school site where they will also serve as a buffer between the school facilities and adjacent residential areas.

4.2.3 Industrial

Light industry can be accommodated along Herndon Expressway where large sites with good expressway access can be master planned with a .3 floor area ratio. In the area bounded by Herndon, Peach, Alluvial and Villa Avenues, a campus-like industrial park can be established integrating several industries around a common open space and Dry Creek with shared parking. A total of about 195 acres are planned for industrial uses. This may yield up to 4,000 employees.

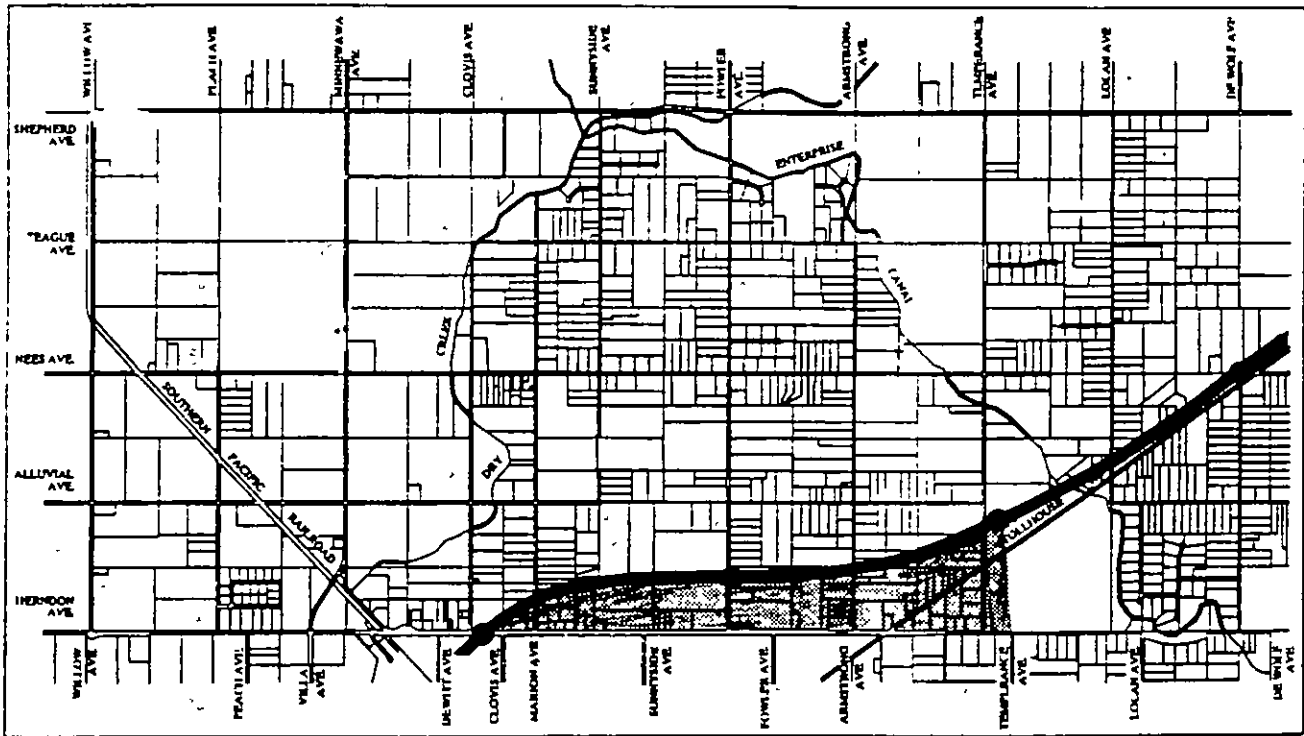


INDUSTRIAL

4.2.4 Multi-Use Business Corridor

The area between proposed Freeway 168 and Herndon Avenue west of the new Temperance Avenue alignment is designated as a multi-use business corridor in which a wide range of commercial and industrial uses is appropriate. This area encompasses about 250 acres.

Three basic types of uses will be permitted in the business corridor: Freeway\expressway related commercial, general office, and light industry. To achieve marketplace flexibility, the Plan does not designate specific portions of the corridor for each of these uses. Instead, the location of uses will be guided by the standards and criteria listed in the following discussion of each use type. Implementing zoning within the corridor will be determined by the specifics of each development proposed. In general, however, most office, commercial and industrial zone districts may be found to be appropriate.



MULTI-USE BUSINESS CORRIDOR

4.2.4.1 Freeway/Expressway Based Commercial

Freeway related retail uses are appropriate within the corridor along the Herndon Avenue frontage at major street intersections. Sites for freeway- related commercial uses may be showrooms for furniture or electronic equipment, for example, or a multi-screen cinema or warehouse retail outlet built on sites with a .25 floor area ratio. The uses are intended to complement and add to commercial development on the south side of Herndon Avenue, making this a healthy and busy commercial corridor. The uses that locate here will have good freeway/expressway visibility and easy access for trucks and for shoppers. It may be an ideal site for a farmers' market/food fair featuring fruits, vegetables, and meats for which the valley is famous, and a range of cuisines in a collection of mini-restaurants. This area is expected to become a gathering place for residents of Clovis, Fresno, and the surrounding valley and foothill areas. Equestrian supplies, saddle shops, and western wear shops, catering to the nearby horse owners would also be appropriate in this area.

No more than 20 acres is appropriate for this use at any one location, but two such 20 acre sites could possibly be developed at one intersection, across a major street from one another on the north side of Herndon Avenue.

4.2.4.2 General Office

The Herndon Corridor will be an advantageous location for offices. Large sites will be available, with excellent access and visible from Freeway 168, Herndon Avenue and the several major arterials crossing Herndon. Over time, up to 60 acres may be devoted to office buildings, providing up to 1,800 jobs. Offices combined with industry and larger scale retail planned for this corridor, will contribute to creating a sizable employment corridor here.

General office uses would be most appropriate on the Herndon frontage between the freeway-related commercial development at major intersections.

4.2.4.3 Professional and Medical Offices

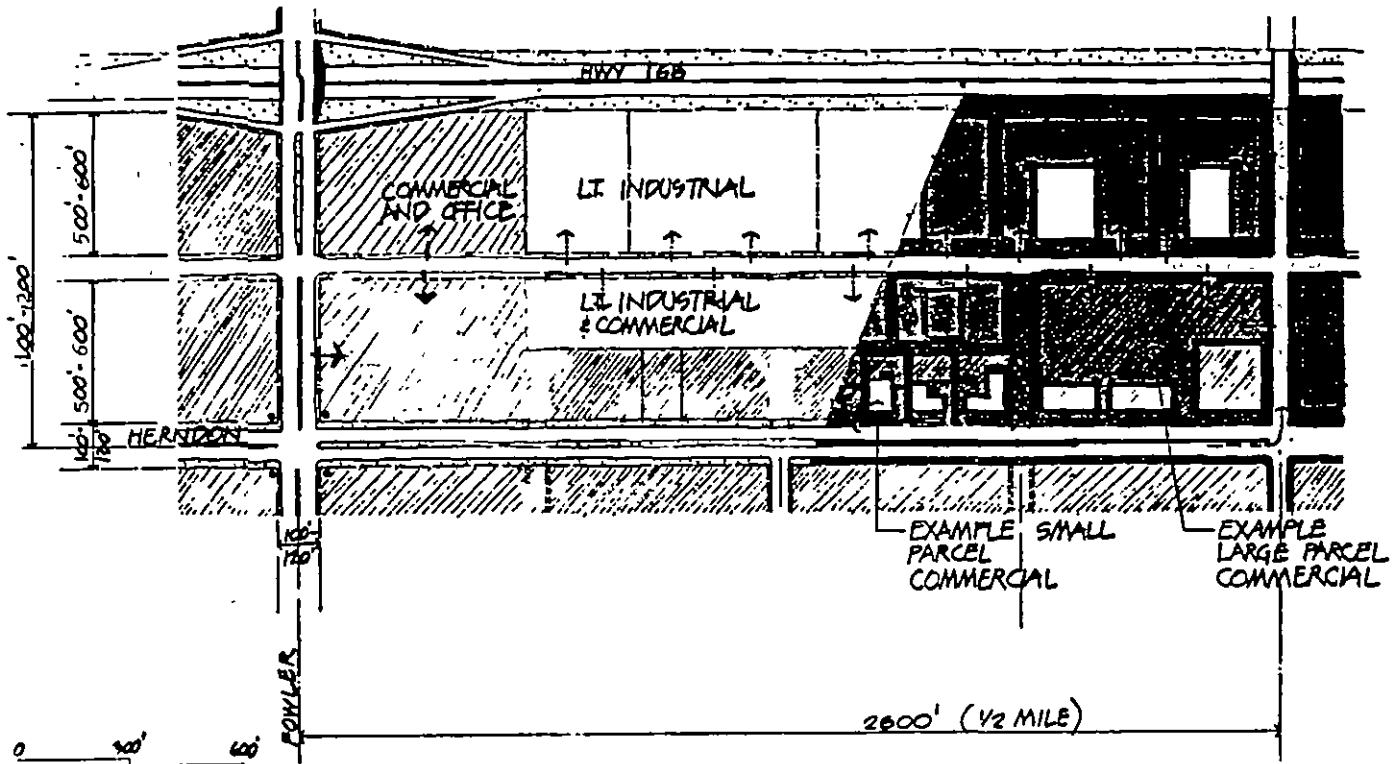
Offices catering to the medical profession would be appropriate near the new Clovis Community Hospital now under construction east of Temperance Avenue between Tollhouse and Herndon Avenues. Medical offices could be clustered here to make doctor visits easier and to facilitate testing often done at hospitals. Sites for these one-story buildings would be appropriate between Tollhouse and Herndon Avenues, west of existing Temperance Avenue.

4.2.4.4 Industrial

A significant amount of clean, light industrial development can be accommodated within the business corridor. Large sites are available with freeway and expressway access. Master planned or individual site development would be appropriate. Such development will generally be most appropriate on the north side of the corridor where it will not have an aesthetic impact on Herndon Avenue. Industrial uses adjacent to Herndon Avenue should be master planned with additional landscaping and architectural screening required to minimize visual impacts; parking areas for such uses should not be placed adjacent to Herndon Avenue. It is anticipated that up to 150 acres of industrial development may occur within the corridor, providing employment for up to 2800 persons. The area is intended to compliment and work with the nearby office and retail uses in the corridor.

4.2.4.5 Access and Circulation

Herndon Avenue west of Tollhouse is designated an expressway, prohibiting direct access to most of the Business Corridor from Herndon Avenue. Therefore, access will be taken from the intersecting north-south arterials and collectors (Sunnyside, Fowler, Armstrong, Tollhouse) and from a new local road constructed between the freeway and Herndon Avenue. East of



Tollhouse, Herndon is an arterial; direct access may be allowed. Access to adjoining parcels will be taken from existing Temperance Avenue which will become a renamed local street upon completion of the realignment and possibly cul-de-saced at Herndon Avenue.

The east-west local street should be developed in an 64 foot right-of-way. This street should not provide a continuous route through the length of the corridor; rather, offsets at collector intersections and other techniques will be employed to redirect traffic to the north-south streets.

4.2.5 Agriculture

A substantial portion of the Plan area is currently used for agricultural operations, concentrated primarily in the northwest quadrant north of Alluvial Avenue and west of Dry Creek. Over 1000 acres of orchards are currently located in that area, along with a major fruit processing facility and several smaller agricultural industries. The predominantly large size of the parcels in that area and its continuing use for agricultural activity attest to the productivity of the soils in this area. Orchards, row crops, pastures, livestock and horses are found throughout the Plan but are not in the concentration existing in the northwest area.

Despite the existence of substantial amounts of agricultural activity, the Plan does not designate any areas for long-term agricultural use. Instead, agriculture is recognized as an interim use until such time as urbanization of the area is appropriate. Specifically stated objectives of the Plan are to enable the continued agricultural use of land as long as the property owner wishes to keep the land in production, and to avoid placing economic burdens on farmers for the cost of development-related infrastructure until they wish to take the land out of production and develop it with urban uses.

Williamson Act Land conservation contracts currently apply to 20 parcels on the plan area with a combined area of 657 acres. Slightly more than half of this land, 360 acres, is located in the northwest portion of the plan area.

Upon annexation of these parcels, the City automatically succeeds to all rights, duties, and powers formerly held by the County under the contract. At that time, the City can elect to allow the contract to continue in force, or can file a notice of non-renewal leading to expiration of the contract ten years later. It is the City's policy to allow contracts to continue until the property owner wishes to file a notice of non-renewal; exceptional and unforeseen circumstances may occasionally lead to departure from this policy.

One additional parcel containing 19 acres is under contract which was formally protested by the City at the time of contract formation. Annexation of this parcel to the City is currently being processed. Upon annexation, this contract will become null and void, allowing urban development to proceed immediately.

When agricultural areas gradually urbanize, conflicts frequently arise between agricultural and residential activities. New residents sometimes find that the necessary movement of agricultural equipment, such as plows, down their street from one field to another, is noisy and leaves excessive dirt or debris in the street, affecting the appearance and cleanliness of their neighborhood and homes. Crop spraying, while done as precisely and economically as possible, often extends beyond the edges of agricultural land, leaving residue on adjacent properties. Conversely, family pets, especially dogs, enter farm lands and disturb--sometimes kill--farm animals. In addition, new residents interested in agricultural operations or livestock at times trespass (out of curiosity or for mischief) on agricultural land. These situations are now and will be encountered in the plan area.

Agricultural areas, upon annexation to the City, will generally be placed in the R-A Zone District, consistent with Section 9-3.202.2 of the Clovis Municipal Code. This district allows most agricultural uses by right, but does not now provide for the agricultural industries currently operating in the Plan area. An implementation program for the Plan will be an amendment to the text of the R-A zone district to establish a procedure for allowing such uses by special permit.

Agricultural uses frequently depend upon the surface water supplied by Fresno Irrigation District for irrigation of crops. A frequent conflict between existing agriculture and advancing urbanization is the location of the canals and pipelines necessary to deliver this water on private property subject to development. Although existing State and local laws establish the right of water users to retain this delivery system, this Plan addresses the issue as well, for clarity and for informative purposes.

This Plan establishes that it is the policy of the City to require retention of any existing surface water delivery systems on any parcel of land proposed for development if any downstream property owners still maintains a "water service" status with Fresno Irrigation District and desire to retain surface water delivery. The location of existing surface water delivery canals and pipelines is shown in Figure 5.

4.2.6 Special Study Area

The north frontage of Herndon Avenue between Locan Alignment and DeWolf Avenue is designated as a rural residential special study area for which a detailed density recommendation and land use designation will be developed within five years. Until that time, the area will retain its current two acre minimum parcel size designation. Primary issues to be considered are the impact of Herndon Avenue traffic on land uses in this area and the extent to which operation of

IRRIGATION FACILITIES

- F.L.D. Facility Pipeline
- F.L.D. Open Ditch
- Private system Pipeline (Not the Responsibility of F.I.D.)
- Private System Open Ditch (Not the Responsibility of F.I.D.)
- Dry Creek

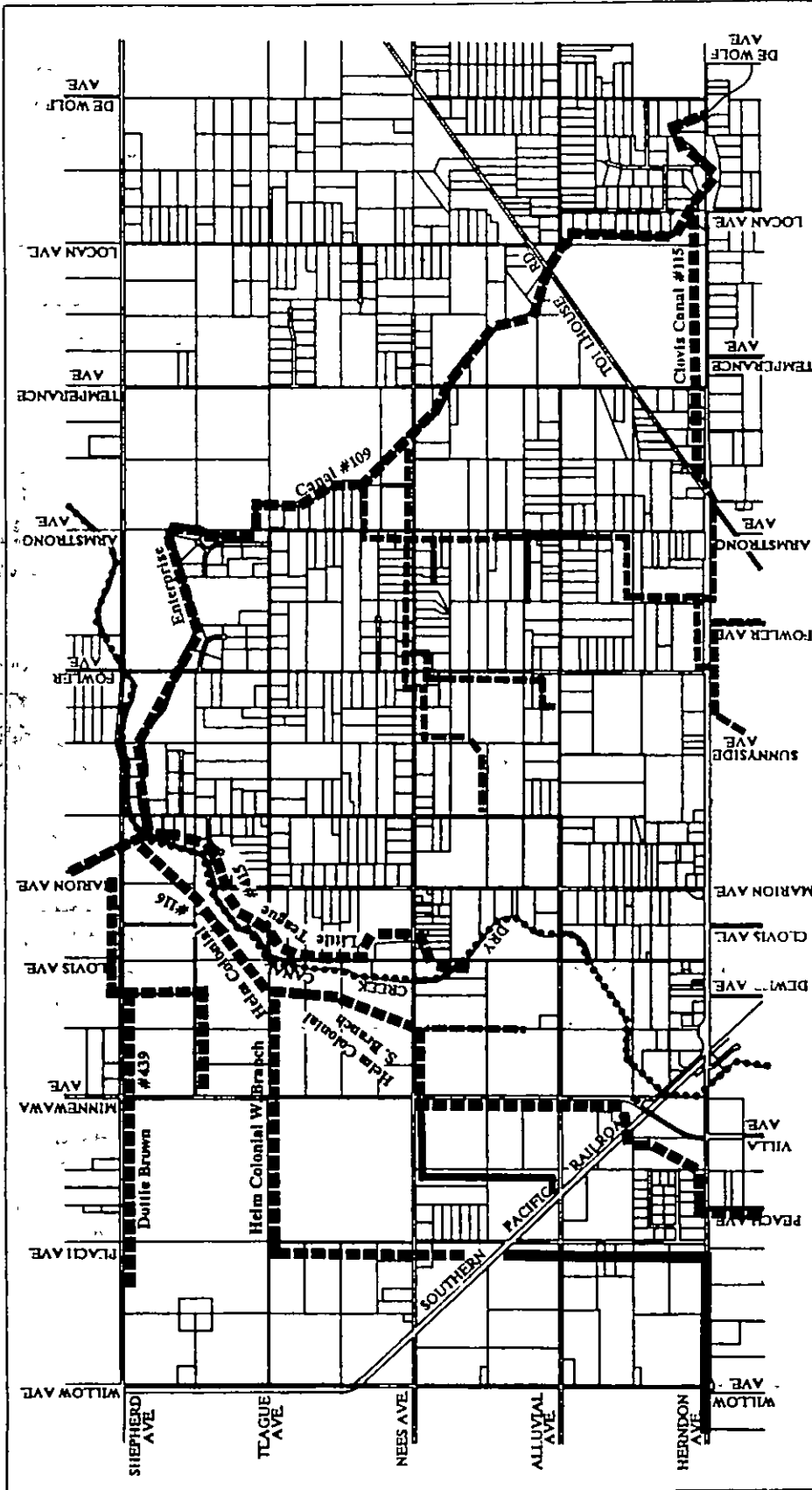


Figure 5



March 1988 EDAA

HERNDON-SHEPHERD SPECIFIC PLAN

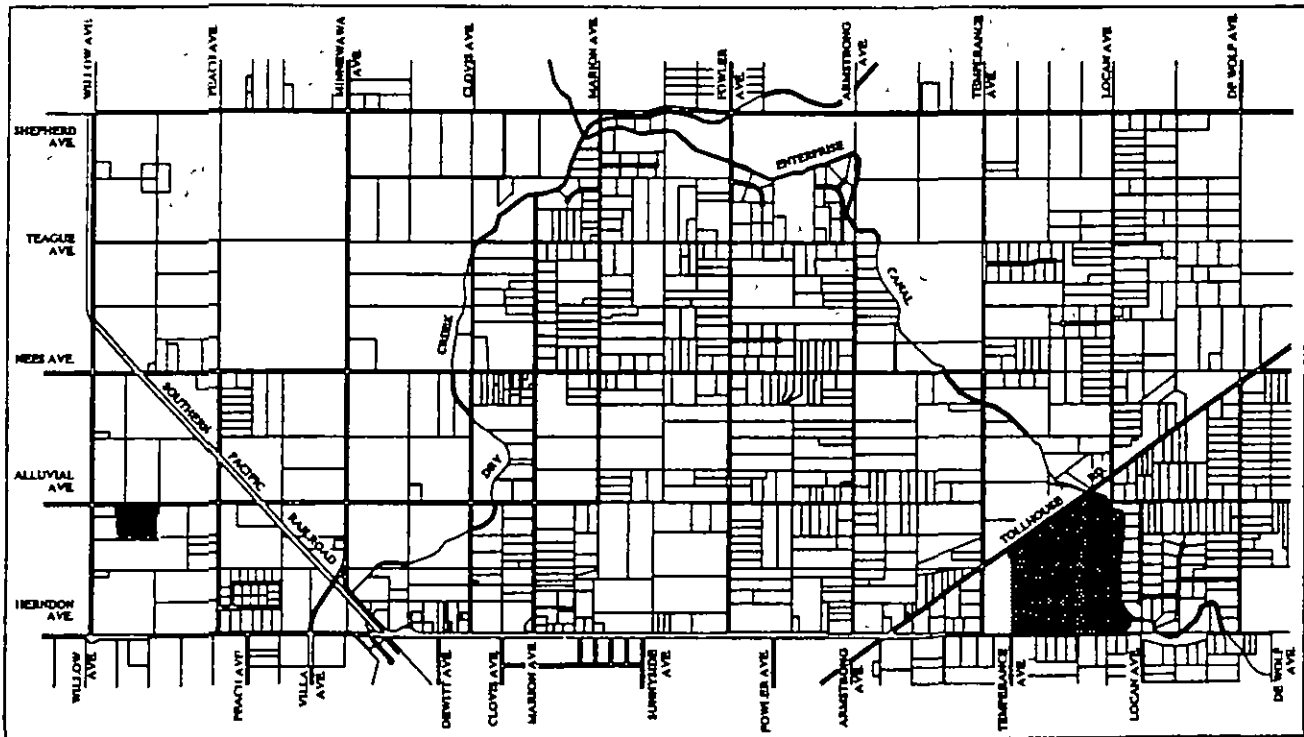
CITY OF CLOVIS

the new hospital may compound existing problems. The location of Enterprise Canal crossing the area will also be considered along with the potential for developing a multi-use trail along the canal right-of-way.

4.2.7 Hospital/Medical Campus

Community Hospitals of Central California is constructing the new Clovis Community Hospital facility on a 142-acre site located at Temperance and Herndon Avenues under a Conditional Use Permit issued by the City in 1985 (CUP85-18). A master plan for future development of the site was submitted as an informational item at the time of the conditional use permit application, but has not been formally approved. That plan indicates ultimate expansion of the central hospital structure up to a maximum of 300 beds with outlying surgi-center, emergency care unit, pharmacy, mental health and oncology facilities, chemical dependence unit, senior housing and hospice. Other ancillary goods and services like medical supplies and day care are also planned. It is a campus-like plan for the full range of hospital services, conveniently located for residents of the metropolitan area and the Sierra foothills. In order to encourage healthy economic development near the hospital site, the master plan also indicates medical and professional office development and a small amount of related commercial activities on the Hospital campus adjacent to the realigned Temperance Avenue expressway.

The entire Hospital campus is designated as a special use area for which a master plan is required. Prior to proceeding with the next phase of the site development, a master plan for the entire campus must be submitted to the City for approval.



HOSPITALS

4.3 CIRCULATION ELEMENT

The plan area is connected with the regional transportation systems. As Figure 6 shows, Herndon Avenue intersects with State Highway 99 and connects with State Highway 41 which runs through the City of Fresno from Highway 99. From Herndon Avenue, Tollhouse Road extends into the Sierra foothills. In addition, there are proposed freeway connections: from proposed Freeway 180 in Fresno, proposed Freeway 168 is planned to extend north through the City of Clovis and northeasterly through the plan area to parallel Tollhouse Road on its route into the Sierra Nevada. The plan area is also served by the existing Southern Pacific Railroad on a line extending northwesterly from Herndon near Minnewawa Avenue.

The Clovis/Fresno area has a well established gridded roadway system which extends into the plan area and beyond. Development of the plan area will require improvement and expansion of the existing system. Most arterial and collector streets will remain in their existing rights-of-way but will be widened and improved. Streets crossing Herndon Avenue that at present are off-set would be realigned to better link the plan area with existing Clovis. Some alterations to the existing plans for Freeway 168 are proposed. Following is a description of each of the roadways proposed for the plan area. Each has a role in the hierarchical system of trafficways developed for the plan area which is shown in Figure 7.

4.3.1 Route 168 - Controlled Access Freeway

Freeway 168, entering into the plan area at Herndon and Clovis Avenues and proceeding easterly midway between Herndon and Alluvial to cross Temperance Avenue midway between Tollhouse Road and Alluvial Avenue, will then depart from the previously planned alignment to run parallel and become adjacent to Tollhouse Road.

The minimum typical right-of-way width for Freeway 168 is 200 feet, to allow for three lanes in each direction to be constructed, west of Temperance. East of Temperance two lanes in each direction would be built. Rights-of-way 275 feet wide or more will be required at interchanges. The freeway is to be a fully-controlled access highway, with a continuous median divider and unbroken right-of-way fences. Interchanges are planned at the following one-mile locations:

- Herndon & Clovis
- Fowler
- Temperance
- DeWolf & Nees

Each of these interchanges is a full interchange; that is, having an on-ramp and an off-ramp in each direction at each location.

AREA WIDE CIRCULATION

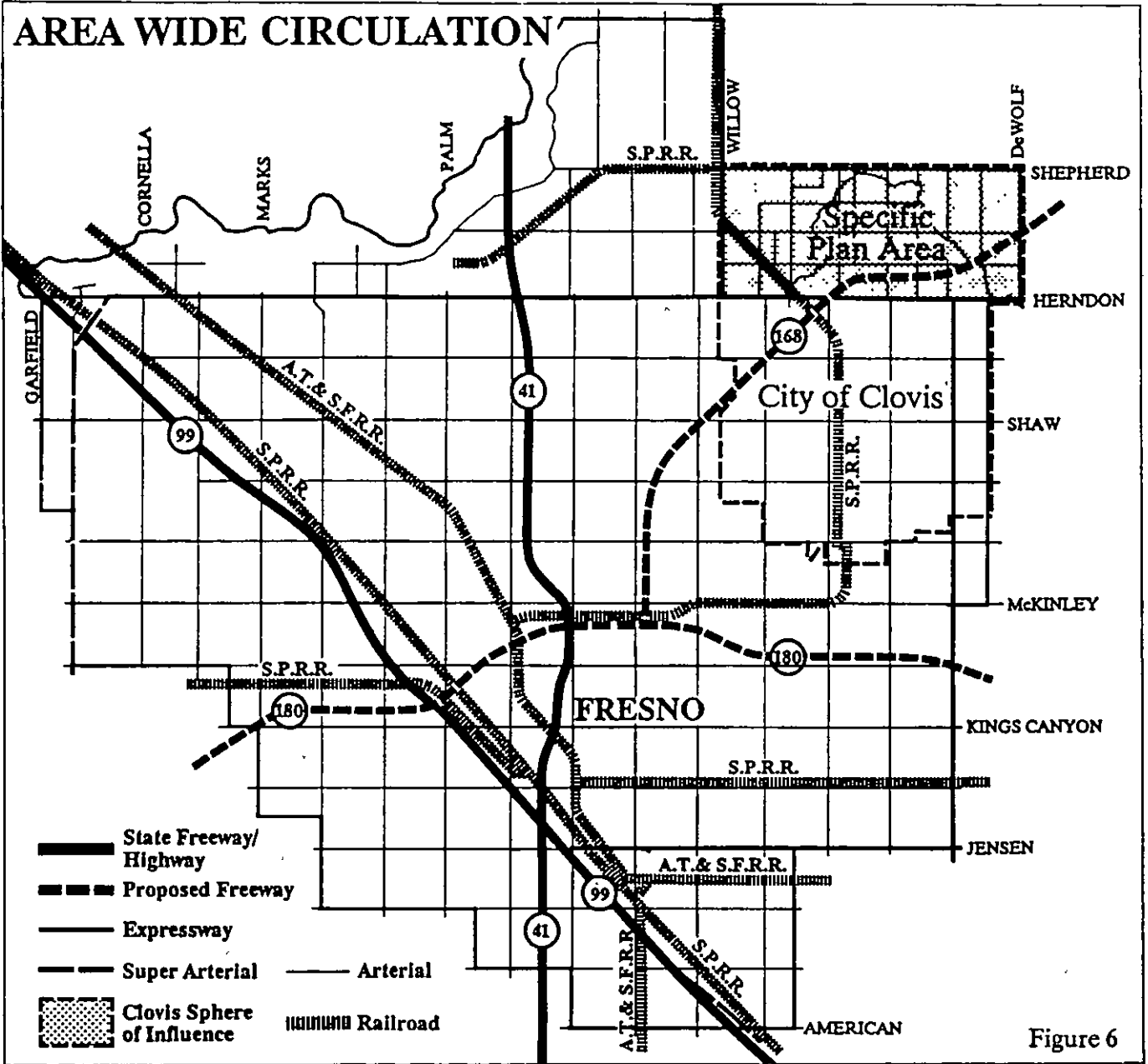


Figure 6

CIRCULATION PLAN

- Interchange
- ▬ Freeway
- ▬ Expressway
- ▬ Arterial
- ▬ Collector
- ▬ Local Streets
- ▬ Multi-use Trail

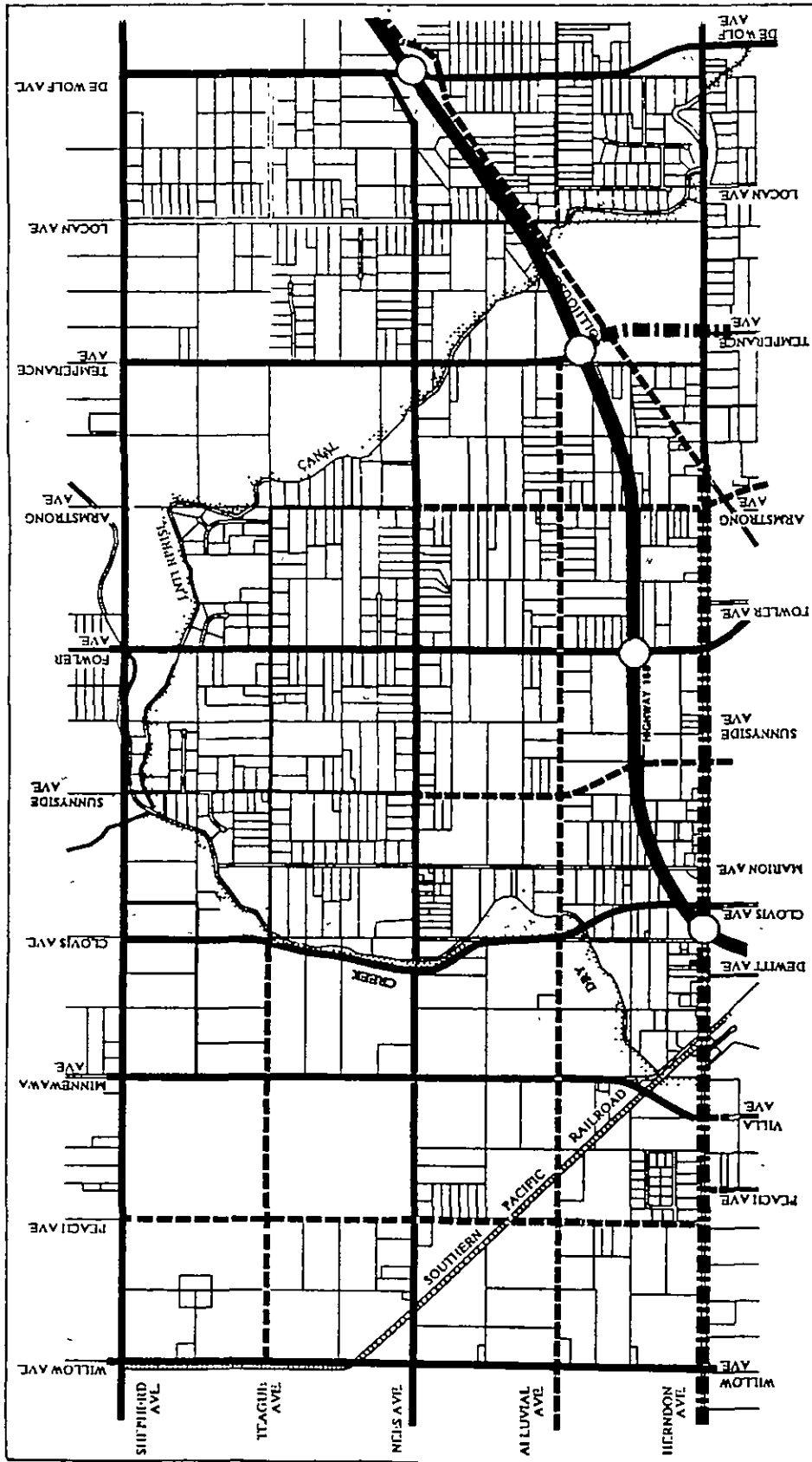


Figure 7



HERNDON-SHEPHERD SPECIFIC PLAN
CITY OF CLOVIS

March 1988 ED&W

Grade-separated crossings, with no freeway ramps, are planned at Sunnyside and Armstrong Avenues.

The planned vertical alignment of the freeway provides for segments of elevated, depressed, and at-grade sections, beginning with elevated at the Herndon-Clovis intersection. East of Clovis Avenue, the plan calls for the freeway to be depressed below grade to allow the north-south streets of Sunnyside, Fowler, Armstrong, and Temperance to remain at grade. It will then rise to cross the Enterprise Canal at grade and remain at grade through the remainder of the Plan area.

The plan specifically identifies several changes to the existing design of the proposed freeway, including a changed alignment east of Temperance Avenue, below grade rather than at-grade constructions between Clovis and Temperance Avenues, interchanges at DeWolf and Fowler Avenues as well as at Herndon and Temperance Avenues, and grade separations at Sunnyside and Armstrong Avenues. Each of these suggested changes is a well thought out proposal intended to accomplish well defined objectives, as discussed in previous sections of the Plan. The Plan is intended to serve as a reflection of the City's attitude toward configuration of the freeway so that the Fresno County Transportation Authority and Caltrans will be fully aware of these issues as the freeway design is prepared.

The Plan also serves to protect the proposed right of way from development until such time that it can be acquired by Caltrans. This will be accomplished by a City program to place land within the proposed right of way in the "O" Zone District, and to deny any proposal for development of the area. The City will also work closely with Caltrans staff to expedite preparation of final design for the freeway. Once this occurs, and formal freeway agreements executed, Caltrans will assume responsibility for preserving the proposed right of way through its hardship purchase program.

4.3.2 Expressways

Herndon Avenue is currently designated as an expressway between Highway 99 and Tollhouse Road. It continues as an arterial east of Tollhouse Road. As a divided roadway, it has two or three 12-foot through lanes and one 8-foot lane for emergency parking in each direction, within a minimum 120-foot-wide right-of-way. This designation is expected to be adequate to accommodate traffic generated by the proposed plan land uses. Herndon Avenue traffic is expected to approach the capacity of a four-lane roadway (30,000 vehicles per day) near Peach and near Fowler. Three lanes in each direction could be accommodated within the expressway right of way to alleviate congestion at that location.

From proposed Freeway 168 to Herndon and continuing southerly to Freeway 99, Temperance Avenue is designated as a four-lane divided expressway, with two 12-foot lanes and one 8-foot lane for emergency parking in each direction, within a minimum 120-foot-wide right-of-way.

Access to adjacent properties within the Plan area is limited to these designated cross streets: Tollhouse Road, Hospital Access Road, and Herndon Avenue. Upon construction of Freeway 168, additional intersections will be required for freeway access ramps.

4.3.3 Arterials

Each of the following designated arterials shall have two 12-foot lanes in each direction, plus 8-foot lanes for parking or bicycle lanes, with a 16-foot curbed median, all within a 120 foot minimum right-of-way, except Willow Avenue which will have three 12 foot travel lanes in each direction:

- Willow Avenue from Herndon to Shepherd
- Villa-Minnewawa Avenue from Herndon to Shepherd
- Fowler Avenue from Herndon to Shepherd
- Temperance Avenue from proposed Freeway 168 to Shepherd
- Nees Avenue from Willow to DeWolf
- Shepherd Avenue from Willow to DeWolf
- Herndon Avenue from Tollhouse to DeWolf
- DeWolf Avenue from Herndon to Shepherd
- Clovis Avenue from Herndon to Shepherd

The designated arterials are projected to adequately handle the traffic generated at build-out of the proposed land uses. The following streets could be constructed with just one lane in each direction and remain functional until traffic conditions warrant the full width street: Shepherd Avenue, and Fowler north of Nees. Willow, Minnewawa, Clovis, Fowler, Temperance, and Shepherd, Nees and Herndon Avenues should receive substantial landscaping to create landscaped travel corridors. Plan lines for the ultimate right-of-way of these streets will be designed to minimize the adverse impact of street widening on existing development or improvements.

Clovis Avenue from Herndon to Shepherd is also designated as an arterial; it will be a landscaped boulevard or parkway, consisting of a four-lane divided facility that follows the west bank of Dry Creek from Alluvial to Teague. The cross-section consists of two 12-foot lanes plus an 8-foot emergency lane in each direction, with a 16-foot median and allowing for a 6-foot meandering walk on each side and a landscaped greenbelt on the east side adjacent to Dry Creek. The landscaped right-of-way will be 130 feet wide minimum.

