



**REPORT TO THE HISTORIC  
PRESERVATION COMMISSION**

AGENDA ITEM NO. VIA  
HPC MEETING: 08/22/16

August 22, 2016

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APPROVED BY

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SUBJECT: REVIEW AND PROVIDE COMMENTS TO STAFF AND THE CITY COUNCIL  
ON THE DRAFT ENVIRONMENTAL IMPACT REPORT (DEIR) FOR  
DOWNTOWN NEIGHBORHOODS COMMUNITY PLAN (DNCP), THE  
FULTON CORRIDOR SPECIFIC PLAN (FCSP) AND THE DOWNTOWN  
DEVELOPMENT CODE (DDC) PURSUANT TO FMC 12-1606(b)(5)(6).

**RECOMMENDATION**

Staff recommends that the Commission review and provide comments on the sections of the draft Environmental Impact Report (DEIR) as attached, which pertain to historic and cultural resources. The entire document(s) are located at [www.fresno.gov/downtownplan](http://www.fresno.gov/downtownplan).

**EXECUTIVE SUMMARY**

In 2010, the City of Fresno initiated a series of new and updated plans and codes including a revised General Plan (adopted December 2014), a City-wide Development Code (December 2015) as well as a Fulton Corridor Specific Plan, a Downtown Neighborhoods Community Plan and a Downtown Development Code. The Downtown Neighborhoods and Fulton Corridor Plans and Downtown Code together address approximately 8,000 acres within the heart of Fresno, including most of Fresno's oldest neighborhoods. A draft Environmental Impact Report (DEIR) has been prepared and is out for a 45-day public review period. Comments are due no later than 5 PM Monday September 12<sup>th</sup>. Following the receipt of comments a Final EIR will be prepared. Adoption of this FEIR will include adoption of all three Plans/Codes. The consultants have concluded that the Project will impact both Aesthetics and Cultural Resources, however, these impacts are less than significant with adopted mitigation measures. All three documents aggressively address the importance of historic preservation as key to both Fresno's revitalization and neighborhood preservation.

**BACKGROUND**

The Downtown Neighborhoods Community Plan (DNCP) incorporates 7,200 acres including the Jane Addams Neighborhoods (close to Roeding Park), the Edison Neighborhoods, the Lowell Neighborhood, Jefferson Neighborhood, Southeast Neighborhoods, South Van Ness and Downtown, the latter which includes seven distinct

sub-districts as identified and discussed in the Fulton Corridor Specific Plan (FCSP). The FCSP includes approximately 655 acres and is generally bounded by Divisadero Street on the north, State Route 99 on the west, State Route 41 on the south, and M, N, and O Streets on the east (Exhibit A).

Workshops and Status Reports on the Plans and Codes have been presented to the Historic Preservation Commission at public hearings over the past 6 years including the Downtown and Fulton Corridor Plans (May 24, 2010, December 13, 2010, March 28, 2011, October 24, 2011, November 14, 2011, May 10, 2014), the *Downtown Fresno (Fulton Corridor) Historic Resources Survey* (June 23, 2014) and the City-wide Development Code (August 25, 2014 and August 24, 2015).

Development and Resource Management Staff have taken the lead on working with the various consultants who have prepared the documents. Historic Preservation staff has routinely reviewed the drafts and iterations over the years.

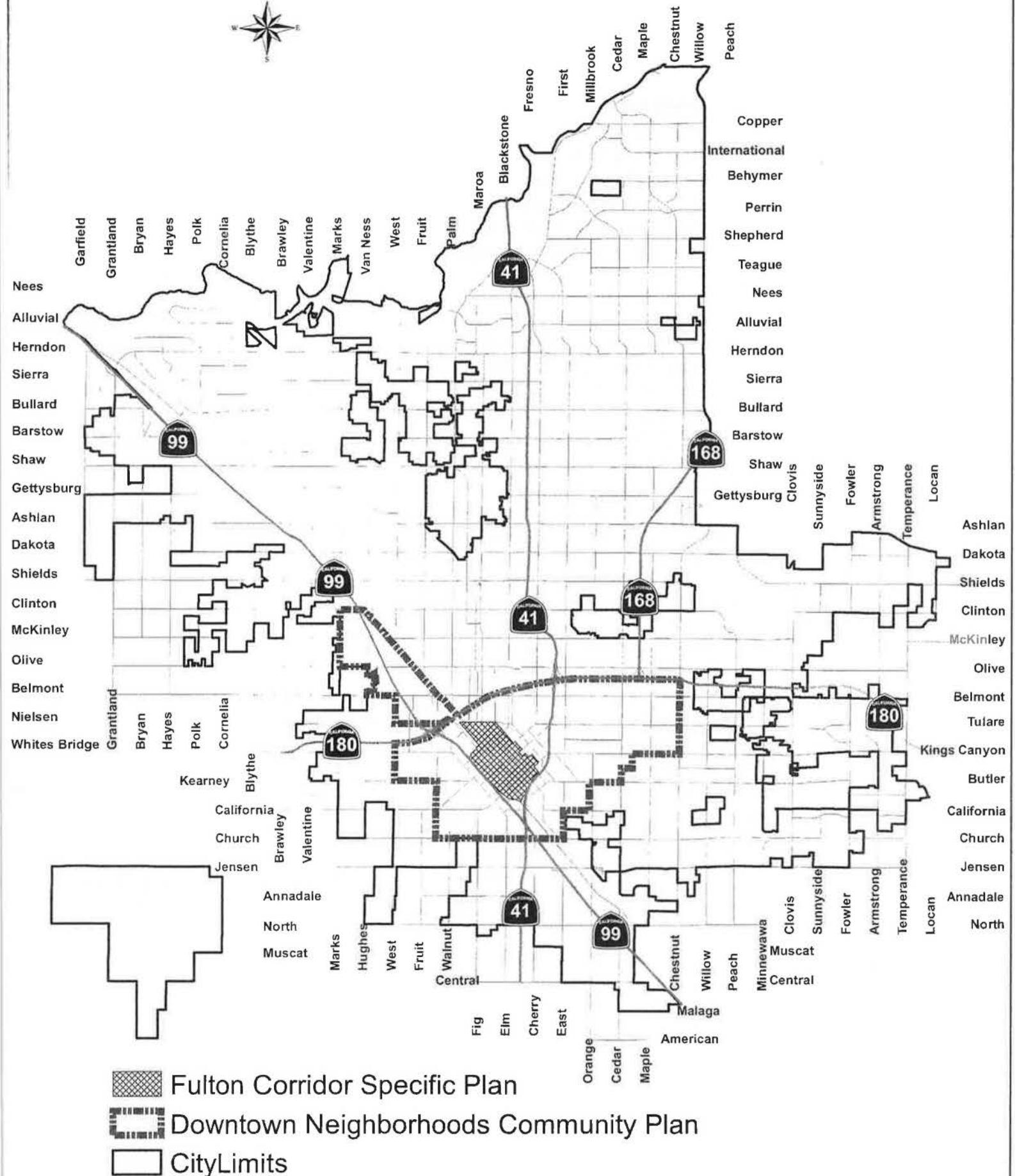
Pursuant to FMC 12-1606(b)(5)(6) the Historic Preservation Commission has the authority to participate in environmental reviews and to comment on land use and planning as they may affect designated Historic Resources, Historic Districts and Heritage Properties "as the Commission deems appropriate." In addition, both federal and State statutes ensure public participation.

Staff recommends that the Commission review the DEIR and the various documents and provide comments. Staff also recommends that the HPC consider the following:

- 1) Correction: Block 50 not Block 51 is the area of Chinatown that was called out in the Greenwood Archaeological report as particularly sensitive (5.5-43).
- 2) Pursuant to MM CUL-1, resources evaluated during development projects should also be evaluated for their potential for listing on Fresno's Local Register of Historic Resources and not just for the California and National Registers (5.5-40).
- 3) And the verb for MM CUL-1 needs to be revised from "should" to "shall," which has greater potency in an environmental document.

Attachments:   Exhibit A -- Project Location Map"  
                  Exhibit B - Sections of the DEIR which pertain to Historic and Cultural Resources.

# Project Location Map



**DRAFT**  
**Environmental Impact Report**  
**City of Fresno Downtown Neighborhoods Community Plan, Fulton**  
**Corridor Specific Plan, and Downtown Development Code**  
**City of Fresno, Fresno County, California**

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## SECTION 1: INTRODUCTION

### 1.1 - Regional and Local Setting

The City of Fresno (City) is located in the heart of California's San Joaquin Valley, approximately 190 miles southeast of San Francisco and 220 miles northwest of Los Angeles. Located very near the geographical center of California, the City is also the gateway to Yosemite National Park, Sierra National Forest, Kings Canyon National Park, and Sequoia National Park. Regional access to Fresno from the north and south is provided by State Routes 99 and 41, from the west by State Route 180, and from the east by State Routes 168 and 180.

The Downtown Neighborhoods Community Plan (DNCP) boundaries are located within the southern portion of the City of Fresno. The community plan boundaries encompass 7,290 acres. The Community Plan area is generally bounded to the east by Chestnut Avenue; to the south by Church Avenue, to the west by Thorne, West, and Marks Avenues; and to the north by State Route 180 (Exhibit 3-2). Along the western side of the Community Plan area, the boundaries extend as far north as Clinton Avenue. The Community Plan area is divided by State Routes 99, 41, and 180, as well as the Union Pacific and BNSF railroad rights-of-way.

The Fulton Corridor Specific Plan (FCSP) area is located within the boundaries of the DNCP (Exhibit 3-2). The FCSP boundaries encompass 655 acres. The Specific Plan area is generally bounded to the north by Divisadero Street, to the west by State Route 99, to the south by State Route 41, and to the east by N Street, O Street, and the alley between M and N Streets (Exhibit 3-3). The Specific Plan area is divided by the Union Pacific railroad right-of-way. Fulton Street is also within the boundaries of the FCSP.

The Downtown Development Code (DDC) is a form-based zoning code that contains the standards and requirements for development and land use activity within the boundaries of the DNCP and FCSP. It implements the DNCP and the FCSP and would apply to all 7,290 acres of property within the plan boundaries. While this code will be referenced as the "Downtown Development Code" throughout the DEIR, upon adoption it would be incorporated into the Citywide Development Code.

Today, Downtown is characterized by the concentration of commercial, retail, and office buildings and uses. Housing is noticeably absent, although several pioneering residential developments have emerged in recent years. In the Plan Areas' industrial districts, manufacturing, agricultural processing, warehousing, and industrial buildings and uses predominate. In both the Fulton District and South Van Ness, there is a rich stock of historic buildings in dire need of rehabilitation.

### 1.2 - Overview of the DNCP, FCSP, and DDC

#### 1.2.1 - Downtown Neighborhood Community Plan (DNCP or Community Plan)

The DNCP (Appendix A) is an extension of the Fresno General Plan that provides updated and refined policy direction for Fresno's Downtown and the neighborhoods immediately adjacent to it. It contains within its boundaries the FCSP area and provides policy direction for the FCSP area and the

neighborhoods that surround it. The DNCP outlines the community's long-term goals for the Community Plan area and provides detailed policies concerning a wide range of topics, including land use and development, transportation, the public realm of streets and parks, infrastructure, historic resources, and health and wellness. Along with the form-based Downtown Development Code (DDC), the DNCP is intended to protect Fresno's oldest neighborhoods, while encouraging and accommodating future development, in a manner that contributes to a stronger and healthier community for everyone.

The overarching goal of the DNCP is to capitalize on the positive momentum for Downtown revitalization and put specific policies and actions into place to guide the rejuvenation of the Downtown neighborhoods that brings about lasting prosperity and improvements. The long-term vision for the DNCP can be summarized as follows:

- Establish Downtown as the heart of Fresno;
- Revive and/or transform each of the Plan's planning areas based upon their unique identity;
- Establish mixed-use neighborhood centers at important intersections that are within easy walking distance of surrounding residences and connect to existing and future transit networks;
- Improve the quality of the Community Plan Area's corridors by introducing street trees, traffic-calming measures, pedestrian amenities such as crosswalks, street lights and street furniture, and creating bicycle-friendly corridors; and
- Create a framework for improving neighborhoods in order to attract private investment back to the center of the City and fostering a sense of pride in Downtown and its surrounding neighborhoods that inspires residents and property owners to not only transform and refurbish their own properties, but also to inspire others to do the same.

### **1.2.2 - Fulton Corridor Specific Plan (FCSP or Specific Plan)**

The FCSP (Appendix B) translates the policy direction of the Fresno General Plan and the DNCP into detailed goals, policies, and actions for the revitalization of the heart of Downtown. By establishing policies and standards for the Specific Plan area, the FCSP implements the General Plan at a site-specific level and provides for orderly development within the Plan area. The goal of the FCSP is to establish predictable and clear regulations that help reduce development costs and alleviate uncertainty, making good projects easier to build Downtown. To this end, the FCSP includes detailed policies regarding land use and development, historic resources, the public realm, transportation, and infrastructure that provide the foundation for urban and economic growth and the basis for the City to make decisions regarding growth, historic preservation, housing, transportation, the environment, community facilities, and community services within the Specific Plan area. The Fulton District is a main component of the FCSP, and one of the main objectives is to fully implement and construct the Fulton Mall Reconstruction Project as approved by the City Council in February 2014. The FCSP is more detailed than the DNCP and has been drafted to fully implement the goals, policies, and objectives of the DNCP. To the extent there appears to be any conflict between these two Plans, the FCSP takes precedence.

### 1.2.3 - Downtown Development Code (DDC or Downtown Code)

The DDC (Appendix C) is intended to be the implementing ordinance for both the DNCP and FCSP. The purpose and intent of the DDC is to:

1. Implement the policies, objectives and goals of the DNCP and the FCSP;
2. Provide an integrated set of development and land use standards to achieve the outcomes described in the DNCP and FCSP;
3. Be consistent with the principles, objectives, process and approach described in the Fresno General Plan; and
4. Preserve, protect, and promote the public health, safety, peace, comfort, convenience, prosperity, and general welfare of residents and businesses in the Downtown.