4.3.4 Collectors

Each of the following designated collector streets shall have up to two 12-foot lanes in each direction, plus an 8-foot bicycle or parking lane along each side, within an 84-foot-minimum width right-of-way:

- Tollhouse Road from a 90-degree intersection with Herndon to a 90-degree intersection with DeWolf
- Alluvial Avenue from Willow to Temperance
- Teague Avenue from Willow to Clovis
- Peach Avenue from Herndon to Shepherd
- Sunnyside Avenue, from Herndon to Nees, realigned north of the proposed freeway
- Armstrong Avenue from Herndon to Nees

Plan lines for the ultimate right-of-way of these streets will be designed to minimize the adverse impact of street widening on existing development or improvements.

4.3.5 Local Streets

Local streets are to be 40 feet wide within a 60-foot-wide right-of-way, with parking, curb and sidewalk along each side, except in the Rural Residential zone where there will be rolled gutters rather than sidewalk, curb, and gutter. Local streets of note are as follows:

- DeWolf Avenue (existing) from Herndon to just north of Locust. This portion of DeWolf should be renamed.
- Marion Avenue from Freeway 168 to Teague. The end next to the freeway would be realigned connecting Marion with the new Clovis Avenue.
- Clovis Avenue (existing) from Herndon to one quarter mile north, connecting with the north frontage road of Herndon. This street should be renamed.
- Temperance Avenue (existing) from Herndon to Alluvial. This portion of Temperance should be renamed.
- A new local road following the west bank of Dry Creek from an intersection with Clovis Parkway north of Teague to Shepherd Avenue.
- Sunnyside Avenue from Nees to Shepherd.
- Locan Avenue from Nees to Shepherd.

New construction on Sunnyside Avenue and Locan Avenue north of nees should be set back at least 65 feet from the centerline of the street to allow future widening to collector width if needed.

4.3.6 Bridges

There is one location where a new bridge is required to cross Dry Creek: at Clovis Avenue, the landscaped parkway, just south of Alluvial. No new road crossings of the Enterprise Canal are proposed, although pedestrian and equestrian bridges will be built to provide convenient access to the trail system.

Specific locations for trail bridges will be determined when the facilities are designed. In general, however, the trail should be made accessible to non-vehicular traffic in the vicinity of neighborhood and community parks, and along the Teague Avenue alignment at both the Enterprise Canal and Dry Creek.

4.3.7 Railroad Crossings

As long as the Southern Pacific branch line railroad remains active in the western part of the plan area, there will be six at-grade crossings of the railroad tracks by collector or arterial streets. No new crossings are proposed by this Plan.

4.3.8 Bikeways

Bicycle lanes are planned in 8-foot lanes on arterials and collector streets. These lanes may be designated for parking or for bicycling. The bike lanes connect with the open-space system trails allowing safe access for bicyclists to most of the plan area. Where feasible, paved pathways for pedestrians and bicycles, separated by landscaping from the roadways, are preferred, such as along the Clovis Avenue parkway.

Of particular note will be the bikelanes along Clovis, Willow, Temperance, Nees, and Shepherd Avenues. These bikelanes will serve as a framework within which other bikeways function and provide several convenient connections to the Dry Creek-Enterprise Canal trail system and to Regional bikeways outside the plan area.

4.3.9 Transit

Existing City of Clovis bus routes do not reach the plan area. The two routes that pass nearest are Line 34 reaching to Herndon and Maple, about one mile west of the plan area and Line 9 which serves the Clovis Civic Center area, about one mile south of the plan area. No new bus routes or fixed route service are proposed at this time for the plan area but at such time as population in the plan area approaches densities found elsewhere in Clovis, such routes will be provided. These routes will extend along major arterials passing near shopping and multiple family housing areas.

4.3.10 Demand-Response Service

The Specific Plan will necessitate increasing in the scale of operation of the City's demand-response paratransit service. Expansion of this service or an alternative will be essential to provide a measure of mobility to residents, current and future, who do not have access to an auto.

Because a large number of Specific Plan residents are projected to commute long distances to work in other communities, an excellent market for carpool, van pool and possibly subscription bus services will exist. Implementation of such a policy would be the development of a program to promote the use of transportation alternatives to the single-occupant automobile, including promotion of ridesharing via the media, designation of park and ride areas where car and

vanpools can assemble and working with major employers of Clovis and Fresno to provide incentives for ridesharing.

4.3.11 Special Study Areas

The Plan identifies two areas outside the Plan area in which a more detailed study of circulation and land use issues is required. These locations are the intersection of Armstrong and Tollhouse Avenues with Herndon Avenue.

Land use relationships south of Herndon Avenue will figure prominently in the determination of the proper design of these intersections. A plan line study should be undertaken by the City to determine the most appropriate configuration for these intersections. The primary issue to be resolved is the angled intersection of Tollhouse Avenue at Herndon Avenue. At current levels of traffic, this poses no major problems, but as the Plan area develops and traffic volume at this intersection increase, it will become difficult to maintain a smooth flow of traffic with the current design. The Plan proposes that Tollhouse Avenue should be realigned to make a 90° intersection with Herndon Avenue to cope with this problem, but does not specify the location of the realignment. Such a realignment must occur both on the north and south sides of Herndon Avenue.

An issue affecting the location of the realigned Tollhouse Avenue intersection on the south side of Herndon Avenue is the future alignment of Armstrong Avenue. Currently, Armstrong Avenue does not intersect with Herndon Avenue on the south. The East Sierra Specific Plan proposes that Armstrong Avenue be realigned between Sierra and Herndon Avenues to make a 90° intersection with Tollhouse Avenue which retains its current alignment. The point of intersection with Tollhouse Avenue will be very near an extension of the Armstrong alignment south of Herndon Avenue. The Plan proposes that a more detailed study be prepared to determine whether Armstrong Avenue should be extended south of Herndon Avenue to connect with the previously proposed realignment of Armstrong Avenue at Tollhouse Avenue. Inherent in that realignment would be the abandonment of Tollhouse Avenue between Armstrong and Herndon Avenues.

The suggested study needs to examine existing and proposed land use relationships between Herndon and Sierra Avenues. The circulation requirements of the proposed uses must be determined as well as possible adverse effects of the various intersection designs. The result of this study will be the determination of the most appropriate routes for Tollhouse and Armstrong Avenues both north and south of Herndon.

4.3.12 Phasing of Major Street Construction

Construction of the major street system and of local streets is an important aspect of Plan implementation. In the past, the City's policy has generally been to require developers to build all local streets serving a new development, and to construct that portion of the major street system upon which the development fronts. This policy has led to the existence of bottlenecks in a number of major streets throughout the City where one or more parcels have been bypassed by development.

The Plan proposes to avoid that problem by requiring the full construction of the major street system as a condition of project approval. This entails acquisition and dedication of right-of-way as well as installation of the full four lane major street, thus assuring that the full cost of street improvement will be borne by those being served by the street. Developers will eventually be reimbursed the cost of such off site improvements as intervening development pays major street improvement fees to the City.

Two alternative methods of meeting this requirement will be available to a developer. The first of these is the use of an assessment district to allow neighboring property owners an opportunity to participate in the street improvement financing and to give them a voice in the decision to finance such improvements. The second alternative will be partial construction of the required street in conjunction with the payment of off site street improvement fees to the City sufficient to complete construction of the required roadway when the need develops. Such fees will be structured much like existing sewer and water facility fees, consisting of a major facility component, an over size component, and a front foot component. A portion of such fees will eventually be reimbursed to the developer as intervening development pays street improvement fees to the City.

This policy is proposed for adoption City-wide as suggested earlier in the Plan. It is anticipated that this policy will not only insure the availability of major street facilities when this need arises, but will also strongly discourage leapfrog development.

4.4 OPEN SPACE ELEMENT

4.4.1 Greenbelt and Trail Systems

The Dry Creek and the Enterprise Canal are considered major elements of the plan area and together they form the plan's open space framework. These waterways with parks, open space and trails along their edges are the key means of (1) providing public open space; (2) linking land uses in the plan area with continuous greenbelts; and (3) linking the plan area to its surroundings. In this manner the greenbelts serve as an important unifying element uniting the various land use types into a well defined community.

Dry Creek and the Enterprise Canal both extend well beyond the plan area. Dry Creek begins in the Sierra Foothills and flows into Dry Creek Reservoir northeast of the plan area which was built along the creek's course to reduce flooding. From the reservoir, the creek extends southwesterly into the developed areas of Clovis and then into Fresno. Improvements to Dry Creek in the plan area will set the standard for open space, trails and landscape improvements that should extend from the reservoir, a potential recreation site, through Clovis. Such extensive improvements will provide a common visual and recreation link between all these areas, emphasizing a unique aspect of Clovis. It will also provide a valuable trail system permitting travel along the entire length of the creek for pedestrians, bicyclists and equestrians. Similarly, the Enterprise Canal flows from the Kings River southeast of the plan area through it to areas northwest of the area. Open space, parks and trails the full length of the canal through the plan area would offer long regional trails for non-vehicular, recreational traffic. Development of these rights-of-way will take maximum advantage of the open space potential of the creek and canal on behalf of the residents of the entire metropolitan area.

A continuous greenbelt with a multi-use trail system extending for about six miles along the waterways in the plan area will add distinction and quality to the area, and will improve the character of Dry Creek and the Enterprise Canal. The greenbelt along the creek and canal will be between 50 and 70 feet wide, varying with the extent of the right-of-way available for landscape improvements and types of adjacent uses. The banks of Dry Creek should be regraded to remove the build up of material from years of channel maintenance operations. In the greenbelt, a trail about 12 feet wide would be incorporated adding diverse recreational opportunities without adversely affecting adjacent properties. It is proposed for the westerly edge of Dry Creek and the easterly edge of the Enterprise Canal. To permit use by equestrians, pedestrians/joggers and bicyclists, the trail would have two surfaces - one especially for horses; one with asphalt for other uses. The trail system would extend from the greenbelt on sidewalks of landscaped streets to schools, parks and other destinations in the plan area and along bicycle paths within the traveled way of the streets. Design studies and plan lines for any additional right-of-way will be oriented toward minimizing the impact of trail construction and use on existing development.

Along the open space greenbelt system will be destination parks and other features such as equestrian centers. The parks will vary in character, size and function, but will act as a distinctive public place for gatherings and as destinations for travelers along the greenbelt trail system.

Equestrian centers, for the stables, paddocks and corrals for training, keeping and rental of horses, would enhance the rural residential way of life prevailing in the area. Residents and visitors alike would be able to take greater advantage of the equestrian trails in the plan area. Such centers will provide commercial/recreational opportunities associated with the open space system and will diversify the open space recreational opportunities in the area.

4.4.2 Equestrian Centers






Several privately operated equestrian businesses (rental stables, riding academies, horse boarding, for example) are currently located in the Plan area. These businesses provide an essential support service for the many residents of the area who own or occasionally ride horses. Many of them are located in areas designated for conversion to urban densities, where continued operation of such businesses would be incompatible with the proposed development.

Rather than force these activities out of the Plan area, the Plan identifies several areas which may be suitable as relocation sites. Criteria for identifying these locations are as follows:

1. Adjacent to or within rural residential area.
2. Adjacent to trail system.
3. At least five acres of undeveloped land required.
4. Separated from incompatible uses such as urban density residential by a barrier such as a canal, major street, or buffering land use.
5. Frontage on arterial or collector street desirable.

About a dozen potentially suitable sites for the relocation or establishment of equestrian centers and related businesses such as riding academies, riding stables, horse boarding and training centers have been identified in the Plan. These include several of the designated park sites adjacent to the trail system, several locations adjacent to the Enterprise Canal in the large lot residential area, several locations in the rural residential areas, and the planning community. (See Figure 8) An amendment to the text of the Zoning Ordinance, adding horse boarding, riding academies, and stables as uses permitted in the R-A and R-R districts by conditional use permit is required to allow these uses in areas designated for residential use by the Development Plan. Rezoning to C-R, which allows these uses by conditional use permit, will be required for proposal in areas designated for public parks by the Development Plan.

**PUBLIC
OPEN SPACE**

-  Open Space
-  Retention Basin
-  Mini Park
-  Bike Path
-  Multi-Use Trail System

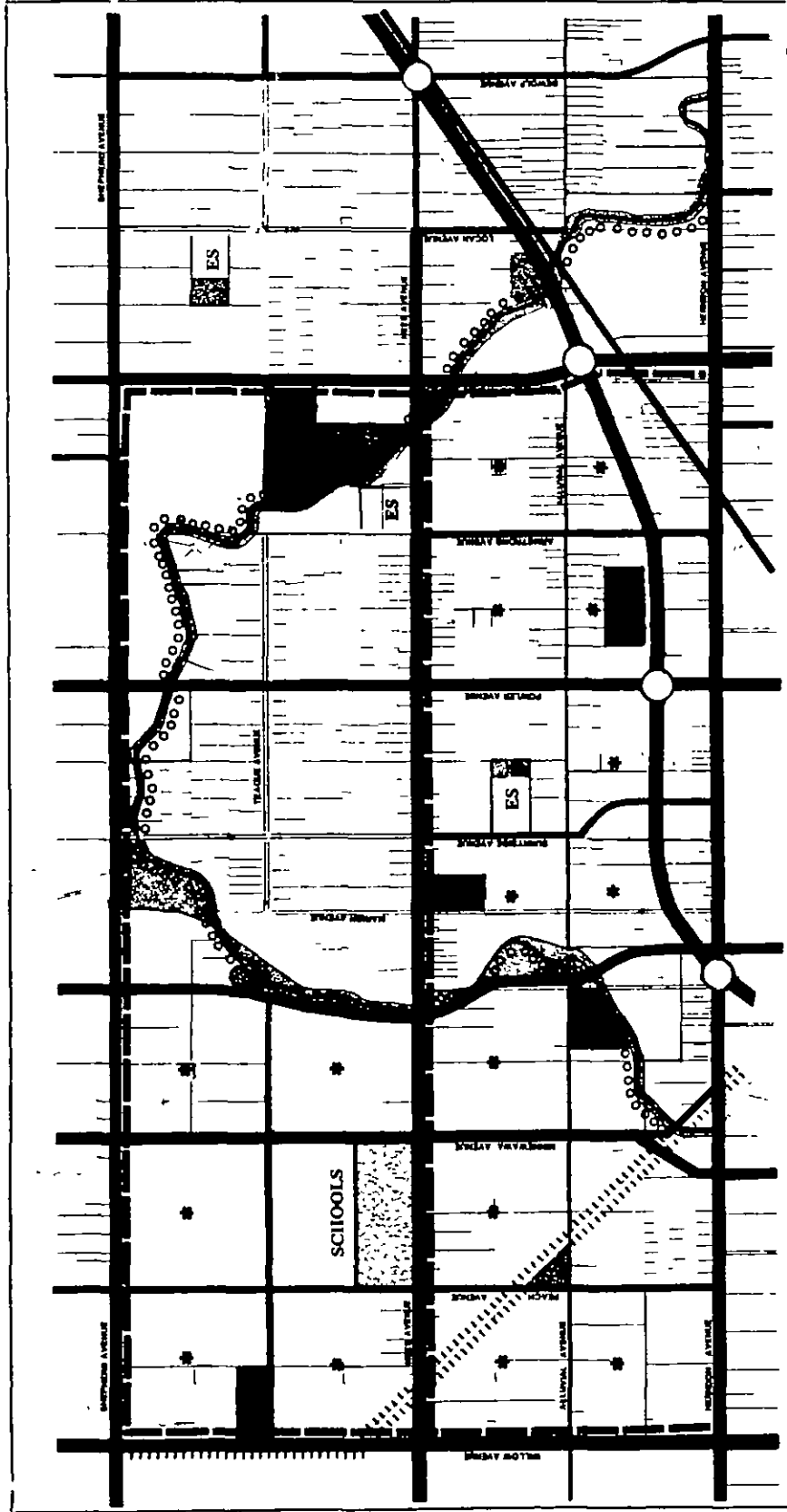


Figure #



HERNDON-SHEPHERD SPECIFIC PLAN

CITY OF CLOVIS

March 1988 EDAW

4.4.3 Regional Bikeways

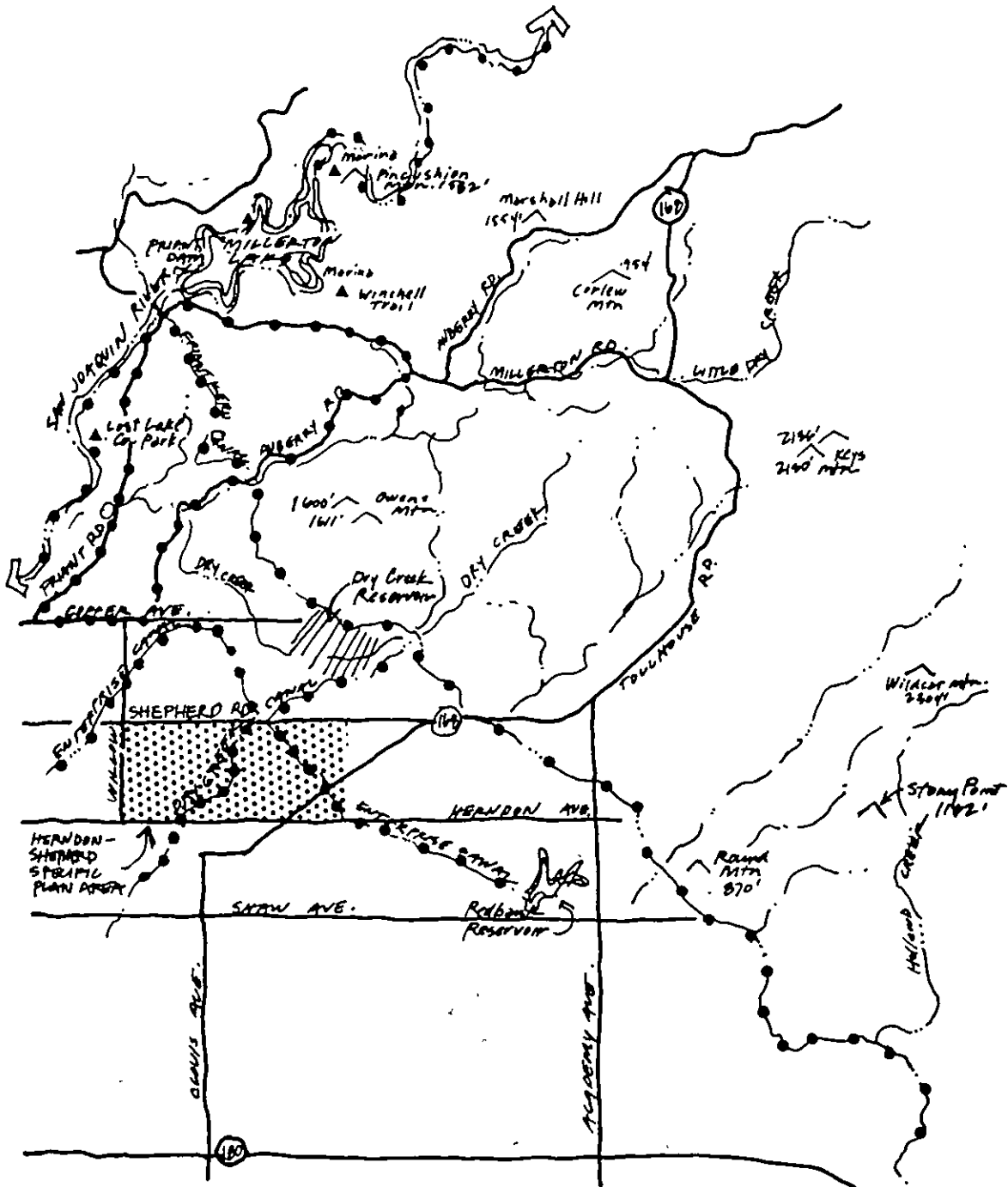
The Specific Plan park and open space system is intended to provide recreational opportunities for the entire community through the development of a continuously linked open space system that connects all mini-parks, neighborhood parks, community parks, schools, retention pond open spaces, and golf course with a greenbelt system running adjacent to the streets roads and tying into the major greenway formed by the Enterprise Canal and Cry Creek. This open space network has the possibility of being extended outside the Specific Plan area to potentially connect to rural trails running to Dry Creek Reservoir and the San Joaquin River Parkway.

Bicycle routes, including bike lanes in roadways and bike paths off vehicular routes will be part of the street and open space systems in the plan area. Various agencies have policy documents which propose bikeways through the plan area.

- | | |
|--|--|
| Fresno County | <ul style="list-style-type: none">• Multi-purpose trails including bike use along Dry Creek and the Enterprise Canal.• A bikeway along Willow Avenue which terminates at Lost Lake to the north. |
| City of Fresno | <ul style="list-style-type: none">• A bikeway along the entire length of Herndon Avenue to Tollhouse which it then follows.• A bikeway from Herndon northward along Dry Creek. |
| Council of Fresno County Governments (COG) | <ul style="list-style-type: none">• San Joaquin River/Millerton Trail Corridor, a bikeway to Lost Lake and Millerton Lake travels through the plan area along Dry Creek.• Shaver Lake Trail Corridor proposes to parallel to the new alignment of Freeway 168 and access recreation areas in the Sierras. |

These plans recognize the visual amenities of Dry Creek and the Enterprise Canal, and Herndon Avenue as a major travel route, as does the Herndon-Shepherd Specific Plan. Implementation of the bikeway plans within the plan area will be dependent on the availability and timing of funding.

The Dry Creek/Enterprise Canal trail system should be connected eventually to a regional trail system as illustrated in the following sketch.



Proposed Regional Trail System Connections

4.4.4 Local Bike Lanes

As shown in Figure 8, bicycle routes are proposed along the following streets: Willow between Herndon and Shepherd; Clovis between Herndon and Shepherd; Temperance between Herndon and Shepherd; Nees between Willow and Temperance; Shepherd between Willow and Temperance. These bike ways are generally considered to be part of the circulation system and are mentioned here for reference.

4.4.5 Parks and Recreation Facilities

The Plan establishes a three tiered system of park facilities, in addition to the greenbelt and trail system, to serve the recreational needs of area residents. These are mini-parks, neighborhood parks, and a community park. Total public open space included in these parks and the greenbelt is about 140 acres. If a golf course, equestrian center, or other recreational facility is constructed as part of the Planning Community, it will provide additional public or private recreational opportunities along the greenbelt.

4.4.5.1 Park Standards

Standards for parks and recreation facilities are contained in the Clovis General Plan Parks and Recreation Element as guidelines rather than rigid policy statements. These standards, presented in Tables 4.2 and 4.3, were used to determine appropriate amounts of park area in the Plan.

Table 4.2

Clovis Park Facility Standards

<u>Classification</u>	<u>Acres/1,000 Pop.</u>	<u>Size</u>	<u>Pop. Served</u>	<u>Service Area</u>
Pocket Park (Mini-park)	1.0 Acres	1.0 Acre	500 - 2,500	Subneighborhood
Neighborhood Park	2.5 Acres	3-20 Acres	2,000 - 10,000	1/4 - 1/2 Mile
Community Park	2.0 Acres	15-100 Acres	10,000 - 50,000	1/2 - 3 Miles
Regional Park	5.0 Acres	100+ Acres	Entire Pop.	Within 1/2 Hour

Standards for park size and number of parks available are complemented by standards for development of specific open space and recreational features. These features include both facilities and the amount of land committed to specific uses, which may be part of a joint use school or ponding basin facility. Such facilities provide a major focus for organized sports facilities.

Table 4.3

Clovis Recreation Facility Standards

Play Lots	.1 - .4 Acres/1,000 Pop.
Play Fields	1.25 Acres/1,000 Pop.
Baseball and Softball Diamonds	1 per 2,000 Pop. (One of every two adaptable for baseball.)
Tennis Courts	1 per 2,000 Pop.
Basketball Courts	1 per 500 Pop.
Swimming Pools	1 per 20,000 Pop.
Neighborhood Centers	1 per 10,000 Pop.
Community Centers	1 per 25,000 Pop.
Outdoor Theaters	1 per 20,000 Pop.
Golf Courses	1 per 25,000 Pop.

4.4.5.2 Mini Parks

The mini-parks, at least one acre in size, are centrally located in residential subdivisions and are planned for families with children. These small parks will be on local streets and safely accessible on foot, making them gathering places for neighbors. As further defined in the Design Guidelines (Section 5.2.3), these parks add quality to life in the subdivisions. Mini-parks should be developed and dedicated by residential subdivision developers.

The Plan identifies sixteen neighborhoods in which mini-parks are required, but does not specify the locations of the parks. These parks will encompass 20 to 25 acres of land, collectively. As

development occurs, the location of mini-parks will be defined. Mini-parks are not required in the large lot area or in the rural residential area, where the amount of on-site space offsets the need for playgrounds and gathering places.

4.4.5.3 Neighborhood Parks

Neighborhood parks are planned along Dry Creek and the Enterprise Canal in conjunction with the linear open space system and next to the elementary schools. A total of about 63 acres of neighborhood parks are planned, accommodating facilities for individual and groups sports as well as passive recreation, such as picnics.

The Development Plan identifies eight neighborhood parks having a combined area of 63 acres, located as follows:

Dry Creek at Teague	5 acres
Dry Creek north of Nees	3 acres
Dry Creek at Alluvial	20 acres
Enterprise Canal at Nees	7 acres
Enterprise Canal at 168	11 acres
Peach at Alluvial	7 acres
New School on Sunnyside	5 acres
New School on Locan	5 acres

The one-half mile service area radius of these eight parks provides adequate coverage of all but the northwest corner of the Plan area.

The indicated Neighborhood Park sites are the preferred locations, but other acceptable locations may exist. The location of the park sites will be more precisely defined as development occurs. Development proposals may be considered on an indicated park site if the City is unable to acquire the site and only if it can be demonstrated that a comparable alternative park site is available nearby. Such proposals will be subject to the adjacent low density single family residential designation.

4.4.5.4 Community Park

A large community park (about 25 acres) is proposed west of the junction of Dry Creek and the Enterprise Canal near Sunnyside Avenue. This will contain a wide range of active and passive recreation facilities, as Section 5.2, Design Guidelines, indicates. Major events attracting the entire community could take place here.

The indicated community park site is the preferred location but other acceptable locations may exist. The location of that park site will be more precisely defined as development occurs. Development proposals may be considered on an indicated park site if the City is unable to acquire the site and only if it can be demonstrated that a comparable alternative park site is available nearby. Such proposals will be subject to the adjacent low density single family residential designation.

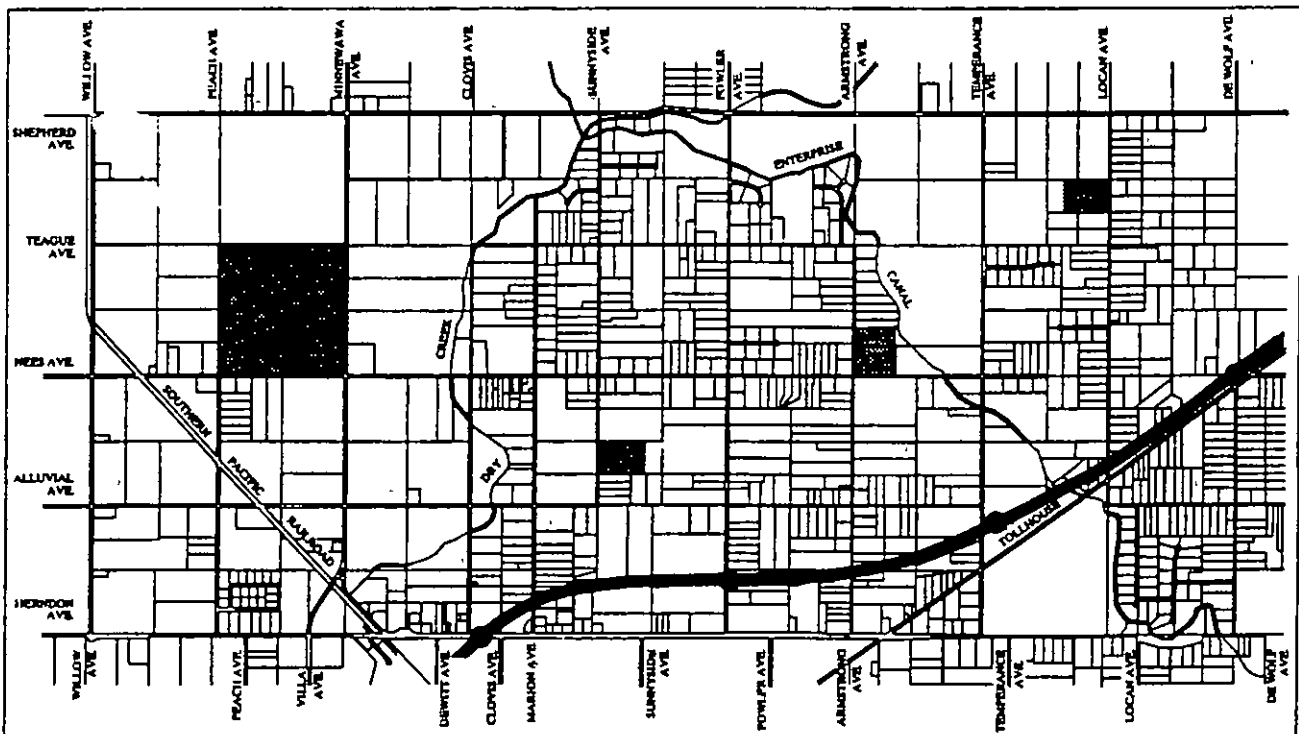
4.5 GOVERNMENT SERVICES AND UTILITIES ELEMENT

The primary objective of the Specific Plan as it pertains to public facilities and utility systems is to ensure that new residential development is provided with adequate service prior to development. The facilities and services addressed are schools, storm drainage, sewer, solid waste, domestic water supply, natural gas and electricity, telephones, and miscellaneous government facilities.

4.5.1 Schools

Only one school currently exists in the Plan area. This is the Dry Creek Elementary School located on a 19 acre site at the corner of Nees and Armstrong Avenues in the rural residential area.

The Clovis Unified School District recently purchased a new site in the Plan area for a major school complex, located at the northwest corner of Nees and Minnewawa Avenues. This site was recently annexed into the City.



SCHOOLS

45

The 155 acre school site recently purchased by the Clovis Unified School District will house elementary, intermediate and high schools and a sports complex. The construction of the high school, first phase of the intermediate school, and elementary school, in that order, will begin between 1991 and 1992. The sports complex containing athletic fields and a stadium will be constructed some time in the next ten years and will draw all manner of sporting events and attract a city-wide audience.

The other elementary school sites are shown in the central residential neighborhood and in the large lot area. They will each occupy approximately a fifteen acre site and will be built when there is a demand in the area. The indicated sites for the proposed schools are approximate and will be more defined as development occurs. Development proposals may be considered on an indicated school site only if the School District is unable to acquire the site. Such proposals will be subject to the adjacent Low Density Single Family Residential designation.

The recreation facilities and playing fields of these schools are generally available to the community as augmentations to the Plan's open space system.

4.5.2 Storm Drainage

The plan area is subject to flooding in several areas: on the east side of the Enterprise Canal; along the Alluvial Drain, a local watershed drain which runs a northeast/southwest course between Dry Creek and the Enterprise Canal; in a narrow area along Dry Creek; and over a broad area between Willow and Peach Avenues south of Nees Avenue and between Willow and Minnewawa Avenues north of Nees. The frequency and amount of flooding is likely to be substantially reduced through the implementation of flood control projects by the Fresno Metropolitan Flood Control District both inside and outside of the plan area.

A plan has been approved and funded to double the capacity of Dry Creek Reservoir which is the major storage facility for an 86.3 square mile watershed to the northeast of the plan area. The reservoir's expansion should reduce flooding to approximately a 230 year event. Construction is expected to begin in 1992 and continue to 1995. Releases from the Dry Creek Reservoir are made through the Little Dry Creek channel (north of the plan area) into the San Joaquin River to maintain flood storage capacity. If the reservoir's storage is nearing the elevation of spillways, then emergency releases are made to Little Dry Creek, Big Dry Creek (in the plan area), and Dog Creek channels. In rare instances, when the releases from the reservoir into the Little Dry Creek channel causes a flow in excess of 700 cubic feet per second, the water will overtop the levee and flow into the Behymer Lake area, north of the Plan area.

If water exceeds Behymer Lake's capacity, which could occur independent of flooding resulting from Reservoir releases into the Little Dry Creek Channel, overland flooding can extend into the north western portion of the plan area as described above. A drainage master plan by the Fresno Metropolitan Flood Control District for the Behymer Lake area has been drafted and will go to public hearings in 1988. Implementation of the proposed plan will mitigate flooding from the lake to a 100 year event.

Within the plan area five storm water retention basins have been proposed to service localized drainage areas. The present Clovis Storm Drainage Master Plan details improvements for the area south of Nees Avenue only. An update to the plan is currently being prepared which will address the northern half of the plan area as well. The basin at Temperance and Sierra Avenues will be owned and maintained by the City of Clovis. The others shown in Figure 9 will be owned and managed by the Fresno Metropolitan Flood Control District. As annexation and development expand to areas where the basins are proposed, the City of Clovis will have to determine who will own and manage each basin. Figure 9 illustrates the proposed retention basins and existing and proposed storm drain lines.

Several rural residential subdivisions adjacent to the Alluvial Drain north of Nees Avenue have widened the natural drainage channel to form artificial lakes. These lakes provide a significant aesthetic benefit to the area and recharge the groundwater as well as provide some measure of flood protection. It is the intent of the Plan to encourage such innovative use of resources. Any drainage improvements proposed in the area will be designed to not adversely impact such ponds.

4.5.3 Solid Waste Collection and Disposal Service

Unincorporated portions of the plan area are currently being served by private refuse services. Upon annexation, private companies are given five years to phase out service which is then provided by the City of Clovis. Property owners can request a change to City service any time after annexation. The City provides refuse collection service to residential areas on a once per week basis; commercial and industrial users can request more frequent service up to six per week. The City's sanitary land fill site is located approximately ten miles north of Clovis and has 30 years of service life remaining under current rates of disposition, 100 tons per day. However, as the plan area develops under the City's jurisdiction, the rate of disposition will accelerate while the landfill's service life will decrease. At full build-out and with all existing units converted to City service, the residential land uses in the plan area alone could generate 60 tons of refuse a day, a 60% volume increase. This will reduce the anticipated service life to less than 20 years. In response, Clovis will have to begin long-term planning for either an expansion of the existing landfill or work with the Fresno Clovis Metropolitan Solid Waste Commission to achieve a regional solution to solid waste disposal needs.

4.5.4 Sewer Service

The City of Clovis maintains the sewer mains within its jurisdiction and discharges effluent into the trunk and interceptor sewers of the City of Fresno. The regional wastewater is treated at a plant located southwest of Fresno, six miles west of Highway 99. The City of Fresno has primary ownership of the plant with Clovis having ten percent interest. Clovis has a joint powers agreement with the City of Fresno specifying the maximum rate of discharge at various points into the Fresno sewer mains.

STORM DRAINAGE SYSTEM

- Proposed Pipe
- - - Existing Pipe
- Contingency Pipe
- Drainage Zone
- Boundary

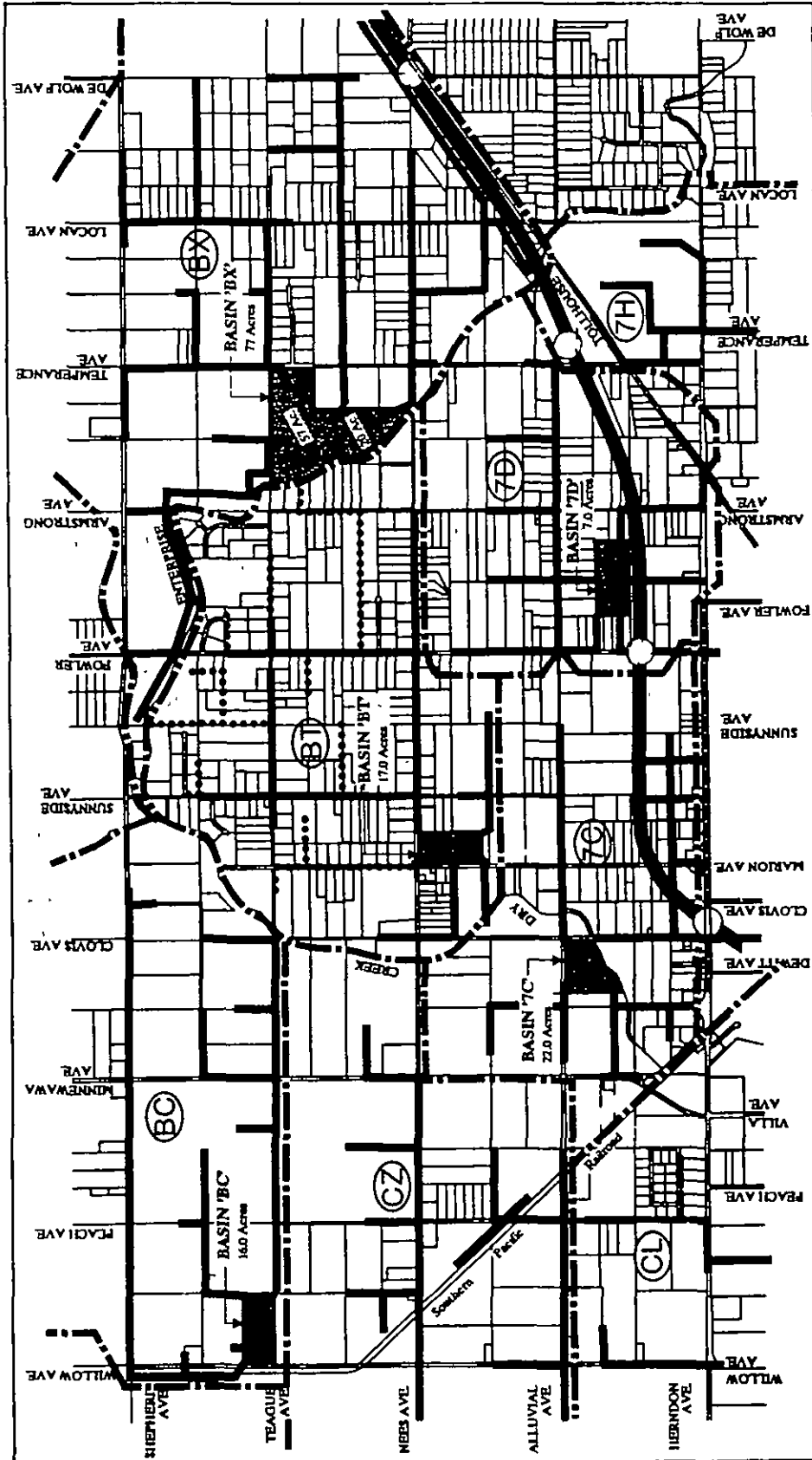
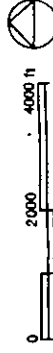


Figure 9



HERNDON-SHEPHERD SPECIFIC PLAN

CITY OF CLOVIS

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The plan area has been preliminarily divided into three sewer service areas: Herndon (just south of Nees Avenue and west of Fowler), Nees (Nees to Shepherd, west of Armstrong), and Fowler (east of Armstrong and Fowler). The Herndon trunk sewer is presently installed in Herndon Avenue and has 2.8 million gallons per day capacity allocated to it. The allocated capacity is expected to meet the demand of development in the plan area providing the Fowler Trunk Sewer is constructed as planned and part of the present Herndon sewer area effluent is transferred to it.

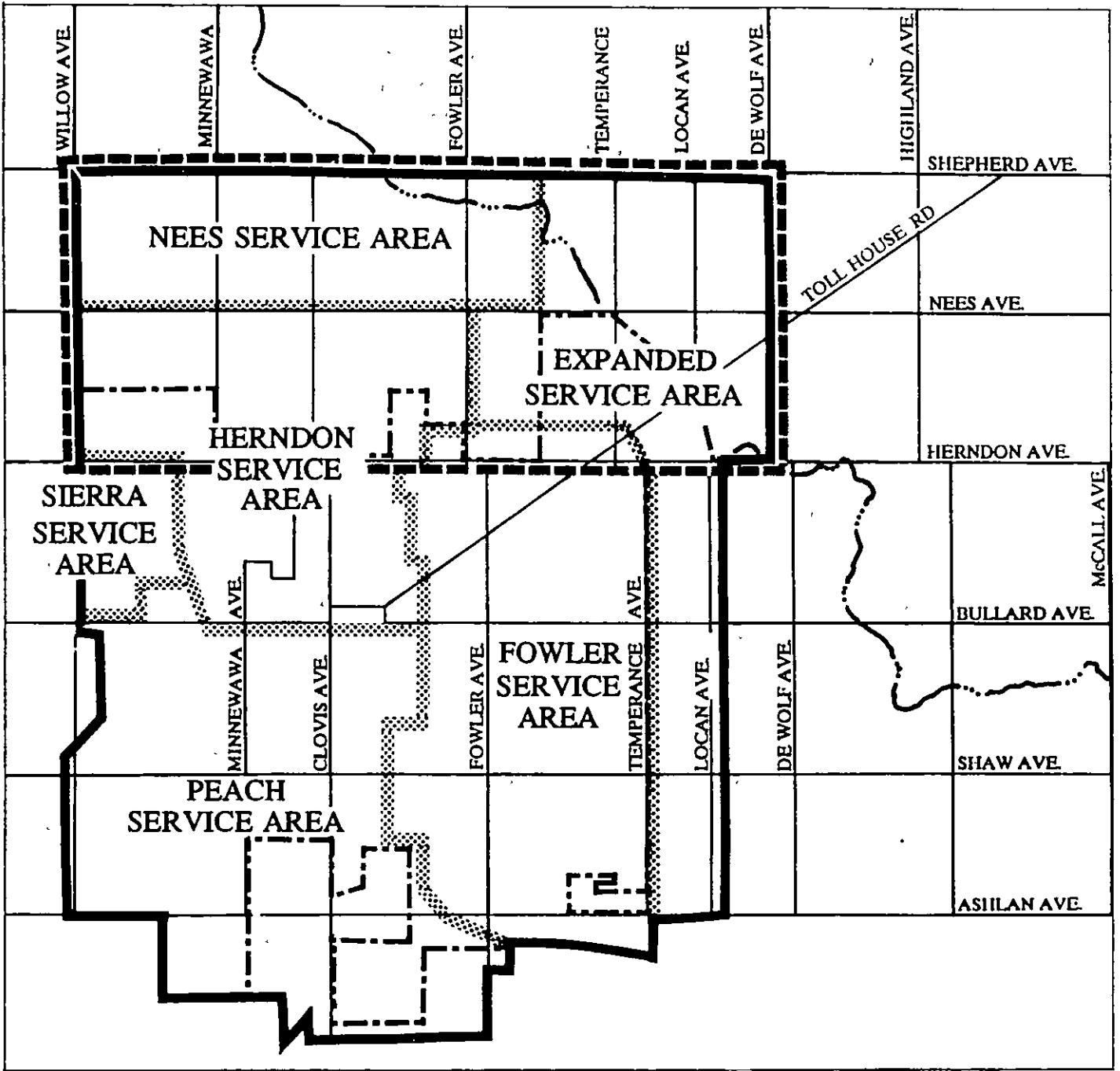
In 1977 a Fresno-Clovis joint powers agreement was concluded that provided for the development of the Fowler Avenue Trunk Sewer to serve the east and northeast urbanizing Clovis areas. A 3 mgd flow rate was allocated to the sewer with the provision that the allocation could be increased under a separate agreement.

Clovis has been in negotiations with Fresno for an increased flow allocation, to an estimated 9 mgd, for the Fowler Trunk Sewer in order to serve a broader area than originally anticipated. The expanded service area would cover the east half of Clovis (between Sunnyside and Locan) and the eastern third of the Herndon-Shepherd plan area. Some effluent from the existing Herndon and Peach Service Areas would be transferred into the Fowler Trunk Sewer. The transfer would result in a temporarily decreased flow in the Herndon Trunk Sewer which would provide capacity for additional flow generated by development in the southwesterly quadrant of the plan area. A final agreement can be concluded at the completion of the Specific Plan when accurate projections of capacity demand can be made.





For the Nees Service Area, discussions between Clovis and the City of Fresno have begun to explore the possibility of extending a new trunk sewer line from the wastewater treatment plant to provide service for northeast Fresno and the plan area.

The updating of the sewer master plan has begun and existing and preliminary proposed sewer main alignments are shown in Figure 10. Extension of sewer lines will be paid for by private developers at the time of development. It is the policy of the City of Clovis that existing septic systems should continue to be used until a city sewer main becomes available for hook-up. City code requires the property owner to hook-up within three years of sewer main availability.

In the rural residential areas, residences will be allowed to continue using septic systems although the City's long-term goal is to extend sewer systems into these areas. At such time as extensions are provided the City's policy regarding hook-ups will be reevaluated for those areas planned as permanent rural residential since that policy typically applies to urban areas.



CITY WIDE SEWER SERVICE

-  Sewer Service Boundary
-  Clovis City Limits
-  City Sphere of Influence
-  Plan Area Boundary

SEWER SYSTEM

- Proposed Sewer Main and Size
- Existing Sewer Main and Size
- Sewer Service Area Boundaries

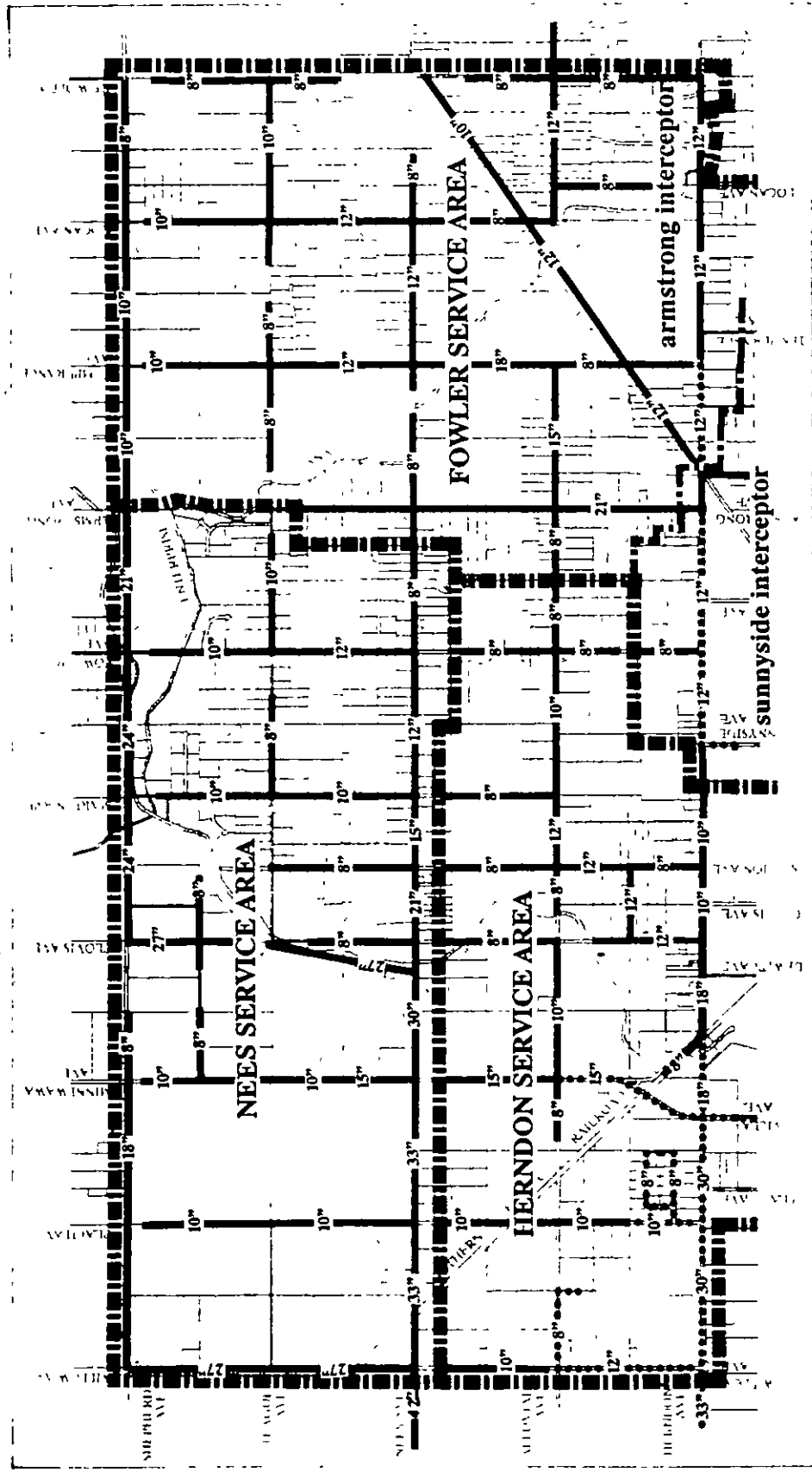
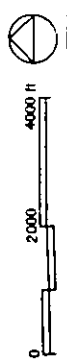


Figure 10



HERNDON - SHEPHERD SPECIFIC PLAN

CITY OF CLOVIS

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4.5.5 Domestic Water

Ground water is the sole source of domestic water throughout the Fresno-Clovis area. The City of Clovis has its own municipal wells, thirteen active wells within the city boundaries, and a distribution system for the entire city. At the present time, the city has no municipal wells in the plan area and water mains are limited to areas near or on Herndon Avenue.

The 1980 Clovis Water System Master Plan is being updated to identify the consumption demand of the plan area and the facilities and distribution system necessary to meet it. It is anticipated that ten municipal wells and a one million gallon storage tank in the vicinity of Armstrong and Herndon will be needed. The storage tank would be filled in off peak demand hours. A booster pump at the tank site would create the necessary water pressure for household and fire fighting purposes. Distributing water mains would follow the existing street grid pattern. Residents would be encouraged but not required to hook-up to water systems once they are complete and areas are annexed to the City. New construction of urban density development would be required to hook up to the city water system.

Residents of rural residential areas will continue to be allowed to use private wells although the City's long-term plan includes extension of City water systems into these areas. At such time, the policy regarding hook-up requirements would be evaluated for areas expected to be rural residential permanently.

Residents in the plan area will be encouraged to continue to use ditch and surface water for agriculture, pasture irrigation or landscaping so long as that water continues to be maintained separately from domestic water supplies. As areas become urbanized and are annexed, the City will acquire surface water rights from property owners, making that water a source for ground water recharge.

4.5.6 Other Utilities

Natural gas and electric power will be provided to development within the plan area by Pacific Gas and Electric Company. Gas lines are installed on portions of Herndon Avenue and serve the community hospital at Tollhouse and Temperance Avenue. Gas and electricity will be installed at the commencement of development at the cost of the developer adequate capacity exists in both electric and natural gas systems to provide service to the Plan area.

Telephone service is presently provided to the plan area by Pacific Bell Telephone and individual extensions of service is readily available.

4.5.7 Fire Protection Service

As annexation of the plan area takes place, fire protection services will be provided by the City of Clovis. Presently, unincorporated areas are served by the Mid Valley Fire Protection District which has a fire station in the plan area at Nees and Sunnyside. At full annexation of the plan area, the Mid Valley fire station will no longer be needed to serve the plan area, but may remain to serve other areas within the Mid-Valley Fire Protection District.

Clovis' Fire Station Number 1, at Fowler and Bullard, is the closest city facility to the plan area and will provide service to it. At full annexation of the plan area, it is anticipated that two new stations will be necessary to insure the City's goal of five minute response time to 95% or more of the plan area. The locations of the new stations are tentatively identified as Alluvial and Minnewawa, and Temperance and the Enterprise Canal. Both stations would be approximately 3,000 to 3,500 square feet in size on one quarter to one half acre of land and should be no closer than 300 feet of any intersection. The station will have four firefighters, and three pieces of fire apparatus. The Police Department may utilize floor space inside one of these stations. The City is on schedule to have the fire station at Alluvial and Minnewawa operational in early 1989.

4.5.8 Police Protection Service

Police services are presently provided in the plan area by the Fresno County Sheriff's Department dispatched out of the Area 2 headquarters at Shields and Clovis Avenue. The station is manned by 43 officers, 4 detectives and support personnel. One beat covers the plan area and adjacent unincorporated areas. The total number of beats from the station varies with the time of day and associated level of activity. With fewer beats, the territory covered under a given beat increases. Response time to service calls varies by the seriousness of the situation (priority is given to life threatening situations), the distance between the officer and the call location, and the amount of traffic congestion.

The Clovis Police Department will extend their service area into the plan area as the area is annexed into the City. Clovis Police have one station at the Civic Center, Hughes and Fifth Street. Clovis Police have a goal of a five minute or less response time to any priority one call, a call that a crime is in progress or there is a life threatening situation.

Service to the plan area, based on a population projection of 32,000 would probably require a minimum of three (3) separate patrol "beats." There would also exist the need to provide additional staff to handle traffic control, juvenile cases, and non-sworn support duties. It is projected that a total of 30 to 40 additional sworn officers plus some non-sworn support staff would be needed to provide police services to the entire plan area assuming full "build-out" as planned.

4.5.9 Emergency Services

The Fresno County Office of Emergency Services presently is responsible for providing services to the unincorporated plan area, but would also be a responding agency to cities in broad scaled emergencies. Out of twelve hazards identified as possible within the state of California by the State Office of Emergency Services, the Fresno office has concluded seven could conceivably occur within Fresno County: earthquake, dam failure, hazardous material spill, flooding, war, wildfire, nuclear contamination from a reactor accident. The Fresno Office of Emergency Services is in the process of updating the emergency plan, but there are established mutual aid agreements and protocols to receive a higher level of assistance. The general hierarchy of response is city, county, State Office of Emergency Services region (Fresno County is in Region 5), state, and federal government.

The City of Clovis' emergency plan identifies City Hall as the emergency operation center and existing city departments as response teams. The City Manager is the head coordinator and the Fire Chief is the designated deputy. The plan includes mutual aid agreements, provisions for an emergency communication system, and protocols for requesting higher levels of assistance.

The City is also in the process of updating its emergency response plan. The plan should be completed in May 1988 and further detail city departmental functions. To implement the plan, annual training sessions consisting of discussions of response options to various emergency scenarios and emergency simulation exercises are planned.

4.5.10 General Governmental Services

In addition to the previously discussed services that Clovis will provide to the plan area upon annexation, the City will also provide street maintenance, street cleaning, and street lighting. Street sweeping is provided in residential areas on a twice-per-month basis and in commercial and industrial areas on a more frequent basis.



5. IMPLEMENTATION

5. Implementation

5.1 DEVELOPMENT ENTITLEMENT

5.1.1 Annexation

Much of the plan area is presently outside the City's corporate boundaries, but all of it is within the City's Sphere of Influence. The Sphere of Influence designation was prepared by LAFCO and endorsed by the City of Clovis, the City of Fresno and by the County of Fresno; it constitutes recognition by these agencies that Clovis will be the ultimate provider of community services upon development and that the area will be incorporated into the City prior to development. The first step in the development of an unincorporated property is for the owner to apply to the City for annexation. Each application is reviewed on its individual merits but must generally meet the following guidelines:

- The property must be located within the City's Sphere of Influence and be contiguous to the existing City Limits;
- A majority of the property owners in the proposal area must consent, in writing, to the annexation;
- Urban services must be adjacent to the property or there must be a commitment, as demonstrated in the service plan for the property, to make such urban services available to the property within three years; and
- The proposal encourages orderly urban expansion, is needed to meet growth needs of community and does not create isolated City service areas or County islands.

These guidelines are consistent with the City's policy of orderly growth and are also consistent with the Local Agency Formation Commission (LAFCO) policies which encourage an organized, phased annexation program with a transition of services to be provided by the City; provision of contiguous urban development patterns; preservation of open spaces; and conservation of prime agricultural lands. Exception to these guidelines may be taken for proposals which involve plan for a public facility or other public purpose.

It is noted that the plan area is composed of significant amounts of prime and state significant agricultural soils. Although LAFCO's policy encourages the conservation of prime agricultural land, it also recognizes the "loss of agricultural lands should not be a primary issue for annexation where City and County general plans indicate urban development is appropriate and there is consistency with the agency's Sphere of Influence." The Cities of Clovis and Fresno and the County of Fresno agreed in 1983 that urban development is appropriate in the plan area. (See the "Joint Resolution on Metropolitan Planning.")

The annexation procedure is mandated by state law (Government Code Section 56000 et seq). The process typically takes from four to twelve months to complete, but will vary depending upon the complexity of the proposal. Generally, the process consists of the following steps:

- (a) Property owner submits request to City.
- (b) If Uninhabited (less than 12 registered voters):
 1. City reviews application for acceptance.
 2. If accepted, City prepares and submits application to LAFCO. (If denied, owner cannot proceed, but may resubmit application for review at a later date.)
 3. LAFCO conducts public hearing to approve or deny application. (If denied, application does not proceed and same proposal may not be resubmitted for at least one years.)
 4. If approved by LAFCO, City conducts public hearing to determine degree of property owner protest, if any. City may order the annexation complete, may order an election to election to determine approval, or may abandon the annexation depending on degree of protests. (This hearing may be waived if 100% of property owners have consented in writing to the annexation.)
- (c) If Inhabited (12 or more registered voters):
 1. City reviews application for acceptance.
 2. If accepted, City notifies property owners in affected territory of application and conducts a neighborhood information meeting.
 3. City prepares and submits application to LAFCO.
 4. LAFCO conducts public hearing to approve or deny application. (If denied, application does not proceed; some proposals may not be resubmitted for a period of one year.)
 5. If approved, City conducts public hearing to determine degree of registered voter protest, if any. City may order the annexation complete, may order an election to determine approval, or may abandon the annexation depending on degree of registered voter protest.

5.1.2 Development Permitting Process

The permit process described below applies to all developments proposed within the plan area. Figure 5.1 illustrates the permit process from annexation to approval of the building permit. Each element of the permit process is described in greater detail in the County of Fresno Local Agency Formation Commission's, "Commission Policies for Review of Proposals" and

"Commission Standards for Review of Proposals for Changes of Organization and City Protest to Land Conservation Contracts," and the City of Clovis' Municipal Code, Title 9, Planning and Zoning. Municipal Code sections are referenced with the discussion below.

5.1.2.1 Zoning

Zoning is the primary tool available to the City for implementation of the Specific Plan. The zone district within which each parcel is placed will establish the land uses permitted on the parcel, uses which are permitted only in certain circumstances or according to specified conditions, and uses which are expressly prohibited. The zone district also establishes the physical development parameters of the parcel, such as parcel size, population density and lot coverage. State law requires that the zoning for each parcel within the City be consistent with the General Plan and Specific Plan land use designation for the parcel. This zoning consistency requirement makes it important that the Plan contain detailed policy statements regarding the appropriate zoning for each land use designation within the Plan.

It is the policy of the City, expressed here for the Plan area but applicable City wide as well, that three different procedures are used to apply appropriate zoning to a parcel of land. These procedures relate the annexation process to either interim or permanent zoning as discussed below.

Prezoning

Concurrent with a property owner's request for annexation to the City, an application for prezoning may be submitted. This procedure allows the necessary public hearings before the Planning Commission and City Council to take place prior to annexation so that the appropriate permanent zone district will become effective on the parcel when the annexation is effective.

Interim Zoning

Annexations occasionally take into the City parcels of land for which no immediate development is contemplated. In such cases, the City withholds permanent zoning until requested by the property owner and places temporary reserve-type zoning on the parcel instead. The appropriate interim zoning is specified by Section 9-3.202.2 of the Zoning Ordinance which relates prior County zoning of a parcel to the appropriate interim zone district within the City. Pursuant to this procedure, most of the Plan area will be placed in the R-A and (new) R-R Zone Districts upon annexation.

At this time Section 9-3.202.2 of the City's Zoning Ordinance does not contain provisions for interim zoning of parcels within the County's Rural Residential or Limited Agriculture zone

districts; an implementation program for the Plan will be an amendment to the text of the Zoning Ordinance to address this issue.

Zoning Amendment

Owners of property already annexed to the City who wish to change interim zoning to permanent zoning to allow development of a parcel must submit an application to the City for a zoning amendment. Likewise, an application for a zoning amendment must be submitted by a property owner wishing to change from one permanent zone district to another. Zone changes approved in such cases must be consistent with the land use designations specified by the Plan.

In most cases, the text of the Plan specifies which zone districts are appropriate in each land use designation. Since this is an important issue, the following table is provided to remove any uncertainty regarding the appropriate zoning for each land use designation.

Zoning Consistency

<u>Designation</u>	<u>Implementing Zone Districts</u>
Rural residential	- R-R
Large lot/estate	- R-1-B, R-1-A, R-1-AH, R-A
Low density SFR	- R-1-7500, 9500, 14,000, R-1-C, R-1-B, R-1-A
Low density MFR	- R-2, R-2-A
Planned community	- PUD
Neighborhood commercial	- P-C-C (Neighborhood)
Community commercial	- P-C-C (Community)
Freeway retail	- C-2, C-R, P-C-C
Medical office	- C-P
General office	- C-P
Mixed use area	- P-C-C, C-P, M-P, R-2, R-2-A
Light industry	- C-M, M-1, M-P
Business corridor	- P-C-C, C-2, C-M, C-R, C-P, M-1, M-P
Schools	- R-A, R-1
Basins	- R-A, R-1, O
Parks/open space	- R-A, O
Freeway right-of-way	- O

5.1.2.2 Permitting According to Development Type

Once the property is within the City's jurisdiction and zoned for development, the subsequent permits are related to the type of development product. Single and multi-family residential, the planned community, and commercial or industrial development are the basic types. All applications are made to the Clovis Planning Department unless otherwise noted. Figure 11 diagrams the permitting process.

Single and Multi-Family Residential

Parcels which are to be divided into five or more residential lots are required to file for a Tentative Map (Section 9-2.401). Submission information and materials are enumerated in the Clovis Municipal Code, Sections 9-2.403 and 9-2.404. Subdivision resulting in four or fewer lots are processed as a Parcel Map (Section 9-2.601 through 9-2.609). Conditions are placed upon the tentative approval both types of maps which require site improvements to be made before the final approval can be granted and the subdivision can be recorded.

When the infrastructure improvements have been installed and other conditions of subdivision met, a Final Map may be applied for. The final map process (Sections 9-2.501 through 9-2.517 and 9-2.608) serves as a formal review of the subdivision's compliance with all conditions of the Tentative Map. Approval of the Final Map permits recordation of the subdivision and subsequent sale of the lots.

A Site Plan Review is required for any structure to be constructed in a multiple family residential zoned district (Section 9-3.408). The review covers details of the building and site improvements, including building location, elevations, and materials, parking, landscaping, lighting, and drainage. Construction of a single family residence in a single family residentially zoned district is not subject to a Site Plan Review.

Building permit applications are made to the Building Inspection Division. A plan check is made to insure that the proposed construction meets the requirements of the Uniform Building Code. Issuance of a building permit allows construction to begin.

Planned Community Development

The golf course (or other major recreational element) and surrounding residential development will be a master planned development or "planned community." The master plan will identify the general layout of the residential units, recreation amenity, level of integration of the adjacent Alluvial Drain retention basin, and provide plans for circulation and parking, architectural elevations, unit type, maximum number of units, landscape and lighting concepts. The conditions established at the time the master plan for the site is approved will provide detailed criteria to be met in the Site Plan Review.

A Use Permit is required to establish the unit mix in each building and operational conditions for the recreational amenity. Concurrent with or subsequent to application for the Use Permit, an application for a Tentative Subdivision Map may be made. Following tentative map approval required on site and off site improvements must be installed, such as streets, curbs and gutters and utilities.

A Final Map application must be submitted and approved before the subdivision map can be recorded. Lots may be sold after the subdivision map is recorded.

The Site Plan Review will be a detailed analysis of the proposed construction. Criteria for approval are the conditions of approval of the master plan, and use permit, and those provided in the zoning ordinance (Section 9-3.408).

Building permit applications are made to the Building Inspection Division, and the plans are reviewed for compliance with the Uniform Building Code. Upon issuance of the building permit, construction can begin.

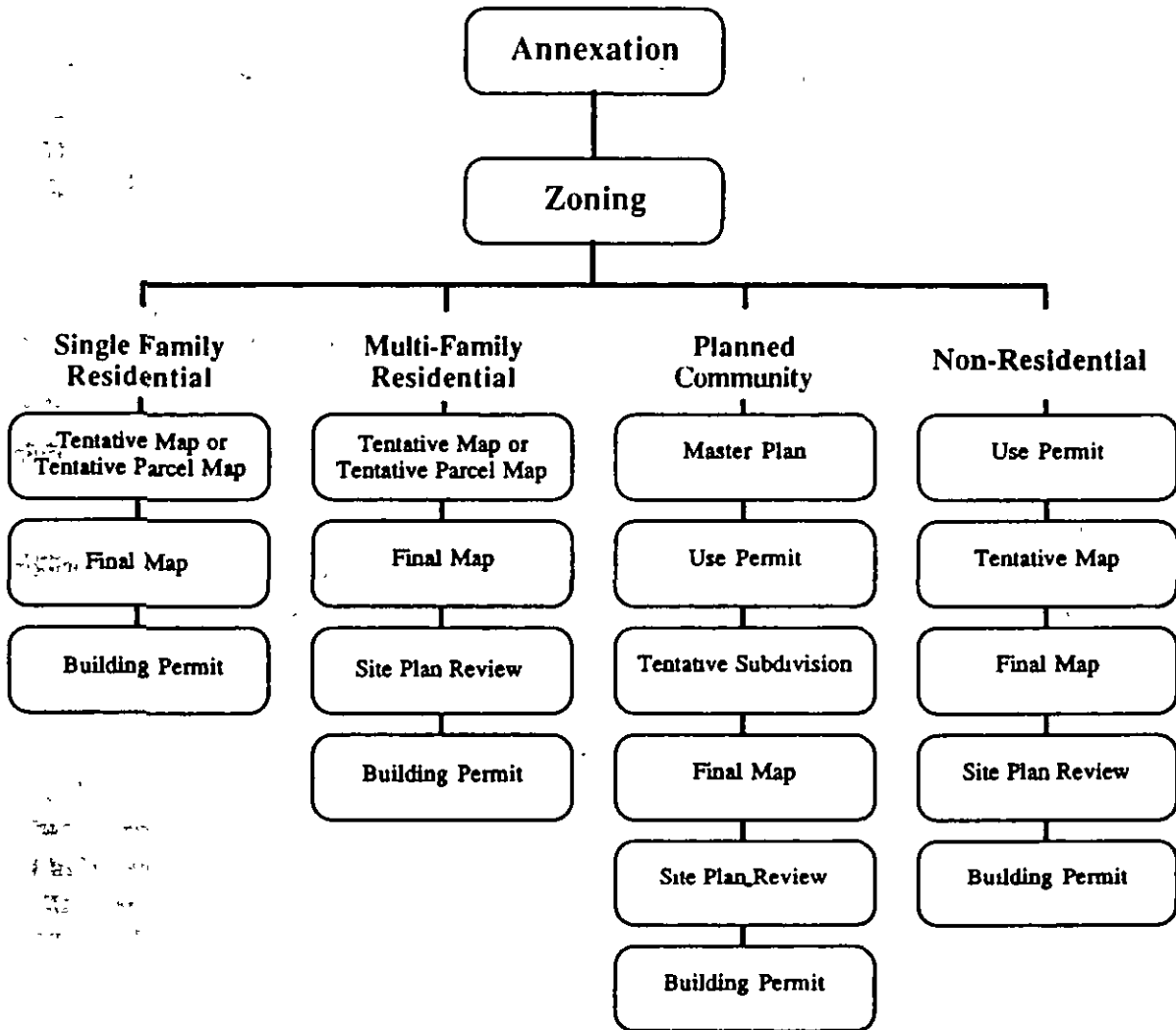
Nonresidential Development

Zoning districts for office, retail, and light industrial development establish a number of uses that are permitted by right, other uses which require approval of the Planning Director, and some uses which require the issuance of a Conditional Use Permit before the use can commence. The planned Commercial Center (PCC) district requires the approval of a master plan for the site. The zoning ordinance lists uses in each of the categories under the various zoning districts. If a Conditional Use Permit is required, the approval of the permit will specify the approved uses and may set forth conditions of business operation.

The property may or may not be subdivided to an appropriate size for development. If subdivision is necessary, a Tentative Subdivision and Final Map (Sections 9-2.401 through 9-2.517) must be granted.

Commercial and industrial structures require a Site Plan Review application and approval prior to issuance of a building permit (Section 9-3.408). Site Plan Review is discussed above under Multiple Family Residential.

Application for a building permit is made to the Building Inspection Division. A plan check is made on the submitted material to ensure compliance with the Uniform Building Code. Upon issuance of the building permit, construction can begin.



**Figure 11
Development
Permitting Process**

5.2 DESIGN GUIDELINES

5.2.1 Residential Development

The Specific Plan land use element designates four residential categories which correspond to existing Clovis residential designations and zone districts according to the discussion in Section 5.1.2.1. Rural Residential development concepts are portrayed in sketches A and B, below. Low density single family residential development concepts are shown in sketches C and D. Large lot residential concepts will be similar to low density concepts. Sketches E and F represent low density multiple family development concepts.

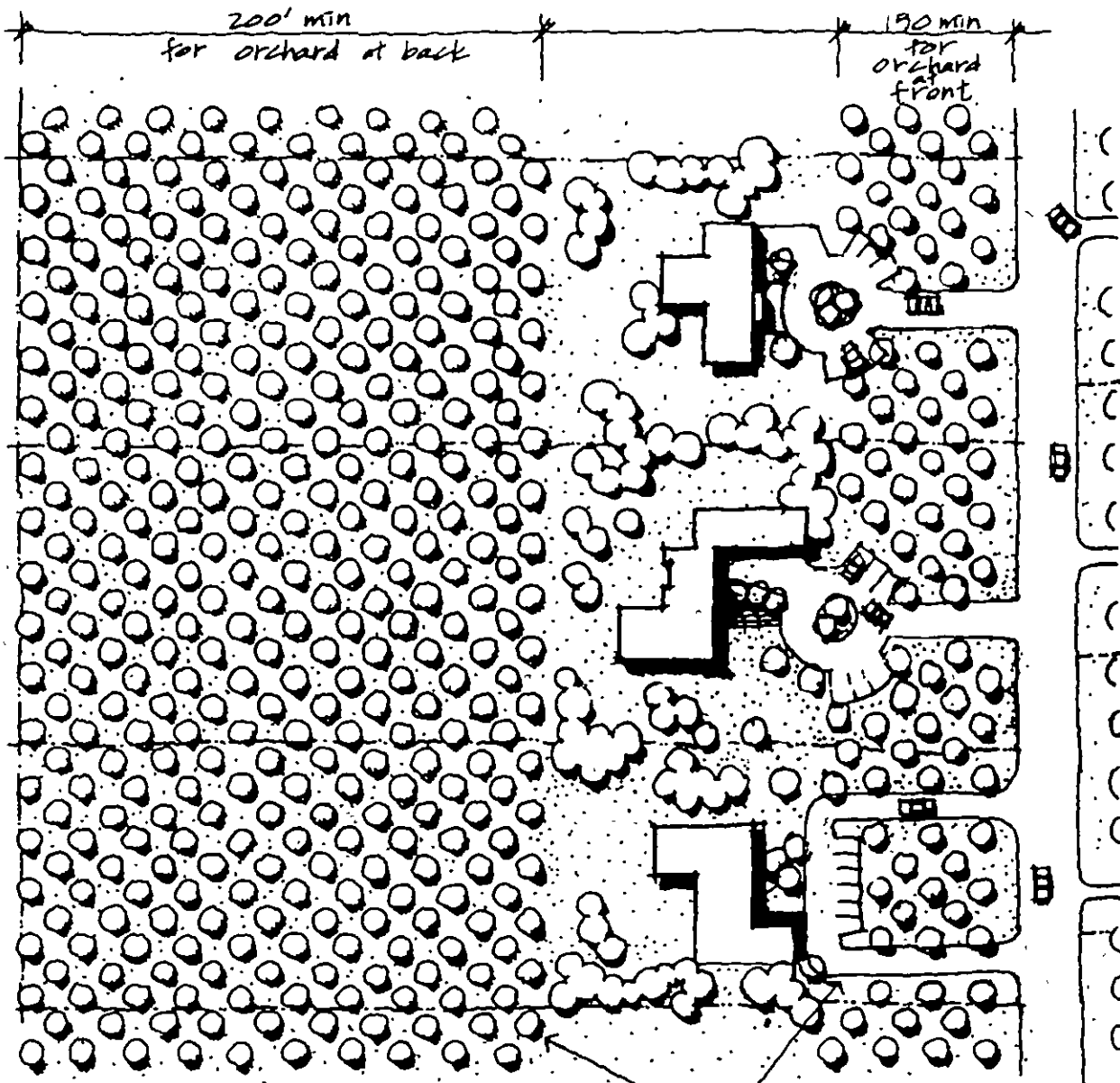
Design Features to be included in residential area design are as follows:

- (a) Subdivisions should be planned with internal circulation systems connecting to arterial or collector streets. No new residential subdivisions should be planned with direct access off arterials except multiple family residential projects of 30 or more units.
- (b) Street design guidelines (Section 5.2.2) should be incorporated in all subdivision plans.
- (c) Open space guidelines (Section 5.2.3) should be incorporated to the extent applicable to a subdivision. In particular mini-parks should be provided according to criteria stated in Section 5.2.3.1. Also greenbelts should be provided according to street guidelines which will link mini-parks or schools with the greenbelts running adjacent to the E/W arterials and collectors to form a continuous greenway from any mini-park or school to the major community linear greenway system formed by the Enterprise Canal and Dry Creek.
- (d) Other open space amenities including equestrian trails, bicycle and pedestrian paths proposed in any development should tie into the overall open space system.
- (e) Multiple family duplex and triplex residential developments should be designed and maintained to fit with nearby single family developments through:
 - 1. Orientation of entrances to the interior rather than the public street to reduce on street visitor parking.
 - 2. Shielded roof mounted mechanical equipment.