The DDC is a form-based code that contains most of the standards and requirements for development and land use activity within the DNCP and FCSP areas and regulates development patterns consistent with the existing scale and character of the plan areas' various neighborhoods districts and corridors. Form-based codes address the relationship between building facades and the public realm (streets and parks), the form and massing of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a zoning map that designates the appropriate form and scale (and, therefore, character) of development, rather than only distinctions in land-use type. Land uses described in the DNCP and FCSP and the zones in the DDC are intended to be the same as those shown in Appendix C, Table 1-1. The DDC will ultimately be presented as a text amendment to the Citywide Development Code and if adopted will become an integral part of the code (FMC Chapter 15).

Form-based codes create an urban structure of centers, neighborhoods, and corridors and de-emphasize density in favor of standards for building form and streetscapes. Form-based codes recognize that uses may change over time, but the building and its physical environment will endure. In addition, a form-based code provides greater flexibility in the range of land uses that can occur in a building to make buildings sustainable and able to respond to changing economies. Finally, form-based codes recognize the high importance of public spaces in defining and creating a sense of place.

### 1.3 - Purpose and Authority

This Draft EIR evaluates the potential environmental impacts associated with the Downtown Neighborhood Community Plan (DNCP), Fulton Corridor Specific Plan (FCSP), and the Downtown Development Code (DDC) project. The scope of this Draft EIR is discussed below in Section 1.6. This document conforms to the following:

- California Environmental Quality Act California Environmental Quality Act (CEQA) (Public Resources Code Section 21000, et seq.)



- CEQA Guidelines (California Code of Regulations Section 15000, et seq.)
- City of Fresno Local CEQA Guidelines

This Draft EIR is intended to serve as an informational document for public agency decision-makers and the public in compliance with the CEQA Guidelines. Environmental impacts are analyzed to the degree of specificity prescribed by the CEQA Guidelines Section 15146. This document will address the potentially significant adverse environmental impacts that may be associated with both short-term construction period and long-term operations of the project, and will identify appropriate and feasible mitigation measures and alternatives in accordance with CEQA.

## 1.4 - Role of the EIR

This Draft EIR provides program-level analysis related to implementing the DNCP, FCSP, and the DDC.

### 1.4.1 - Tiering from General Plan EIR

This Draft EIR tiers from the MEIR, SCH 2012111915, prepared for the Fresno General Plan. “Tiering” or “tier” means the coverage of general matters and environmental effects in an environmental impact report prepared for a policy, plan, program or ordinance followed by narrower or site-specific environmental impact reports which incorporate by reference the discussion in any prior environmental impact report and which concentrate on the environmental effects which (a) are capable of being mitigated, or (b) were not analyzed as significant effects on the environment in the prior environmental impact report (Cal. Pub. Res. Code § 20168.5; CEQA Guidelines § 15152).

Tiering of EIRs is encouraged to promote construction of needed housing and other development projects by (1) streamlining regulatory procedures, (2) avoiding repetitive discussions of the same issues in successive environmental impact reports, and (3) ensuring that environmental impact reports prepared for later projects which are consistent with a previously approved policy, plan, program, or ordinance concentrate upon environmental effects that may be mitigated or avoided in connection with the decision on each later project. Tiering is appropriate when it helps a public agency to focus upon the issues ripe for decision at each level of environmental review and in order to exclude duplicate analysis of environmental effects examined in previous environmental impact reports. To achieve this purpose, the California Legislature has determined that EIR shall be tiered whenever feasible, as determined by the lead agency (Cal. Pub. Res. Code § 20193).

Where a lead agency is using the tiering process in connection with an EIR for a large-scale planning approval, such as a general plan or component thereof (e.g., an area plan or community plan such as the DNCP and FCSP), the development of detailed, site-specific information may not be feasible but can be deferred, in many instances, until such time as the lead agency prepares a future environmental document in connection with a project of a more limited geographical scale, as long as deferral does not prevent adequate identification of significant effects of the planning approval at hand.

Each topical section of this DEIR provides any applicable mitigation measures from the MEIR. Additional mitigation measures are provided where necessary to discuss impacts unique to the implementation of the DNCP, FCSP and DDC that were not addressed in the MEIR.

#### **1.4.2 - Use of the EIR for Program-Level Analysis**

This Draft EIR contains program-level analysis. A program-level analysis was selected for the EIR evaluation because this project is considered a program. To be considered a program by CEQA, a project must include a series of actions that are characterized as one large project. In this instance, the DNCP, FCSP and DDC qualify as codified in Section 15168 of the CEQA Guidelines, et seq., as a series of actions that can be related either:

- Geographically,
- As logical parts in the chain of contemplated actions,
- In connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program, or
- As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways.

#### **1.4.3 - Use of the EIR for Project-Level Analysis**

This Draft EIR also contains project-level analysis with the expectation that no additional environmental review will be required after the City certifies the Final EIR and subsequently approves the project, provided that subsequently proposed individual development projects are consistent with the DNCP, FCSP and DDC and within the scope of environmental analysis contained in this Draft EIR. For those projects that are consistent, other State Responsible Agencies would also be able to approve subsequent actions germane to their respective areas of statutory responsibility without additional environmental review and documentation.

### **1.5 - Lead Agency, Project Contact and Sponsors**

CEQA Guidelines Section 15367 defines the Lead Agency as “. . . the public agency, which has the principal responsibility for carrying out or approving a project.” Criteria considered in identifying the Lead Agency include whether the agency (1) has the greatest responsibility for supervising or approving the project as a whole; (2) is an agency with the general governmental powers; and (3) will act first on the project in question (CEQA Guidelines Section 15051). As previously stated, the Lead Agency for this Draft EIR is the City. In this capacity, the City is responsible for review of the environmental documentation through certification of a Final EIR.

In accordance with Section 15091 of the CEQA Guidelines, the Lead Agency would be required to make findings for each environmental impact of the project that cannot be mitigated below a level of significance, should the Lead Agency determine that the benefits of the proposed project outweigh unmitigated, significant environmental effects that would remain after project implementation. The City would be required to adopt a statement of overriding considerations,

stating the reasons supporting this action, regardless of the project's significant environmental effects that would remain. This Draft EIR reflects the independent judgment and analysis of the City as required by the Guidelines. Section 9 of this document provides the lists of organizations and persons consulted and the report preparation personnel.

Lead Agency and key contact persons are:

**Lead Agency and Project Sponsor**

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## 1.6 - EIR Focus

This Draft EIR will focus on the topical environmental issues identified below under Section 1.6.3. Section 1.6.1 identifies those topical environmental issues deemed not to be significant.

### 1.6.1 - Environmental Issues Determined not to be Significant

Evaluation of the Forestry Resources and Mineral Resources topical environmental issues determined that no impacts would result from project implementation, as provided in the discussions below. No further discussion or evaluation of these topical environmental issues will occur in this Draft EIR.

#### Forestry Resources

Based on a review of the California's Forest and Rangelands: 2010 Assessment (CAL FIRE June 2010) the boundaries of the DNCP or FCSP do not contain forest land or timberland. Therefore, the implementation of the DNCP, FCSP and DDC would result in no impacts to conflicts with forest land or timberland zoning, loss of forest land, or conversion of forest land to non-forest use.

#### Mineral Resources

The City of Fresno permits mining only within the Mining (M) Overlay District (Citywide Development Code). Moreover, the boundaries of the DNCP or FCSP are classified as Mineral Resource Zone (MRZ)-3, which are defined as potential, but unproven mineral resource reserves

**Table 1-1 (cont.): Summary of IS/NOP**

Commenter	Summary of Environmental Issues Raised in Comment Letter	Section Where Comment Addressed
California Rural Legal Assistance May 2, 2012	The letter recommended the following be addressed in the EIR: mixed-income neighborhoods and minimized gentrification; displacement of low-income residents; vehicle miles traveled, greenhouse gas emissions, and air pollution; compliance with California Housing Laws; air quality degradation due to lack of public transportation; environmental and health impacts of increased industrial activity; public services; and impacts on vulnerable populations and small business owners.	Section 5.12, Population and Housing; Section 5.10, Land Use and Planning; Section 5.7, Greenhouse Gases; Section 5.3, Air Quality; Section 5.14, Transportation and Traffic; Section 5.13, Public Services;
City of Fresno Bicycle and Pedestrian Advisory Committee July 28, 2011	The letter requests the following to be adequately addressed in the bicycle components of the document: multipurpose trails; bike lanes; designations between existing and new facilities; and bike parking requirements.	Section 5.10, Land Use and Planning; Section 5.14, Transportation and Traffic
Daetweiler, et. al. Letter May 1, 2012	The letter requested written responses to comments on the following topics: aesthetic considerations; cultural aspects; environmental and health considerations; historic significance; economic considerations; and land use/planning considerations.	Section 5.1, Aesthetics; Section 5.5, Cultural Resources; Section 5.10, Land Use and Planning;
Downtown Fresno Coalition May 1, 2012	The letters commented on the necessary scope of the Draft EIR, the "Potential Environmental Effects of the Project" on page two of the Notice of Preparation, the analysis of the proposed alternative to the preferred alternative and procedural concerns in response to the Notice of Preparation of the Draft EIR.	Section 7, Alternatives to the Proposed Project;
Downtown Fresno Partnership April 30, 2012	The letter commented on the environmental impacts of the Fulton Corridor Specific Plan and the Fulton Mall project, including: the impact on urban decay of the available alternatives; air quality and cultural resources; necessary considerations for the reintroduction of vehicular traffic along the six blocks of the Fulton District; and impacts on traffic circulation and the ability to find on-street parking.	Section 5.5, Cultural Resources; Section 5.3, Air Quality; Section 5.14, Transportation and Traffic; Section 5.10, Land Use and Planning; Section 7, Alternatives to the Proposed Project;
Faith in Community May 2, 2012	The letter summarized concerns regarding the potential for the DNCP and added density to affect environmental conditions in the Southern Neighborhoods, including: water supply, water quality, natural resources, air quality, climate change, the heat island effect, housing, economic and social conditions, historic and cultural resources, cumulative environmental vulnerability, growth assumptions, cumulative effects, alternatives to the project, and adequate mitigation measures.	Section 5.9, Hydrology and Water Quality; Section 5.4, Biological Resources; Section 5.12, Population and Housing; Section 5.7, Greenhouse Gases; Section 5.3, Air Quality; Section 5.10, Land Use and Planning; Section 7, Alternatives to the Proposed Project;



**Table 1-1 (cont.): Summary of IS/NOP**

Commenter	Summary of Environmental Issues Raised in Comment Letter	Section Where Comment Addressed
Fresno City and County Historical Society c/o Baker Manock & Jensen May 1, 2012	The letter recommends the City to consider revising boundaries to include all portions of historic neighborhoods into plan areas, as well as new plans to contain a comprehensive preservation element. The letter also states that historic resource surveys should be reviewed, updated, and adopted, a prescribed project review should be included in the historic preservation element, and historic and old “good urban buildings” should be protected and reused.	Section 5.5, Cultural Resources; Section 5.10, Land Use and Planning
Fresno County Department of Public Health May 1, 2012	The letter commented on the appropriate removal of underground storage tank(s), wells, and septic systems; and the correct protocols pertaining to the demolition/remodel of existing structures.	Section 5.8, Hazardous Materials; Section 5.9, Hydrology and Water Quality; Section 5.10, Land Use and Planning
Fresno County Office of Education April 27, 2012	The letter asks that the following be analyzed in the EIR: air quality, noise, and traffic impacts related to introducing traffic; aesthetic impacts; the impacts associated with integration of traffic along corridors; and mitigation of the impacts to the public art along the Fulton Street.	Section 5.3, Air Quality; Section 5.11, Noise; Section 5.1, Aesthetics; Section 5.14, Transportation and Traffic;
Fresno Interdenominational Refugee Ministries (FIRM, Inc.) April 17, 2012	The letter recommends the following to improve employee housing and prevent displacement: affordable housing for all sectors of the community; a formal mitigation plan, consistent with its obligations under CEQA, as part of the DEIR; and equal consideration of alternatives to the project and the proposed Downtown Plan project in the DEIR.	Section 5.12, Population and Housing; Section 7, Alternatives to the Proposed Project; Section 5.10, Land Use and Planning
Fresno Metropolitan Flood Control District April 19, 2012	The letter discusses guidelines for storm water management and proposed development; information on drainage fees pursuant to the Drainage Fee Ordinance; proper procedures for the development of new and existing storm drainage facilities; requirements for the FMFCD to review and approve final improvement plans for all development; and efforts to improve storm runoff quality.	Section 5.9, Hydrology and Water Quality; Section 5.10, Land Use and Planning
George Bursik Letter April 29, 2012	The letter recommends a thorough consideration of alternatives to development of the Fulton District; that solutions to negative conditions described in the NOP be better addressed in the EIR; the identification of deferred maintenance and needed repairs; and the calculation of more accurate cost estimates.	Section 5.12, Population and Housing; Section 7, Alternatives to the Proposed Project; Section 5.10, Land Use and Planning



**Table 1-1 (cont.): Summary of IS/NOP**

<b>Commenter</b>	<b>Summary of Environmental Issues Raised in Comment Letter</b>	<b>Section Where Comment Addressed</b>
San Joaquin Valley Air Pollution Control District May 1, 2012	The letter recommends the following: an emissions analysis in the Air Quality section of the EIR that includes a discussion of Criteria Pollutants and Health Impacts; a discussion of the methodology used in characterizing the project's impact on air quality; district rules and regulations that individual projects may be subject to; and design standards that reduce vehicle miles traveled (VMT).	Section 5.3, Air Quality; Section 5.14, Transportation and Traffic
Binational Center for the Development of Oaxacan Indigenous Communities May 8, 2012	The letter recommends an evaluation of the impacts of the HSR station on development in the downtown neighborhood and an evaluation of how people residing in the surrounding areas will be affected by displacement, air quality, water supply, health hazards, traffic, and other effects during the construction of the station. The letter also states the implications of future development on prospective commercial/retail services, negative impacts addressed by policy 2.13, cultural preservation, environmental and health risks for residents near industrial areas, and that mitigation measures should be adequately addressed in the DEIR.	Section 5.12, Population and Housing; Section 5.3, Air Quality; Section 5.9, Hydrology and Water Quality; Section 5.14, Transportation and Traffic; Section 5.5, Cultural Resources; ; Section 5.8, Hazardous Materials; Section 5.10, Land Use and Planning; Section 5.11, Noise; Section 5.15, Utilities and Service Systems
West Fresno Health Care Coalition April 30, 2012	The letter recommends attention to environmental indicators, such as air quality and concentration of poverty; and the development of affordable mixed housing on the vacant neighborhood parcels west of State Route 99.	Section 5.3, Air Quality; Section 5.12, Population and Housing; Section 5.10, Land Use and Planning
City of Fresno Department of Public Utilities September 14, 2015	The letter recommends that recycled water be used once it becomes available.	N/A
State of California Department of Transportation October 9, 2015	The letter recommends coordination with Caltrans to discuss mitigation measures.	N/A
Downtown Fresno Coalition October 30, 2015	The letter recommends additional detail/information be provided in the various EIR sections.	N/A