3. Garages, not carports, for all resident parking.
 4. On-site visitor parking shielded from surrounding public street view through location in the middle of the project or through berms and landscaping.
 5. Subdued and consistent signage system throughout a project.
 6. Building exterior finish materials should generally be in keeping with surrounding single family level of finishes.
 7. Multi-story buildings should generally step down to one story at public streets to reinforce the predominantly low density residential scale of the area.
 8. Building massing should be varied both in height and setback to breakdown the project scale to more closely resemble nearby single family projects.
- (f) Buffering should be required where residences will abut light industrial or commercial uses that may include building height limitations, soundwalls, solid fencing, screening, larger setbacks, public roads, and outdoor loading dock and storage activities limitations. Buffering should be the responsibility of the new rather than existing use. In the event the use mix is being planned at the same time, the buffering responsibility should fall on the use requiring the most mitigation.
- (g) New rural residential lots and development west of the Enterprise Canal may be allowed to utilize on-site wells and septic systems. Rural Residential development and/or creation of new lots less than 20 acres in size east of the Enterprise Canal shall utilize city sewer and water service.

Design guidelines for residential development are provided in the following sketches. These examples illustrate design features that may be considered and should not be interpreted as proposed solutions.

SK 11
SK 12



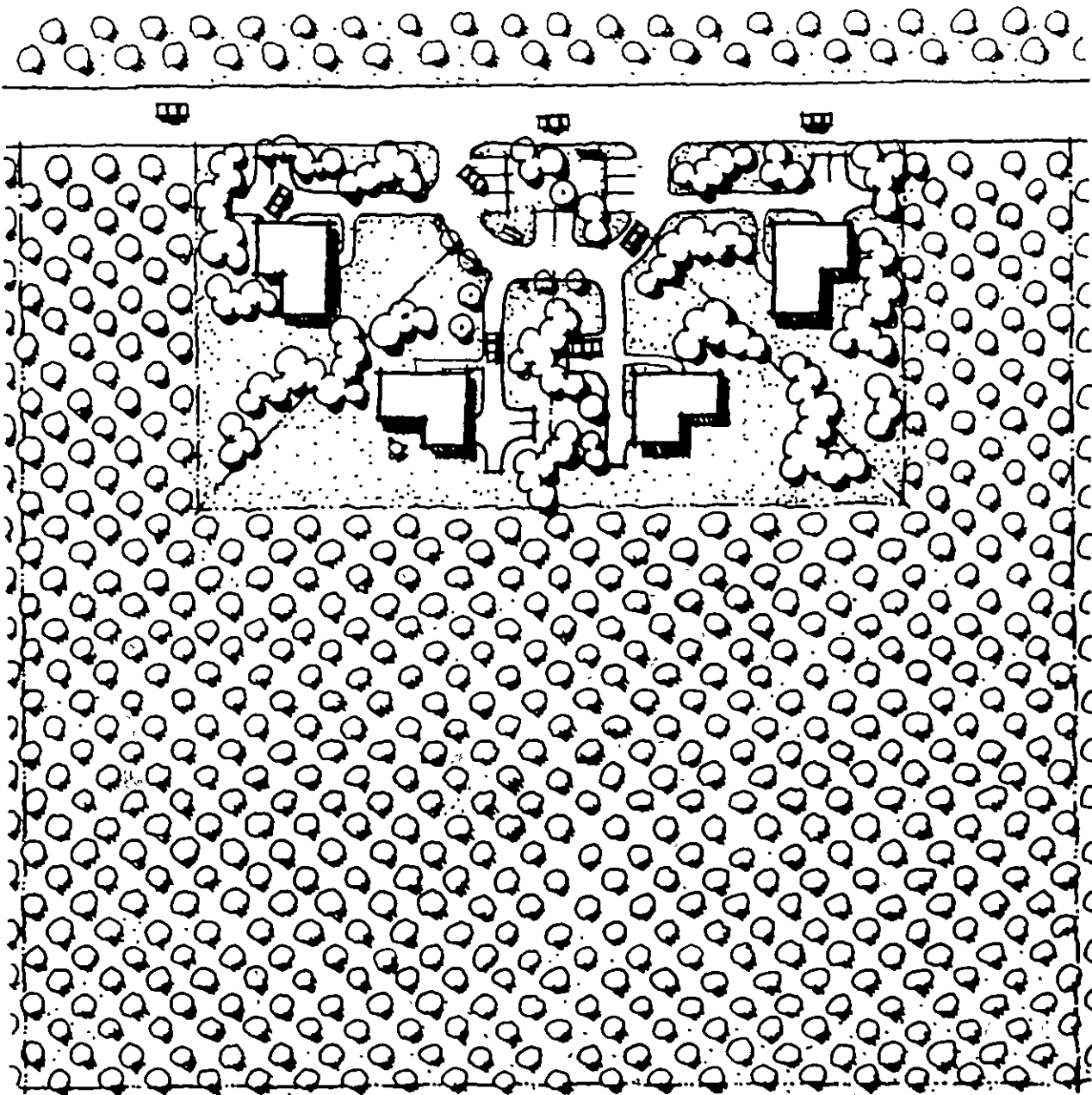
Commercial orchards are one possibility for neighborhood character development

Commercial orchards

Off-street parking spaces should be provided where housing occurs on lane.

On local roads with on-street parking provide 4 spaces of off-street parking spaces per house.

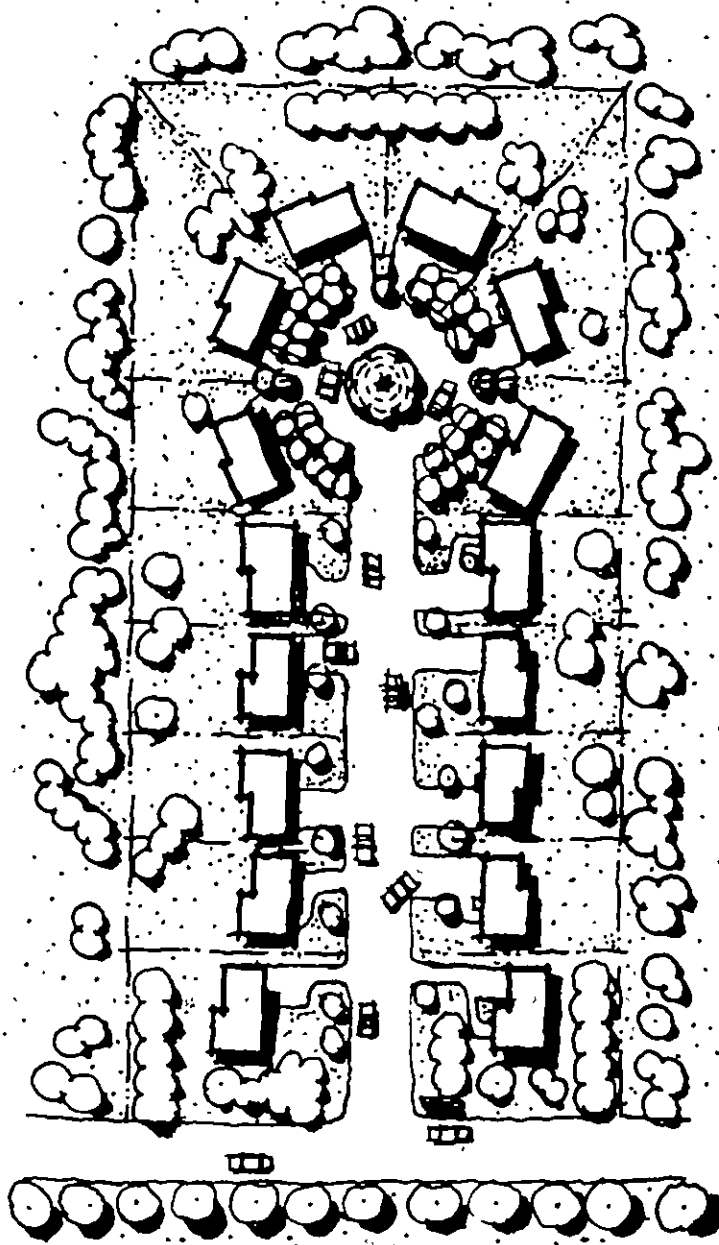
Rural Residential A



Planned Unit Development offers possibilities of commercial orchards, common stables and stables, or swimming pools, or off-street parking areas.

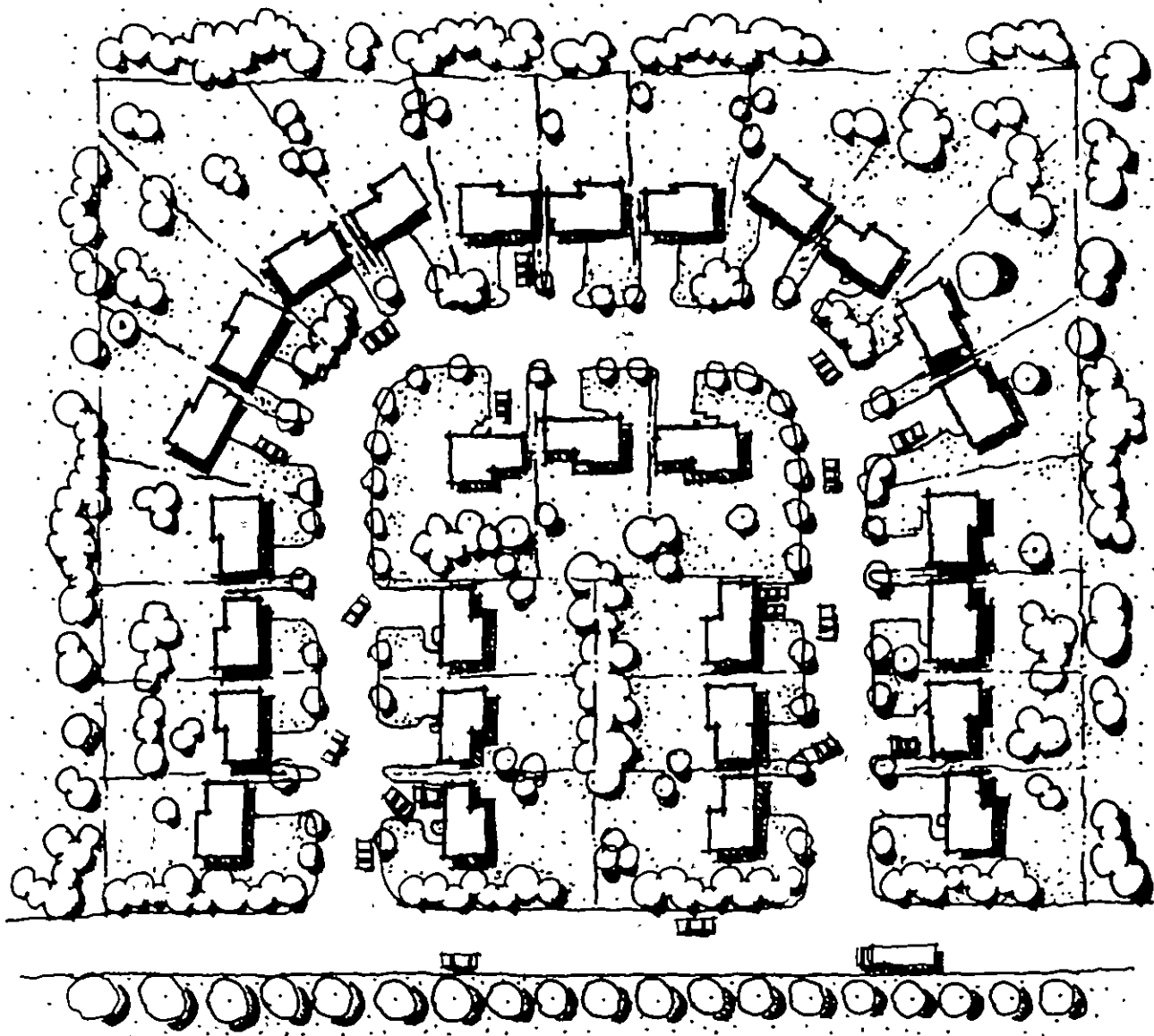
Planned Unit Development housing on loop at 2 acres.
Commercial orchard at 6 acres Total site area - 8 acres

Rural Residential B



Cul de sacs may be made more attractive through the use of a central landscaped area and distinct concentrated landscape plantings at the cul de sac perimeter.
 Strong geometric circular or square house forms.

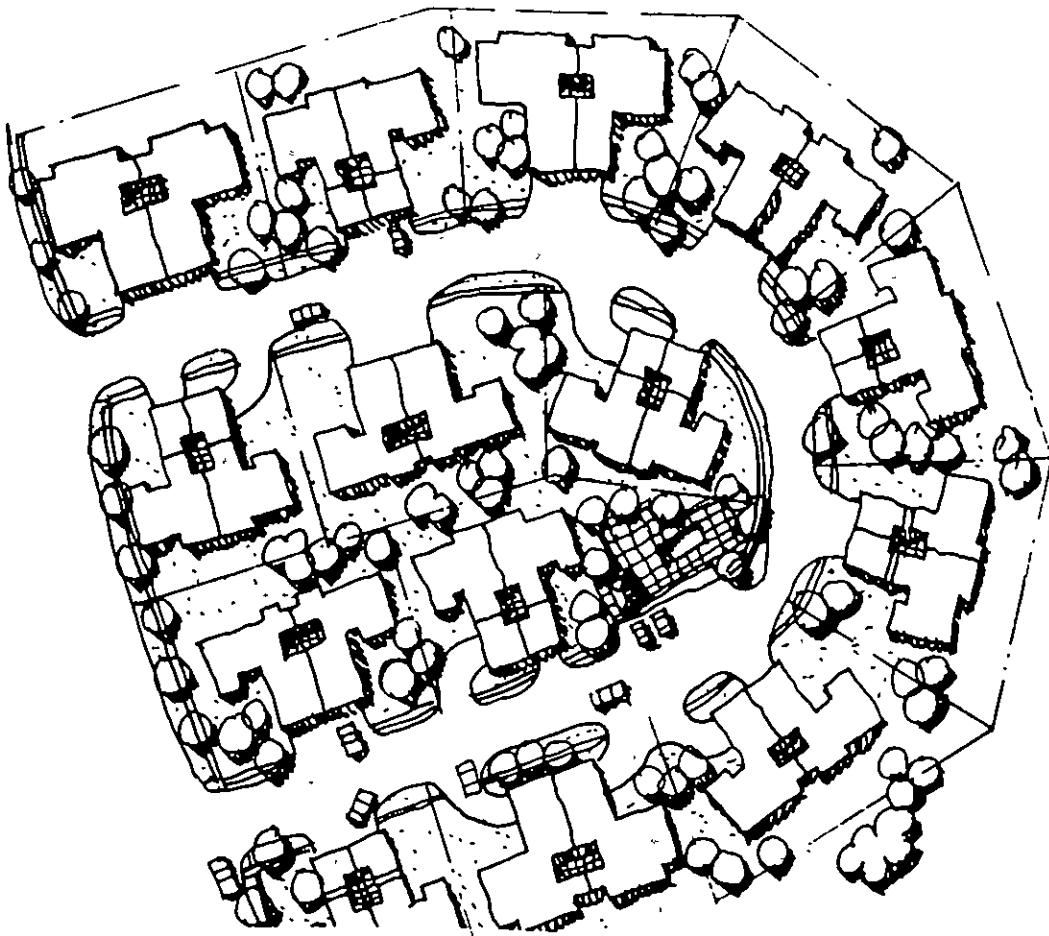
Low Density Residential C



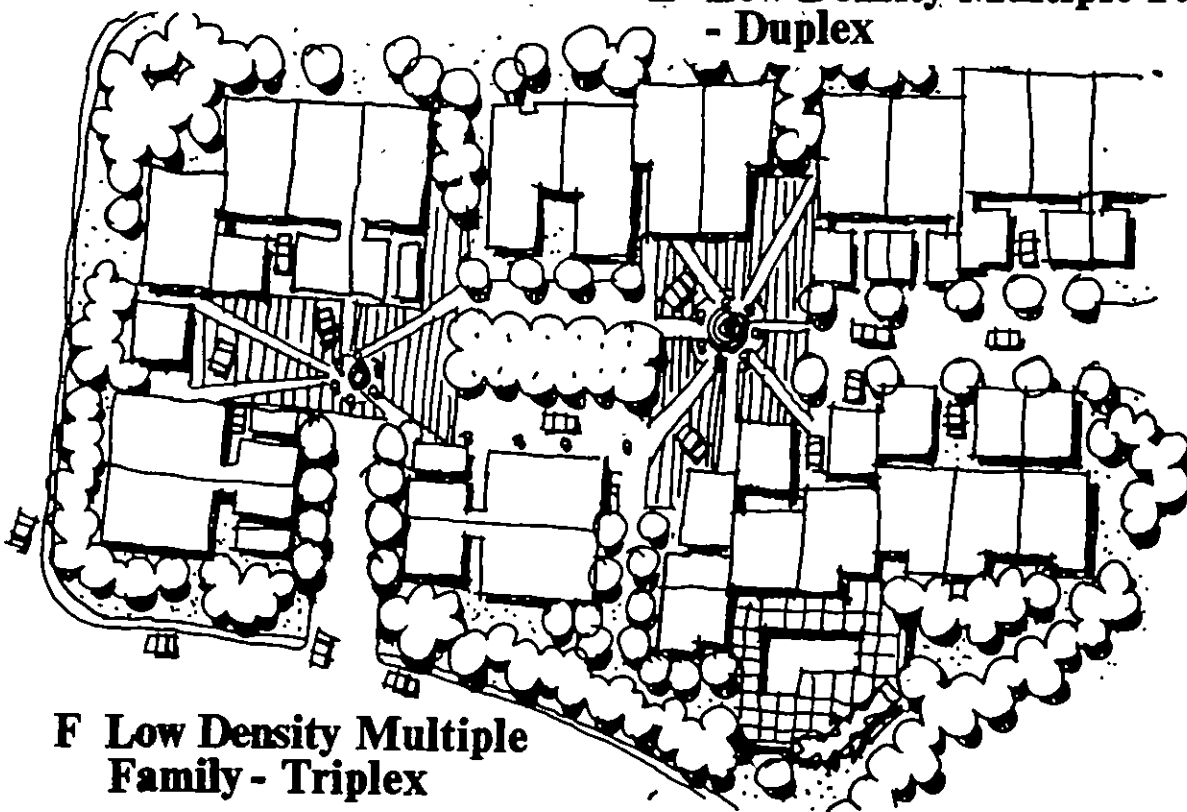
Local loop streets can be made more attractive through incorporating the following features:

- Houses front on entire length of loop.
- Setback greater at corners.
- Distinct landscape on loop road
- Group driveways and curb cuts, where reasonable
- Intensify tree spacing at corners / curved portions of roads.

Low Density Residential D



**E Low Density Multiple Family
- Duplex**



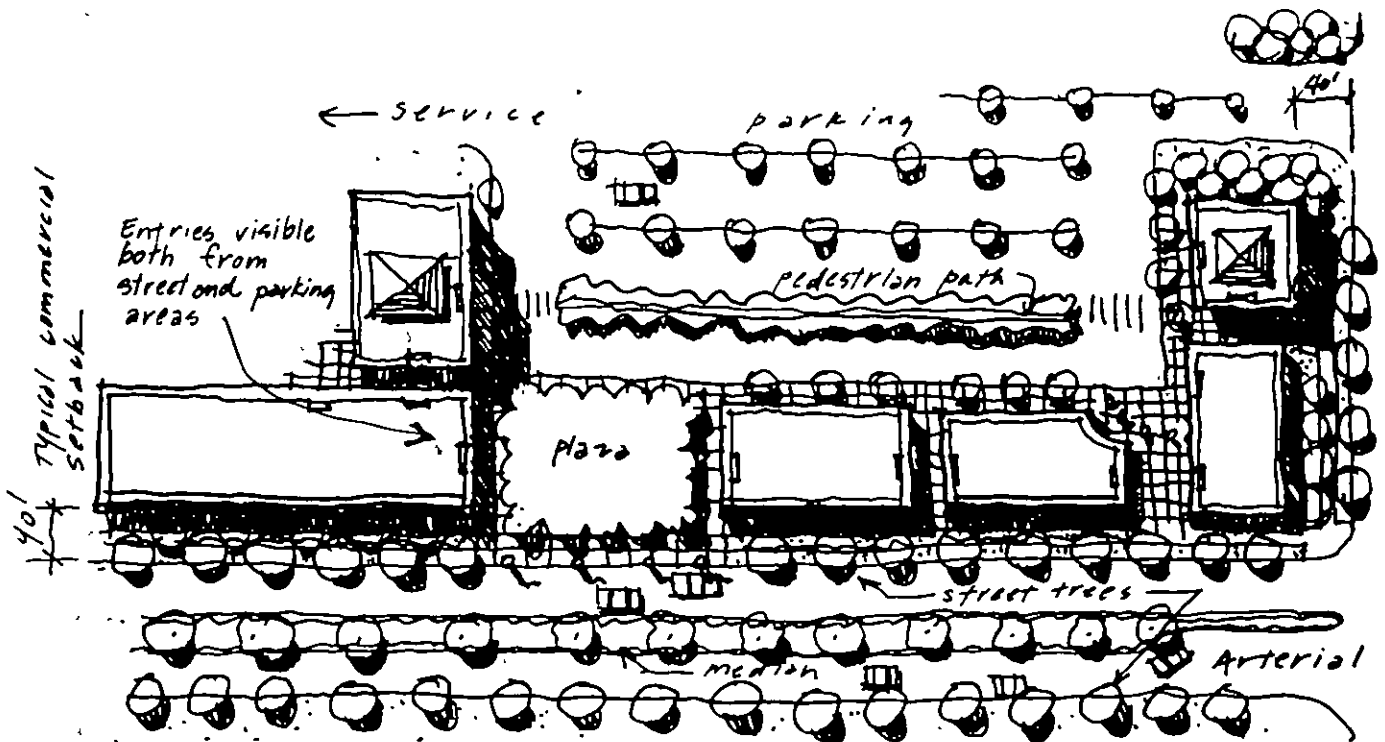
**F Low Density Multiple
Family - Triplex**

5.2.2 Retail and Office Development

The following guidelines are intended to provide major streets with an overall sense of order through common setbacks, limited building heights, and common landscape treatments. Parking areas are to be shielded from streets primarily by buildings and elsewhere by landscaping. Freestanding signs are to be in accordance with the Clovis sign ordinance. Signage on buildings is intended to be visually subordinate to the building forms.

- (a) Buildings should be located with a minimum 40' foot setback from curb line. Buildings should have a common setback with neighboring buildings where reasonable, to give visual order to the street.
- (b) Building configurations should be long and narrow to the extent reasonable to separate major parking areas from the street.
- (c) Buildings should have a maximum height of 25' to eave or cornice line. Height may be increased within an envelope stepping back from eave or cornice line at a ratio of 2 horizontal to 1 vertical. Where reasonable, building heights and profiles should be similar to neighboring buildings to provide the street with definite character.
- (d) An architectural theme should be developed for the total site of a commercial development. Satellite buildings should also follow this theme.
- (e) The architectural style of new buildings should have a contemporary appearance but utilize elements which complement the existing character of Clovis. Buildings should have an attractive appearance on all sides, not just the front elevation.
- (f) Building massing should discourage a continuous facade, instead several pedestrian links should be created connecting the street with parking areas.
- (g) Major shopping centers should provide transit loading stations. Designs should be prepared under the direction of the Planning Department with assistance from the Traffic Engineering Division.
- (h) Building entrances should generally be both visible from the street and accessible from the parking lots. This may require passageways and arcades through a building or building complex leading to the front entrances of stores or office common lobbies.
- (i) Large, continuous surface treatments of a single material should be minimized. In the event this is done, textural changes or relief techniques should be introduced.

- (j) Buildings should be designed to have a distinct ground floor facade treatment that allows for signs, awnings or canopies to be varied within an overall architectural character.
- (k) Continuous arcades are encouraged to provide pedestrians protection from rain and summer sun.
- (l) All undeveloped building pads should be landscaped prior to construction of the next phase of a project.

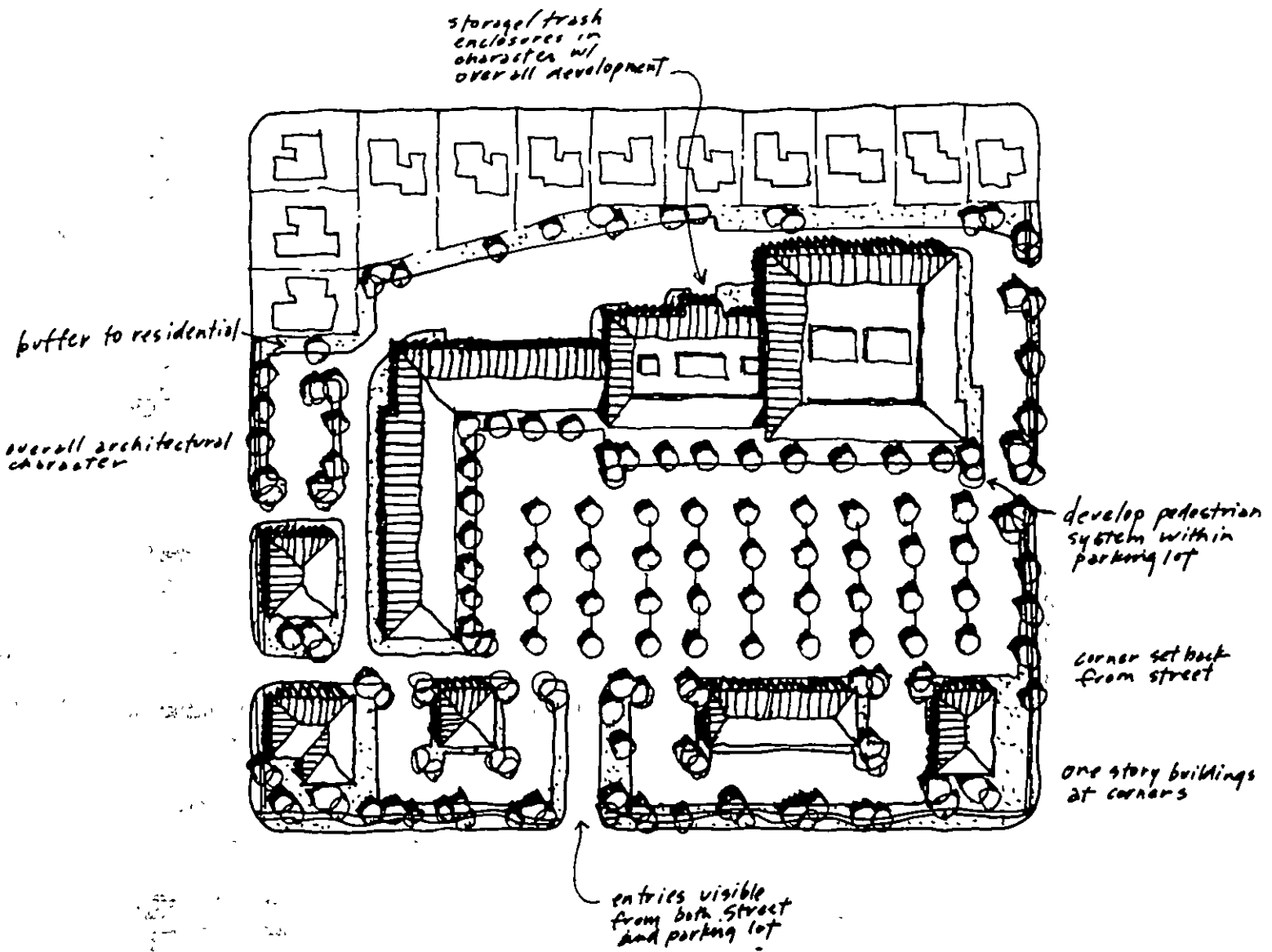


Community Commercial - Example Plan

- (m) 40' setback area from building line to curb line should be fully landscaped except for sidewalks and driveways.
- (n) Shopping areas should provide a minimum of 5 parking spaces per 1,000 sq. ft. floor area.

- (o) Special attention should be paid to pedestrian movement through the parking lot. Accommodation for the pedestrian in the way of paths or sidewalks should be included in the layout of the lot. These paths should be paved or designated on the pavement, and should be illuminated for night use. Adequate signage providing orientation to the pedestrian should be provided. Trees which shade these paths should be incorporated into the landscape plan.
- (p) Both perimeter and interior landscaping should consist of canopy-type trees. The location and spacing of trees is dependent on the type of tree used, but the effect should be a consistent tree cover which will provide shade. Generally, a tree should be installed for every five to eight parking spaces.
- (q) Perimeter landscaping should be provided at parking areas adjacent to street frontages. These perimeter areas should not be less than 20 feet in width from street curb line and should include trees, shrubs, and ground cover. Landscaped berms up to a height of three feet are encouraged to increase the separation between the street and parking lot.
- (r) The plant palette should be relatively limited and applied in groupings of similar species rather than a few plants of many different species planted together. The use of water conserving plantings, such as California natives and drought tolerant trees, shrubs and turf is encouraged.
- (s) Live plant materials shall be used in all landscaped areas. The use of gravel, colored rock, bark and other similar materials is not acceptable as a sole ground cover material.
- (t) Automatic irrigation should be required for all landscape areas. Plants should be watered and maintained on a regular basis. Irrigation systems should be designed so as not to overspray walks, buildings, parking areas, etc. The use of water conserving systems such as drip irrigation for shrub and tree planting is encouraged.
- (u) Access to parking lots should be a minimum of 300' from the centerline of the intersection of major streets or greater dimension as determined by the Department of Public Works Department.
- (v) Full street return entrances should be limited to major entrances and be spaced at a minimum distance of one per 600 feet. Secondary entrances may be 30-foot curb cuts. Random curb cuts for individual or satellite users should not be permitted.

- (w) Entryways to the lot should be well defined and easily recognizable to the motorists as parking lots and include elements of lighting and signage.
- (x) Large parking lots should provide resting and waiting areas with benches and landscaping.
- (y) All exterior trash and storage structures and service areas should be screened from view and readily accessible by collector vehicles.
- (z) The design of fencing, trash enclosures and similar accessory site elements should be compatible with the architecture of the building and should use complementary materials.
- (aa) For exterior lighting, both the fixtures and the overall lighting scheme should be conceived as an integral part of the architectural and landscape design for a project.
- (bb) Area lighting should be directed predominantly downward and placed to prevent glare or excessive spray of light on neighboring sites.
- (cc) Accent illumination should be provided at key locations such as building entries, driveway entries, etc.
- (dd) Pedestrian walkways, plazas or other activity points should be illuminated.
- (ee) Lighting or highlighting of building facades is permitted but should be sensitive, subtle and not excessive.
- (ff) Parking and roadways in commercial areas should use either mercury vapor or high pressure sodium lamps, subject to Public Works Department approval.
- (gg) All signage must be approved under the provisions of the adopted Sign Ordinance, or PCC zoning and follow the shopping center's adopted theme.



Neighborhood Shopping Area - Plan

5.2.3 Light Industrial Development

These guidelines are intended to provide an overall sense of visual order through common setbacks, limited building heights and landscaping in keeping with nearby commercial and residential areas.

Siting Requirements

- (a) Minimum Lot Size: none
- (b) Building Coverage and Height:

	<u>Maximum Building Coverage</u>	<u>Maximum Floor Area Ratio</u>	<u>Building Height</u>
Office	30%	.60	2 stories (35 ft.)
Lt. Industrial	50%	.50	1 story (35 ft.)
Wholesale/ Distribution	50%	.50	1 story (35 ft.)
Warehouse	50%	.50	1 story (35 ft.)

- (c) Buildings should be set back 25 feet from the curb on any street and should to the extent reasonable act as a separator between the street and major parking areas.
- (d) Parking for passenger vehicles should be permitted within a required building setback but should not be permitted within 10 feet of any Property Line on any street.
- (e) Parking for busses, trucks, and vehicles other than passenger cars should not be permitted within 25 feet of any Property Line on any street excluding freeways.
- (f) Parking should not be permitted within 10 feet of the street side of any office portion of any building.
- (g) Where a residential use abuts a non-residential use, design review should be required to ensure provision of adequate buffers. Where residences will abut industrial or commercial uses, soundwalls, screening, larger set backs, public roads, height limitations, and residential noise insulation should be required, as needed, as buffers or as abutting use impact mitigation measures. Such residential development buffers or mitigation measures must at minimum be consistent with the requirements of the

general plan, this plan, and zoning ordinances governing the abutment of residential and commercial or industrial uses. Improvements to reduce interference between uses should be provided by the new use, rather than the existing use.

- (h) A 5-foot minimum landscaped buffer is required adjacent to property lines separating industrial uses from less intensive uses or zone districts.

Parking, Loading Areas, On-Site Circulation

- (a) Parking should not be permitted on any street or drive, or any place other than parking areas located on building sites.
- (b) Parking areas should be easily accessible from the street so that circulation to parking areas does not interfere with other site activities.
- (c) Visitor and handicapped parking should be located at the entrance of the building and be clearly marked.
- (d) Automobile parking areas should be separated from loading areas and truck parking areas.
- (e) Parking areas should be screened from public rights-of-way by means of a minimum 10 feet of landscaping berms and/or walls, solid evergreen shrubbery or fences. Minimum height of the screening should be 4 feet.
- (f) Concrete curbs should be installed around all landscaped areas to contain and protect plant materials.
- (g) Full curb returns (as opposed to a standard driveway) should be utilized for entries to all sites of over ten acres in size or for common driveways that serve two adjacent sites that together total more than ten acres.
- (h) All parking areas and drives should be illuminated at the level of one foot candle or such greater level as may reasonably be required for areas subject to heavy night-time vehicular traffic. All parking areas should be maintained for safe operation of vehicles and to present a sightly and well-kept appearance.
- (i) All loading activity, including turnaround and maneuvering, should be made on-site.
- (j) Buildings, structures and loading facilities should be designed and placed upon the site so that vehicles, whether rear loading or side loading (of the maximum length permitted by the State of California at the time of construction of the buildings and

structures, but in no case less than sixty (60) feet in total length) may be loaded or unloaded at any loading dock or door, or loading area, without extending beyond the Property Line.

- (k) No loading area should be located within twenty-five (25) feet of residential property. If, however, this condition is proposed a masonry sound wall should be required.
- (l) Loading facilities should be screened with landscaping and/or berming and should not be located at the front of structures. When it is not possible to locate loading facilities at the rear of the building, loading docks and loading doors should not dominate the frontage and should be screened from the street by landscaping and be offset from driveway openings.

Architecture

- (a) The architectural style of new buildings should have a contemporary appearance while utilizing elements which complement the existing character of Clovis. This may mean relating to the relatively small scale of adjacent structures and incorporating such elements as variation in textures and materials in the design of elements facing the public street.
- (b) Metal buildings should be discouraged and only allowed where the industrial nature of the use seems to mandate this type of construction. If metal buildings are found appropriate, the office portions of such structures should be located on the portion of the site facing the public street and not be of metal construction. Those portions of metal buildings visible from public streets or land uses other than industrial should have masonry skirting on walls and full fascia screens.
- (c) Building construction and design should be used to create a structure with substantially equally attractive sides of high quality, rather than placing all emphasis on the front elevation of the structure and neglecting or downgrading the aesthetic appeal of the side elevations of the structure. Any accessory buildings and enclosures, whether attached to or detached from the main building, should be of similar compatible design and materials.
- (d) Large, continuous surface treatments of a single material should be minimized. In the event this is done, textural changes or relief techniques should be introduced to produce a play of shadows on the surface.
- (e) Large buildings should have facades that include variations in form and texture.

- (f) Where an industrial area abuts or occurs across the street from a residential neighborhood, abrupt scale changes should not be allowed. The transition from residential to industrial should be gradual--starting with smaller, less intensive uses near the residential with the largest and most intensive uses farthest from the residential.

On-site Landscaping

- (a) Perimeter landscaping is required adjacent to street frontages. These perimeter areas should be a minimum of 10 feet wide and include trees, shrubs, and ground cover. Landscaped berms are encouraged to soften the transition between street and parking lot.
- (b) Completion of landscaping on the site is encouraged to be simultaneous with completion of the building and other improvements on the site.
- (c) Landscaping should not obstruct sight lines at street or driveway intersections.
- (d) Both perimeter and interior landscaping should include canopy-type trees. The location and spacing of trees is dependent on the type of tree used, but the effect should be a consistent tree cover which will provide shade. Generally, a tree should be installed for every five to eight parking spaces. The use of turf in the narrow tree islands is discouraged.
- (e) The plant palette should be relatively limited and applied in groupings of similar species rather than a few plants of many different species planted together. The use of water conserving plantings, such as California natives and drought tolerant trees, shrubs and turf is encouraged.
- (f) Live plant materials shall be used in all landscaped areas. The use of gravel, colored rock, bark and other similar materials is not acceptable as a sole ground cover material.
- (g) Automatic irrigation should be required for all landscaped areas. Plants should be watered and maintained on a regular basis. Irrigation systems should be designed so as not to overspray walks, buildings, parking areas, etc. The use of water conserving systems such as drip irrigation for shrub and tree planting is encouraged.
- (h) All undeveloped site areas and building pads should be seeded with perennial grasses prior to construction of the next phase of a project. All pads and site areas not leased for agriculture should be mowed annually in the spring.

- (i) Entryways to the lot should be well defined and recognizable to motorists as parking areas and include elements such as lighting, signage and landscaping.

Storage, Screening, and Fencing

- (a) All exterior trash and storage structures and service areas should be screened from view with a wall or fence of a minimum height of six feet (6 ft.) above the street curb level. Storage areas should be set back a minimum of fifty feet (50 ft.) from streets, unless fully enclosed in an architecturally compatible enclosure.
- (b) No storage areas or fences should be allowed within the landscape easement, front setback or side or rear yard landscape buffers.
- (c) Utility company equipment and roof-mounted equipment should be screened from street view.
- (d) The design of masonry walls, fencing, trash enclosures and similar accessory site elements should be compatible with the architecture of the building.
- (e) Where masonry walls or fencing are used at property frontages, they should enhance the entrance to the property and should not impair traffic safety by obscuring views.
- (f) Adequate fencing and/or walls should be provided to guarantee preservation of privacy for adjacent residential uses.
- (g) Long expanses of fences or wall surfaces should be architecturally designed to prevent monotony.

Lighting

- (a) Lighting should be placed where it can best aid in illuminating activity areas. The site should not be overly lit. Fixtures should be scaled in size to match the size of areas to be lit.
- (b) Area lighting should be directed predominantly downward and placed to prevent glare or excessive spray of light on neighboring sites.
- (c) Accent illumination should be provided at key locations such as building entries and driveway entries.
- (d) Pedestrian walkways, plazas or other activity points should be illuminated.

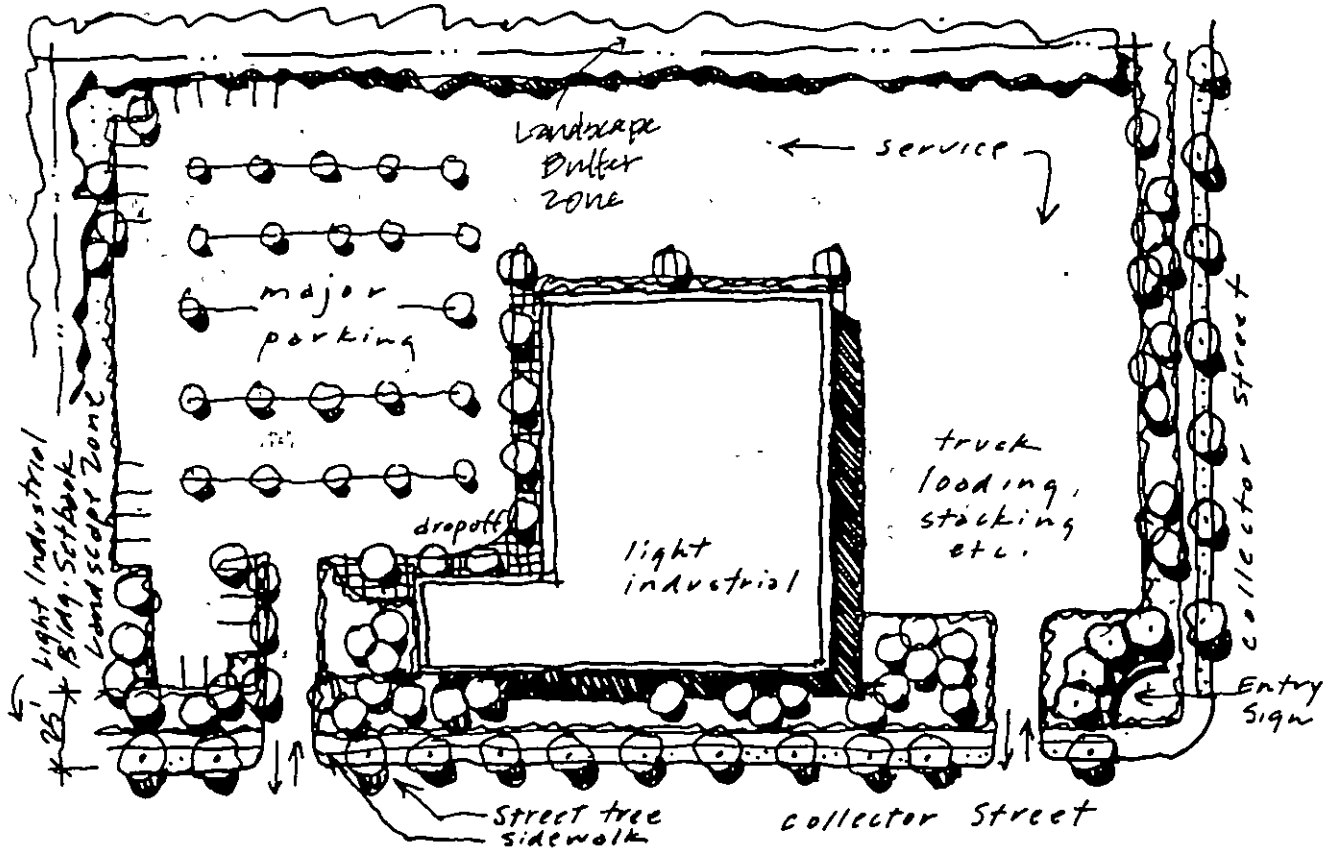
- (e) Lighting or highlighting of building facades is permitted but should be sensitive, subtle and not excessive.
- (f) Parking and roadways should use either mercury vapor or high pressure sodium lamps.

Signage

- (a) Signs should be harmonious with the texture and color of the building to which it is affixed or in conjunction with which it is employed.
- (b) No sign should extend above the dominant roofline of a building.
- (c) Monument signs should be provided to identify the entries to large, contiguous business or industrial parks.

Utilities

- (a) Power lines of 35 kV or less must be placed underground.
- (b) Pad-mounted transformers, utility connections, and meter boxes should be screened and integrated into the site plan.

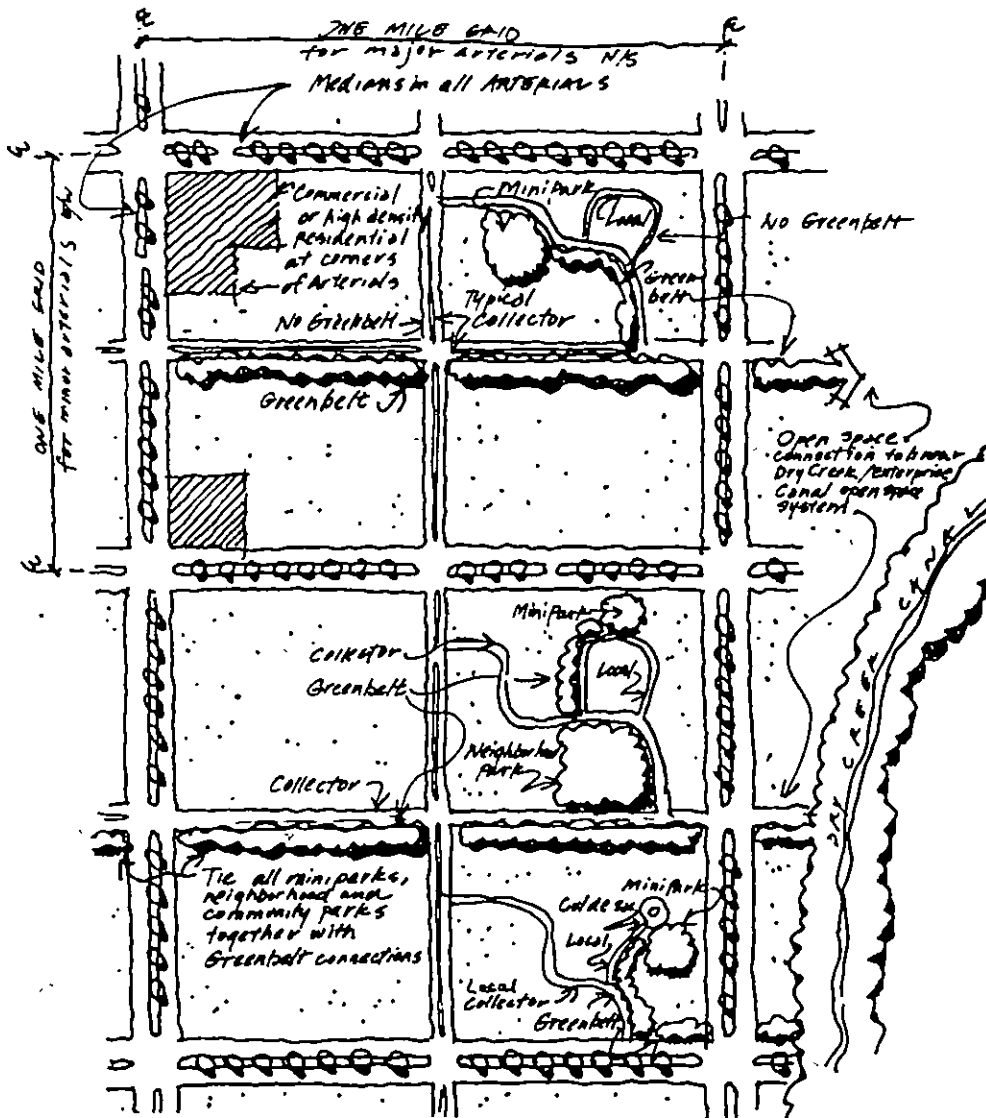


Light Industrial - Example Plan

5.3 ROADWAY STANDARDS

The Specific Plan circulation system has been designed to meet the transportation demands of the projected population, as well as to link with the city's existing roadway network.

The streets and open space systems are closely related with the intention of connecting all the major open spaces in the Herndon-Shepherd Specific Plan area by means of greenways which run along one side of a street as illustrated in the following concept sketch.

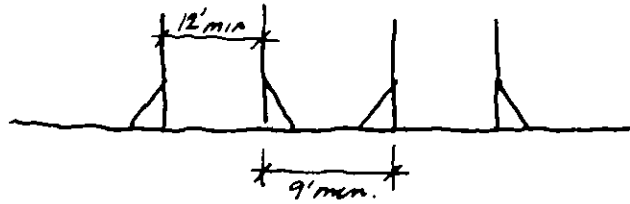


Circulation / Open Space Concept Sketch

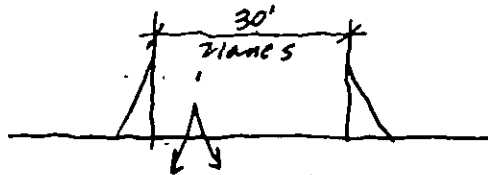
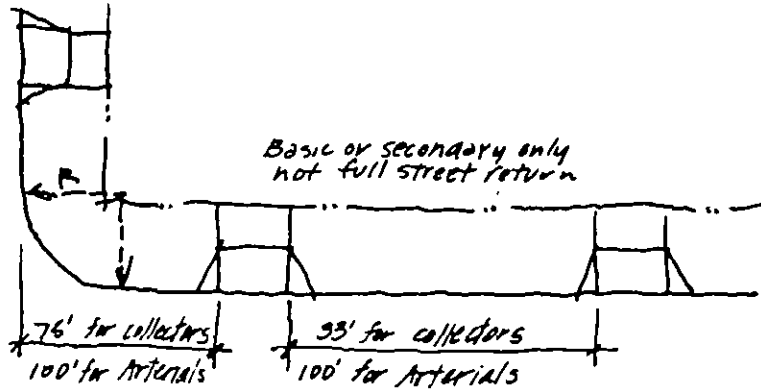
The guidelines for streets intend to visually emphasize the distinctions in street types. Arterials occurring on the one-mile grid all have landscaped medians. Collectors and local roads and lanes are narrower with no medians. These distinctions in scale and detail are intended to be heightened through the use of street trees distinct to each street type.

The following general characteristics should apply to the street system:

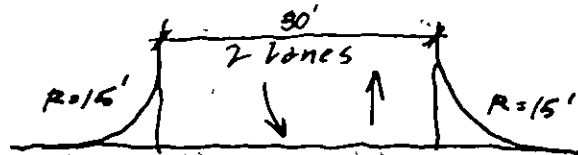
- (a) The location and design of roadways should integrate with the natural slope of the land and its drainage where feasible.
- (b) Circulation patterns should not encourage through-traffic in residential areas. Roadway layouts should discourage use of residential streets by industrial and commercial traffic.
- (c) Access to residential development should generally be off the collector streets bisecting each section of the arterial grid.
- (d) Internal subdivision circulation should emphasize the use of cul-de-sacs and short loop streets.
- (e) A cul-de-sac should not exceed a maximum of 20 houses, and a loop street should not exceed a maximum of 30 houses except in rural residential areas where a cul-de-sac should not exceed 1000 feet in length.
- (f) Residential subdivision designs should generally avoid long, straight local streets. Where a street must be long, it should be curved such that there is an off-set equal to the width of the street over a viewing distance to help reduce speeding and noise impacts on adjacent homes.
- (g) Where single family detached housing is located adjacent to an arterial intersection, special measures such as increased setbacks, soundwalls, landscaping and noise-attenuating architectural features should be used to minimize noise impacts.
- (h) Signalization is to be determined by Public Works Department Standards.
- (i) Any roadways which cross railroads without grade separation should be designed to be as perpendicular as possible to the tracks. At-grade crossings should have appropriate signage and traffic control, per CalTrans' Traffic Manual. Surface improvement standards at crossings should minimize jolts and vibrations to crossing automobiles.
- (j) The driveway and intersection standards shown below should be applied:



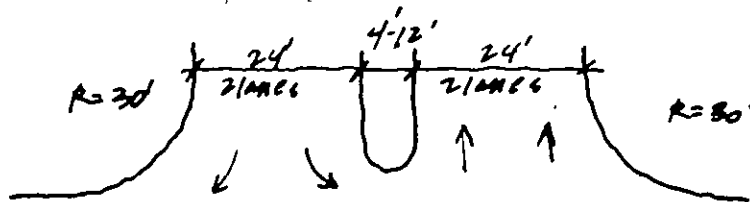
Residential Curb Cut



Commercial Curb Cut



Commercial Curb Return

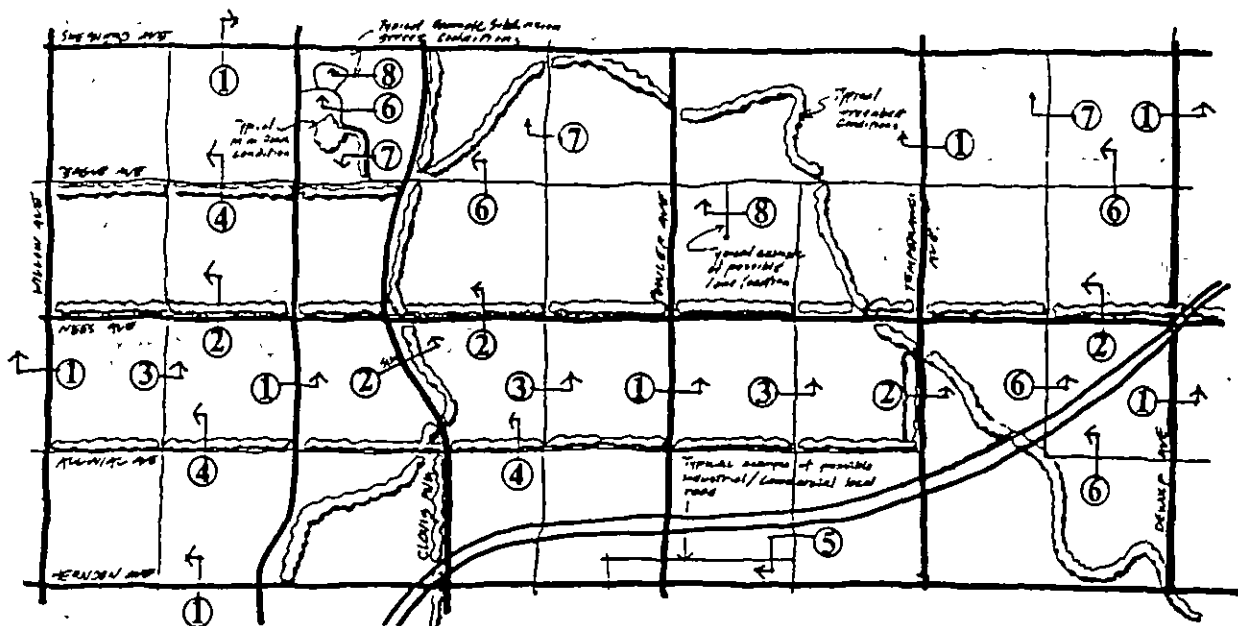


Commercial Curb Return w/Median

Driveway and Intersection Standards

- (k) The design of the streetscape should integrate, in a consistent and creative manner, plant materials, paths, landforms, soundwalls, lighting, furniture and signage to produce an attractive and functional environment.
- (l) All landscaping should be designed, installed and maintained to provide a low maintenance, water-conserving, functional and attractive landscape.
- (m) All landscaping should employ a mix of trees, shrubs, groundcovers and turf where appropriate. The plant palette should be relatively limited and applied in groupings of similar species rather than a few plants of many different species planted together. The use of water conserving plantings, such as California natives and drought tolerant trees, shrubs and turf is encouraged.
- (n) Live plant materials shall be used in all landscaped areas. The use of gravel, colored rock, bark and other similar materials is not acceptable as the sole ground cover material.
- (o) The use of lawn substitutes is encouraged in medians, of less than 20 feet in width. The use of turf should be minimized and reserved for areas of high use or visibility.
- (p) Automatic irrigation should be required for all landscape areas. Plants should be watered and maintained on a regular basis. Irrigation systems should be designed so as not to overspray walks, buildings, parking areas, etc. The use of water conserving systems such as drip irrigation for shrub and tree planting is encouraged.

The following plan illustrates the streets and associated greenways concept and references the street sections which follow.



Streets and Greenways Reference Plan

5.3.1 Freeway 168 Improvements

This Specific Plan makes the assumption of a new freeway being constructed through the Specific Plan area with the approximate right-of-way and location as shown on the Development Plan; Circulation Element; Section 4.3.1.

5.3.2 Expressway Standards

Expressways provide metropolitan area and city-wide transportation continuity with access limited to 1/2 mile intersections, signals at major intersections, and no on-street parking lane. Direct access to abutting property is not permitted; frontage roads frequently employed for this purpose.

Herndon Avenue between Willow and Tollhouse is classified as an expressway with up to three lanes in each direction. Street section diagrams No. 1 and No. 2 apply to this street, with the addition of a third 12 foot travel lane in each direction. Temperance Avenue between Herndon and proposed Freeway 168 is classified as an expressway with two travel lanes in each directions.

The minimum right of way width for an expressway, as shown in street sections 1 and 2, is 120 feet, or 130 feet if a greenbelt is required. This width will increase in several circumstances. Residential lots backing onto the express way right of way necessitates an additional 10 feet of width for each side of the street where that condition exists. A frontage road requires an additional 32 feet on each side of the street where that conditions exists. The right-of-way for a four-lane expressway as with a frontage road on each side could be as much as 184 feet. A six-lane expressway would be 24 feet wider than that, up to 208 feet.

5.3.3 Arterial Standards

Arterial streets provide through-traffic corridors to connect the community at large to the plan area, and to transfer traffic from collector streets to other areas within the community. Arterial streets will be developed to an eventual width of 120 feet including a 10 foot landscaped median, two 12 foot travel lanes each direction and an 8 foot parking area/bicycle lane each direction. Street section drawings 1 and 2 are typical.

5.3.4 Collector Standards

Collector streets are intended to carry traffic from local streets to arterial Streets. Within the Plan area, designated collector streets will have a minimum right of way of 84 feet, and consist of two 12 foot travel lanes in each direction. Street sections 3 and 4 depict typical collector street configuration.

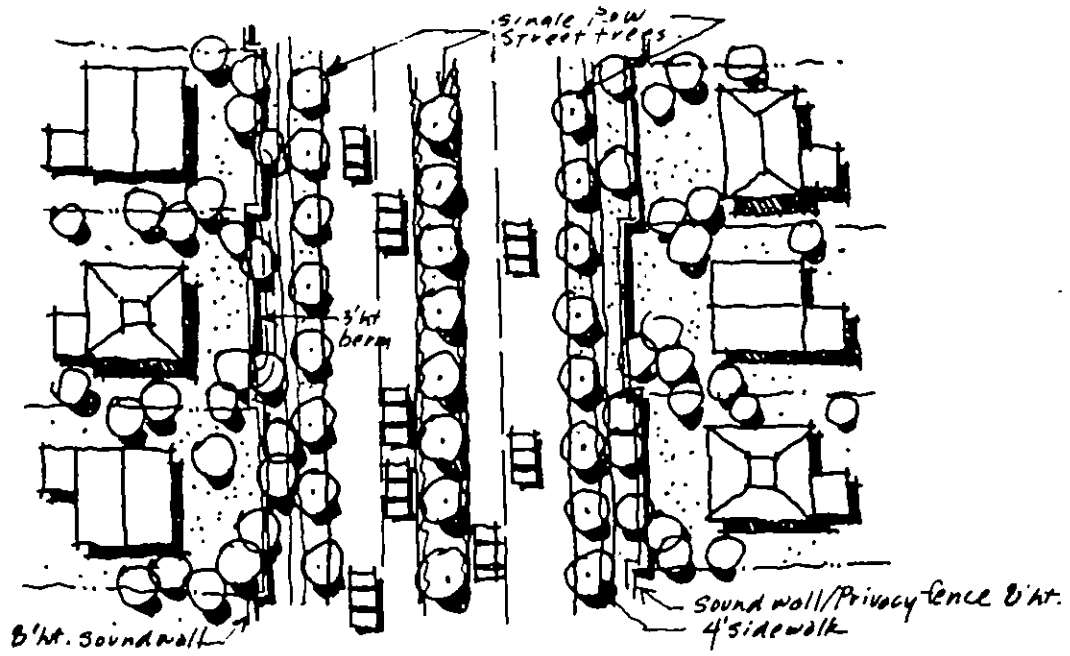
5.3.5 Local Street Standards

Local streets are intended to provide direct access to parcels within the area and carry traffic from residential areas to collector streets. The Plan provides for a minimum 60 foot right of way width for local streets, as shown in street sections 6 and 7. An industrial/commercial collector street shall have wider--14 foot--travel lanes in a 64 foot right of way, as shown in street Section 5. Special setback requirements apply to Sunnyside between Nees and Shepherd which may eventually be upgraded to a collector status as the plan area and surrounding areas approach full development. To minimize the impact of that classification and eventual widening of the streets, new development along these streets will be required to observe a setback which will accommodate an eventual right-of-way of 84 feet rather than the normal local street width of 60 feet.

5.3.6 Noise Attenuation Standards

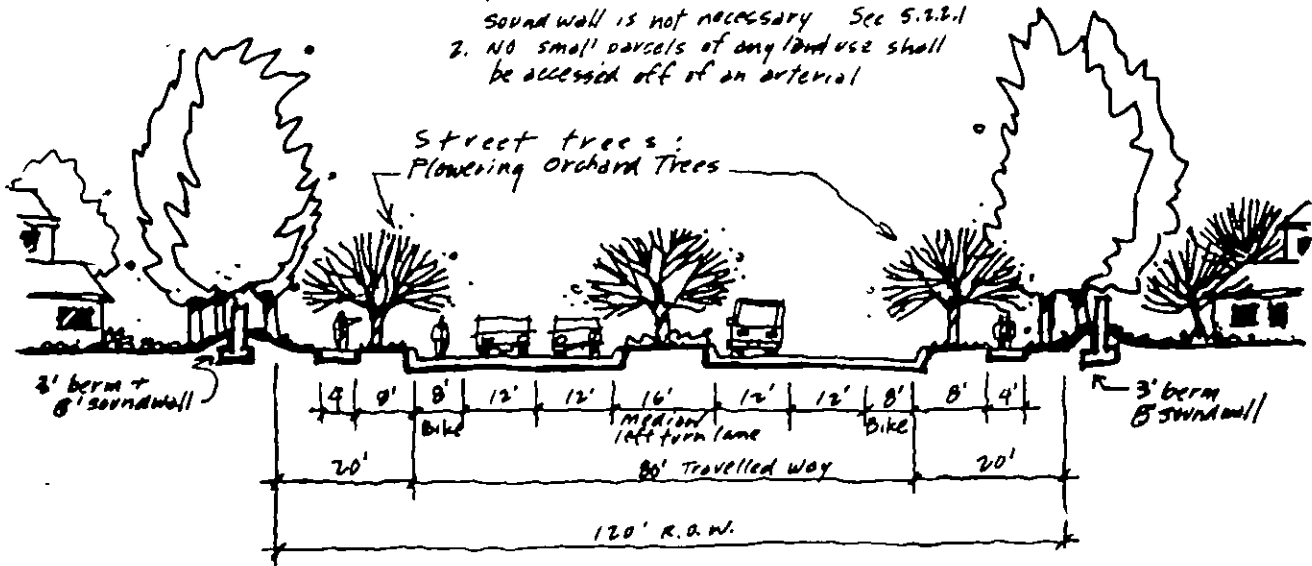
Sound is a major planning influence on the street's quality and methods are required for buffering residential areas from street noise. For reasons of sound as well as traffic efficiency, commercial and higher density housing should generally be located at arterial intersections. Commercial activities do not require sound walls, and higher density housing layouts can be done where the site planning can mitigate the arterial noise through the location of garages, storage areas, recreation areas and distance.

The following street sections show choices for achieving a 65 dB level at the residential building elevation facing the street. As is evident in the sections there is no noise issue for local streets where the 65 dB level is reached within the street right-of-way. There is also little problem with collectors where rear yard setbacks are likely to be greater than the 23 feet required for noise buffering.

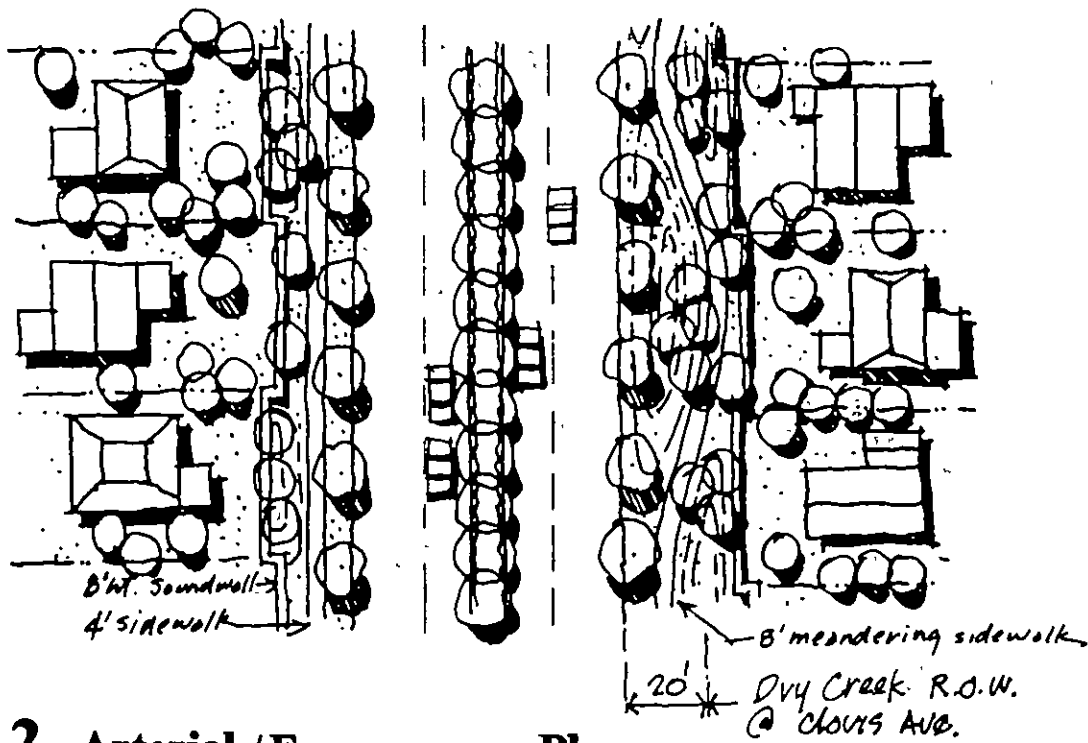


1 Arterial / Expressway - Plan

1. For landuses other than residential a sound wall is not necessary See 5.3.2.1
2. No small parcels of any land use shall be accessed off of an arterial

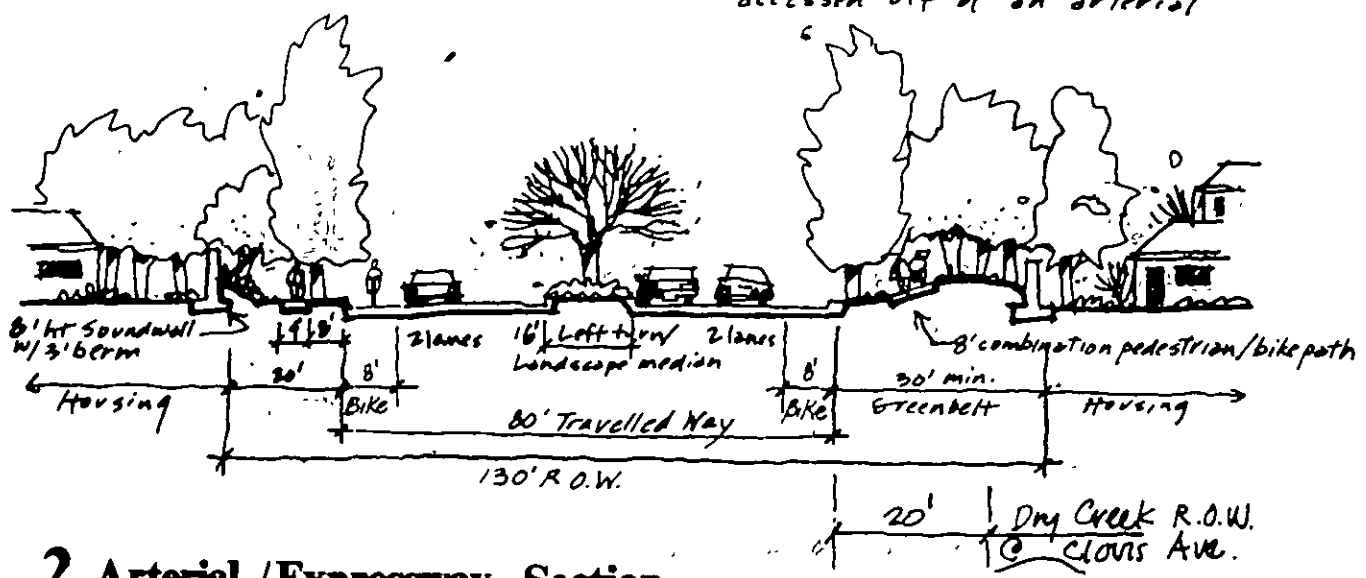


1 Arterial / Expressway - Section

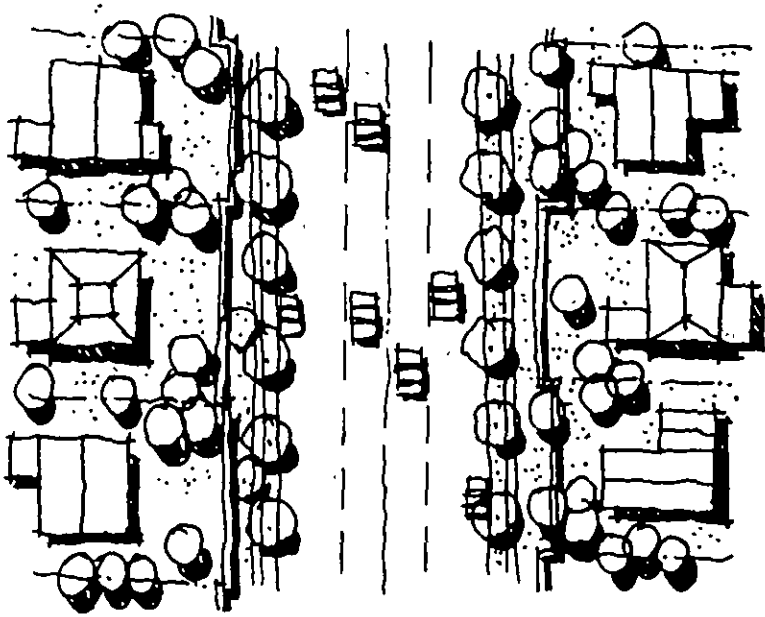


2 Arterial / Expressway - Plan With Greenbelt

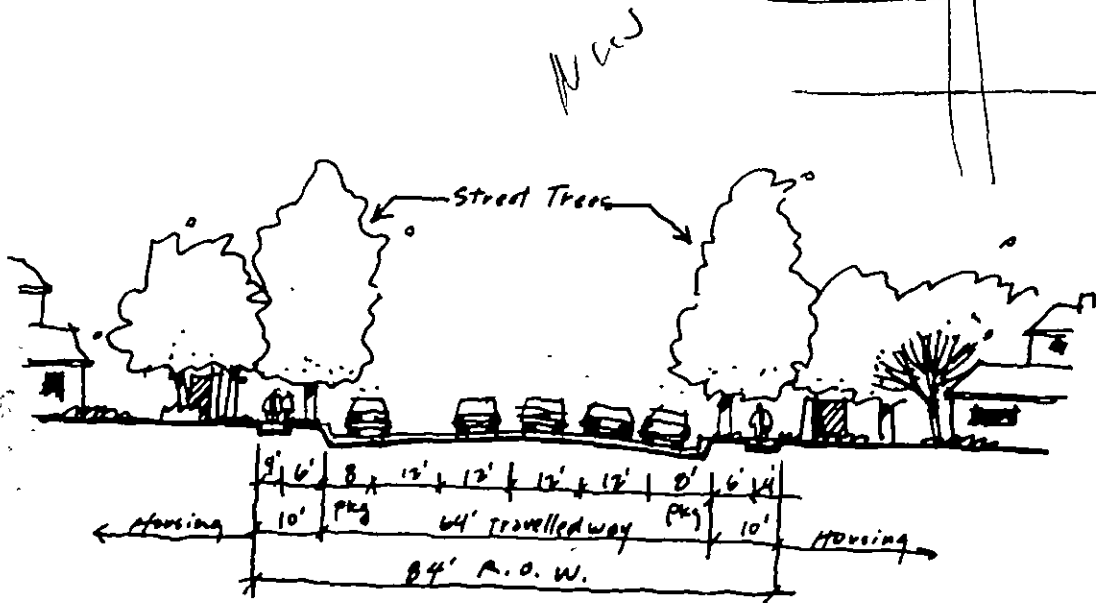
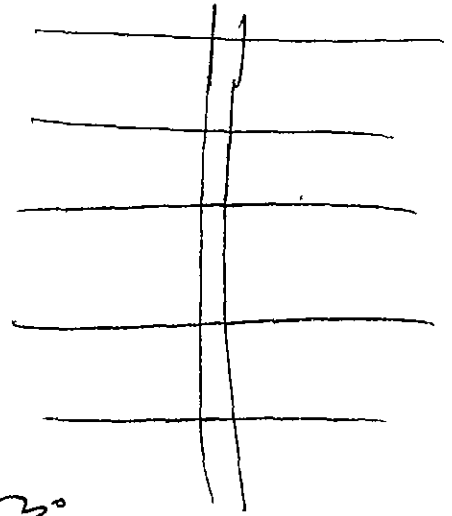
1. For land uses other than residential a sound wall is not necessary See 5.2.3.1
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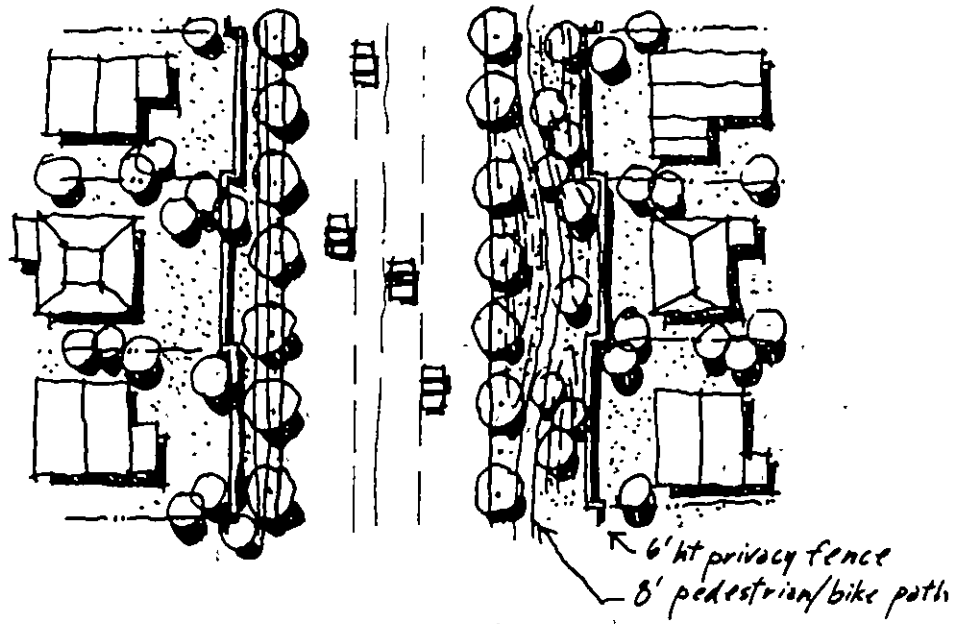
2 Arterial / Expressway - Section With Greenbelt