**Table 1-2: First Scoping Meeting Comments**

<b>Commenter</b>	<b>Summary of Environmental Issues Raised at Scoping Meeting</b>	<b>Section Where Comment Addressed</b>
Rebecca Van Stokkum, Faith in Community (FIC), City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: air quality; concentration of poverty; agricultural resources; denser population centers; need for additional housing units; aging infrastructure and infrastructural needs; environmental indicators in the area that have been historically poor; and mitigation effects.	Section 5.3, Air Quality; Section 5.12, Population and Housing; Section 5.13, Public Services; Section 5.15, Utilities and Service Systems
Pastor Juan M. Saavedra, Fresno Interdenominational Refugee Ministries (FIRM) and Faith in Community (FIC), City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: water supply; water quality, citing the rise in cases of MERSA; impact on natural resources; aging infrastructure and infrastructural needs; and clean water for agriculture.	Section 5.9, Hydrology and Water Quality; Section 5.4, Biological Resources; Section 5.2, Agriculture Resources; Section 5.15, Utilities and Service Systems
Rev. Sophia DeWitt, Fresno Interdenominational Refugee Ministries (FIRM) and Faith in Community (FIC), City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: affordable housing; project alternatives; and a formal mitigation plan consistent with CEQA obligations.	Section 5.12, Population and Housing; Section 7, Alternatives to the Proposed Project
Ray McKnight, Downtown Fresno Coalition, City of Fresno	The commenter stated that the following environmental topics should be addressed in the Draft EIR: Fresno's history of public policy making; a revision of the discussion of Fulton Mall on pages 11 and 12 of the NOP; the effect of the DNCP on the Eaton Plaza Master Plan; a possible violation of the Eaton Plaza Master Plan in the draft of the FCSP that is not adequately addressed in the NOP; and the need for the EIR to clarify its implementation and the responsible agencies.	Section 5.10, Land Use and Planning
Paula Mickalian, City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: air quality; greenhouse gas emissions; increases in vehicular traffic; possibility of an increase in pavement creating a heat island; and a thorough investigation of the three Fulton Street alternatives.	Section 5.3, Air Quality; Section 5.7 Greenhouse Gases; Section 5.14, Transportation and Traffic; Section 7, Alternatives to the Proposed Project
Joyce Aiken, City of Fresno	The commenter stated that cultural resources should be evaluated in the Draft EIR by studying the totality of the Fulton Mall, including pavement, art, landscaping, and water features.	Section 5.5, Cultural Resources
Sue McCline, Downtown Fresno Coalition, City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: transportation and traffic, including modes of transportation that do not require opening the Fulton Mall up to vehicular traffic.	Section 5.14, Transportation and Traffic

**Table 1-2 (cont.): First Scoping Meeting Comments**

Commenter	Summary of Environmental Issues Raised at Scoping Meeting	Section Where Comment Addressed
Kathy Omachi, Chinatown Revitalization, Inc., of Fresno (Co-Chair)	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: clarification of the boundary definition; the issue of self-identification for communities; infrastructural failure in Chinatown; and preservation of cultural aspects of Chinatown.	Section 5.5, Cultural Resources; Section 5.9, Hydrology and Water Quality; Section 5.10, Land Use and Planning
Hal Tokmakian, Downtown Fresno Coalition, City of Fresno	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: a comprehensive consideration of Chinatown and other downtown areas in the specific plan; the General Plan policy for the Specific Plan; and alternatives for the balance of the Specific Plan.	Section 5.10, Land Use and Planning

Source: Michael Brandman Associates, April 17, 2012.

**Table 1-3: Second Scoping Meeting Comments**

Commenter	Summary of Environmental Issues Raised at Scoping Meeting	Section Where Comment Addressed
Patience Milrod	The commenter would like to reconvene the committees and review the Plans once they are revised.	N/A
Michael Navarro	The commenter requests to be involved throughout process.	N/A
Hal Tokmakian	The commenter stated that the following environmental topics should be evaluated in the Draft EIR: Fresno's history; Fulton Mall; Effects on Eaton Plaza Master Plan; Abolishing the Redevelopment Agency; Air Quality and GHG; Cultural; Transportation and Traffic; and Utilities and Service Systems	Addressed in sections required.
Kevin Norgaard	The commenter stated that any land use designation changes must be evaluated using the hydraulic model that is currently based on existing land uses. If capacity is too high, the the Public Utilities Department will identify improvements and cost necessary.	N/A
Kevin Norgaard	The commenter stated that the Public Utilities Department of the City is in the process of installing recycled water mains and distribution pipelines. Once available, the City's Recycled water ordinance will be reviewed and applied as necessary to all planning documents in the Downtown Area.	N/A

Source: FirstCarbon Solutions, September 29, 2015.

- San Joaquin River Conservancy
- San Joaquin Valley Air Pollution Control District
- School Districts (Various)
- Sewer Districts (Various)
- Water Districts (Various)
- Any other Responsible or Trustee Agency that may need to provide discretionary approval

### 1.7.2 - List of Approvals for which the EIR will be Used

The following approvals are needed:

- Certification of the Environmental Impact Report
- Adoption of Plan Amendments for the following:
  - Adoption of the proposed Downtown Neighborhoods Community Plan (DNCP)
  - Adoption of the Fulton Corridor Specific Plan (FCSP)
- Amendment of the Fresno General Plan, the West Area Community Plan, Edison Community Plan and the Roosevelt Community Plan
- Repeal of the Central Area Community Plan in its entirety
- Repeal of the Fulton Lowell Specific Plan Adoption of a Rezone to update the zoning map in the plan area;
- Adoption of a text amendment to the Citywide Development Code to incorporate the Downtown Development Code

## 1.8 - Project Objectives

The following list of objectives provides the underlying objectives of the DNCP, FCSP, and DDC.

### 1.8.1 - Downtown Neighborhood Community Plan

The primary objectives of the DNCP are as follows:

- To make the Downtown Neighborhoods attractive, healthy, mixed-income places to live, thanks to their historic character and their proximity to a revitalized Downtown.
- To revive the underlying structure of the Downtown Neighborhoods to create identifiable neighborhoods, districts, and corridors.
- To integrate the public realm of streets with a multi-modal transportation network that renders them walkable and livable.
- To regenerate parks and public spaces and make them safe and accessible to residents.
- To reinforce the identity of each of the Plan subareas by including all of the remaining ingredients for quality of life from childhood to old age within a walkable range.



- To reintroduce missing street trees, irrigation, and sidewalks, and slow down traffic on primary thoroughfares through various traffic-calming measures.
- To introduce a range of well-designed buildings that provide a variety of housing choices within easy access of parks, services, and jobs.
- To design residential buildings to promote safety and community on the sidewalk and street.
- To design commercial buildings with facades that are adjacent to sidewalks, are constructed of quality and durable materials, can accommodate a mix of uses at any one time, and can be reused over time under different programs.
- To introduce the High Speed Rail in a manner that has the most beneficial impact possible on the surrounding homes, businesses, and open spaces, while preserving Downtown's interconnected street network to the maximum extent possible.

### **1.8.2 - Fulton Corridor Specific Plan**

The primary objectives of the FCSP are as follows:

- A vision for the future of Downtown that recognizes the importance of history and tradition while embracing opportunities for continued reinvestment, growth, and beneficial change.
- Goals and policies that work in tandem with and refine those of the General Plan and the Downtown Neighborhoods Community Plan to achieve the revitalization of the Plan area.
- New land use policies for the Plan area will guide upcoming zoning regulations. These new policies are calibrated to deliver new development that is consistent with Fresno's physical character, history, and culture, as well as the community's vision for its future growth.
- The implementation strategy for transforming the Plan area's streets, infrastructure, parks, and other public spaces.
- Revitalize Fulton District and promote it as a key asset and urban place. Strike a balance between the original character and value of the pedestrian-only Mall and its importance as the economic engine of the Downtown.

The above objectives provide private property owners with a clear understanding of the future context within which they are investing and reinvesting in their properties.

### **1.8.3 - Downtown Development Code**

The objectives of the DDC are summarized as follows:

1. Property shall be occupied with land use activity to improve health; stabilize and improve property values; provide continuity of Fresno's heritage; maximize compatibility; offer a range of housing choices; increase reinvestment in the Downtown Neighborhoods; provide a wide range of services and shopping; revitalize mixed-use corridors; and support convenient transit.



2. Buildings and their additions shall be designed and maintained to support reinvestment; front the adjacent street(s); enhance the building's relationship to the public realm; use appropriate landscape materials; generate long-term value; and express creativity.
3. Frontages shall be designed and maintained to support the intended physical environment; support active and continuous pedestrian-oriented environments; and provide appropriate physical transitions between the public right-of-way and the property.
4. Signage shall be designed and maintained to promote the aesthetic and environmental values of the community; provide an effective channel of communication; avoid traffic safety hazards; and safeguard and protect the public health, safety, and general welfare.
5. Open spaces, landscaping and streetscapes shall be designed and maintained to preserve and promote the aesthetic character and environmental quality of Fresno as a place to live, work, and shop; correspond to the adjacent streetscapes; allow urban agriculture at all scales, as practical; and contribute to mitigating environmental degradation.
6. Each new or modified block and street shall be designed and maintained to interconnect and form/maintain a network; support the intended physical context; generate pedestrian-oriented block lengths; transform large sites into pedestrian-oriented blocks; increase the number of blocks; and support a multi-modal transportation system.

- Greenhouse Gases—increases in greenhouse gas emissions
- Noise—increases in noise levels
- Traffic—increases in traffic within and outside of the DNCP and FCSP

## 2.4 - Summary of Project Alternatives

Below is a summary of the four alternatives to the proposed project considered in Section 7, Alternatives to the Proposed Project.

- **No Project Alternative:** The DNCP, FCSP, and DDC would not be implemented.
- **High Density Residential Focus:** A 60 percent increase in residential land use density for the “high” capacity development potential (i.e., instead of 14 percent proposed for the DNCP), a 30 percent increase in residential land use density for the “medium” capacity development potential, and a 10 percent increase in the “low” capacity development potential for both Plan areas.
- **Retail Oriented Development Potential Scenario:** A 10 percent increase in total retail square footage in both Plan areas for the “high” capacity development potential, with a corresponding 5 percent decrease in the proposed office and 5 percent decrease in the proposed industrial square feet for the DNCP and FCSP in the Plan areas.
- **Office Oriented Development Potential Scenario:** A 10 percent increase of office square footage for the “high” capacity development potential with a corresponding 5 percent decrease in both the proposed residential and industrial land use square feet for the DNCP and FCSP within the Plan areas.

## 2.5 - Areas of Controversy

Pursuant to CEQA Guidelines Section 15123(b), a summary section must address areas of controversy known to the lead agency, including issues raised by agencies and the public, and it must also address issues to be resolved, including the choice among alternatives and whether or how to mitigate the significant effects.

A Notice of Preparation (NOP) for the proposed project was issued on September 1, 2015. The NOP describing the original concept for the project and issues to be addressed in the EIR was distributed to the State Clearinghouse, responsible agencies, and other interested parties for a 30-day public review period extending from September 1, 2015 through October 1, 2015. The NOP identified the potential for significant impacts on the environment related to the following topical areas:

- |  |                          |
|--|--------------------------|
| • Aesthetics                               | • Land Use and Planning  |
| • Agricultural Resources                   | • Noise                  |
| • Air Quality and Greenhouse Gas Emissions | • Population and Housing |
| • Cultural Resources                       | • Public Services        |

**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
<b>Impact BIO-4:</b> The project would not interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of wildlife nursery sites. (5.4-25)	<b>Project-specific</b> Mitigation measures are not required.  <b>Cumulative</b> Mitigation measures are not required.	<b>Project-specific</b> Less than significant impact.  <b>Cumulative</b> Less than significant impact.
<b>Impact BIO-5:</b> The project would not conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance. (5.4-26)	<b>Project-specific</b> Mitigation measures are not required.  <b>Cumulative</b> Mitigation measures are not required.	<b>Project-specific</b> Less than significant impact.  <b>Cumulative</b> Less than significant impact.
<b>Impact BIO-6:</b> The project would not conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan. (5.4-29)	<b>Project-specific</b> Mitigation measures are not required.  <b>Cumulative</b> Mitigation measures are not required.	<b>Project-specific</b> No impact.  <b>Cumulative</b> No impact.
<b>Section 5.5—Cultural Resources</b>		
<b>Impact CUL-1:</b> The project could cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5. (5.5-33)	The following mitigation measures were included in the MEIR and remain applicable to this project: <b>Project-specific</b> <b>MM CUL-1:</b> In accordance with Objective HCR-2 (specifically HCR-2-a through HCR-2-c) of the Fresno General Plan, and in accordance with DNCP Chapter 6 Goal 6.1, all specific development projects within the DNCP, FCSP, and DDC should undergo a standard Cultural Resources Assessment, Archaeological Resource Assessment, Historic Property Evaluation, or equivalent Phase I review. • This CEQA-level evaluation should include, at minimum, a CHRIS records search for the project area and an appropriate search radius, a historical map/aerial photography and literature review for the project area, a pedestrian survey to identify specific historic-age structures within the project area, and any subsequent building/structure/object evaluations. The report should also address any project-specific archaeological sensitivity determinations and additional project-specific proposed	<b>Project-specific</b> Less than significant impact.  <b>Cumulative</b> Less than significant impact.

**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
	<p>mitigation measures, as necessary.</p> <ul style="list-style-type: none"> <li>Any newly recorded prehistoric or historic resources should be evaluated for significance and potential standing with the CRHR or NRHP, as necessary. Eligibility determinations and proposed mitigation measures should be summarized in the Phase I report.</li> <li>To ensure that state and local historic resources databases are updated with new findings, the appropriate Department of Parks and Recreation (DPR) forms are required to be completed for any newly recorded resources and submitted to the CHRIS Information Center with the completed Phase I report.</li> <li>Completed Phase I reports should be submitted to the City for incorporation into their local databases.</li> </ul> <p><b>MM CUL-2:</b> In accordance with Objective HCR-3 (specifically HCR-3-a) of the Fresno General Plan, and in accordance with DNCP Chapter 6 Goal 6.1 (specifically Policy 6.2.1 through 6.2.7), all efforts should be made (within appropriate safest standards) to preserve, rehabilitate, and re-use historic-age structures (whether determined eligible or not).</p> <p><b>MM CUL-3:</b> Subsurface excavations or mass grading for new developments within areas determined to have moderate to high archaeological sensitivity (whether in this Specific Plan or in subsequent Phase I reports) should be monitored by a City-approved archaeologist</p> <p><b>MM CUL-4:</b> If previously unknown cultural resources are encountered during grading activities, construction shall stop in the immediate vicinity of the find and an archaeologist shall be consulted to determine whether the resource requires further study. The qualified archaeologist shall make recommendations to the City on the measures that shall be implemented to protect the discovered resources, including but not limited to excavation of the finds and evaluation of the finds in accordance with Section 15064.5 of the CEQA Guidelines and the City's Historic Preservation Ordinance.</p> <ul style="list-style-type: none"> <li>Potentially significant cultural resources consist of but are not limited to</li> </ul>	

**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
	<p>stone, bone, fossils, wood, or shell artifacts or features, including hearths, structural remains, or historic dumpsites. Any previously undiscovered resources found during construction within the project area should be recorded on appropriate Department of Parks and Recreation (DPR) forms and evaluated for significance in terms of CEQA criteria.</p> <ul style="list-style-type: none"> <li>• If the resources are determined to be unique historical resources as defined under Section 15064.5 of the CEQA Guidelines, measures shall be identified by the archaeologist and recommended to the Lead Agency. Appropriate measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds.</li> <li>• No further grading shall occur in the area of the discovery until the Lead Agency approves the measures to protect these resources. Any historical artifacts recovered as a result of mitigation shall be provided to a City-approved institution or person who is capable of providing long-term preservation to allow future scientific study.</li> </ul> <p><b>Cumulative</b> Implementation of Mitigation Measure CUL-1 through CUL-4 is required.</p>	
<p><b>Impact CUL-2:</b> The project could cause a substantial adverse change in the significance of a prehistoric archaeological resource pursuant to Section 15064.5. (5.5-42)</p>	<p>Mitigation Measure CUL-1 is required in order to assess the prehistoric archaeological sensitivity of specific project developments. If no previously recorded prehistoric resources are identified and no additional mitigation measures re proposed in the Phase I investigation, Mitigation Measure CUL-4 is required to address potential inadvertent finds.</p> <p>In addition to Mitigation Measure CUL-1 and CUL-4, the following mitigation measures, which were included in the MEIR and remain applicable to this project, are also required:</p> <p><b>MM CUL-5:</b> Monitoring by a qualified professional archaeologist shall be conducted during any ground-disturbing activities in the vicinity of the Fresno Chinatown Block 51 Site, Fresno Block 534 Site, and the Block 1052 Isolate, which were identified by the current investigations. ("Vicinity" is defined here as lying within 300 feet of the identified site boundaries.)</p>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>



**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
	<p>These are presently the only archaeological sites recorded within the FCSP/DNCP areas.</p> <p><b>MM CUL-6:</b> Ground-disturbing activities shall also be monitored in the vicinity of any archaeological sites identified in the future, as follows: A qualified professional archaeologist and a Native American representative shall monitor any ground-disturbing activities in the vicinity of known archaeological sites. An archaeological monitoring plan shall be developed in accordance with professional standards by an archaeologist who meets the Secretary of the Interior’s Professional Qualifications Standards for Archaeology. The monitors will ensure that any portions of previously identified significant resources are avoided and protected. In addition, they will identify any new cultural resources encountered during ground-disturbing activities. If potentially important cultural resources are discovered, the archaeologist will immediately divert such activity within 100 feet of the find, or a distance determined to be appropriate. The potential significance of the find will be assessed and mitigation measures formulated, if warranted. Appropriate mitigation may include avoidance of the resource, testing, and/or data recovery. Ground disturbance in the area of suspended activity shall not recommence until authorized by the archaeologist.</p> <p>Upon completion of the monitoring, an archaeological report will be prepared for the City in accordance with professional standards. A copy of the report will be submitted to the SSJV Information Center. Provisions will be made for curation of any significant cultural materials recovered.</p> <p><b>Cumulative</b> Implementation of Mitigation Measure CUL-1, as well as Mitigation Measures CUL-4, CUL-5, and CUL-6 are required.</p>	

**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
<p><b>Impact CUL-3:</b> The project could directly or indirectly destroy a unique paleontological resource or site or unique geologic feature. (5.5-46)</p>	<p>The following mitigation measure was included in the MEIR and remains applicable to this project:</p> <p><b>Project-specific</b>  <b>MM CUL-7:</b> Subsequent to a preliminary City review of the project grading plans, if there is evidence that a project will include excavation or construction activities within previously undisturbed soils, a field survey and literature search for unique paleontological/geological resources shall be conducted. The following procedures shall be followed:</p> <ul style="list-style-type: none"> <li>• If unique paleontological/geological resources are not found during either the field survey or literature search, excavation and/or construction activities can commence. In the event that unique paleontological/geological resources are discovered during excavation and/or construction activities, construction shall stop in the immediate vicinity of the find and a qualified paleontologist shall be consulted to determine whether the resource requires further study. The qualified paleontologist shall make recommendations to the City on the measures that shall be implemented to protect the discovered resources, including but not limited to, excavation of the finds and evaluation of the finds. If the resources are determined to be significant, mitigation measures shall be identified by the monitor and recommended to the Lead Agency. Appropriate mitigation measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds. No further grading shall occur in the area of the discovery until the Lead Agency approves the measures to protect these resources. Any paleontological/geological resources recovered as a result of mitigation shall be provided to a City-approved institution or person who is capable of providing long-term preservation to allow future scientific study.</li> <li>• If unique paleontological/geological resources are found during the field survey or literature review, the resources shall be inventoried and evaluated for significance. If the resources are found to be significant, mitigation measures shall be identified by the qualified paleontologist.</li> </ul>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>

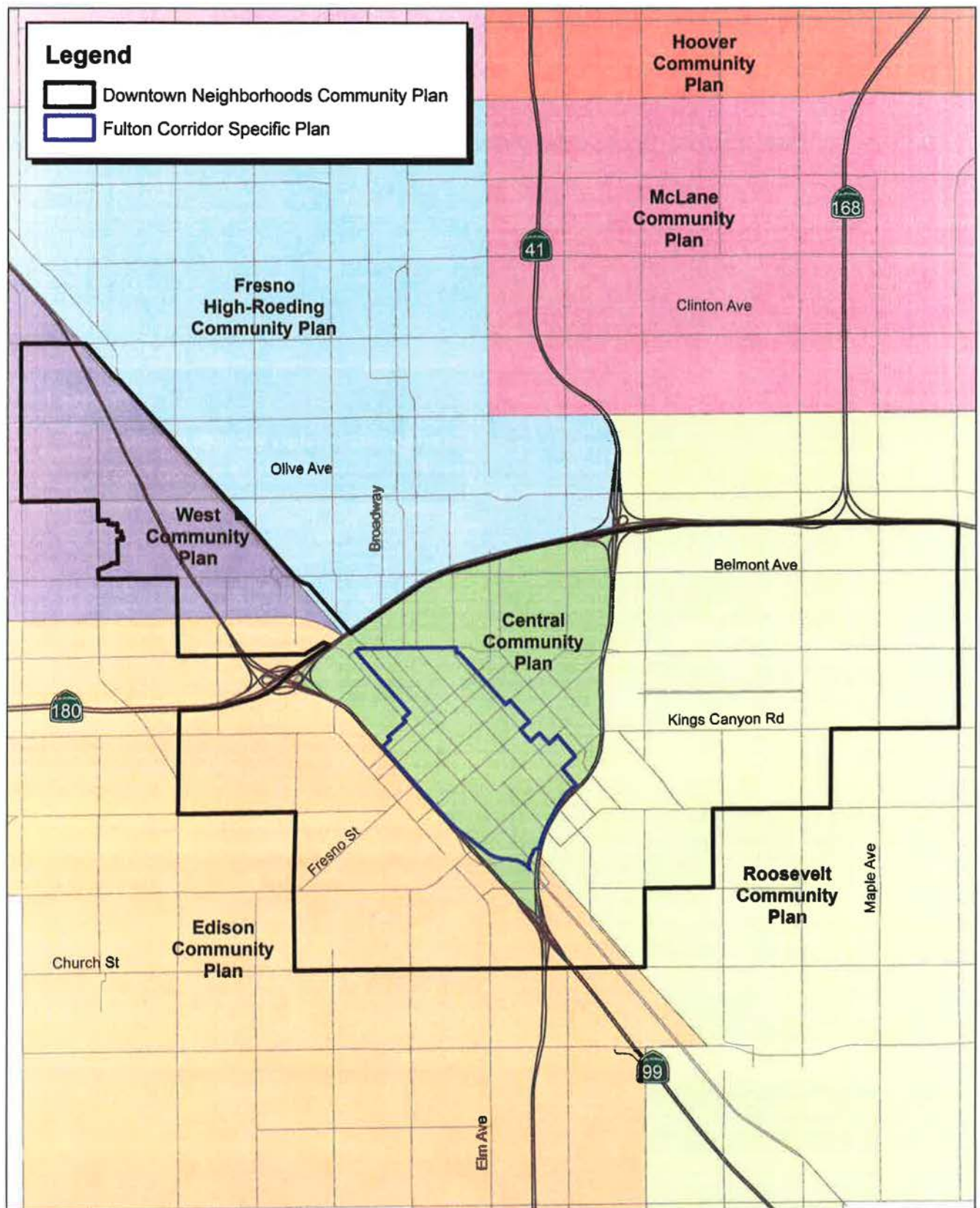
**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
	<p>Similar to above, appropriate mitigation measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds. In addition, appropriate mitigation for excavation and construction activities in the vicinity of the resources found during the field survey or literature review shall include a paleontological monitor. The monitoring period shall be determined by the qualified paleontologist. If additional paleontological/ geological resources are found during excavation and/or construction activities, the procedure identified above for the discovery of unknown resources shall be followed.</p> <p><b>Cumulative</b> Implementation of Mitigation Measure CUL-3 is required.</p>	
<p><b>Impact CUL-4:</b> The project would not disturb any human remains, including those interred outside of formal cemeteries. (5.5-48)</p>	<p>The following mitigation measure was included in the MEIR and remains applicable to this project:</p> <p><b>Project-specific</b> <b>MM CUL-8:</b> In the event that human remains are unearthed during excavation and grading activities of any future development project, all activity shall cease immediately. Pursuant to Health and Safety Code (HSC) Section 7050.5, no further disturbance shall occur until the County Coroner has made the necessary findings as to origin and disposition pursuant to PRC Section 5097.98(a). If the remains are determined to be of Native American descent, the coroner shall within 24 hours notify the Native American Heritage Commission (NAHC). The NAHC shall then contact the most likely descendent of the deceased Native American, who shall then serve as the consultant on how to proceed with the remains. Pursuant to PRC Section 5097.98(b), upon the discovery of Native American remains, the landowner shall ensure that the immediate vicinity, according to generally accepted cultural or archaeological standards or practices, where the Native American human remains are located is not damaged or disturbed by further development activity until the landowner has discussed and conferred with the most likely descendants regarding</p>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>

**Table 2-1 (cont.): Executive Summary Matrix**

Impacts	Mitigation Measures	Level of Significance After Mitigation
	<p>their recommendations, if applicable, taking into account the possibility of multiple human remains. The landowner shall discuss and confer with the descendants all reasonable options regarding the descendants' preferences for treatment.</p> <p><b>Cumulative</b> Implementation of Mitigation Measure CUL-4 is required.</p>	
<b>Section 5.6—Geology and Soils</b>		
<p><b>Impact GEO-1:</b> The project would not expose people or structures to potential substantial adverse effects, including the risk of loss, injury or death involving:</p> <ul style="list-style-type: none"> <li>i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault. Refer to Division of Mines and Geology Special Publication 42.</li> <li>ii) Strong seismic ground shaking.</li> <li>iii) Seismic-related ground failure, including liquefaction.</li> <li>iv) Landslides. (5.6-5)</li> </ul>	<p><b>Project-specific</b> No mitigation measures are required.</p> <p><b>Cumulative</b> No mitigation measures are required.</p>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>
<p><b>Impact GEO-2:</b> The project would not result in substantial soil erosion or the loss of topsoil. (5.6-8)</p>	<p><b>Project-specific</b> No mitigation measures are required.</p> <p><b>Cumulative</b> No mitigation measures are required.</p>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>
<p><b>Impact GEO-3:</b> The project would not be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse. (5.6-9)</p>	<p><b>Project-specific</b> No mitigation measures are required.</p> <p><b>Cumulative</b> No mitigation measures are required.</p>	<p><b>Project-specific</b> Less than significant impact.</p> <p><b>Cumulative</b> Less than significant impact.</p>