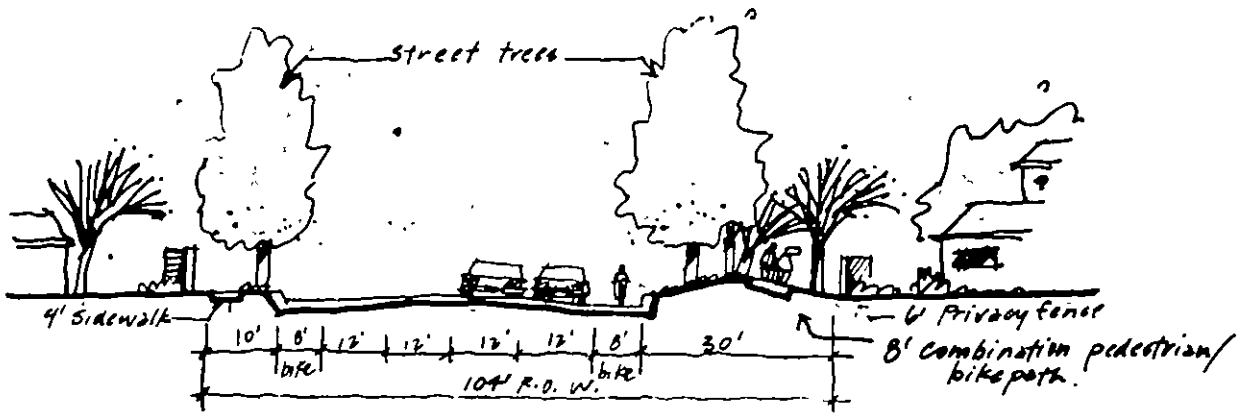
3 Collector - Plan



3 Collector - Section

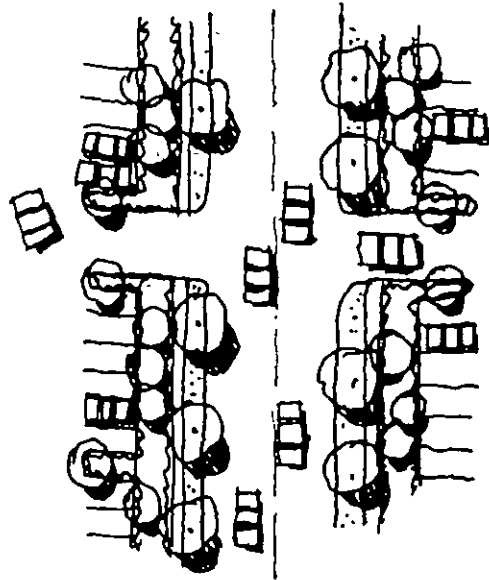


4 Collector - Plan With Greenbelt

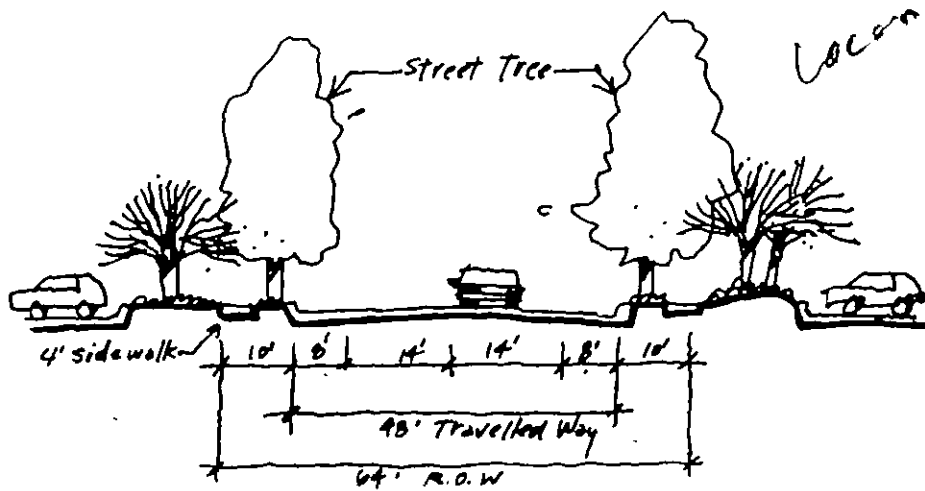


4 Collector - Section With Greenbelt

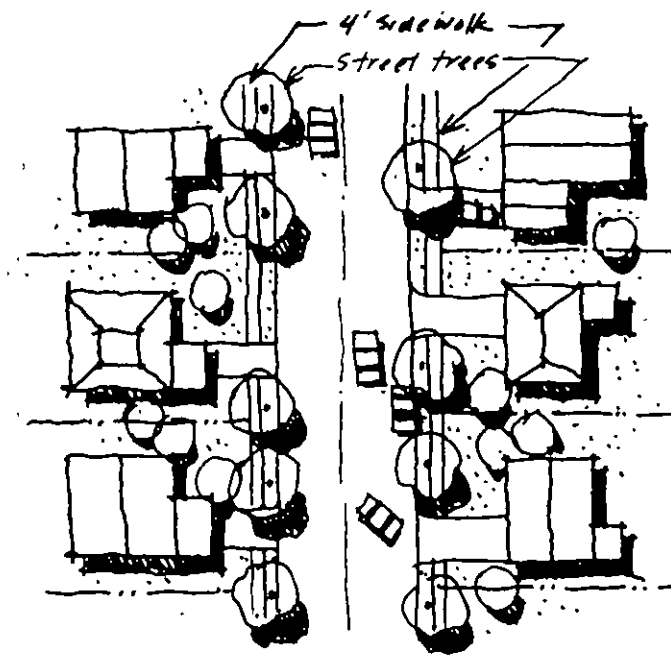
45



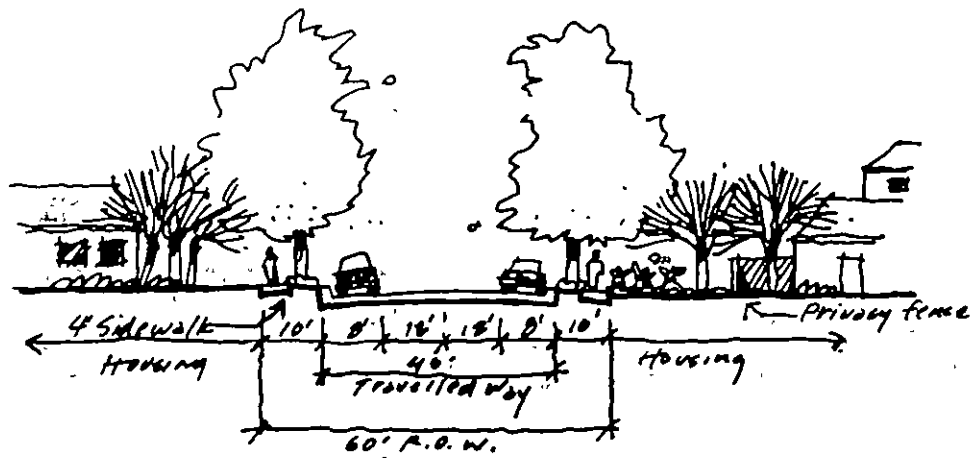
5 Industrial/Commercial Local Road - Plan



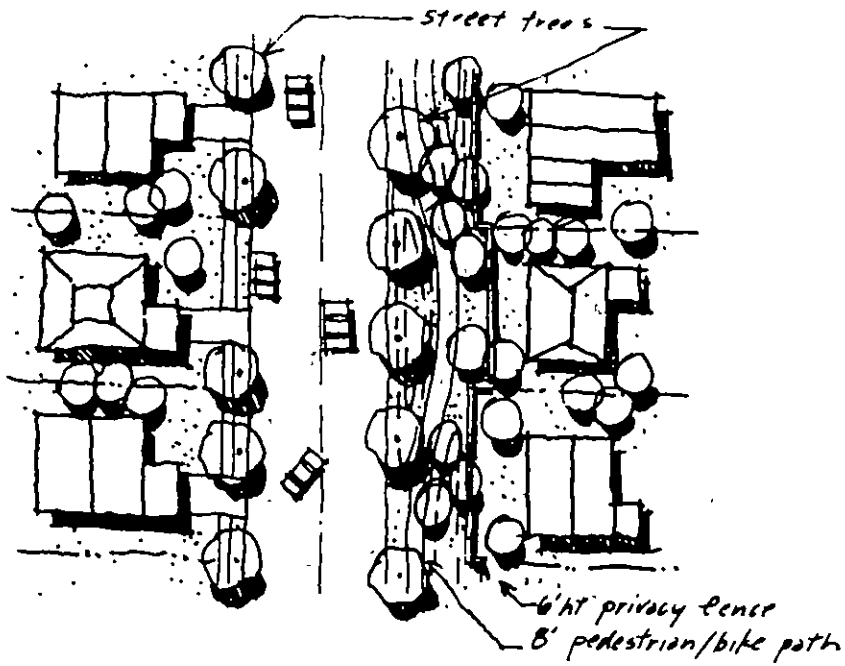
5 Industrial/Commercial Local Road - Section



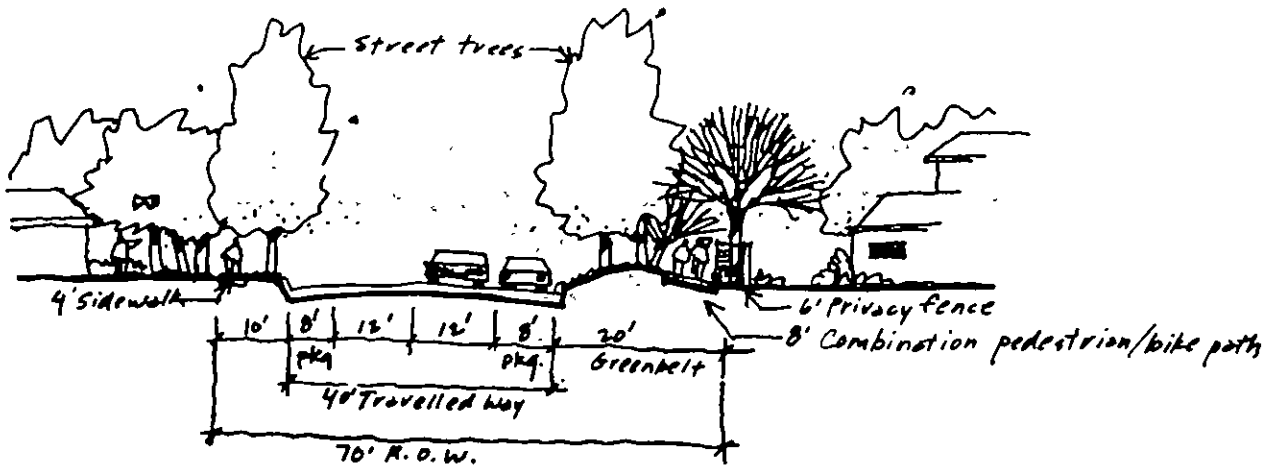
6 Residential Local Road - Plan



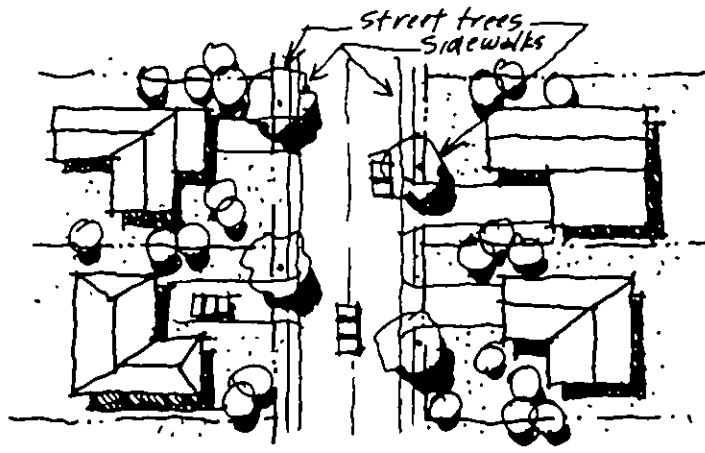
6 Residential Local Road - Section



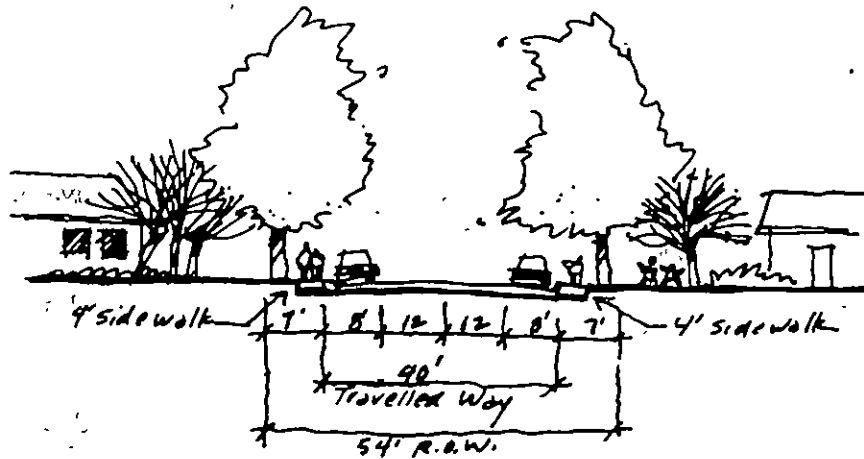
**7 Residential Local Road - Plan
With Greenbelt**



**7 Residential Local Road - Section
With Greenbelt**



8 Residential Local Lane - Plan



8 Residential Local Lane - Section

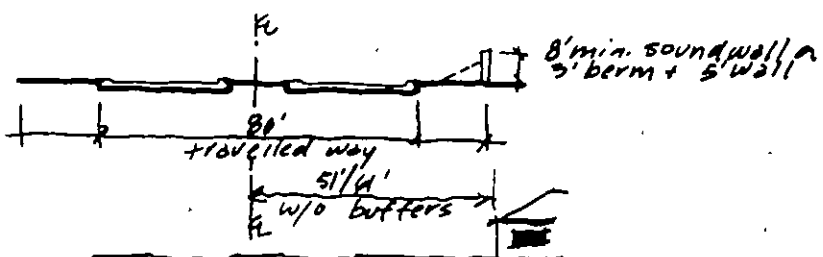
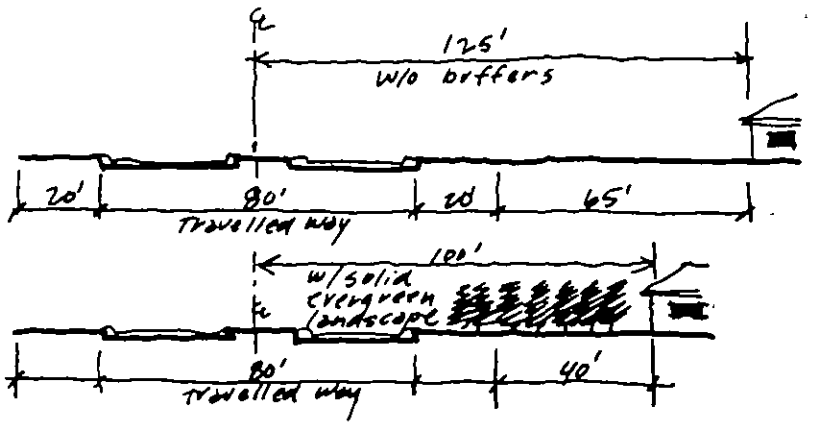
Arterials present the greatest noise concerns, and the best answer is to locate commercial, or light industrial along them.

In cases where single-family detached housing has rear or side yards along arterials, sound walls and berms should be used. Berms of two or three foot height preferably symmetrical along both sides of the street in combination with five to six foot sound walls partially shielded by landscaping is recommended as the least offensive solution.

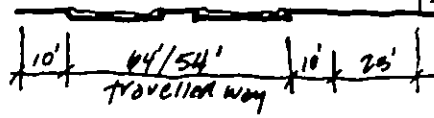
The following design guidelines should apply to all uses within the Specific Plan areas to minimize noise impacts:

- (a) Limit use of unbroken solid walls along arterial streets to provide noise Attenuation in order to avoid a monotonous, walled-city appearance. Provide wide landscaped zone with wall offsets as indicated on typical roadway sections. Include berms, setbacks, noise insulation, and buffering of noise-sensitive areas from the noise source by buildings, parking areas or structures.
- (b) Avoid siting new residential land uses within present and future 65 dBA Ldn contours, unless effective shielding can be provided so that exterior noise level will not exceed 65 dBA Ldn.
- (c) Ensure that new commercial and industrial projects are designed to minimize noise impacts on neighboring noise-sensitive areas. Reduced noise levels can be achieved with landscaping sound walls and additional setbacks where necessary.
- (d) The use of sound walls alone should be discouraged. Berms, possibly in combination with low walls, and project site planning are encouraged to provide shielding from excessive noise.
- (e) Soundwalls adjacent to streets should be a total of 8 feet in height comprised of berm and soundwalls constructed of a durable and massive material such as concrete block or other masonry materials.
- (f) Between the right-of-way of an open-end cul-de-sac head and an arterial Street, a noise attenuation is not required.
- (g) Soundwall materials should have irregular and attractive surfaces to reduce glare and reflections.

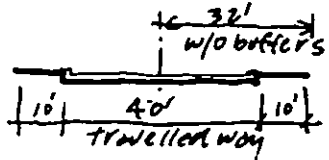
**arterial/
expressway**



collector



local



Noise R.O.W. Standards

5.3.7 Street Trees

5.3.7.1 Entryways and Gateways

The following list of trees is recommended for use in gateway areas, at entryways to neighborhoods and in other locations where accent is appropriate. Plant palette should also include the tree species used on adjacent streets and medians.

<u>Botanical Name</u>	<u>Common Name</u>	<u>Feature</u>
Cedrus atlantica	Atlas Cedar	Form
Cedrus deodara	Deodar Cedar	Vertical
Eucalyptus globulus 'compacta'	Blue Gum	
Eucalyptus viminalis	Manna Gum	Vertical
Lagerstroemia indica cvs.	Crape Myrtle	Flowering
Magnolia soulangiana cvs.	Saucer Magnolia	Flowering
Malus cvs.	Flowering Crabapple	Flowering
Populus nigra 'italica'	Lombardy Poplar	Vertical
Prunus cerasifera 'Pissardii'	Purple Leaf Plum	Flowering
Prunus serrulata 'Kwansan'	Flowering Cherry	Flowering
Washingtonia robusta	California Fan Palm	Vertical
	Flowering Pear	

5.3.7.2 Street Trees

- (a) Tree plantings should indicate street hierarchy with larger trees along arterial streets and smaller trees on collector and residential streets.
- (b) Tree plantings should be symmetrical and of the same species in the parkways on both sides of the streets.
- (c) One tree specie or pattern of species should be planted consistently at regular intervals along the entire length of a street. Spacing interval should be no greater than 50 feet on center.
- (d) Where trees are planted in medians, the plantings should be continuous and at regular intervals. Spacing interval should be no greater than 50 feet on center. Adequate light lines should be maintained at intersections.
- (e) Different tree species should be planted along intersecting arterials or collectors.

5.3.7.3 Major Streets

- (a) The following list identifies recommended trees for the major streets that form the framework of the community. Use of these trees on other streets should not be extensive. Trees should be minimum of fifteen (15) gallon.

Edge

Pistacia chinensis
Chinese Pistache

Fraxinus holotricha
'Moraine'
Moraine Ash

Pistacia chinensis
Chinese Pistache

Platanus acerifolia
'Yarwood'
London Plane Tree

Fraxinus oxycarpa
'Raywoodii'
Raywood Ash

Liquidambar
styraciflua
American Sweet Gum

Celtis Malus cvs.
Chinese Hackberry

Median

Prunus serrulata cvs.
Flowering Cherry

Pyrus calleryana
'Bradford'
Bradford Pear, small and medium

Malus cvs.
Flowering Crabapple

Lagerstroemia indica cvs., small
Crape Myrtle

Pyrus calleryana
'Aristocrat'
Aristocrat Pear

Prunus serrulata cvs.
Flowering Cherry

Flowering Crabapple

5.3.7.4 Collector and Residential Streets

- (a) Landscape design should seek to establish a unifying theme in each neighborhood with a single tree species planted along each street.
- (b) A minimum of two trees should be provided within the road right-of-way for each lot along collector and residential streets in areas with lots of 7,500 square feet or more. The planting of additional and accent trees is encouraged.
- (c) The following is a list of trees recommended for use along collector and residential streets.

<u>Botanical Name</u>	<u>Common Name</u>
<i>Albizia julibrissin</i>	Silk Tree
<i>Alnus cordata</i>	Italian Alder
<i>Alnus rhombifolia</i>	White Alder
<i>Celtis australis</i>	European Hackberry
<i>Celtis sinensis</i>	Chinese Hackberry
<i>Ceratonia siliqua</i>	Carob Tree
<i>Cinnamomum camphora</i>	Camphor Tree
<i>Eriobotrya japonica</i>	Bronze Loquat
<i>Eucalyptus ficifolia</i>	Red Flowered Gum
<i>Eucalyptus polyanthemos</i>	Silver Dollar Gum
<i>Fraxinus velutina</i> 'Modesto'	Modesto Ash
<i>Koelreuteria bipinnata</i>	Goldenrain Tree
<i>Quercus suber</i>	Cork Oak
<i>Rhus lancea</i>	African Sumac
<i>Robinea ambigua</i> 'Idahoensis'	Idaho Locust
<i>Schinus terebinthifolius</i>	Brazilian Pepper Tree
<i>Sophora japonica</i> 'Regent'	Japanese Pagoda Tree
<i>Zelkova serrulata</i>	Sawleaf Zelkova

5.3.8 Lighting, Furniture and Signage

5.3.8.1 Lighting

- (a) Illumination standards for arterial, collector and residential streets should reflect the different right-of-way widths and functions.
- (b) Light fixtures and standards should meet all safety standards and be employed throughout the length of each street. One lighting fixture general style should be employed for use on all streets.

5.3.8.2 Furniture

- (a) Benches, bollards, trash receptacles and other furnishings should be provided at appropriate locations in the open space network.
- (b) All furnishings should be resistant to the weather and vandalism.
- (c) A consistent general furnishing style should be adopted and employed for use throughout the Specific Plan area. Special furnishings may be used to emphasize special areas.

5.3.8.3 Signage

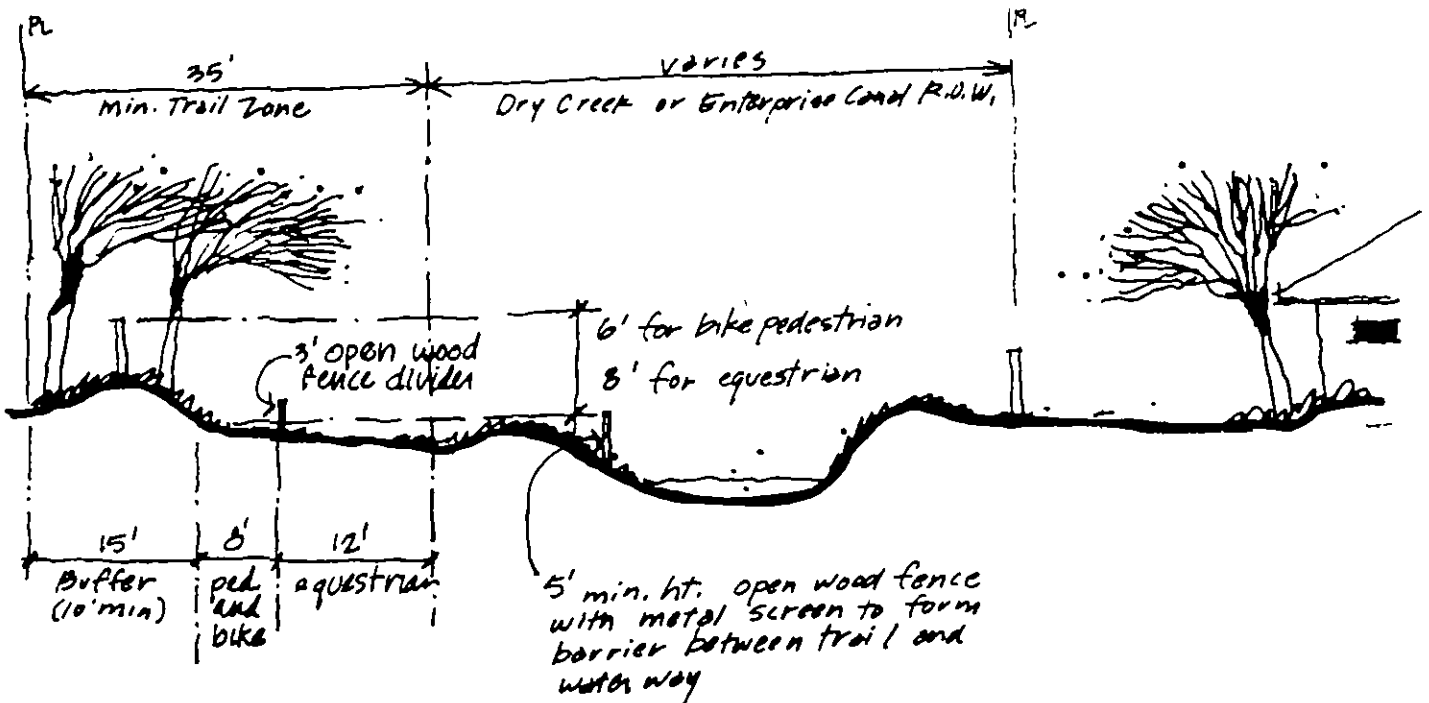
- (a) All official street and directional signs should meet all safety standards. One sign style should be employed throughout the Specific Plan area.
- (b) Signs identifying neighborhoods, schools, parks and commercial areas should be integrated with the design of the streetscape.

5.4 OPEN SPACE STANDARDS

5.4.1 Greenbelts and Trails

5.4.1.1 Trails Network

A continuous network of pedestrian, bike, and equestrian trails is proposed throughout the Specific Plan area. Trails should be incorporated in the greenbelt and major greenways adjacent to east/west arterials and collectors as well as in the neighborhood and community parks. Developers should be encouraged to provide trails within mini-parks and associated greenways to connect up with the overall trail system. Sidewalks and paths throughout the greenways and parks make up the pedestrian system. The bicycle network is made up of bicycle lanes within arterial and collector travel ways and combines bike and pedestrian ways in greenways and open spaces. The following sections illustrate the general requirements that should be met in providing trail systems throughout the Specific Plan area.



trail dimensions:

- pedestrian trail: 4' width min.
- combined pedestrian & bike trail: 8' width min.
- equestrian trail: 12' width min.
- 2' on either side of trails should be clear of obstacles

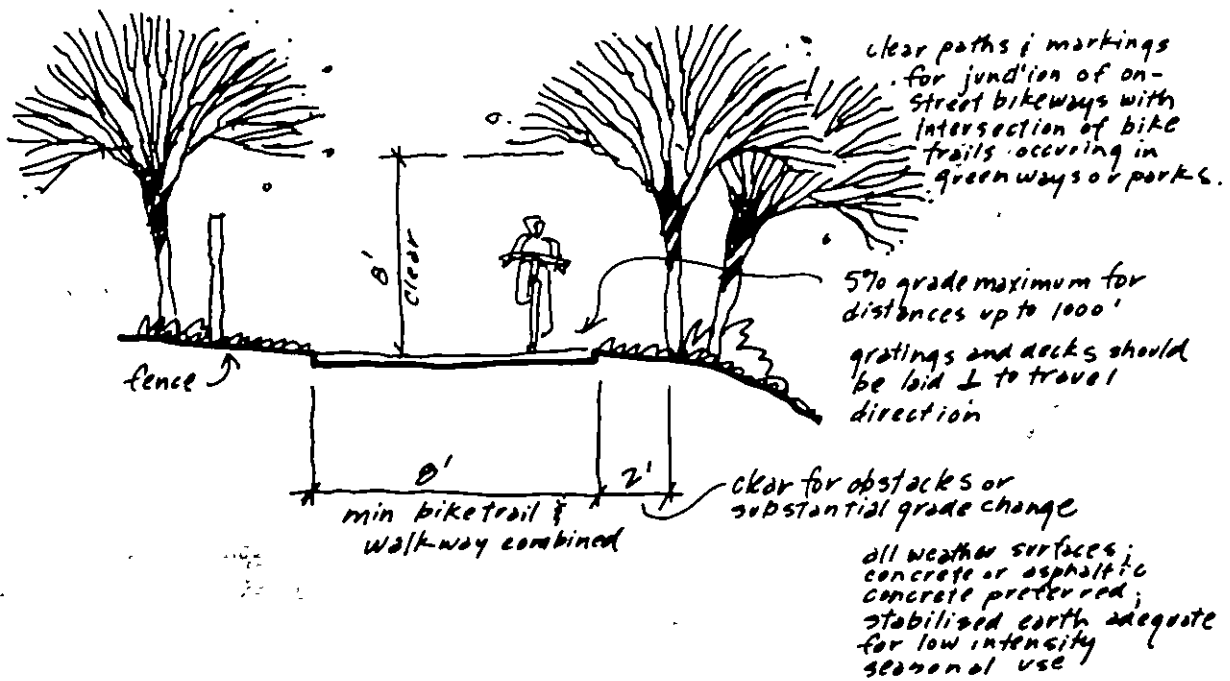
At buffer areas:

- Provide street drainage means through bermed area from private property
- Provide periodic gates in fencing for maintenance of berm, fence, & plant materials.
- Open up buffer areas at community & neighborhood park areas to integrate them with the trails system.

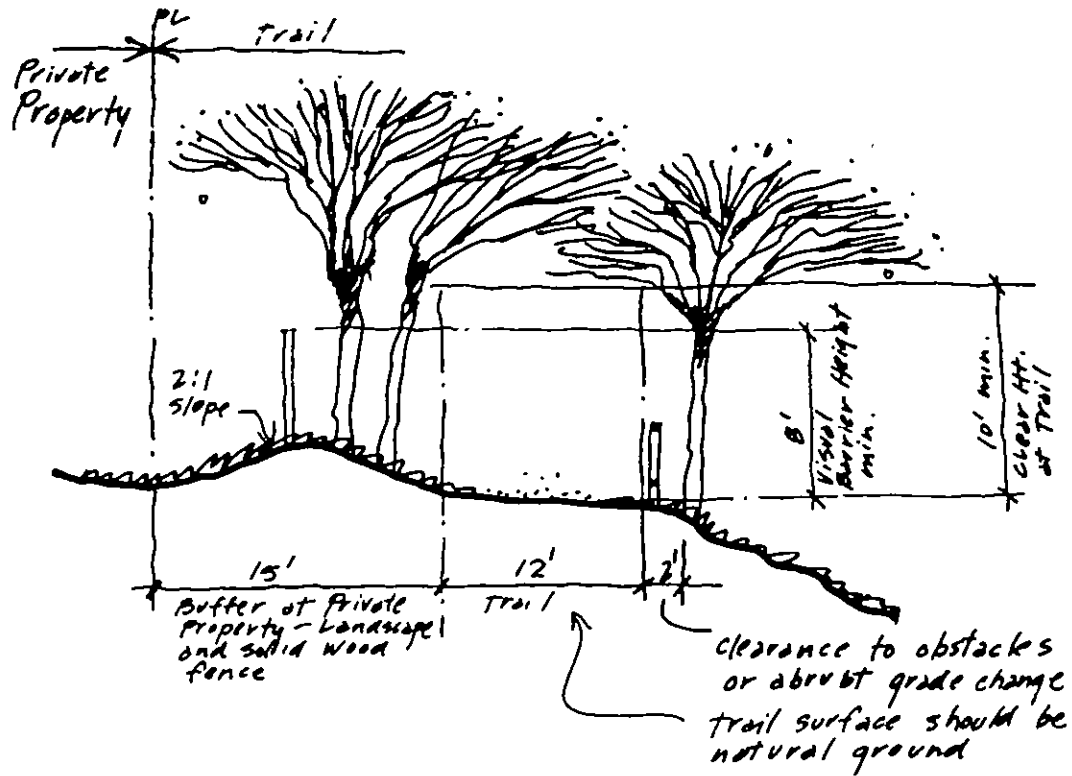
Trails Section

5.4.1.2 Pedestrian, Bicycle, and Equestrian Paths

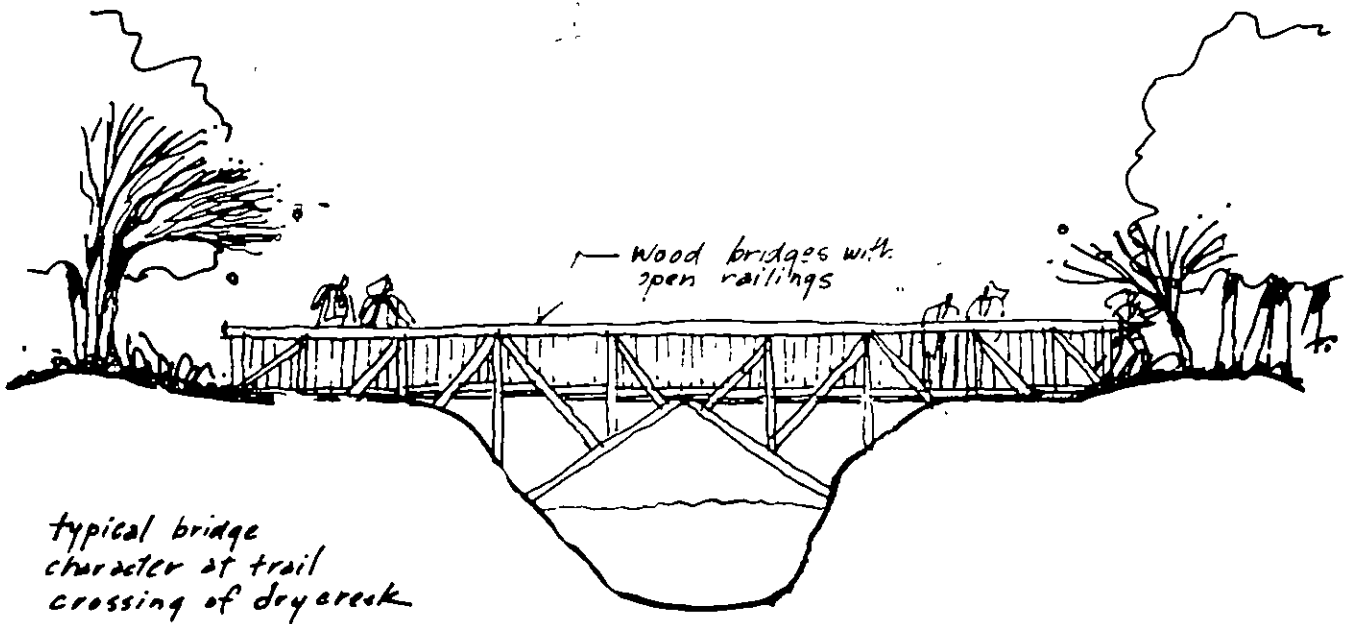
- (a) Bollards should be installed at all intersections with streets to alert the pedestrian cyclist or equestrian and discourage vehicular access. Bollards should be removable to permit emergency access.
- (b) Bicycle paths should be constructed of asphaltic concrete; equestrian trails should be constructed of earth or decomposed granite.
- (c) Plantings should be designed and maintained to insure good visibility at intersections and prevent obstruction of paths.