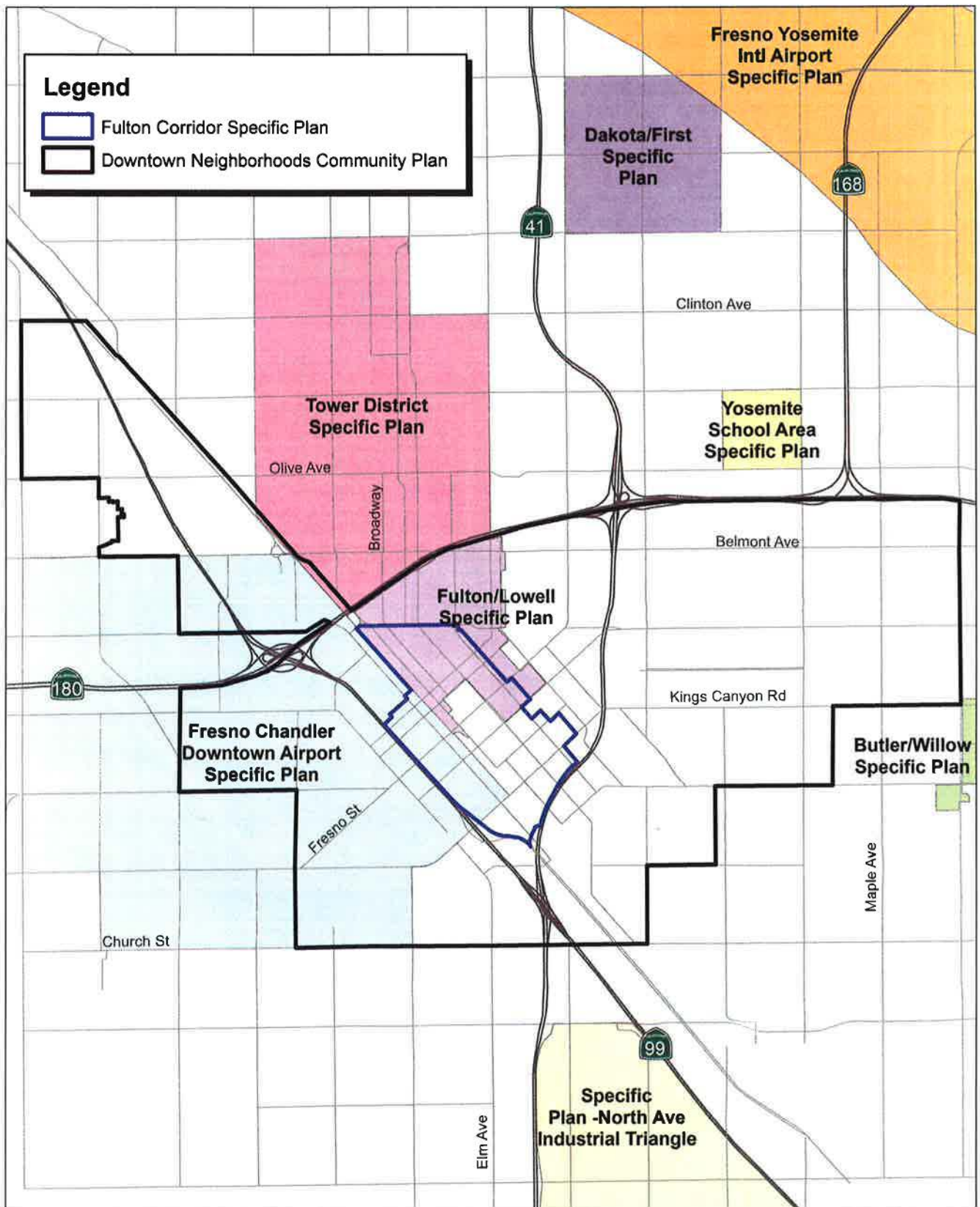


Source: ESRI Imagery, 2014

Exhibit 3-5



Relationship of DNCP and FCSP  
to Existing Community Plan Areas



Source: ESRI Imagery, 2014

Exhibit 3-6

## Relationship of DNCP and FCSP to Existing Specific Plans



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CITY OF FRESNO  
DNCP, FCSP, AND DD  
ENVIRONMENTAL IMPACT REPORT

development, proposals that conform to the new vision will have a streamlined approval process, which in turn will boost economic development.

### 3.2 - Project Overview

The proposed project would implement the DNCP, the FCSP, and the DDC, each of which is described in more detail below.

#### 3.2.1 - Downtown Neighborhoods Community Plan (DNCP or Community Plan)

The DNCP (Appendix A) is an extension of the Fresno General Plan that provides updated and refined policy direction for Fresno's Downtown and the neighborhoods immediately adjacent to it. It contains within its boundaries the FCSP area and provides policy direction for the FCSP area and the neighborhoods that surround it. The DNCP outlines the community's long-term goals for the Community Plan area and provides detailed policies concerning a wide range of topics, including land use and development, transportation, the public realm of streets and parks, infrastructure, historic resources, and health and wellness. Along with the accompanying form-based DDC, the DNCP is intended to protect Fresno's oldest neighborhoods, while encouraging and accommodating future development in a manner that contributes to a stronger and healthier community for everyone.

The overarching goal of the DNCP is to capitalize on the positive momentum for Downtown revitalization and put specific policies and actions into place to guide the rejuvenation of the Downtown neighborhoods that brings about lasting prosperity and improvements. The long-term vision for the DNCP can be summarized as follows:

- Establish Downtown as the heart of Fresno;
- Revive and/or transform each of the Community Plan's planning areas based upon their unique identity;
- Establish mixed-use neighborhood centers at important intersections that are within easy walking distance of surrounding residences and connect to existing and future transit networks;
- Improve the quality of the Community Plan Area's corridors by introducing street trees, traffic-calming measures, pedestrian amenities such as crosswalks, street lights and street furniture, and creating bicycle-friendly corridors; and
- Create a framework for improving neighborhoods in order to attract private investment back to the center of the City and fostering a sense of pride in Downtown and its surrounding neighborhoods that inspires residents and property owners not only to transform and refurbish their own properties but also to inspire others to do the same.



### **3.2.2 - Fulton Corridor Specific Plan (FCSP or Specific Plan)**

The FCSP (Appendix B) translates the policy direction of the Fresno General Plan and the DNCP into detailed goals, policies, and actions for the revitalization of the heart of Downtown. By establishing policies and standards for the Specific Plan area, the FCSP implements the General Plan at a site-specific level and provides for orderly development within the Plan area. The goal of the FCSP is to establish predictable and clear regulations that help reduce development costs and alleviate uncertainty, making good projects easier to build Downtown. To this end, the FCSP includes detailed policies regarding land use and development, historic resources, the public realm, transportation, and infrastructure that provide the foundation for urban and economic growth and the basis for the City to make decisions regarding growth, historic preservation, housing, transportation, the environment, community facilities, and community services within the Specific Plan area. The Fulton District is a main component of the FCSP, and one of the main objectives is to fully implement and construct the Fulton Mall Reconstruction Project as approved by the City Council in February 2014. The FCSP is more detailed than the DNCP and has been drafted to fully implement the goals, policies, and objectives of the DNCP. To the extent there appears to be any conflict between these two Plans, the FCSP takes precedence.

### **3.2.3 - Downtown Development Code**

The DDC (Appendix C) is the implementing ordinance for both the DNCP and FCSP. The purpose and intent of the DDC is to:

1. Implement the policies, objectives and goals of the DNCP and the FCSP;
2. Provide an integrated set of development and land use standards to achieve the outcomes described in the DNCP and FCSP;
3. Be consistent with the principles, objectives, process and approach described in the Purpose; and
4. Preserve, protect, and promote the public health, safety, peace, comfort, convenience, prosperity, and general welfare of residents and businesses in the Downtown.

The DDC is a form-based code that contains most of the standards and requirements for development and land use activity within the DNCP and FCSP areas and regulates development patterns consistent with the existing scale and character of the plan areas' various neighborhoods districts and corridors. Form-based codes address the relationship between building façades and the public realm (streets and parks), the form and massing of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a zoning map that designates the appropriate form and scale (and, therefore, character) of development, rather than only distinctions in land-use type. Land uses described in the DNCP and FCSP and the zones in the DDC are intended to be one and the same as shown in Appendix C, Table 1-1. The DDC will ultimately be presented as a text amendment to the Citywide Development Code, and if adopted will become an integral part of the code (FMC Chapter 15).



Form-based codes create an urban structure of centers, neighborhoods, and corridors and de-emphasize density in favor of standards for building form and streetscapes. Form-based codes recognize that uses may change over time, but the building and its physical environment will endure. In addition, a form-based code provides greater flexibility in the range of land uses that can occur in a building to make buildings sustainable and able to respond to changing economies. Finally, form-based codes recognize the high importance of public spaces in defining and creating a sense of place.

### **3.3 - Project Objectives**

#### **3.3.1 - Downtown Neighborhoods Community Plan Objectives**

The primary objectives of the DNCP are as follows:

- To make the Downtown Neighborhoods attractive, healthy, mixed-income places to live, thanks to their historic character and their proximity to a revitalized Downtown.
- To revive the underlying structure of the Downtown Neighborhoods to create identifiable neighborhoods, districts, and corridors.
- To integrate the public realm of streets with a multi-modal transportation network that renders them walkable and livable.
- To regenerate parks and public spaces and make them safe and accessible to residents.
- To reinforce the identity of each of the Plan's planning areas by including all of the remaining ingredients for quality of life from childhood to old age within a walkable range.
- To reintroduce missing street trees, irrigation, and sidewalks, and slow down traffic on primary thoroughfares through various traffic-calming measures.
- To introduce a range of well-designed buildings that provide a variety of housing choices within easy access of parks, services, and jobs.
- To design residential buildings to promote safety and community on the sidewalk and street.
- To design commercial buildings with facades that are adjacent to sidewalks, are constructed of quality and durable materials, can accommodate a mix of uses at any one time, and can be reused over time under different programs.
- To introduce the High Speed Rail in a manner that has the most beneficial impact possible on the surrounding homes, businesses, and open spaces, while preserving Downtown's interconnected street network to the maximum extent possible.

#### **3.3.2 - Fulton Corridor Specific Plan Objectives**

The primary objectives of the FCSP are to define:

- A vision for the future of Downtown that recognizes the importance of history and tradition while embracing opportunities for continued reinvestment, growth, and beneficial change.

districts—which are all located within the area bounded by Divisadero, Highway 41, and Highway 99—are described as follows:

- The use, density, intensity, and massing, site design, and façade design development standards are incorporated into Chapter 15 (Downtown Districts), which was reserved in the Citywide Development Code for future use.
- The fence, wall, and hedge standards are added to existing Citywide Development Code Article 20 (General Site Regulations).
- The parking and loading standards are introduced into existing Citywide Development Code Article 24 (Parking and Loading).
- The sign standards are incorporated into existing Citywide Development Code Article 26 (Signs).
- Definition clarifications are incorporated into existing Citywide Development Code Article 55 (Terms and Definitions).

All other areas covered by the Downtown Neighborhoods Community Plan will be governed by Base Districts that were previously adopted with the Citywide Development Code, such as RS-3, RS-5, NMX, NMX, IL, IH, and PI as shown on the Downtown Development Code Zoning Map. These Base Districts are tailored to enable the vision, intent, and intended outcomes identified in the DNCP and FCSP as follows:

- The new Urban Campus and Neighborhood Revitalization overlays are added to existing Citywide Development Code Article 16 (Overlays).
- The Apartment House Overlay, also in Article 16 is modified.
- The sign standards are incorporated into existing Citywide Development Code Article 26 (Signs).
- Definition clarifications are incorporated into existing Citywide Development Code Article 55 (Terms and Definitions).

### 3.6 - DNCP Planning Areas and FCSP Subareas

#### 3.6.1 - DNCP Planning Areas

Exhibit 3-7 depicts the seven planning areas that comprise the DNCP. For planning purposes, the DNCP targets policies and regulations to address the key deficits of each planning area, thereby facilitating redevelopment in keeping with the overall DNCP vision for change. Following is a brief description of the challenges faced by the seven DNCP planning areas (see Appendix A for a more detailed description of the existing conditions and long-term vision for each planning area).

1. **Jane Addams Neighborhoods**—Located in the northwest quadrant of the DNCP area, the 1,155-acre Jane Addams Neighborhoods are more rural in character than other DNCP

planning areas. Jane Addams forms the agricultural edge of west Fresno and is disconnected from the east and south by SR-99 and SR-180, which have few pedestrian or vehicular crossings. This planning area lacks neighborhood-serving retail and services and has many auto-oriented motels that have fallen into serious disrepair and are occupied by transitional housing. Jane Adams lacks neighborhood-scale public open space and recreational space (aside from Roeding Park). It has many vacant lots, and its arterial streets and streets adjacent to schools lack curbs, sidewalks, and street trees.

2. **Edison Neighborhoods**—The 1,560-acre Edison Neighborhoods are primarily residential in character and contain some of Fresno’s oldest neighborhoods. The neighborhood fabric has been compromised by recent infill projects, including public housing developments and single-family subdivisions; as well as dilapidated buildings that do not face the street and have unkempt front yards. The Edison Neighborhoods are deficient in retail, banking, and other services, which requires residents to drive to other planning areas to meet their daily needs. This planning area includes a number of industrial buildings located along SR-180 and SR-99, which isolate these neighborhoods from the rest of the City, as well as the Fresno Chandler Downtown Airport, numerous parks, and schools.
3. **Lowell Neighborhood**—The Lowell Neighborhood encompasses 225 acres just north of Downtown. The neighborhood contains some of Fresno’s oldest homes and possesses strong historic character, despite inconsistent zoning, inadequate design standards, incompatible infill development, and a proliferation of vacant lots. Mature tree canopies, uniform setbacks, and porched single-family homes and cottages dominate Lowell Neighborhood’s streets. Lowell Neighborhood is disconnected from neighborhoods to the north and west by SR-180 and SR-99, but the street grid is interconnected and several north-south corridors connect it to the other adjacent planning areas.
4. **Jefferson Neighborhood**—The 290-acre Jefferson Neighborhood planning area is adjacent to Downtown, is divided into two sections by the BNSF Railroad alignment, and is disconnected from neighborhoods to the north and east by SR-41 and SR-180. Like the Lowell neighborhood to the west, this planning area contains many late 19<sup>th</sup> and early 20<sup>th</sup> century homes, but unlike Lowell, it has suffered more damage from demolition and incompatible infill development. As a result, the Jefferson Neighborhood is less cohesive in character. The Jefferson Neighborhood lacks public parks but is home to the Community Regional Medical Center and three schools.
5. **Southeast Neighborhoods**—The 2,400-acre Southeast Neighborhoods are primarily residential and populated with single-family houses with isolated concentrations of multi-family dwellings. The east-west corridors are strip commercial in character and lined by auto-oriented development that lacks cohesion and character. There is a strong historic character along Huntington Boulevard, which is planted with turf and large canopy trees and is a popular recreation space among community members, but in general, this planning area suffers from a lack of neighborhood identity and a limited number of public parks.
6. **South Van Ness**—The 390-acre South Van Ness planning area principally comprises old warehouses and industrial buildings. There are very few residential properties in this South

Van Ness, and the planning area is particularly isolated from the rest of the City because of SR-41, the Union Pacific Railroad tracks, and the development of industrial mega-blocks that interrupt the street network and inhibit vehicular and pedestrian passage. While the early 20<sup>th</sup> century brick warehouses, industrial buildings, streetlights, and signage contribute to this planning area's identity, there are very few street trees, sidewalks, and curbs. The industrial nature of South Van Ness also contributes to friction with the residential uses and users in adjacent planning areas.

7. **Downtown**—The 1,000-acre Downtown planning area comprises the heart of downtown Fresno and hosts the Fresno Convention Center, Chukchansi Park, hotels, and many local, state, and federal agencies. The Downtown planning area overlaps almost entirely with the FCSP area described in Section 3.6.2, below (see Exhibit 3-8). As the oldest part of Fresno, this planning area contains the most historic resources and is one of the largest job centers in the region. It also contains many underperforming retail, restaurant, and entertainment uses; possesses a high retail vacancy rate and low office and retail lease rates; and is inactive outside of business hours. The 45-degree orientation of its street network, along with one-way and discontinuous streets, creates particularly confusing traffic patterns. Downtown also lacks street trees and pedestrian landscaping in many areas, which discourages foot traffic. Improvements to the existing water distribution and sewer infrastructure are necessary to accommodate the projected population growth.

### 3.6.2 - FCSP Districts

The FCSP is entirely contained within the DNCP's Downtown planning area and comprises seven distinct subareas that are among the oldest, most diverse, and most densely developed areas in the City of Fresno. For planning purposes, the boundaries of the subareas were determined by the unique character of each subarea, which in turn was based largely upon their physical form at the time they were built and the role each played in the context of the City (Exhibit 3-8). Following is a brief description of the seven distinct FCSP subareas (see Appendix B for a more detailed description of the existing conditions and long-term vision for each subarea):

1. **Fulton District.** The Fulton District is Fresno's traditional business and commercial center which comprises rectangular blocks oriented parallel to the Union Pacific Railroad tracks. The historic interconnected street network is disrupted by the railroad tracks and has been closed down to traffic at several locations, most notably Mariposa Street east of the County Courthouse. All of the streets within the Fulton District are two-way, with the exception of Tuolumne, Fulton Street, and Fresno Street, which are one-way. This street and block pattern, coupled with inadequate way-finding signage, confuses many Downtown drivers, especially those not familiar with Downtown. This District includes Fulton Street, which comprised the previous Fulton Mall and three cross malls consisting of the Merced Mall, Mariposa Mall including Mariposa Plaza, and Kern Mall. The Fulton Mall is currently the subject of reconstruction under the Fulton Mall Reconstruction Project, which will reopen the mall to vehicular traffic. A considerable amount of the Fulton District's building fabric has been demolished and replaced by either vacant land or parking lots. An important exception to this is Fulton Street, where, with the exception of its northern end, the adjacent building



fabric is well intact. Vacancies and blighted conditions persist throughout Downtown, and many of the area's largest buildings remain shuttered and in poor disrepair. The physical configuration of the District is unmistakably that of a metropolitan urban center.

2. **Mural District.** The street grid within the Mural District consists of pedestrian-scaled blocks oriented parallel to the Union Pacific Railroad tracks. The Mural District sits at the junction between the railroad street grid and the due north/south and east/west grid, opening up many opportunities on corner lots to introduce buildings and façades that mark entrances into Downtown. Like the majority of Downtown, the streets within the Mural District are wide, have too many lanes, and can therefore be easily transformed to accommodate bike lanes and on-street, angled parking. Stanislaus Street, Tuolumne Street, and M Street are one-way streets. The majority of the buildings within the Mural District are commercial or industrial in character and sited in a pedestrian-friendly manner (i.e., built to the sidewalk, with parking located at the side or at the rear). Like the rest of Downtown, there are a significant number of vacant lots and parking lots that offer opportunities for infill development. There is no public open space within the Mural Districts boundaries, although Dickey Playground is within a quarter-mile walk of properties east of L Street and a new park is under construction. In addition, Arte Americas Cultural Center has a plaza that provides open space to its visitors during business hours.
3. **Civic Center.** The heart of the Civic Center is the portion of Mariposa Street that connects the County Courthouse to City Hall. Along this portion of Mariposa Street is an assortment of municipal buildings—some with immense architectural value, and others with minimal architectural character—that have been haphazardly placed without any architectural or landscape element to unify them. The Civic Center street grid consists of rectangular blocks oriented parallel to the railroad tracks. Portions between M and N Streets and between O and P Streets are pedestrian-only, while the portion between N and O Streets is open to vehicular traffic. This hampers vehicular connectivity by forcing cars to drive a further distance to go around each block. The lack of vehicular traffic also reduces the real and perceived safety of pedestrians who walk along the Mall, especially at night and on weekends. Beyond Mariposa Street, the rest of the Civic Center is relatively built out, with the exception of several surface parking lots, which compromise the visual and pedestrian character of the area, and Eaton Plaza, an important public park located between the Memorial Auditorium, Fresno Library, Federal Courthouse, and Fresno Police Station. It hosts a number of events and activities, including food truck events and movie nights.
4. **South Stadium.** South Stadium contains the western portion of Armenian Town, an ethnic enclave that occupied the area between Kern Street, Los Angeles Street, Broadway Street, and O Street. This subarea is generally contained and isolated by the Union Pacific Railroad tracks, SR-41, and, historically, the previous Fulton Mall—resulting in less connectivity to the adjacent subareas, although the reopening of Fulton Street will improve connectivity. Like the rest of Downtown, the street and block network within South Stadium is oriented to the railroad tracks and consists for the most part of rectangular, pedestrian-scaled blocks with alleys down their centers. Though well connected to the Fulton District, South Stadium is separated from Chinatown by the Union Pacific Railroad tracks and from South Van Ness by

SR- 41. South Stadium is occupied mainly by one- and two-story buildings that house primarily industrial, warehousing, manufacturing, auto repair, and sales uses. Over the years, many buildings have been demolished and replaced with parking lots and service yards.

5. **Chinatown.** The original, historic portion of Chinatown between Fresno Street and Ventura Avenue consists of a patchwork of vacant lots, parking lots, and isolated buildings, although F Street, Chinatown's main street, is relatively intact, particularly between Tulare Street and Inyo Street. Chinatown is also home to an extensive network of underground, interconnected basements. North of Fresno Street, Chinatown consists of relatively large-scale commercial and industrial buildings surrounded by parking lots. South of Ventura Avenue, it consists of a mix of single-family homes and industrial buildings. Chinatown does not have any public parks, although the abundance of vacant land and parking lots provides good opportunities for the transformation of these areas into parks as the need arises. In recent years, Chinatown has hosted a number of annual events, including the Chinese New Year Parade and the Chinatown Music and Arts Festival.
6. **Armenian Town/Convention Center District.** The Armenian Town/Convention Center's street and block network is oriented to the railroad tracks and consists for the most part of rectangular blocks, although the pedestrian scale of its blocks has been compromised by the creation of several megablocks. Mono Street between L and P Streets and N Street between Capitol Street and Ventura Street have been closed in order to accommodate the Fresno Entertainment and Convention Center and the Radisson Hotel. As a consequence of applying suburban zoning standards on traditional urban fabric, much of the Armenian Town/Convention Center subarea has been developed with buildings located at the center of the block, surrounded by large surface parking lots. In addition, several streets have been removed, creating megablocks that inhibit both vehicular and pedestrian access.
7. **Divisadero Triangle.** Originally, the area around Van Ness Avenue and L Street was one of Fresno's wealthiest residential neighborhoods. Several residences from the neighborhood's early years remain along L Street, including the Helm Home, the Bean Home, the Kutner Home, and the Swift Home (now Lisle Funeral Home). Many of these are on the local Historic Register. Like much of the Plan Area, many of the older buildings within the Divisadero Triangle have been demolished and replaced by parking or vacant lots.

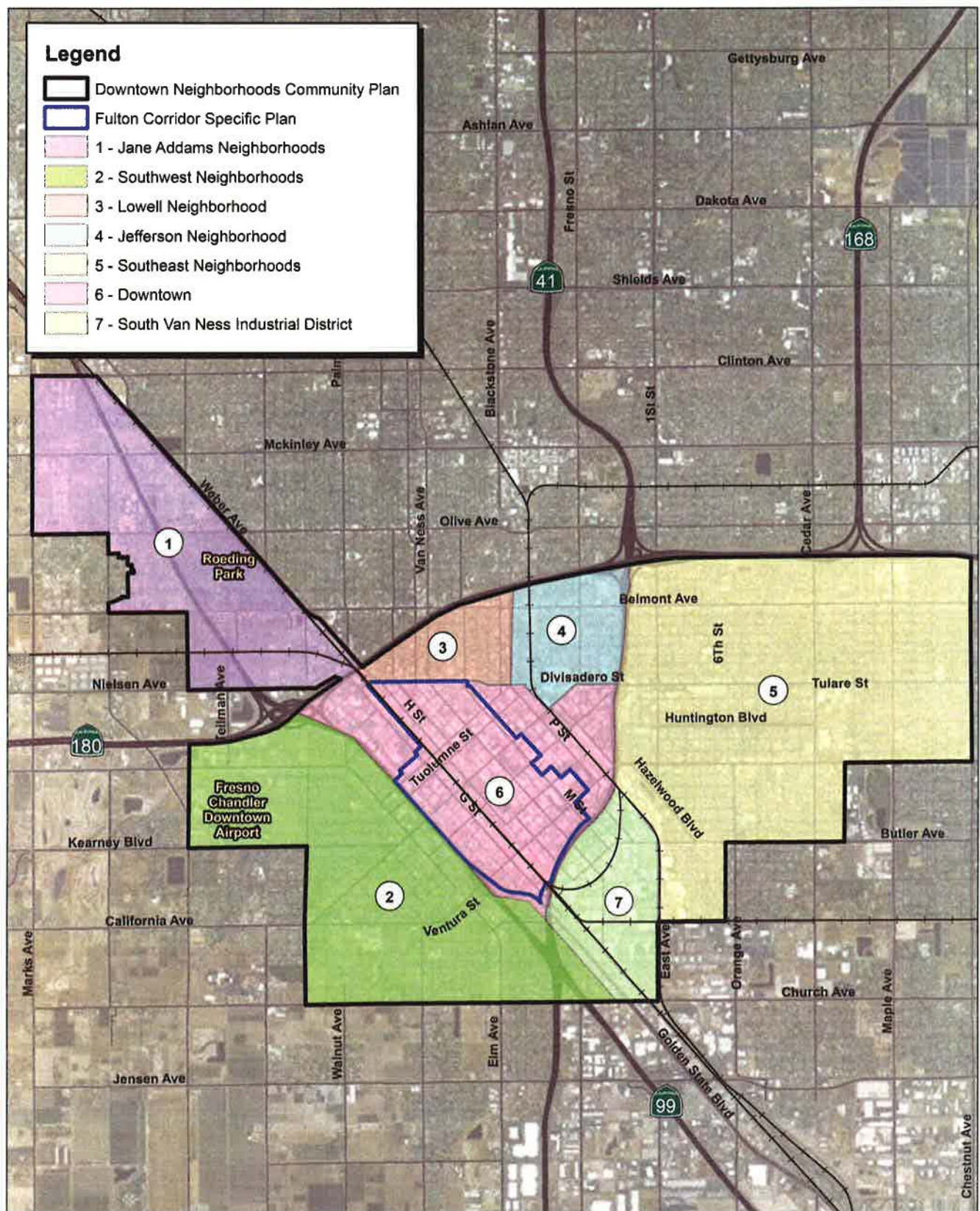
## 3.7 - Plan Implementation

### 3.7.1 - Implementation Approach

The implementation of the DNCP and FCSP is guided by the following strategies, which were developed to help the City identify ongoing priorities and modify those priorities over time:

- Work in an interdisciplinary way to implement the DNCP and FCSP.
- Update the Implementation Plan (DNCP) and Implementation Framework (FCSP) on an annual basis.
- Tie Implementation Projects (DNCP) and Implementation Framework (FCSP) to department work plans and the City's Capital Improvements Plan.





Source: ESRI Imagery, 2014

Exhibit 3-7



## Planning Subareas of the Downtown Neighborhoods Community Plan

- **Minimize natural resource consumption** to minimize resource consumption by all new structures, renovated buildings, and infrastructure facilities in order to protect the environment and support the local economy. To limit the consumption of natural resources through green building, resources conservation, and resource recovery.
- **Ensure collaboration between City of Fresno and outside utility agencies such as P.G.&E. and the Fresno Metropolitan Flood Control District (FMFCD)** to promote frequent and organized communication between agencies and utility providers that share the public realm in order to ensure that planning efforts and utility capacity studies are aligned. Synergies, cost savings and facility sharing can be realized through shared construction efforts and easements.
- **Maintain utilities to protect health, safety and welfare and to support the vision of the Downtown Neighborhoods** to plan and fund appropriate infrastructure improvements.
- **Maintain a sustainable, safe and effective wastewater treatment system** to ensure that the wastewater treatment system in the Downtown Neighborhoods provides a high level of wastewater treatment for residents and businesses while also meeting high standards for environmental quality.

### **Historic and Cultural Resources**

The Downtown Neighborhoods contain many of the City's oldest and most historically significant neighborhoods. These areas are a direct link to the City's history and identity and, thus, are of critical importance to the future revitalization of the Downtown Neighborhoods. Specific historic and cultural resources projects and/or actions are summarized below. For details regarding the timing, cost and potential funding sources for these projects and actions, refer to Chapter 8 of Appendix A.