Bike Trail



Equestrian Trail

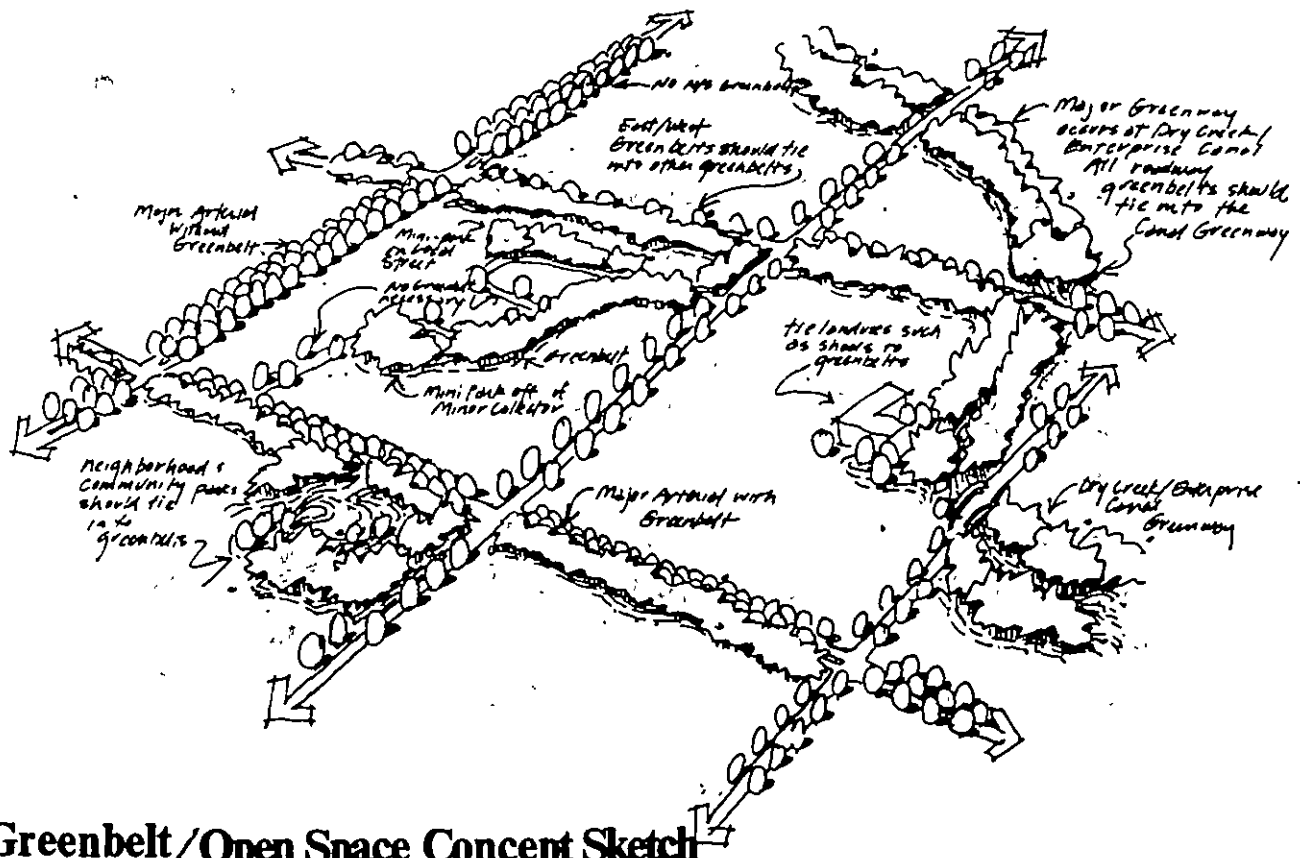


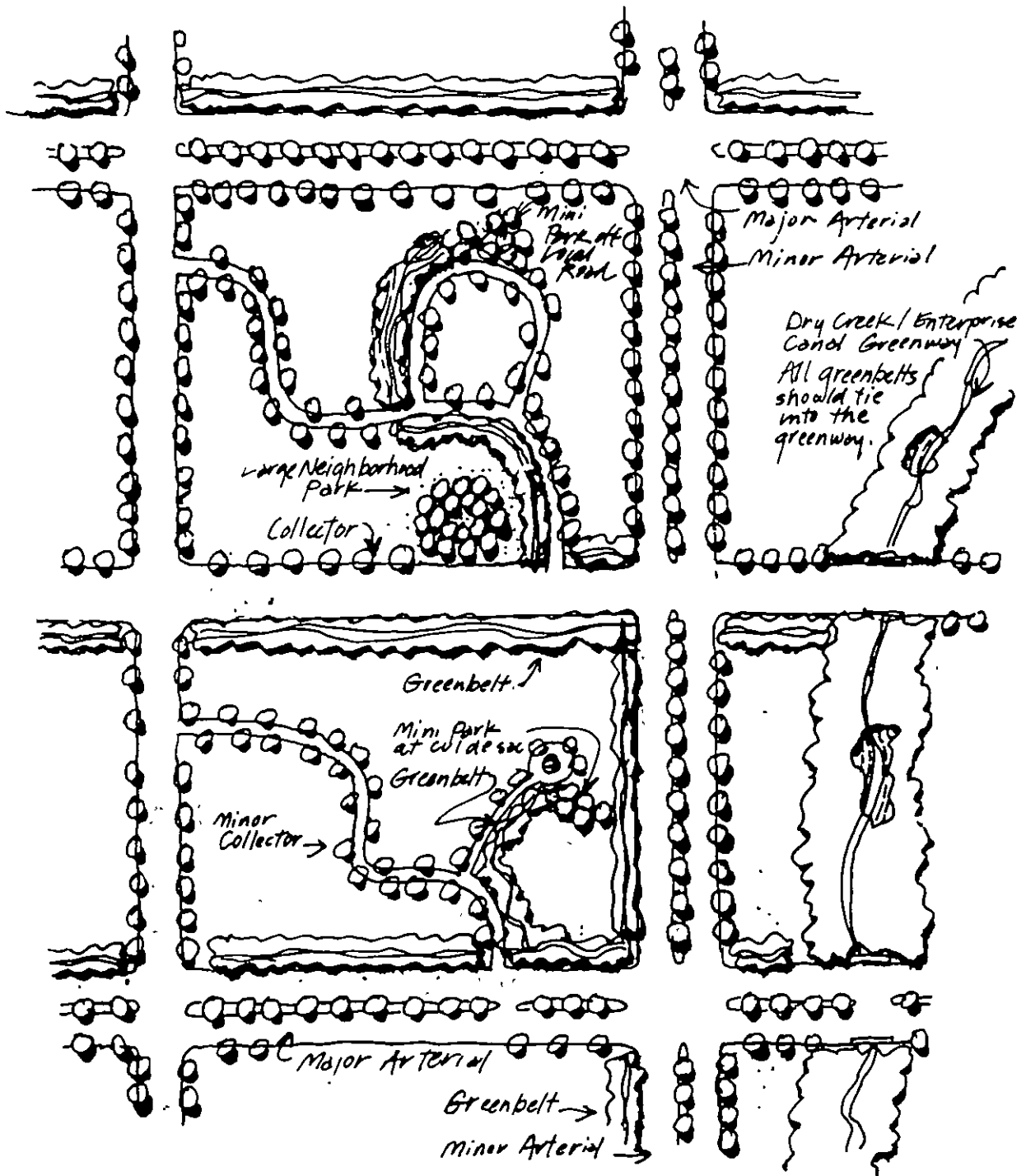
Creek Crossing

5.4.2 Parks and Recreation Facilities

5.4.2.1 Park Development Standards

The open space system is divided into three general categories of which community and neighborhood park locations are established as shown on the development plan. The balance of the open space system is to be provided through mini-parks to be sized and distributed throughout the plan area according to criteria defined under the mini-park heading. The greenways adjacent to streets intended to link all the open spaces together are considered circulation area and are not included in the open space allotment. The following sketches illustrate open space concepts throughout the Specific Plan area.





Open Space Network Concept - Plan

5.4.2.2 Mini-Parks

- (a) Subdivisions that include areas which are one-quarter mile or further from a school or a neighborhood or community park or are separated from schools and parks by arterial streets should provide public open space in the form of mini-parks. Mini-parks should be provided for each project of 50 or more units.
- (b) Mini-parks should be bounded on at least 40% of their perimeter by public streets and be directly linked to the neighborhood open space network.
- (c) Mini-parks are encouraged to be designed in a manner unique to each neighborhood that can form a landmark and assist in giving a neighborhood its own identity. Fountains, sculpture or special landscaping could be used to achieve this. However, the primary function of the mini-parks as play areas should not be precluded.

5.4.2.3 Neighborhood Parks

Neighborhood parks should be a minimum of three acres, located as shown on the development plan, and meet the following intentions.

- (a) Neighborhood parks should be bordered on three sides with streets where feasible.
- (b) Access from a park to a railroad track should not be allowed.
- (c) Safety in the park should be enhanced by:
 - Safety and security in design
 - Adequate lighting
 - High visibility (eliminate secluded and obscure areas)
 - Safe access to parks across streets.
- (d) Handicapped access should be provided by clear paths to each facility in the park.
- (e) Features of neighborhood parks should include:
 - Contoured grading
 - A mix of shade trees
 - Utilize areas with mature trees where available.
- (f) Typical neighborhood park development could include:

Circulation (pedestrian, bike, jogging and equestrian trails)

Landscape and Irrigation

Facilities (softball, soccer, tennis, multi-courts, sport walls, children's playground, picnic, and barbecue areas).

- (g) Parking areas for parks located along the Dry Creek-Enterprise Canal greenbelt should be designed to accommodate horse trailers.

5.4.2.4 Community Parks

The Dry Creek/Enterprise Canal linear greenway act and associated larger open spaces as a linear community park which should meet neighborhood park intentions as well as possibly include the following facilities.

Trails: Walking, jogging, bicycle, equestrian.

Tennis: All tennis courts provided in public areas should be aggregated in one location in a community park and provided with showers and toilet rooms if at all possible.

Softball/Hardball Fields: Softball and hardball fields with lighting for night use. The softball complex should be situated so sounds and lighting will not interfere with other park activities. Sunken or bermed areas around the softball diamonds can improve the appearance of the area and relieve the need for fill in other areas of the park. Trees should line this softball complex to provide a natural wind break. Sunken areas may also serve as ponding basins.

Soccer Fields: At least one field should be provided.

Parking: Landscaped parking areas should be distributed around the perimeter of the park and should be designed to accommodate horse trailers.

Playgrounds: Three types of playgrounds are recommended; a regular full-size playground for older children; a "tot-lot" for preschoolers; and a playground designed for handicapped children or children who use appliances. Additionally, court-type sports such as basketball should be included. All playgrounds should be easily maintained and designated with safety features.

Picnic Areas: Attractively designed coverings should be utilized in the picnic areas. One large picnic area to accommodate one to two hundred people is suggested. Smaller picnic areas should be distributed throughout the area.

Amphitheatre: An amphitheatre should incorporate a stage that is both professional and appealing. The seating area should be at a gentle slope accessible for either picnickers or more formal uses.

Pathways and Walkways: Pathways and walkways should be designed to meet the needs of a variety of users. Unique surfaces on some pathways can be used to isolate certain activities such as rollerskating or jogging. Particular attention should be paid to handicapped access.

Garden Areas: Gardens should be distributed in an aesthetically pleasing way, perhaps along the walkways.

Street Crossings: Special visually distinct and controlled intersections should be designed to provide a safe and convenient way for pedestrians, bicyclists and equestrians to cross major streets.

Other: In addition, private companies could lease public land and/or facilities to provide recreational opportunities beyond those provided by the City including golf, stables, and swimming as well as indoor activities.

5.4.3 Storm Drainage Facilities

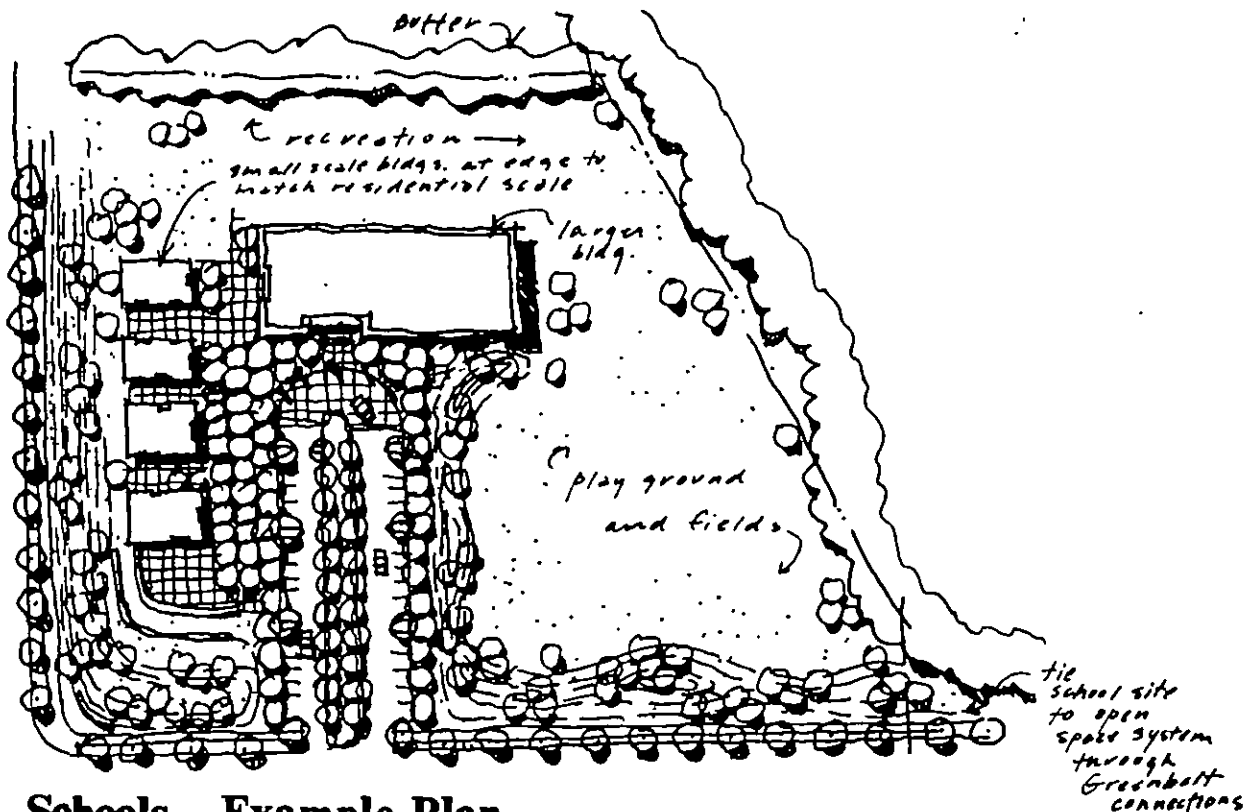
Design of private property drainage channels and retention areas as open space amenities for planned unit developments is encouraged in the Rural Residential area. These open spaces should be tied into the community wide open space system.

5.5 PUBLIC FACILITIES

5.5.1 Public Schools

The intent of these guidelines is to insure that schools are a good neighbor to the surrounding predominantly residential areas.

- (a) Buildings should be limited to one story in height within 100 feet of any property line to insure compatible scale with adjacent residential development.
- (b) Buildings should have a contemporary appearance while utilizing elements which complement the existing character of Clovis. This may mean relating to the relatively small scale of adjacent structures and incorporating such elements as variation in textures and materials in the design of elements facing the public streets.
- (c) Greenways should connect school open spaces with the community wide open space system.
- (d) Outdoor play areas should be located to minimize noise to any nearby residential areas. Parking and service areas should be buffered from surrounding streets by a combination of plant materials, berms, fencing, or buildings.



Schools - Example Plan

5.6 THE FINANCING PLAN

5.6.1 Introduction

Implementation of the Herndon-Shepherd Specific Plan will impose costs on the City of Clovis: a) to meet the demands for services by new residents and businesses; b) to provide capital facilities to serve the new area; and c) to expand some capital facilities that are needed to serve the entire community.

Implementation and phasing of any development is dependent on market demand and the availability of financing. The collection of development fees and other revenues depends on the ability of the existing infrastructure to absorb new demands, on the extent that new development pays its own way and on City Council policies. The ultimate policy mix of financing strategies will affect the timing and location of development in the plan area, and could affect the degree to which the Plan's goal of integrating the new areas with the existing community can be achieved.

In general, the City of Clovis' current approach is to require developers to pay for the extension of major utilities and for roadway systems adjacent to the new development. Any additions to current facilities such as fire stations, police headquarters, or corporation yards, however, are considered community-wide responsibilities and are not financed by any special fee on new development.

Similarly, the cost of providing on-going services is financed by community-wide general revenues. In addition to per capita increases in certain individual revenue sources, the City also receives a "fiscal dividend" from the public and private investment in expanding the local economy. For example, buildout of the area is expected to add about \$2 billion in new property value in today's dollars, which of course generates property tax revenues. Increased sales tax revenues from new resident spending will also benefit the City.

This section analyzes the effect of extending the current public financing strategy to the Herndon-Shepherd plan area. Where shortfalls are identified, recommendations for financing alternatives are presented, and the implications for achieving the plan's objectives are discussed.

5.6.2 Development and Phasing Assumptions

Table 5.1 presents the major assumptions by land use for buildout of the Herndon-Shepherd plan area. Some of the data were presented in Table 4.1, but Table 5.1 contains additional assumptions in order to phase development and to estimate development costs and revenues over the planning period.

TABLE 5.1: PLAN AREA OUTLAYOUT ASSUMPTIONS

LAND USE CATEGORIES	TOTAL ACRES	OCCUPIED ACRES	PRIVATE AVAILABLE ACRES			EXISTING UNITS	NEW UNITS	TOTAL UNITS	AVERAGE DENSITY/ FAR	HOUSEHOLD SIZE	EXISTING POPULATION	NEW POPULATION	TOTAL POPULATION	NEW SQUARE FEET	SHELLING UNIT EQUIVALENTS
			AVAILABLE ACRES	EXISTING UNITS	NEW UNITS										
RESIDENTIAL (Gross)															
Rural-Residential	994	741	453	227	227	454	0.5	3	641	480	1,341			227	
Large-lot-Estate	652	559	512	109	1,127	1,234	2.2	3	327	3,301	3,708			1,127	
Planned Community	334	294	334	4	648	672	2.0	3	12	2,404	2,016			648	
Single Family	2,171	1,846	2,046	158	7,232	7,390	3.5	3	474	21,897	22,171			7,232	
Multiple Family	100	48	95	9	1,242	1,251	12.0	2	18	2,463	2,503			1,242	
Residential	4,251	2,598	3,461	507	18,496	11,003				1,512	38,246	31,758		18,496	
Existing Residential, Scattered and Sharing Parcels															
				30		30			3	90	0	90			
RETAIL															
Neighborhood	31	5	31	1		1	0.25	3	3	0	3	337,590		225	
Community	33	33	33	2		2	0.25	3	6	0	6	359,370		240	
Freeway-Related	40	37	48	12		12	0.25	3	36	0	36	522,720		348	
OFFICE															
Professional	16	16	16	7		7	0.40	3	21	0	21	278,704		184	
General	58	39	58	15		15	0.40	3	45	0	45	1,018,512		674	
LIGHT INDUSTRIAL															
Co-1/Ind'l	342	134	342	31		31	0.30	2	93	0	93	4,449,256		2,960	
	528	284	528	98	0	98				294	0	294	6,978,312	4,652	
PARKS, OPEN SPACE															
	185	(a)													
SCHOOLS															
	294	(a)													
PUBLIC FACILITIES															
	231	(a)													
FREEMAN 148															
	148														
STREETS & HWYS															
	225	(b)													
Public Space															
	985														
TOTALS	5,744	2,882	3,909	645	18,496	11,101				1,804	38,246	32,952	6,978,312	15,148	
FRONT FEET	528,000	(c)													

Because there are now more than 600 dwelling units on more than 60 percent of the total parcels, or half the total acreage in the area, it is assumed that not all parcels will be converted or subdivided. Overall, however, almost 84 percent of the private acreage, including presently vacant parcels, will be developed over the planning period under the following assumptions:

- In the rural-residential (RR) area, over the planning period, most existing parcels over 4 acres in size will be split or subdivided at a density of one unit per two acres. Almost 100 new units can be added to those parcels now containing houses on oversize lots, and another 127 units can be built on presently vacant parcels in the RR area.
- In those areas designated for large-lot estates (LL), 75 percent of the occupied parcels and all the vacant parcels will be subdivided or developed over the period, resulting in a total buildout of 1,127 new units.
- In the planned community area, there are only four existing units; therefore it is very likely that the entire area will be developed at the gross densities shown. The planned community includes about 450 multiple family units.

- In the single-family (SF) areas, 90 percent of the occupied acreage and all the vacant areas will be developed at an average gross density of 3.5 dwelling units per acre. The result is 7,232 new single-family units or 69 percent of the total new units at buildout.
- About 100 acres in the plan area were identified as suitable for multiple-family (MF) development. At an average gross density of 12 units per acre, and assuming all but ten percent of the presently occupied acreage will be so developed, there will be room for 1,142 new multiple units. These units plus the 450 multiple family units in the planned community area and 100 elderly housing units in the hospital area add up to almost 1,700 multiple-family units in the plan area, or 16 percent of the total new units. There is also room for multiple family units throughout other residential areas but these are not estimated at this time.
- All the non-residential areas will be developed at the floor area ratios (FARs) shown in Table 5.1. The FAR assumptions result in a total buildout of almost 7.0 million square feet of commercial/industrial buildings on 528 acres of designated land. (Many existing units in designated residential areas will probably remain, but residential units in the commercial/industrial designated areas will probably be removed or converted over the planning period.)
- Because front footage fees are charged for water and sewer improvements, it is necessary to estimate the front footage of the area at buildout. There are four major east-west roads and at least ten major north-south roads partially traversing the study area, primarily along the periphery of each of the 36 quarter-sections comprising the 9-square-mile area. If all these roads were fully developed, there would be approximately 38 miles of major circulation through the plan area. Actually less than half this potential is presently paved and one or more north-south roads could be added in the future. In addition, Tollhouse Road and the future Freeway 168 will contribute another four to five miles of major roads. (Assuming a minimum 60-foot right-of-way, the major circulation will consume more than 6 percent of the plan area.) All existing streets and highways now consume 225 acres in the plan area. Freeway 168 when built will take up 140 acres. At buildout there will also be internal circulation within this grid system. While it is difficult to estimate precisely how much land these internal roads will consume, they could add an additional 100 miles of roadway. (This assumes that 10 percent of the plan area is devoted to internal circulation and the average right-of-way is 50 feet). In all, there may be at least 150 miles of primary and secondary roads associated with the area at buildout. Because other uses front on these roads, the Plan assumes 100 miles of front footage in the plan area.

Table 5.2 presents the residential phasing assumptions by percent. The percentages are based on the expected rate of infrastructure improvements, the most likely growth patterns for economic and planning reasons, and reasonable expectations of available funding. The phasing of commercial-industrial development was estimated by actual acreage rather than percentage and then converted to square feet and dwelling unit equivalents in Tables 5.3 and 5.4.

The residential acreage and dwelling units are included in the tables which are also displayed in graphic form in Figures 5.1 and 5.2

TABLE 5.2: PHASED DEVELOPMENT ASSUMPTIONS (PERCENT)

LAND USE CATEGORIES	TOTAL PERCENT	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD
		1	2	3	4	5	6	7	8	9	10
RESIDENTIAL (Gross)											
Rural-Residential	100%	0%	10%	10%	20%	20%	10%	10%	10%	10%	0%
Large-lot-Estate	100%	0%	10%	20%	20%	10%	10%	10%	10%	10%	0%
Planned Community	100%	0%	0%	30%	30%	30%	10%	0%	0%	0%	0%
Single Family	100%	5%	5%	10%	10%	15%	15%	10%	10%	10%	10%
Multiple Family	100%	10%	10%	20%	20%	10%	10%	10%	10%	0%	0%
Residential											

TABLE 5.3: PHASED DEVELOPMENT BY ACRES AND LAND USE

LAND USE CATEGORIES	AVAILABLE ACRES	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	PERIOD	TOTAL CHECK
		1	2	3	4	5	6	7	8	9	10	
RESIDENTIAL (Gross)												
Rural-Residential	453	0	45	45	91	91	45	45	45	45	0	453
Large-lot-Estate	512	0	51	102	102	51	51	51	51	51	0	512
Planned Community	334	0	100	100	100	33	0	0	0	0	0	334
Single Family	2,044	103	103	207	207	310	310	207	207	207	207	2,044
Multiple Family	95	10	10	19	19	10	10	10	10	0	0	95
Residential												
		113	319	474	519	495	414	313	313	303	207	3,441
RETAIL												
Neighborhood	31	0	0	10	0	10	0	0	11	0	0	31
Community	33	0	10	0	10	0	13	0	0	0	0	33
Freeway-Related	40	0	0	4	10	10	10	10	4	0	0	40
OFFICE												
Professional	16	2	4	4	2	2	2	0	0	0	0	16
General	50	0	5	5	5	10	10	10	7	6	0	50
LIGHT INDUSTRIAL												
	342	0	20	30	30	30	60	60	60	30	22	342
Co'l/Ind'l												
	520	2	39	53	57	62	95	80	82	36	22	520
TOTAL PRIVATE DEVELOP		3,709	115	349	527	576	557	511	393	395	339	3,709

HERNDON-SHEPHERD Phased Development By Acres

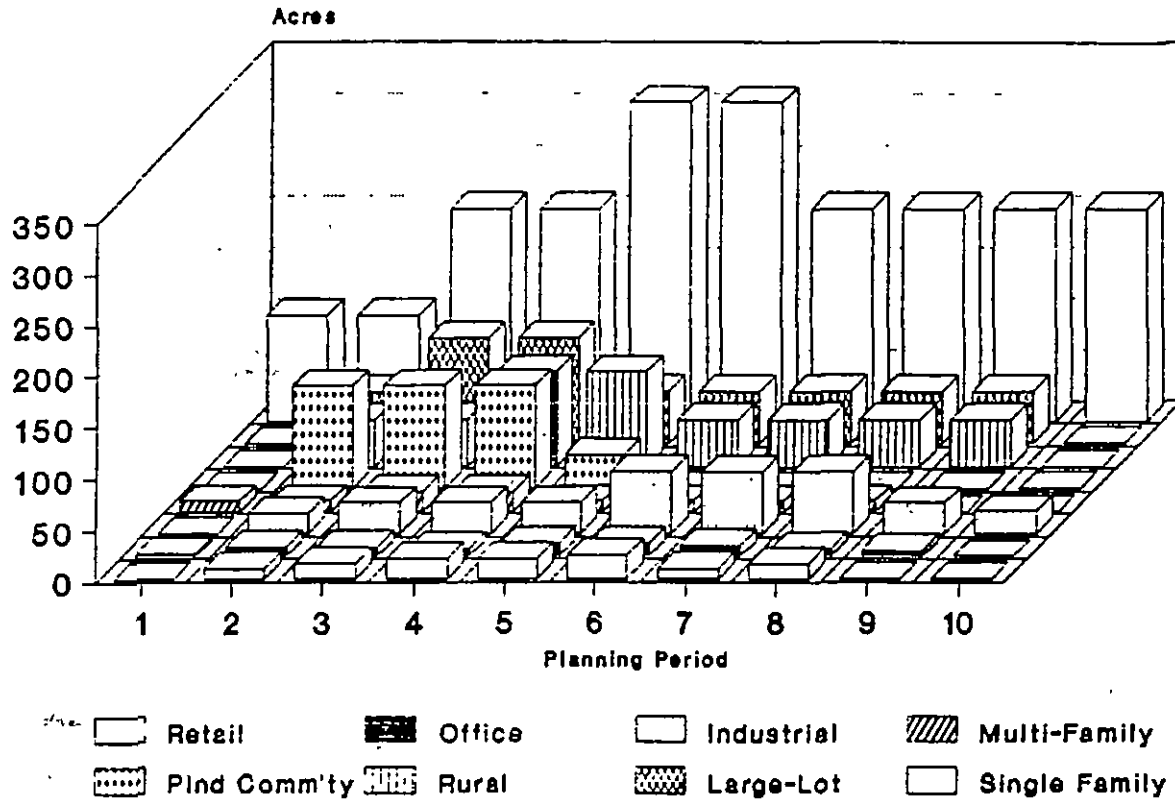
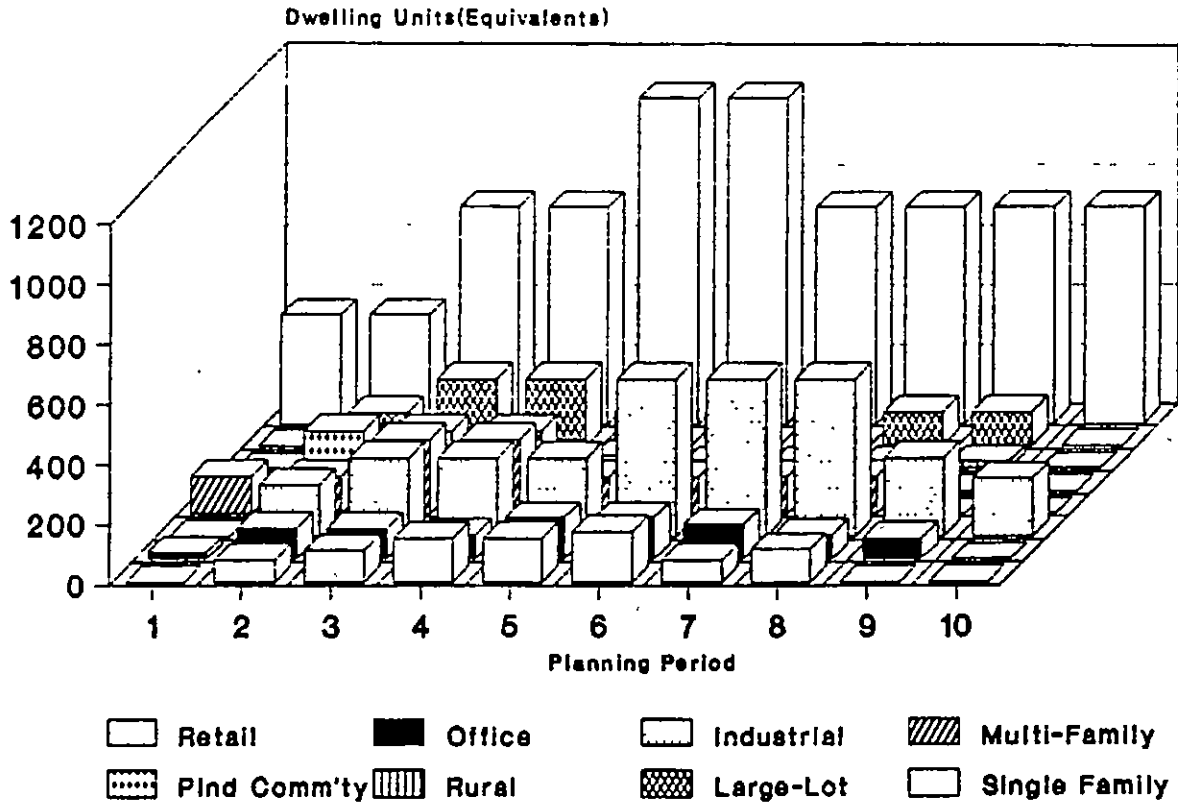


TABLE 5.4: PHASED DEVELOPMENT BY QU'S & QU'S AND LAND USE

LAND USE CATEGORIES	SWELLING EQUIVALENTS	PERIOD 1	PERIOD 2	PERIOD 3	PERIOD 4	PERIOD 5	PERIOD 6	PERIOD 7	PERIOD 8	PERIOD 9	PERIOD 10	TOTAL CHECK	
RESIDENTIAL (Gross)													
Rural-Residential	227	0	23	23	45	45	23	23	23	23	0	227	
Large-lot-Estate	1,127	0	113	225	225	113	113	113	113	113	0	1,127	
Planned Community	668	0	200	200	200	67	0	0	0	0	0	668	
Single Family	7,232	342	342	723	723	1,405	1,405	723	723	723	723	7,232	
Multiple Family	1,242	124	124	248	248	124	124	124	124	0	0	1,242	
Residential	10,496	466	822	1,420	1,443	1,434	1,244	983	983	859	723	10,496	
FAI													
RETAIL													
Neighborhood	225	0.25	0	0	73	0	73	0	0	0	0	225	
Community	240	0.25	0	73	0	73	0	0	0	0	0	240	
Freeway-Related	348	0.25	0	0	29	73	73	73	29	0	0	348	
OFFICE													
Professional	186	0.40	23	46	46	23	23	0	0	0	0	186	
General	674	0.40	0	58	58	116	116	116	01	70	0	674	
LIGHT INDUSTRIAL													
Con'l/Ind'l	2,990	0.30	0	174	261	261	261	523	523	523	261	192	2,990
Con'l/Ind'l	4,652	23	351	448	488	546	827	711	713	331	192	4,652	
TOTAL PRIVATE DEVELOP	15,148	509	1,173	1,868	1,931	1,980	2,174	1,694	1,696	1,190	915	15,148	

HERNDON-SHEPHERD

Phased Development By Units



5.6.3 Capital Facilities Requirements of the Plan Area

Table 5.5 displays the costs of developing major capital improvements in the Herndon-Shepherd area. All the costs are order-of-magnitude estimates prepared by the relevant Clovis Departments, plus engineering consultants working for the City. Most of the estimates are preliminary and will be revised after detailed engineering studies. Also, the costs in Table 5.5 are in constant 1988 dollars, that is, inflation is not included.

Table 5.5
Capital Facilities Requirements

<u>SERVICE SYSTEM</u>	<u>CAPITAL COST</u>
Streets	\$31,700,000
Traffic Signals	2,700,000
Street Sweeping	200,000
Sewer	19,500,000
Water	15,800,000
Storm Drain	18,050,000
Solid Waste	1,000,000
Parks ^a	18,500,000
Fire	2,700,000
Police	2,000,000
Government	<u>1,000,000</u>
TOTAL	\$113,100,000

^a Assumes \$100,000 per acre for acquisition and development of 185 acres of parks, including creek trails.

Source: City of Clovis

5.6.4 Revenues Generated by Existing Development Charges

Table 5.6 (Estimated Development Fee Revenues) takes the buildout assumptions from Table 5.1 and applies the City's present development fee structure in order to estimate potential revenues over the buildout period. Some of the major assumptions and findings in this table include:

- Only development charges and fees for covering capital costs of water, sewer, storm drains, garbage capital outlay, traffic signals, and parks are calculated.
- There is one sewer connection per residential unit. The sewer connection fee for commercial/industrial uses assumes that the average facility size per connection is 45,000 square feet.
- The Dwelling Unit Equivalent (DUE) for commercial/industrial major facilities charges is total square footage divided by 1,500 square feet.
- The oversize sewer charge is applied to all developed acres.
- The sewer lift station fee is not applicable to the study area.
- The front foot fee assumes 100 miles or 528,000 feet of frontage in the plan area.
- Where fees distinguish between single and multiple family dwelling units, a weighted charge was used to derive the revenue estimate.
- The water fee assumptions are similar to the sewer charges and fees. It is also assumed that all developers will install their water service and meters, as is now typically the case.
- The storm drain fees are based on the City's present per acre weighted fees for R1 and R2. The city has five fee ranges from \$2,240 to \$5,465 and calculates acreage differently than shown in the Table. Some of the areas may remain under the jurisdiction of FMFCD, which has a different fee structure than the City's, but whoever has jurisdiction, the same capital costs must be covered.
- The City also charges \$100 per mobile home for park fees. No mobile homes were assumed.
- Traffic signal charges were based on developed acres divided by 160, times \$100,000 per intersection, or \$625 per acre.

Total development charges under the existing fee structure amount to more than \$42 million.

TABLE 5.6: EXISTING PHASED DEVELOPMENT FEE REVENUES (CONSTANT DOLLARS)

SERVICE	UNIT	COST/UNIT	PERIOD 1	PERIOD 2	PERIOD 3	PERIOD 4	PERIOD 5	PERIOD 6	PERIOD 7	PERIOD 8	PERIOD 9	PERIOD 10	TOTALS
SEWER CONNECTION													
Residential	SU	66	31,095	52,583	90,890	92,340	91,759	89,344	62,901	62,901	54,749	46,287	671,768
Coa'l/Ind'l	CCM	64	50	750	97	1,641	1,145	1,739	1,519	1,521	766	499	9,925
MAJOR SEWER CHARGE													
Residential	DU	700	340,142	575,124	994,112	1,009,967	1,003,727	941,112	697,978	697,978	601,310	504,268	7,247,375
Coa'l/Ind'l	DUE	174	14,262	245,759	327,631	341,510	382,126	336,366	498,036	498,052	221,759	134,145	1,254,546
OVERSIDE SEWER													
	AC	257	29,514	89,581	135,544	148,024	143,273	121,329	100,926	101,434	87,132	58,746	1,025,134
FRONT FOOT FEE													
	FF	10.70	544,760	544,760	544,760	544,760	544,760	544,760	544,760	544,760	544,760	544,760	5,447,600
SUBTOTAL SEWER			981,683	1,528,946	2,113,584	2,107,822	2,165,349	2,090,077	1,914,312	1,917,844	1,546,530	1,310,650	17,450,340
WATER METER DUTY													
DEVELOPERS PAY DIRECTLY FOR WATER METERS													
Residential	DU	0	0	0	0	0	0	0	0	0	0	0	0
Coa'l/Ind'l	SLE	0	0	0	0	0	0	0	0	0	0	0	0
MAJOR WATER CHARGE													
Residential	DU	150	72,879	123,241	213,324	216,422	215,084	201,667	147,424	147,424	128,783	108,486	1,574,438
Coa'l/Ind'l	DUE	150	3,485	52,708	70,132	73,181	81,393	124,364	104,722	104,948	49,658	28,758	677,831
WATER RAIN													
	AC	620	48,233	146,397	221,195	241,871	233,216	214,622	164,928	165,748	142,449	94,029	1,675,317
FRONT FOOT FEE													
	FF	6.85	361,680	361,680	361,680	361,680	361,680	361,680	361,680	361,680	361,680	361,680	3,616,800
SUBTOTAL WATER			86,277	604,026	866,020	892,173	892,473	902,333	786,752	781,911	682,575	594,944	7,564,386
STORM DRAIN FEE (CITY)													
Residential	AC	2,205	257,839	707,356	1,062,245	1,185,755	1,130,461	950,571	714,485	714,485	612,732	472,172	7,500,842
Coa'l/Ind'l	AC	5,445	10,930	213,135	289,645	311,565	338,820	519,175	437,290	448,130	194,746	120,230	2,885,520
PARKS & RECREATION													
Residential	DU	223	168,347	183,218	216,676	221,747	219,759	279,311	219,170	219,170	191,464	161,283	2,340,644
GARBAGE CHARGES													
Residential	DU	78	37,897	64,985	110,772	112,539	111,844	104,867	74,440	74,440	64,970	54,613	818,700
Coa'l/Ind'l	DUE	58	1,347	20,280	27,118	28,297	31,663	48,087	41,266	41,250	19,201	11,117	249,828
TRAFFIC SIGNALS													
	AC	625	71,775	217,853	329,144	359,956	347,941	319,278	245,428	246,678	211,970	142,900	2,473,831
SUBTOTAL OTHER			483,136	1,406,020	2,135,619	2,219,799	2,280,429	2,241,890	1,734,210	1,746,476	1,379,085	964,114	16,715,779
TOTAL EXISTING DEVELOPMENT FEES			1,954,395	3,619,619	5,135,224	5,370,804	5,357,772	5,447,800	4,431,275	4,444,131	3,602,191	2,849,900	42,260,518

The total revenues from existing development charges generated by the assumptions in Table 5.6 are distributed as follows:

Service	\$ Millions	% Distribution
Sewer	\$ 17.96	42.5
Water	7.56	17.9
Storm Drain	10.79	25.5
Parks	2.34	5.5
Solid Waste	1.09	2.6
Traffic Signals	2.49	5.9
	<u>\$42.24</u>	<u>100.0</u>

<u>Service</u>	<u>\$ Millions</u>	<u>% Distribution</u>
Sewer	\$ 17.96	42.5
Water	7.56	17.9
Storm Drain	10.79	25.5
Parks	2.34	5.5
Solid Waste	1.09	2.6
Traffic Signals	2.49	5.9
Total	\$42.24	100.0

A quick comparison of these revenues to the capital costs shown in Table 5.5 reveals that existing development charges will raise less than 37 percent of the estimated capital costs (before inflation). The costs and revenues by service category also do not match up very well. (The fees for traffic signals, however, will probably cover the costs, despite the small shortfall now shown because of slightly different assumptions.) Some street costs may be directly paid by the developer, but a per acre street fee similar to that used in the City of Fresno's Urban Growth Management area will be considered in the recommended Financing Plan, as will benefit assessment districts and Mello-Roos Districts as techniques to pay for development costs.