- **Historic Resources Guidebook.** Create a historic resources guidebook targeted to the local community, preservationists, and visitors.
- **Historic Preservation and Rehabilitation Guidelines.** Develop local comprehensive guidelines for rehabilitation based on the Secretary of the Interior's Standards.
- **Review process.** Develop a consistent and transparent review process for rehabilitation applications involving all agencies and stakeholders.
- **Create Historic Preservation protocols.** Establish policies and protocols to ensure compliance with and consistency in applying CEQA and Section 106 of the National Historic Preservation Act (NHPA) requirements.
- **Create City Cross-Department Working Group.** Develop a cross-departmental working group to develop appropriate rehabilitation protocols, simplify code issues, and locate funding.
- **Historic surveys.** Conduct historic preservation surveys in select locations in the Downtown Neighborhoods. The locations to be surveyed include the following:
  - a. **Survey of Historic African-American and Mexican-American Areas.** Develop historic contexts for African-American and Mexican-American history to expand the knowledge



base of Fresno's ethnic communities. Survey these neighborhoods for any remaining associated historic properties.

- b. **Lowell Survey.** Survey the remaining portions of the Lowell area not covered by the 2008 Galvin Planning Associates survey.
  - c. **Jefferson Survey.** Conduct an extensive survey of the Jefferson area. This includes reevaluating the Bellevue and East Madison districts within the Jefferson area using updated survey methodology and evaluation criteria.
  - d. **South Van Ness Survey.** Develop an historic resources inventory for the South Van Ness Industrial District and communicate this information to the community and affected property owners.
  - e. **Roadside Motel Survey.** Consider a citywide thematic survey of roadside motels from the early- and mid-20<sup>th</sup> Century.
  - f. **Southwest Survey.** Survey the older portions of the Southwest on the early diagonal grid, including identifying and recognizing the remaining folk/vernacular buildings.
  - g. **Southeast Historic Neighborhoods.** Conduct additional investigation of the identified pre-war neighborhoods to determine eligibility as historic districts.
  - h. **Streetcar Suburbs.** Consider research of historic streetcar lines, their associated development patterns, and their relationship to residential neighborhoods in order to identify remaining properties associated with streetcar development.
- **Historic Building and House Acquisition Program.** Create a coordinated program for the City and other institutions to acquire and renovate historic buildings and houses.
  - **Historic Loan Interest Program.** Fund the Historic Property Loan-Interest Program.

### ***Health, Wellness, and Community Development***

Community health and well-being are a principal quality-of-life issue for residents and businesses in Downtown Fresno. Both people and property are greatly affected by how the City is built and designed. Obesity, concerns over the homeless population, neighborhood crime, and poor air quality (and its associated high levels of lung disease and asthma) are reasons that Fresno's decision makers have taken a renewed interest in promoting policies and programs that improve community health.

Specific health, wellness, and community development goals and policies are summarized below. For details regarding the timing, cost, and potential funding sources for these projects and actions, refer to Chapter 8 of Appendix A.

- **Promote high levels of health and well-being for residents and employees** of the Downtown Neighborhoods.
- **Actively involve and engage all members of the community to improve health and quality of life in the Downtown Neighborhoods** to ensure that the wide diversity of residents and businesses in the Downtown Neighborhoods are involved in civic life and engaged through a process that is sensitive to diverse ethnicities, education levels and linguistic abilities.

### 3.7.4 - Fulton Corridor Specific Plan

#### Priority Development Projects

The FCSP has identified 15 priority public infrastructure projects and nine public-private partnerships, which are further classified as Near Term Priority Projects, Mid Term Priority Projects, and Long Term Priority Projects. Near Term Priority Projects would occur within a 2-year period following FCSP adoption (by 2018), and Mid Term Priority Projects would start after the near-term projects are completed or nearly completed but should be completed or nearly-completed within the next 3 to 6 years following FCSP adoption (by 2022). Long Term Priority Projects would be completed after 2022. In the case of Priority Projects, the City will direct all relevant resources and departmental actions (in transportation, infrastructure, public realm design, etc.) to support their implementation. This includes investment in infrastructure, including upgraded water and sewer lines to support existing demand and new development, street trees, street lights, street furniture, traffic calming measures, and revitalized alleys.

The FCSP Priority Projects are briefly described below; for a detailed discussion and map of the Priority Projects, refer to Chapter 8 of the FCSP (Appendix B).

#### ***Near Term Priority Projects: 2016–2018***

Near Term Priority Projects include private and public partnerships focused in relatively small areas that target efforts to generate the most immediate physical impact and economic regeneration. Near Term Priority Projects are set to occur in 0 to 2 years (by 2018) and include the following (in order of importance):

##### *Public Infrastructure*

1. Reconnect Broadway between Mariposa and Tuolumne as a street to provide better access to and catalyze development within the North Fulton District, and provide better connectivity with the Mural District.
2. Reconnect Merced from Van Ness to H Street as a street, with wider sidewalks on the north side of the street to maintain consistency with the Fulton Street Reconstruction design as well as to provide an additional security buffer for the IRS building at Broadway and Merced.
3. Reconnect and realign Mariposa between H Street and Van Ness Avenue as a street with wide sidewalks, on-street parking, sharrows, and vehicular access that restores the historic axis and establishes a view shed between the future High-Speed Rail Station and Courthouse Park. Relocate the pedestrian access ramps to the underground parking garage along Van Ness Avenue as stairwells/elevator with access from the sidewalk.
4. Develop the surface parking lot bounded by the Merced alignment, the Broadway alignment, Federal Alley, and Tuolumne Street with a multi-level public parking garage for shared use between the High Speed Rail Station riders and residents, employees, and shoppers in the North Fulton/Mural Districts. Wrap the garage with ground-floor retail and upper-floor residential and/or office uses.

5. To facilitate better connectivity between High Speed Rail and other transit providers (BRT, other FAX routes, other regional transit providers, Greyhound, Amtrak, taxis, transportation network companies, rental cars, and a potential future bike share system), secure state and federal financing to develop an intermodal transit center adjacent to the High Speed Rail Station with access from H and G Streets.
6. Redevelop Mariposa Plaza as a regional cultural space featuring a major public art installation and outdoor seating for eating and concerts.
7. Work with the California High Speed Rail Authority and Fresno Metropolitan Flood Control District to secure financing to develop the west side of H Street between Tuolumne and Calaveras Streets as a linear park and ponding basin, with green infrastructure to absorb stormwater runoff from the Mural District while providing active park space for downtown residents and employees.

#### *Public-Private Partnerships*

1. Continue to support state and other private financing for the South Stadium mixed-use transit-oriented development project on the northeast corner of Fulton and Inyo Streets.
2. Support the development of a public market in the retail portion of the city-owned former Gottschalks building as a regional destination that features locally grown and locally manufactured food products and restaurants. Consider the inclusion of an incubator kitchen that will help small cottage food business owners have better access to facilities and resources that can get their product to market.
3. Support the development of the city-owned surface parking lot south of Chukchansi Park as a minimum five-story, mixed-use residential or hotel project.
4. Publish a Request For Proposals (RFP) to develop the city-owned warehouse and surface parking lot at the west side of Inyo and H Streets as a minimum five-story mixed-use development with a public parking structure to be shared by High-Speed Rail riders as well as South Stadium residents, employees, and/or visitors.
5. Support the rehabilitation of existing historic buildings along the Fulton Corridor.

#### **Mid- and Long-term Priority Projects: 2019–2022 and Beyond**

Following are the FCSP Second Priority Projects, in their order of importance. These projects have mid-term and long-term implementation timeframes (4 years and beyond) as they are related to the local improvements related to the HSR.

#### *Public Infrastructure*

1. Continue to work towards construction of an intermodal transit center adjacent to the High-Speed Rail Station and ensure that local and regional transit service is well-coordinated to facilitate easy transfers between modes.

2. Reconstruct H Street between Divisadero and Ventura Streets as a complete street with wide sidewalks, on-street parking, protected bike lanes, and vehicular travel lanes to facilitate multi-modal access to the High-Speed Rail Station and the intermodal transit center.
3. Reconstruct Tulare Street between California Avenue and R Street as a complete street with wide sidewalks, on-street parking, bike lanes, and vehicular travel lanes to accommodate safer multi-modal access through downtown and to the High-Speed Rail and Amtrak Stations from the Edison and Southeast Neighborhoods. The segment from H Street to R Street should include protected bike lanes. In most places this will preclude on-street parking due to space constraints, although on-street parking should be included where the curb-to-curb width permits it.
4. Develop the southeast portion of the High-Speed Rail Station as “Station Market Square,” a temporary/short term parking and loading zone that can be closed off to accommodate special events and farmers markets.
5. Secure financing to construct a new linear park in Chinatown that can catalyze improvements to existing historic buildings, stimulate redevelopment of Chinatown, and support development around the High-Speed Rail Station. The park should include green infrastructure to address stormwater runoff and recharge groundwater.
6. Reconstruct the south side of Tuolumne Street between H and Van Ness Avenues with a wide sidewalk, street trees, and on-street parking to facilitate active street frontage and catalyze the development of the North Fulton Corridor.
7. Work with CHSRA to develop a public parking structure to serve the High-Speed Train Station behind the Fresno Fire Headquarters Building, between Tulare Street, the HSR alignment, and Kern Street.
8. Work with the California High Speed Rail Authority (CHSRA) to develop a public parking structure to serve the High-Speed Rail Station and Chinatown development on the parcel bounded by G Street, Fresno Street, and F Street, adjacent to existing historic structures.

#### *Public-Private Partnerships*

1. Support the development of the Merchants’ Lot (the parcel bounded by H, Mariposa, Broadway, and Fresno Streets) as a mid-to-high rise mixed-use structure with residential, retail, office, and hotel uses wrapped around a public parking structure that will serve the High-Speed Rail Station and the Fulton District.
2. Support the development of the North Fulton District, including the blocks bounded by Federal Alley, Merced, Van Ness, and Tuolumne as a mid-rise mixed-use development with mixed-income residential, office, and retail uses.
3. Support the rehabilitation of existing historic buildings in Chinatown.
4. Support the redevelopment of regional retail and office uses on vacant or underutilized parcels adjacent to the High Speed Rail corridor, particularly along H Street.



## Implementation Projects

In addition to the Priority Projects described above, Chapter 11 of the FCSP includes a series of Implementation Projects, Actions, and Programs organized by Specific Plan Chapter (e.g., Public Realm, Transportation). Implementation Projects are primarily capital improvement projects that are intended to transform and improve Downtown's utilities, streetscape, and parks. Implementation Actions and Programs do not involve physical change to Downtown. The current list of Implementation Projects, Actions, and Programs is summarized below, but the Implementation Framework is intended to be maintained and updated by each City Department on an annual basis, and these updates will integrate with each Department's annual work plan as well as with the City's Capital Improvements Plan. For a more detailed discussion of each project, action, and/or program, refer to Chapter 11 of Appendix B. The standards that guide this transformation are contained in the DDC.

### ***Building and Development***

The transformation of Downtown into a lively, walkable, mixed-use, entertainment destination is contingent upon capitalizing on Downtown's existing assets—including the reopened Fulton Street, Downtown's extensive collection of older buildings, and its various visitor-serving and entertainment venues—and on attracting new development. Since the vast majority of new investment and construction in Downtown will be made by private sector, for-profit developers, entrepreneurs, investors, and property owners, opportunities to earn a return on investment must be created. The Priority Projects identified in Chapter 5 represent these initial opportunities for such investment. Following are the projects, actions, and programs related to building and development within the FCSP:

- **Reorient Entrance to Chukchansi Park.** In order to create a stronger connection between Chukchansi Park and the Fulton Corridor (as funding becomes available), reorient the entrance to Chukchansi Park by moving the stadium's H Street-facing facilities to the termination of Broadway Street at Tulare Street. In order to accommodate the new entrance facilities, work with Chukchansi Park to relocate the existing kitchen and delivery facilities to the Inyo Street side of the stadium.
- **Fund a Fire and Life Safety Improvement Loan Program.** Fund a fire and life safety improvement loan program to make very-low or no-interest loans for fire sprinkler and life safety upgrades available to businesses who want to reuse or change existing buildings in the Plan area.
- **Introduce Entertainment Venues in Downtown.** Introduce entertainment venues such as theaters and nightclubs.

### ***Historic Resources***

The investigation of historic resources as part of the Fulton Corridor Specific Plan effort includes intensive survey of up to 300 properties. The purpose of this survey is to evaluate properties within the Fulton Corridor that have not been studied in previous surveys, identify potential historic properties, and to provide the City with recommendations regarding local designation of these resources. The results of the intensive survey will be compiled in a final survey report that will include a historic context statement for Downtown Fresno and full documentation of the individual

properties subject to the survey. This information will augment the City's existing database of historic properties, and help to guide future development in a manner that continues to respect and preserve the City's historic resources. In addition, the following FCSP actions and programs would be implemented:

- **Ensure compliance with CEQA.** Use existing administrative protocols to ensure compliance and consistency with CEQA and Section 106 of the NHPA. Update protocols as changes in regulation require.
- **Establish review procedures.** Establish review procedures to reflect the updated FCSP and DDC and codify them in the FMC so they are uniformly applied and easily available.
- **Establish a Mills Act program.** Establish a Mills Act program and protocols for awarding Mills Act contracts.
- **Develop Cross-Departmental Working Group.** Develop a cross-departmental working group, consisting of members of the Planning Division and, as needed, the Fire Department, to routinely review applications involving an historic site or building. This group shall support the Historic Preservation Commission and its activities.
- **Provide Technical Assistance.** Provide funding in order to make city staff available to provide technical assistance to property owners concerning the maintenance, rehabilitation, and restoration of historic resources.
- **Update Inventory of Downtown's Historic Resources.** Provide funding for updating the inventory of Downtown Fresno's historic resources. Update the inventory at least every 5 years.

### **Public Realm**

Prioritizing the public realm helps to manage limited public resources and contributes improvements to the identity of the Downtown area as a whole. The first priority is to revitalize the Fulton Corridor as approved by the City Council in 2014. Subsequent priorities include opening up overgrown tree canopies, planting street trees, and improving the pedestrian and bicycle character of Downtown's streets. Actions within the public realm should be carefully programmed to accommodate for the needs of all users. Physical barriers to movement, and those requiring people to deviate from their desired lines of movement, should be minimized or removed. The needs of those with disabilities, young children, and the elderly should be included and considered in the early stages of the process. As with all aspects of the design of the public realm, the critical issue to achieving ease of movement will be finding the right balance between modes of transport, the design quality of streetscape, and its practical installation and maintenance. Following are the projects, actions, and programs related to building and development within the FCSP. Streetscape and open space projects proposed under the FCSP are also depicted in Exhibit 3-14.