5.6.5 Capital Financing Alternatives

The following financing sources were examined for their potential application to the Herndon-Shepherd area. Most techniques are fairly well established and will not require extensive explanation. Each of the proposed techniques was first reviewed with City and County representatives in order to determine likelihood of application. Their comments and additional information are included in the discussions below. A few of the techniques include opportunities to finance operating and maintenance costs and these are noted below, but most are concerned with capital funding requirements.

The principal techniques examined include:

- City Budget/Capital Improvements Federal Funds
- State Funds
- General Obligation Bonds Revenue Bonds
- Development Charges and Fees (Existing and New)
- School Construction Fees
- Community Facilities District (Mello-Roos)
- Integrated Financing District
- Assessment Districts
- Parking Improvement Area Parking Authority
- Landscaping and Lighting Acts, Street Lighting and Tree Planting Acts

Sale-Leaseback (Non-Profit Corporation)
Sales Tax Increases
Redevelopment Project Area

The most likely sources of capital funding of infrastructure will be a) developers who provide the improvements directly, b) assessment districts, c) increased development fees, and d) Mello-Roos funding in certain parts of the Plan area.

5.6.5.1 City Budget/Capital Improvements

The City budget includes funds for year-to-year capital infrastructure improvements as well as normal city operating expenses, so strictly speaking it belongs in a separate section by itself. But it does include many sources of capital funds such as development charges, and by presenting the budget here, it puts the other sources in perspective. Table 5.7 shows expected revenues by major fund for 1987-88, plus estimated expenditures for the same year. Revenues total \$23.75 million while expenditures totalled \$24.81 million. The difference is made up by drawing on previous fund balances and other adjustments. The per capita and percentage estimates were based on the expected revenue in 1987-88 and not on the final budget expenditures for those categories.

Total assessed valuation (secured and unsecured, net of homeowner exemptions) in the City is approximately \$1.19 billion. Property taxes will generate \$2.28 million in 1987-88 for the City, which receives almost 20% of the property taxes generated within the city limits.

Almost half of the total property tax revenues go to the Clovis Unified School District, about 19 percent to Fresno County and the rest to special districts operating within the City limits. The Herndon-Shepherd area is presently assessed at more than \$115 million or less than ten percent of the City's present valuation. At buildout, the Herndon-Shepherd area could be twice the City's present valuation at today's dollar values.

Property tax revenues, however, are a relatively small part of total city revenues. (See Table 5.7 for the percentage distributions and per capita estimates.) Property tax revenues are only ten percent of total City revenues. Sales taxes will generate 12.8 percent of revenues in 1987-88, or \$72 per capita, which is the highest single source of revenue according to the 1987-88 budget.

Enterprise funds which include revenues from development charges will generate more than 22 percent of City revenues this fiscal year, or more than \$126 per capita.

TABLE 5.7: CLOVIS REVENUES AND EXPENDITURES BY FUND, 1987-88 BUDGET ESTIMATES

FUND CATEGORY	ESTIMATED REVENUES (\$ THOUSANDS)	PERCENT DISTRIBUTION	\$ PER CAPITA	FINAL BUDGET EXPENDITURES
General	\$10,720.2	45.2%	\$255.38	\$11,048.2
Property	2,355.0	10.0%	56.31	
Sales, Franchise, Other	3,928.0	16.5%	93.52	
Licenses, Permits	367.5	1.5%	8.75	
Fines, Forfeitures	38.5	0.4%	2.11	
Revenue from Property Money	155.6	0.7%	3.70	
Revenue from Other Agencies	2,062.0	8.8%	49.57	
Charges for Current Services	525.7	2.2%	12.52	
Other Revenues	1,213.8	5.1%	28.90	
Special	134.5	0.6%	3.20	128.5
Internal Services	4,359.3	18.4%	103.79	3,878.4
Enterprise	5,304.3	22.3%	126.29	5,553.4
Refuse	1,934.0	7.7%	43.67	2,163.9
Sewer	1,191.0	5.0%	29.36	1,324.5
Street Cleaning	168.3	0.7%	4.01	204.8
Transit	432.0	1.8%	10.29	419.1
Water	1,679.0	7.1%	39.98	1,441.2
Capital Improvement	2,760.6	12.5%	70.49	3,586.0
Sewer	825.1	3.5%	19.64	468.0
Parks	129.0	0.5%	3.07	506.0
Government	170.7	0.7%	4.06	218.0
Storm Drain	679.0	2.9%	16.17	749.0
Streets	809.8	3.4%	19.28	783.0
Water	347.0	1.5%	8.26	862.0
Debt Service	263.6	1.1%	6.28	611.8
TOTALS	\$23,748.4	100.0%	\$565.44	\$24,806.3

The City also has a 5-year Capital Improvements Program (CIP) totaling \$37.1 million, which includes expected Federal-Aid Urban Funds of \$2.0 million and long-term financing of \$6.1 million. The remaining \$29 million in city-generated funds is distributed as follows:

Fund	5-year Total	1987-88 Budget Year
Sewer Main	\$ 1,314,000	\$ 185,000
Major Facilities Sewer Construction	7,760,000	3,635,000
Park Projects	3,716,000	438,000
Government Facilities	262,500	44,500
Storm Drain	2,543,000	351,000
Select Streets (including Measure C and SB325)	9,524,000	946,000
Refuse Disposal	374,000	129,000
Water Service	3,462,000	1,476,000
	<u>\$ 28,955,500</u>	<u>\$ 7,204,500</u>

<u>Fund</u>	<u>5-year Total</u>	<u>1987-88 Budget Year</u>
Sewer Main	\$ 1,314,000	\$ 185,000
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Park Projects	3,716,000	438,000
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Refuse Disposal	374,000	129,000
Water Service	<u>3,462,000</u>	<u>1,476,000</u>
	\$ 28,955,500	\$ 7,204,500

A major project in the CIP is the \$7.1 million Fowler Avenue trunk sewer but this amount does not include the costs of extension to the Herndon-Shepherd Area. Other proposed projects have indirect effects on the plan area. Following adoption of the Specific Plan and annexation, (when it occurs) more directly related projects will be identified by the City for the CIP.

5.6.5.2 Federal Funds

Revenue sharing funds are no longer available. Congress recently passed a \$60 billion two-year housing and development fund which includes \$3 billion for community development block grants and \$225 million for urban development action grants, but how these funds will be distributed is still uncertain. No special federal funds are anticipated for capital improvements in the plan area, other than those related to Freeway 168 and typical budget distributions. However, development and annexation of Herndon-Shepherd will eventually increase the City's population to more than 50,000 allowing it to become a direct entitlement city for block grant funds, a change which will be monitored for potential future revenues citywide.

5.6.5.3 State Funds

The State is presently considering the placement of more than \$5 billion in bonds for voter approval on the June and November 1988 ballots. These include \$1.6 billion for school construction, \$1 billion for highway construction, and less than a billion for jails and prisons.

A park acquisition bond of \$776 million has already qualified for the June ballot. Other proposals that might be appropriate for the study area if approved include \$200 million for clean water and sewers, \$100 million for drinking water cleanup and \$850 million for housing.

At this time there is no way to tell how many bond issues will qualify and which will be approved. The largest total ever approved in one year was \$1.8 billion in 1986 and the last time a state bond

measure was rejected by the voters was more than seven years ago (November 1980). California now has \$23 billion of outstanding debt, but most of this is in revenue bonds (\$15 billion). The state now spends \$535 million annually to service its bond debt, which is 1.7 percent of its general fund.

Other state funds, of course, pass to the city from gas taxes, motor vehicle in-lieu taxes, cigarette and other taxes. In 1987-88, Clovis expects to receive more than \$2 million for the General Fund from these sources or almost \$50 per capita. The City's street construction fund will also receive most of its money from "state" funds.

5.6.5.4 General Obligation Bonds

General Obligation bonds could be used to finance improvements in parts of the Plan area. Passage by a 2/3 vote of the entire community would be required to levy a General Obligation bond and approval would probably be difficult. Since the City may wish to issue General Obligation bonds for possible new City Hall administrative facilities, fire station(s) and other similar capital improvements, these projects could effectively preempt the use of General Obligation bonds for the Herndon-Shepherd area, except for one or two new fire stations.

5.6.5.5 Revenue Bonds

Revenue bonds are used to finance facilities which generate a steady dependable stream of revenues. Examples include bonds issued pursuant to the 1933 and 1941 Revenue Bond Acts. In general, these bonds are secured solely by revenues from Enterprise Funds and require "coverage" ratios of 1.15 to 1.25 times annual debt service, plus a reserve fund.

The Sewer Revenue Bond Act of 1933 permits the issuance of bonds for sewer facilities. A public hearing is required but voter approval is not, unless 15 percent of either the property owners or the registered voters petition for an election.

The Revenue Bond Law of 1941 is used to finance public water and wastewater systems, parking facilities, garbage or refuse collection and disposal facilities, public airports, harbors, hospitals, golf courses, ferry systems, and electric energy projects. 1941 Act bonds must be approved by a simple majority of those voting at a special election called for that purpose. Bonds issued under the 1941 Act may not be discounted more than six percent of par. The use of these bond acts is not anticipated for the Plan area.

5.6.5.6 Development Charges and Fees

Charges for current services are a major source of revenue for Clovis and other jurisdictions and are dispersed throughout the City funds presented in Table 5.7. Some of these current service

charges include fees for processing plans and permits, but many include infrastructure development charges in enterprise funds which cover both operating and capital expenses.

In the General Fund, ten sub-categories of fees and charges are listed under Charges for Current Services, including planning and subdivision fees, engineering and inspection fees, weed abatement and park maintenance assessments. While related to development, these fees were not included in the development revenue estimates in Section 5.6.4, because they are primarily processing fees. It is assumed that similar permit fees will be charged to new development in the Plan area sufficient to cover processing costs.

Total revenues to the City from plan and inspection fees have increased significantly in the past year or so, from \$278,634 in 1985-86 to an estimated \$509,000 in 1986-87. (The increase is due mostly to increased development activity rather than to increases in the fees themselves.) The 1987-88 budget assumes \$525,700 will be collected, which equals \$12.52 per capita.

Developers are also charged on a one-time basis as a way to cover the costs of capital construction. These charges are assessed on a square foot, dwelling unit or front foot basis and were presented in the previous section. The accumulated charges show up in the City's annual budgets under the appropriate Capital Improvement Funds.

Connection fees for utility infrastructure development are a common source of funds for new development. The Fresno Metropolitan Flood Control District, for example, has proposed a drainage fee schedule for the "CZ" area ranging from \$1,610 per acre in the AL land use category, to \$6,040 in the C1 to C6 categories, in order to fund improvements. The City has similar fees as described in Section 5.6.4. Development fees, however, are not completely reliable since they ebb and flow with development activity; nevertheless, they will certainly be a significant source in the plan area.

As noted in Section 5.6.4, no development charges for streets are presently levied by Clovis but these will be considered in the Financial Plan. A new charge to cover fire station capital costs will also be considered.

5.6.5.7 School Construction Fees

The recent (effective January 1987) school funding bill (AB2926) permits one-time assessments on new development to reduce school impacts. The law presently permits assessments of up to \$1.50 per square foot on new residential projects and up to \$0.25 per square foot of non-residential construction. Certain findings of impact would have to be made before fees could be applied. The law is under considerable pressure by developers for change and may be revised, but the Clovis Unified School District recently adopted a resolution that sets development charges for new construction at less than the allowable rates--20 cents per square foot of

residential construction and 10 cents per square foot of commercial/industrial development. The district collected about \$750,000 in 1987 (11 months) and expects to collect about \$800,000 in all of 1988 from imposition of these fees, which will be used for relocatable school facilities.

The District presently expects that the proposed high school and intermediate school in the Herndon-Shepherd area will be primarily financed by State funds (Leroy-Greene Act). These funds are allocated through the Office of Local Assistance, State Allocation Board.

Based on estimates of "unhoused" students over a three-year planning period, the district is presently entitled to state funds for about 202,000 square feet of its planned 240,000 square foot High School (Grades 9-12), and is also eligible for funding of about 100,000 square feet of the planned 120,000 square foot Intermediate School (Grades 7-8). Estimated cost of each school is \$24 million, respectively. For purposes of the Financing Plan, it is assumed that all school construction costs will be accounted for by State and other District funds.

5.6.5.8 Community Facilities District (Mello-Roos)

The Mello-Roos Community Facilities District Act of 1982 (Section 53311 et seq. California Government Code) permits the establishment of special districts to fund a wide range of public improvements, virtually all that can be conceived for the plan area including maintenance and operation of public facilities. Mello-Roos bonds are similar to assessment bonds in that both are secured by the value of the land. Typically both are issued so that the land value is at least three times the amount of the bond. The bonds can be marketed at lower ratios but they would then be regarded as less secure and therefore require interest at somewhat higher rates. The 1987-88 total net assessed value of the study area is approximately \$115 million, of which less than half, or about \$55 million, is the value of the land. Using the 3:1 ratio as a rule of thumb, and assuming 10 percent of the plan area is put into a Mello-Roos District, it would support a bond of approximately \$1.8 million.

Mello-Roos bonds are relatively new. Since January 1, 1983 when the Act became law, approximately 35 Mello-Roos bond issues have been structured and sold to finance a wide range of improvements (Source: Western City November, 1987, p.7 et seq.). Most have taken place in developing areas where eligible electors were a small number of property owners. The northwest area of Herndon-Shepherd surrounding the school/park site would be a good candidate for Mello-Roos based on ownership patterns, as would the proposed planned community (golf course) development area.

Because most of the northwest area is under Williamson Act contracts and has wastewater disposal deficiencies, however, it may be less likely to develop early. The development of the school site, the possibility of using Mello-Roos and the desires of the major landowners could, however, encourage earlier development. While the tax data areas are not exactly coterminous

with the major landowner properties in the northwest area, there is almost \$3 million worth of land there that could support \$1 million in Mello-Roos improvements. Because Mello-Roos financing is a strong candidate for implementation, additional procedural information is described below. (See also Guide to Public Debt Financing, 1987 by Virginia L. Horler from which the following summary has been adapted).

A Community Facilities District (which may include areas that are not contiguous) may provide for the planning, design, purchase, construction, expansion or rehabilitation of any real or other tangible property with an estimated useful life of at least five years. Examples of facilities include but are not limited to:

- Local parks, recreation, parkway and open space facilities;
- Elementary and secondary school sites and structures provided that the facilities meet the building area and cost standards established by the State Allocation Board (school construction will not require Mello-Roos financing in the Plan area);
- Libraries;
- The district may finance the construction of natural gas pipeline facilities, telephone liens and facilities for the transmission or distribution of electrical energy to provide access to those services. The district may contract with a public utility to use those facilities, and any reimbursement must be used to reduce or minimize the special tax levied within the district or to construct or acquire additional facilities within the district or improvement area, as specified in the resolution of formation;
- The district may also pay in full all amounts necessary to eliminate any fixed special assessment liens or to repay or nullify any indebtedness secured by any tax, fee, charge or assessment levied within the area of a district or may pay debt service on that indebtedness; and
- Any other governmental facilities which the city council is authorized by law to contribute revenue to, construct, own or operate. However, the district shall not operate or maintain or, except as noted above, have any ownership interest in any facilities for the transmission or distribution of natural gas, telephone service, or electrical energy.

A Mello-Roos Community Facilities District may also provide the following services:

- Police protection services, including criminal justice services limited to service for jails, detention and juvenile halls;

- Fire protection and suppression services and ambulance and paramedic services;
- Recreation program services, library services and the operation and maintenance of parks, parkways, and open space (provided that a special tax to provide these services may only be levied if at least twelve persons are registered to vote within the territory, plus other requirements); and
- Flood and storm protection services including the operation and maintenance of storm drainage systems.

However, a Community Facilities District may provide only the levels of services mentioned above to the extent that they are in addition to those provided in the area before the district was created and may not supplant those services already available within that area.

The proceedings to issue bonds and to form a Community Facilities District are similar because each requires action by the City Council, a public hearing and an election. The proceedings to form the district and to issue bonds may be undertaken concurrently.

A Community Facilities District can be initiated in three ways: the City Council may institute proceedings on its own initiative, a written request may be filed with the council and signed by two of its members, or a petition may be filed with the city clerk signed by not less than 10 percent of the registered voters residing in the district or by owners of at least 10 percent of the land within the proposed district. Once a written request or petition is filed, the council must adopt a resolution of intention to establish a district within 90 days. Formation of a Community Facilities District is not subject to review by the Local Agency Formation Commission (LAFCO).

A resolution of intention to establish the district can be filed at the same time as a resolution of intention to incur bonded indebtedness (for which no procedures exist for requiring its passage). In the resolution of intention to establish the district, the council must specify the rate and method of apportionment of the special tax so that each landowner within the proposed district can estimate the probable and maximum amount that he or she would have to pay.

A time and place for a public hearing on the establishment of the proposed district and bonded indebtedness must be set no less than 30 days and no more than 60 days after adopting the resolution of intention to form the district and incur bonded indebtedness. If a majority protests at this hearing, no further proceeding to create the district, to levy the tax or to incur bonded indebtedness can be taken for one year. However, if the hearing is held, and the district is supported, the levy of the maximum special tax will be voted on by landowners in a district with fewer than 12 registered voters or by the registered voters in a district with 12 or more registered voters in a general or special election to be held from 90 to 180 days following the close of the

protest hearing. If the election is to be in fewer than 125 days, the official conducting the election must agree. The election time limits may be waived in writing by 100 percent of the voters. In both cases, a two-thirds majority is required.

Facilities to be approved by landowner vote must be made necessary because of new development or rehabilitation of housing. This requirement does not apply in a vote by registered voters. Mailed ballot elections may be used. A landowner vote is tabulated on the basis of one vote for each acre or portion thereof owned.

A third voting procedure is available when the special tax formula provides that no tax will be levied on property or any portion of property in residential use. In that case, regardless of the number of registered voters in the district, the vote is by those landowners whose property would be subject to the tax if it were levied then, with one vote for each acre or portion thereof owned. This election procedure may approve park and recreation services and does not require a finding that any facilities are made necessary by new development or rehabilitation of housing.

Bonds issued by Mello-Roos community facilities districts are usually called special tax bonds. The bonds may be sold at competitive sale or at negotiated sale if the City Council determines that a negotiated sale will lower overall cost. Structure and rates of the bond issue are determined with the assistance of bond counseling firms. Recent assumptions of rate and term were 8%, 20-year issues (City of Tracy) but actual terms will be determined by the market at the time of issue.

The special tax bonds are secured by and payable from the annual special tax. Any interest earnings available after completing the public facilities on funds held can also serve as a source of repayment. To further secure the payment of debt service on the bonds, a reserve fund is held by the fiscal agent and is used to pay debt service to the extent other monies are not available.

5.6.5.9 Integrated Financing District

The Integrated Financing District Act (Government Code Section 53175) enacted in 1986 allows agencies to levy a "contingent assessment" to finance capital projects. The act is to be used in conjunction with other assessment financing acts to pay for planning, engineering, project construction, debt service, and reimbursement agreement payments.

The City could proceed with assessment or special tax financing, following public hearings and protest proceedings, even where owners of undeveloped property are not ready to build and could object to assessments on their properties. A contingent assessment could be levied but would not become effective until a specific event, such as approval of a subdivision map or issuance of a building permit, occurs.

The amount of the contingent assessment may increase annually until the trigger event activates the assessment. A portion of the assessment may then provide for reimbursement to those properties which were assessed initially. The statute is more useful where the majority of the property is ready to develop and can support the costs attributable to the parcels whose assessments are contingent. It is not likely to be successful where the costs of all the improvements probably exceed the financing capacity of the first parcels that develop. It still rates consideration, however, as part of an overall financing package. Because of its relative newness, little experience with the Act has been reported.

5.6.5.10 Assessment Districts

Assessment districts are old and widely used techniques for raising revenues to finance capital improvements and other public needs. The most commonly used Acts are contained in the Streets and Highways Code and include the Improvement Act of 1911 (Section 5000 et seq) the Municipal Improvement Act of 1913 (Section 10000 et seq) and the Improvement Bond Act of 1915 (Section 8500 et seq).

These and other assessment bond and regulatory acts contain many specific provisions which need not be described here. In general, an Assessment District allows for the provision of a wide array of improvements and the levying of assessments based on benefit to landowners in the designated area. Improvements include street paving, sidewalks, curbs and gutters, sewer and water services, storm drainage systems, street lighting, landscaping, and gas and electric services. The assessment districts are subject to procedures under the Special Assessment Investigation Limitation and Majority Protest Act of 1931 (Section 2800 et seq). That act requires many specific steps including a debt limit report prepared by an engineer that presents cost estimates and each property owner's individual assessment as well as data on the valuation of land and improvements. In general, a district may be established by the city at the request of the property owners, but a protest from a majority of the landowners would halt further consideration for a year unless overruled by a 4/5 majority of the City Council for reasons of public health and safety. There are many other conditions, waivers and exceptions under each act. The 1911 Act is seldom used because of interest rate limitations. Most assessments today combine the 1913 and 1915 Acts. Assessment districts are not subject to Article 13 or Gann spending limits.

The districts look similar to Community Facilities Districts (Mello-Roos), but there are differences, including the ability of Mello-Roos to finance operating and maintenance costs and to pay for public facilities such as libraries, schools and police stations as well as the more commonly funded streets and utilities. (Charter cities have been able to add these facilities by ordinance.) Mello-Roos districts can also be superseded by other assessment liens, that is, become junior liens, whereas other assessments retain seniority.

5.6.5.11 Parking Improvement Areas

The Parking and Business Improvement Area Law (PBIA) of 1979 (AB1693) is already being used by Clovis to fund parking improvements in a large section of the downtown area. Marketing activities in the downtown are also funded through the PBIA. Businesses pay a fee of \$1.00 for every \$1.00 of business license fee paid. For those businesses which have parking in accordance with the zone district standards, a credit of 50% of the surcharge is allowed. The PBIA funds are allocated by the City Council with input from an Advisory Committee of merchants. Funds may be used to provide public parking or for business promotion activity. The Advisory Committee recommended that \$15,000 be appropriated in 1987-88 toward the Downtown Promotion Plan which will be coordinated with the Clovis Community Development Agency, Chamber of Commerce and downtown merchants. In 1985-86 the PBIA budget was just over \$8,000. This is not seen as a major source of revenue for the Herndon-Shepherd area.

5.6.5.12 Parking Authority

If public parking facilities were found to be required as part of the plan, a parking authority could be created under state statutes which would be able to fund land acquisition and facility construction through parking fees, assessments or other financing mechanisms. The development of parking structures has not been identified as a need in the plan area and this source is not considered appropriate for further analysis.

5.6.5.13 Landscaping and Lighting Acts, Street Lighting and Tree Planting Acts

The Landscaping and Lighting Act of 1972 enables local governments to create special assessment districts to install, construct, maintain, and service landscaping and lighting improvements in "public places." This can include public lights and wiring, landscaping, statuary, fountains, other ornamental structures, and any other facilities which are "necessary and convenient for the maintenance or servicing thereof," including curbs, gutters, walls, sidewalks, paving, water, irrigation, drainage, or electrical facilities. The improvements may be owned by the city, another public agency, or a public utility.

The Landscaping and Lighting Act of 1972 has been used almost exclusively as a maintenance district but the Act was amended to provide for 1915 Act bonds for capital improvements to be issued based on the Landscaping and Lighting Act's assessment proceedings.

There are also three major laws that authorize the use of assessments to pay for street lighting systems. These are the Street Lighting Act of 1919, The Municipal Lighting Maintenance District Act of 1927, and the Street Lighting Act of 1931. The 1919 Act allows installation of new lighting systems if the lights are to be owned by a public utility. The other acts only authorize operation and maintenance, although each has slightly different definitions of the terms. Assessments

under the 1931 Act can only run for five years; then the assessment district must be recreated. The 1919 Act used to have that limitation, but it was changed to require only that the local government specify some future time when the district will end.

The Tree Planting Act of 1931 enables cities to install, maintain, and remove trees, shrubs, and other ornamental vegetation within a city's parks and along its streets, and to pay for the work through special assessments. Maintenance includes "clipping, spraying, fertilizing, irrigation, cropping, treating for disease or injury, and other similar acts." Assessments under this act are limited to five years.

The City has had some experience with landscaping and lighting districts but generally the districts were too small to be effective.

5.6.5.14 Sale/Leaseback

The City could also enter into long-term leases in order to build and operate public facilities. Clovis has already set up a non-profit corporation to implement this technique. The City could make other contracts with the non-profit corporation or another public agency (under a joint powers authority) or a private party using certificates of participation.

5.6.5.15 Sales Tax Increases

Although a sales tax increase is frequently recommended for other jurisdictions as a method of financing improvements, especially for streets and highways, the recent passage of Measure "C" by Fresno County voters has effectively preempted this source for some time. (An increase of 1/2 percent will generate almost \$1.3 million annually in Clovis based on Clovis' total taxable sales of almost \$253 million during 1986, and represents about \$31 per person or slightly under \$100 per household per year, but allocation of funds will be set by the newly formed Fresno County Transportation Authority [FCTA].)

The distribution of perhaps \$600 million in total Measure "C" funds over the next 20 years is yet to be decided. Originally, 46 highway projects, including State Freeway 168, were discussed, but that total is now 80 projects or more. A draft plan presenting expenditure allocations is due from Fresno County Transportation Authority in the spring of 1988. The Authority is run by a 7-member Board including the City of Fresno's mayor and a member of the Fresno City Council, two representatives from the County Board of Supervisors, the Mayor of Clovis, an at-large representative for all the other cities (presently from Reedley) and a representative from the general public.

Distribution of the funds will be better known after the spring report but so far it is believed that 25 percent of the total, or \$150 million over 20 years, will be distributed to each of the 15

incorporated cities and the County according to population (75%) and street mileage (25%). The remaining 75 percent will go to highway projects, no more than 70 percent of this to the Fresno-Clovis metropolitan area and no less than 30 percent to the County and the rural areas. Capital and operating expenditures will be allowed. The Clovis budget assumes receipt of \$248,300 in 1987-88 from Measure "C". The Herndon-Shepherd Plan is heavily dependent on completion of Freeway 168. The financing plan assumes that right-of-way acquisition, utility relocations, construction, etc. will be financed by FCTA using Measure "C" funds, and the State.

5.6.5.16 Redevelopment Project Area

The California Health and Safety Code establishes procedures for the formation of redevelopment agencies and redevelopment project areas. The City itself or a separate agency can be established to administer redevelopment activity carried out pursuant to State law. Such activity must be contained within a prescribed redevelopment project area which is established by action of the City Council. The State law requires that the Council make a finding that an area is "blighted" prior to its inclusion in a redevelopment project area. The term "blight" can refer to either structural or socioeconomic factors. Structural blight includes the existence of buildings or structures which are unfit or unsafe because of defective design or construction, overcrowding, functional layout defects, inadequate ventilation, light or sanitation, or age. Social or economic blight includes economic dislocation, irregular or undersized lots, poor lot layouts with respect to topography, inadequate public improvements, open space or utilities. Findings of blight must be supported by substantial evidence and are justified only when redevelopment cannot be accomplished by private enterprise alone.

A redevelopment agency separate from the City was formed in 1981, known as the "Clovis Community Development Agency" (CCDA). At the present time, this Agency is carrying out redevelopment activity within one project area. This area includes most of the Downtown area and the older core of the City. Approximately 85 acres of the Herndon-Shepherd Specific Plan area north of Herndon between Peach Avenue and the Southern Pacific Railroad tracks are included within this project area.

The formation of another redevelopment project area or the expansion of the current area is being contemplated by the City. The adopted specific plan for the Magill Heights Area lists as one of its implementation strategies the use of Redevelopment funds to resolve problems associated with housing, street construction and water service. These problems are present in the older subdivision located on the south side of Herndon Avenue. To further the objectives of the Magill Heights Specific Plan, the Clovis Community Development Agency budgeted \$50,000 for the purpose of either amending the existing project area or establishing a new project area. A study of this issue is currently being prepared to recommend a course of action to the City Council and CCDA.

Utilization of redevelopment as a tool to implement the goals and objective of the Herndon-Shepherd Specific Plan would allow the City to deal with a variety of issues associated with translating this plan into reality. Many specific issues which need to be resolved are for the most part beyond the means private enterprise alone to accomplish these include the impact of Freeway 168 which detaches several parcels from the prevailing land use patterns, creates sewer and water service delivery and traffic circulation problems and impacts several parcels by leaving unusual shaped remainders which may be otherwise unsuitable for conventional development or are land locked. Additionally, issues which the utilization of the Redevelopment process would be appropriate to assist in are utilization of land locked parcels, flag lots, and small lot frontages; land uses which are inconsistent with the existing county zoning and resolution of issues associated with an existing hazardous waste site.

The Clovis Community Development Agency could engage in land assembly, site preparation, public infrastructure improvements, housing relocation assistance and access problems for parcels which do not have adequate frontages. Financing to implement these concepts would come largely through tax increment pledged to bonds in conjunction with more traditional bond financing. To examine these possibilities, the property between Peach and Temperance, south of Alluvial should be included in the study of a new or expanded redevelopment project area along with the Magill Heights and the other properties on the south side of Herndon Avenue. The study will provide more detailed boundaries of any area which is recommended for inclusion in a Redevelopment Project Area.

5.6.6 Operations and Maintenance Requirements

The major operating costs for the Plan area are presented in Table 5.8 below.

Table 5.8

Annual Operating Costs at Final Bulldout

<u>Service System</u>	<u>Cost</u>
Streets	\$ 550,000
Street Sweeping	250,000
Street Lighting	375,000
Sewers *	1,350,000 *
Water *	1,450,000 *
Storm Drainage	75,000
Solid Waste *	2,200,000 *
Parks	950,000
Fire	1,500,000
Police	2,520,000
Government	1,100,000
Transportation	735,000 *
Total Operating Costs	\$ 13,015,000
Less Enterprise Funds	7,280,000

* Enterprise Funds
Source: City of Clovis

5.6.7 Financing Plan and Recommendations

This section compares the major costs and revenues associated with development of the Herndon-Shepherd area and makes preliminary recommendations for financing public development in the area. Following final adoption of the Specific Plan by the City Council, the development of the final financing plan is recommended as an implementation action program. The final financing plan will identify costs revenues within the Plan area by major category. Recommendations will be made to meet identified costs. The final financing plan will form the basic structure of a capital improvement program to implement the Specific Plan.

Expected development of the Herndon-Shepherd plan area will require major capital expenditures of \$113.1 million, not including construction of Freeway 168 or new schools in the area. The Freeway and new schools will be funded independently as noted in Section 5.6.5. The major recommended sources of funding for all the other capital improvements are:

- Existing development charges assessed by the City and paid by developers for major infrastructure will continue with increases as noted below.
- New development charges to cover other infrastructure improvements such as streets and fire stations, which are not presently assessed by the City are recommended.
- Provision of improvements (including land dedications) directly by developers on a pay-as-you-go basis will also support development.
- Benefit assessment districts whereby new residents and businesses pay for some improvements are recommended.
- Community Facilities Districts (Mello-Roos) similar to assessment districts and used in undeveloped areas with relatively few landowners, are recommended.

As noted in Section 5.6.4, the present schedule of development charges is expected to generate \$42 million in revenues over the buildout period, resulting in a shortfall of \$73 million which must be provided by a mix of the sources noted above if all the major improvements are to be provided in a reliable and equitable manner.

In addition, there will be annual operations and maintenance (O & M) requirements associated with the provision of infrastructure which may need to be funded from special sources. These were presented in Section 5.6.6. Annual O & M requirements are expected to exceed \$12 million during the final year of buildout. More than half of these funds will be provided through the City's Enterprise Funds. It is also assumed that O & M funds for police and fire protection and similar services will come from property tax revenues and per capita generated revenues such as improved sales tax receipts associated with the new population.

Recommended funding for each of the infrastructure capital requirements is as follows:

- **Street System** - The capital cost of the major street system exceeds \$34 million including traffic signals and street sweeping equipment. These costs do not include the internal circulation streets typically provided by the developer. Presently, development charges only cover provision for traffic signals. Therefore, the additional street funding requirements must be met by a mix of techniques which need to provide revenues of more than \$7,200 per acre (of privately developed land). Some of these costs can be met by requiring the developer to provide off-site improvements, either through the Mello-Roos approach or direct provision. Some can be met by instituting a benefit assessment district in the appropriate areas. The remainder, perhaps a third of the shortfall, can be achieved through institution of a street development charge similar to that used by the City of Fresno in its Urban Growth Management (UGM) Areas.

Major street charges in Fresno are by transportation area zones, ranging from \$335 to \$2,885 per acre, but are offset by credits for work performed by the developer, also applied within zones but according to type of street (e.g., arterial, collector) and extent of improvements (curbs, shoulders). Credits range from \$9.25 per lineal foot to \$29.75 and include lump sum reimbursements for left-turn pockets with island curbs ranging from \$17,700 to \$19,000. Major bridge charges are also levied by area and range from \$30 to \$230 per gross acre.

- **Sewer System** - Capital requirements are \$19 million, whereas existing development charges will generate slightly less than \$18 million. A 10 percent increase in the existing fee structure should cover the shortfall.
- **Water System** - Improvements costing \$15.8 million will be paid in part by \$7.6 million under existing development charges. A benefit assessment district for the remainder of the funding need is recommended for consideration, as well as an increase in existing fees. Without one of these added sources of revenue, the shortfall will be absorbed by development which will not be reimbursed the full cost of water system improvements which must be installed.

- Storm Drain System - Capital costs of \$18.05 million will be met only in part by expected development fee revenues of \$10.79 million. Unless developers provide required improvements, development charges will have to be increased by about \$1,500 per acre overall. Benefit assessment districts and Mello-Roos funding are also recommended.
- Solid Waste - Capital costs of \$1 million can be met by the expected \$1.1 million in development fees.
- Park System - Improvements, including the creek trails, are estimated to cost \$18.5 million and cannot be met under the present development fee structure. The capital costs, however, include land acquisition, so some costs can be funded through dedication and development of park lands by developers. Park development charges should be increased and/or a park bond issue may need to be considered. The City's park development charges are considerably lower than Fresno's, which are as high as \$6,070 per acre in certain districts of the City. In order to fund all the park capital costs through development charges, developers of private land in Herndon- Shepherd would have to pay \$4,800 per acre in park fees.
- Fire Protection System - Capital costs of \$2.67 million could be provided by a new development charge similar to that used by Fresno. These fire station fees range by zone district and fire service area. For example, in Fresno developers in the R-2 zone in Fire Station #2 Service Area would pay \$555 per gross acre, but the same zone would cost \$4,671 per acre in Service Area #16 under an accelerated rate schedule. In non-designated service areas, R-2 development would be charged \$3,000 per acre.

In the Herndon-Shepherd area, each privately developed acre would have to be assessed just over \$550 to cover fire protection capital costs.

- Police Protection - Capital costs of \$2 million could be covered by normal budget procedures based on property tax revenues and other revenues, generated and associated with new development.
- Government - Capital costs of \$1 million could be covered in the same manner as police protection. For both police and government costs, of course, most of the previous techniques could also be utilized.

When the Council authorized the preparation of the Herndon-Shepherd Specific Plan in December 1986, Council established both the funding level for the plan and the concept for establishing a fee to reimburse the cost of the plan's preparation. The amount authorized by the Council was not to exceed \$160,500.

State law (Government Code Section 5456) allows the City to impose a specific plan fee upon persons seeking governmental approvals in the area covered by the plan. The fee is to be prorated to recognize the applicant's relative benefit derived from the plan. One of the primary benefits of the specific plan is the reduction of the environmental documentation required by the applicant. This savings along with the master planning and the information contained in the plan becomes the basis for the fee.

The funding for the specific plan has come from the following sources: general fund, \$122,000; water fund, \$18,000; and sewer fund, \$20,000. In reviewing fees of this type the most equitable method of distributing them utilizes a per acre charge. Based upon the phasing assumptions contained in the Plan, approximately 727 acres will develop within the first five years after adoption of the Plan. As the CEQA exemption is good for five years, this would yield a per acre share of approximately \$220/acre to recover the cost of the Plan's preparation for the first five years following Plan adoption.