- **Streetscape Improvements.** Implement the identified streetscape improvement projects (see Chapter 11 of the FCSP for the complete list of identified projects).

- **Potential recycled water improvements.** Install recycled water main along identified streets in coordination with streetscape improvements.
- **Fiber-optic infrastructure.** Install fiber-optic infrastructure in conformance with the Fresno Intelligent Transportation Systems Master Plan (PW-625) as part of major road and sidewalk construction projects.
- **Monitor City's water and wastewater systems.** Continue to monitor and inventory the age and function of the City's water and wastewater infrastructure systems.
- **Update City's Capital Improvement Projects.** Update the City's Capital Improvement Projects to include and prioritize water infrastructure upgrades required to support development levels projected by this Specific Plan.
- **Design a Downtown recycled water distribution network.** Design a downtown recycled water distribution network to be aligned with and integrated into the City's planned recycled water Transmission Grid Main system and instituted with the priority street improvements and planting plan.
- **Develop criteria for due diligence agency coordination.** Develop criteria for due diligence agency coordination during the schematic design phase of each Capital Improvement Project.
- **Appoint Liaison to coordinate agency meetings.** Appoint a liaison within the City to coordinate meetings between various agencies and utility providers.
- **Align installation of downtown recycled water distribution network** with other FCSP Projects (e.g., priority street improvements, large irrigation users, and planting areas).
- **Fund, design, and install a packaged water facility.** Fund, design, and install a packaged recycled water facility that provides tertiary treatment near the historic Water Tower at Mariposa Street and O Street.
- **Apply LID strategies.** Apply the most relevant and practical type of LID strategies when right-of-way improvements are made in the identified areas.

### 3.7.5 - Downtown Development Code (Development Standards)

As previously discussed, the Citywide Development Code will include a text amendment to incorporate the Downtown Development Code, implementing the DNCP and the FCSP, which comprise refinements of Fresno's policy direction in the General Plan. Land uses described in the DNCP and FCSP and the zones in the Downtown Development Code are intended to be one in the same. The Downtown Code's requirements are keyed to the Downtown Development Code Zoning Map of Appendix C, which designates the appropriate form, scale, and character of development, including compatible land-use activity.

As a form-based code that contains most of the standards and requirements for development and land use activity within the DNCP and FCSP areas, the DDC addresses the relationship between building façade and the public realm, the form and mass of buildings in relation to one another, and the scale and type of streets and blocks.

3. **Urban Campus Overlay.** Provides for large, centrally planned and operated campuses that integrate well into a dense, mixed-use, walkable urban environment and ensures that transitions to adjacent residential neighborhoods are graceful.

### Specific Standards for Zones

Each zone represents a particular range, intensity, and organization of physical characteristics and land use activity and is implemented through standards in the following topics, as appropriate:

- a) Use Regulations
- b) Density and Massing Development Standards
- c) Site Design Development Standards
- d) Facade Design Development Standards

## 3.8 - Intended Uses of this Draft EIR

This Draft EIR is being prepared by the City of Fresno to assess the potential environmental impacts that may arise in connection with actions related to implementation of the proposed project. Pursuant to CEQA Guidelines Section 15367, the City of Fresno is the lead agency for the proposed project and has discretionary authority over the proposed project and project approvals. The Draft EIR is intended to address all public infrastructure improvements and all future development that are within the parameters of the proposed project.

### 3.8.1 - Approvals Needed

Discretionary approvals and permits are required by the City of Fresno for implementation of the proposed project. The proposed project would require the following discretionary approvals and actions. Note that adoption of the DNCP is proposed to be enacted by resolution of the City Council. Additionally, the FCSP and DDC are proposed to be adopted by ordinance.

- Certification of the Environmental Impact Report
- Adoption of Plan Amendments for the following:
  - Adoption of the proposed Downtown Neighborhoods Community Plan (DNCP)
  - Adoption of the Fulton Corridor Specific Plan (FCSP)
  - Amendment of the Fresno General Plan, the West Area Community Plan, Edison Community Plan and the Roosevelt Community Plan
  - Repeal of the Central Area Community Plan in its entirety
  - Repeal of the Fulton Lowell Specific Plan
- Adoption of a Rezone to update the zoning map in the plan area;
- Adoption of a text amendment to the Citywide Development Code to incorporate the Downtown Development Code.

Future development and land use activities that occur pursuant to the DNCP, FCSP, and DDC may require discretionary approvals, such as but not limited to subdivision parcel maps, use permits, and



## SECTION 4: GENERAL DESCRIPTION OF ENVIRONMENTAL SETTING

### 4.1 - Project Environmental Setting

California Environmental Quality Act (CEQA) Guidelines Section 15125(a) requires that an EIR must include a description of the physical environmental conditions in the vicinity of the project from both a local and regional perspective, as they exist at the time the notice of preparation is published. This environmental setting will constitute the baseline physical conditions against which a lead agency determines whether an impact is significant. The description of the environmental setting shall be no longer than is necessary to an understanding of the significant effects of the proposed project and its alternatives.

In 2008, the estimated population of the Community Plan Area was over 70,000, comprising 15 percent of the City of Fresno's total population with more than half of these people living in the Southeast Neighborhoods. The Edison Neighborhood had the second-largest population with 13,000 residents. Downtown and the Jane Addams, Lowell, and Jefferson Neighborhoods were more comparable in size, with populations ranging from 4,700 to 5,300.

Households in the Plan Area are larger than in the overall city, and are predominantly comprised of children.<sup>1</sup> About 70 percent of residents in the Plan Area are Latino, and 63 percent speak a language other than English at home. Plan Area residents generally have lower income and educational attainment than the rest of the City, and over 40 percent of families live below the poverty line. The relatively low skill and educational levels of the Plan Area's population have implications for the quality of jobs that they can attain.

There is a considerable amount of demographic variation by neighborhood, pointing to a diversity of places within the Plan Area, each with its unique characteristics and needs. For example, while the Jefferson neighborhood is primarily composed of large families, the Downtown is home to a much larger proportion of single person households<sup>2</sup>. In the Jefferson Neighborhood, 21 percent of households are singles or non-families, compared with 67 percent in the Downtown Sub area. The percentage of families living below the poverty level is 34 percent in the Jane Addams Neighborhoods and 67 percent in the Lowell Neighborhood. Clearly, each of the neighborhoods faces unique public policy and design conditions and requires different types of investments and interventions.

Downtown has one of the largest and best collections of urban buildings in the western United States, including many designated as historic. Unfortunately, over the years, many significant or attractive urban buildings have been demolished and have been replaced with vacant land and parking lots. Vacant parcels are especially prevalent along the Union Pacific railroad tracks, within Chinatown, and in the Cultural Mural District. These vacant parcels themselves contribute to further disinvestment and abandonment, as they advertise the fact that Downtown has been in a declining

<sup>1</sup> See Table 3—Population and Households by Type in Plan Area, City of Fresno; Fresno County, 2008.

<sup>2</sup> See Table 4—Population and Households by Type in Plan Area by Neighborhood.

state. This Plan and the accompanying Downtown Development Code (DDC) will lay out future development strategies to help the Downtown Area regain its welcoming aesthetic prowess.

The majority of the neighborhoods within the Plan Area predominantly consist of single-family houses, although some neighborhoods, such as Lowell, Jefferson, and portions of Edison and Southeast Fresno contain a mix of single-family and multi-family housing types; although, the Mural Arts District will have new multi-family development. The majority of the post-World War II, multi-family buildings are too large for their site, do not face the street, overwhelm their neighbors, are typically poorly maintained, lack sufficient amenities such as usable private outdoor space, provide substandard living conditions for many residents, and have had a severe negative impact on the economic value of these neighborhoods.

The corridors that separate the various neighborhoods are difficult to differentiate from one another and are designed to move traffic quickly and efficiently without regard to pedestrians, cyclists, or transit users. Their rights-of-way are uniformly wide, devoid of street trees, and the majority of the buildings that line them have parking lots located between the building and the street. The urban fabric at the intersections between major streets is unassuming. Streets are typically lined by parking lots or buildings that are set back from the street. However, there are several places, such as along Tulare Avenue and Belmont Avenue between Cedar and Barton Avenues, where pedestrian-oriented buildings are built close to the street and accessed from the adjacent sidewalk. These places were traditionally neighborhood centers and will be revitalized. This Plan and the accompanying Downtown Development Code will enable their revitalization and expansion.

The Plan Area contains older, established neighborhoods in which the vast majority of housing units were built before 1980 and nearly 20 percent were built before 1939. The Lowell, Jefferson, and Southeast neighborhoods have the greatest share of units built before 1980. The residential vacancy rate is well above the city average, as shown in Table 5 (Housing Unit Age, Tenure, and Vacancy Status).

Vacancy rates with the Downtown Neighborhoods are high and most dwellings are rental units. Overall, ten percent of units are vacant, well above what is considered by the real estate market to be a healthy rate of five percent. Vacancy rates are highest in the Downtown, Lowell, and Jefferson neighborhoods, and lowest in the Southwest and Southeast neighborhoods. The Plan Area has an owner occupancy rate of 36 percent, compared with 49 percent in the City and 58 percent in the State. The lowest owner occupancy rates can be found in the Downtown and Lowell neighborhoods. Jane Addams and the Southeast neighborhoods have the highest owner occupancy rates of 46 and 44 percent, respectively.

The quality, quantity, and type of parks and open space in the Plan Area are mixed and access to existing park space is generally limited. The Plan Area contains Roeding Park, located in the Jane Addams neighborhoods, one of Fresno's three regional city parks. It is home to the Chaffee Zoological Gardens, and the Storyland and Playland amusement parks. In the western half of the Plan Area, there are many public parks located within 0.5 mile of most residences and businesses. Noticeably absent are public parks in the eastern half of the Plan Area and within the Jane Addams Neighborhoods (other than Roeding Park). The Downtown Neighborhoods are served by many

schools, but access to their playing fields and playgrounds has historically been limited to children attending the schools and only during school hours. However, recently the City of Fresno and two local school districts entered into a joint use agreement allowing 16 school campuses to remain open to the public for use on weekends.

Street tree coverage in the Plan Area is uneven. The neighborhoods and districts south of State Route 180 have a relatively good street tree character, with many of them having more than 50 percent of their street length lined by mature street trees. In the Jane Addams Neighborhoods, however, street trees are noticeably absent. Moreover, there are almost no street trees within the areas zoned for commercial, manufacturing, and industrial use, and along major thoroughfares such as Belmont, Tulare, and Cedar Avenues.

Fresno has a semi-arid Mediterranean climate with an average annual precipitation between 6 and 11 inches per year; however, the area is subject to wide variations in annual precipitation. The majority of precipitation occurs during winter months (November through April).

The City is dependent upon precipitation and runoff from the Sierra Nevada snow pack to recharge its groundwater supplies and provide surface water for irrigation. A large, productive aquifer system exists beneath most of the Plan Area at depths ranging between 159 and 900 feet below the ground surface.

Current water consumption trends are straining the City's available water resources, highlighting the need for increased conservation measures and the development of alternative water resources. Much of the existing water distribution system is over 50 years old, and improvements are needed to strengthen the sufficiency and reliability of an aging infrastructure. Projected population growth and densification also require improvements to the water supply and distribution system to provide adequate fire flow.

To offset water demand for non-potable uses, plans are currently underway to expand and further establish the City's Recycled Water System, including the installation of tertiary treatment facilities.

Sewer capacity upgrades are also needed to accommodate the projected population growth and associated increase in wastewater demand increases.

The Downtown Area is characterized by large impervious areas, is susceptible to localized flooding, and could benefit from additional local stormwater retention facilities to mitigate flood hazards.

Downtown Fresno is one of the largest job centers in the region, with approximately 30,000 jobs. It continues to be an attractive location for government offices, legal, and medical services, and features a stable base of office employment, due to its concentration of public sector employment. However, the Plan Area's office market faces challenges associated with the physical and economic condition of Downtown, including persistent high vacancy rates in often neglected older structures, perceptions of lack of safety, difficult access by car, a lack of commercial amenities, and a location that is distant from the homes of office workers. These challenges have been especially acute along the former Fulton Mall, located in the Fulton District, which will undergo a transition within the City.



The vacancy rate for listed historic office buildings on the former Fulton Mall is estimated at 71 percent. Historically, the reuse of these buildings has been challenging due to the high cost of their renovation, and what had been the market uncertainty regarding the future of the Fulton Mall when it was still closed off to vehicular traffic.

In addition, building owners within the Plan Area must increasingly compete with North Fresno for new office tenants where the zoning code allows Class A office buildings taller than four stories to be built. Low rents in the Downtown area make many types of new commercial investment and development there more difficult.

Most development in Fresno in recent decades has consisted of detached single-family homes mostly at the edge of the City. During the housing boom, the market's delivery of higher-density units was limited to a small number of rental projects. There is, however, private development interest in building higher-density building types in the Plan Area, primarily within Downtown. Though there has been recent development of multi-family units in the Downtown area, the majority of the projects have received some form of subsidy from government sources. Developing a private market for unsubsidized higher-density housing will take time. There are significant financial feasibility challenges to building housing in the Plan Area, which is partially attributed to the continued popularity and affordability of suburban detached, single-family houses. In the short term, the private market is likely to continue to deliver attached single-family houses and townhouses. In the longer term, warehouse lofts and stacked flats in three- and four-story buildings may become financially feasible from the point of view of private developers.

Given the addition of new housing and office space in the Plan Area, as well as the considerable growth in population projected in the greater 45-minute drive time market area, there is an opportunity for the Plan Area to leverage its existing assets to draw more retail and entertainment uses. Downtown has the market potential to support the development of between 1.3 million and 1.6 million square feet of new retail and entertainment space in the next 25 years. The type of supportable retail includes food stores, eating and drinking establishments, general merchandise, and other retail stores.

Compared with the rest of Fresno, the Plan Area has a higher number of stores that generate lower total sales than the rest of the City. This is particularly notable for the grocery, restaurants, and regional serving/comparison goods categories (goods that consumers buy at infrequent intervals and on which they normally would compare prices before buying, such as televisions, refrigerators, apparel, household furnishings and equipment). This indicates the presence of smaller stores with lower sales per store within the Plan Area relative to the rest of the City. This could also indicate that higher-quality, higher-cost items are not as available within the Plan Area as they are in other parts of Fresno.

Large areas of the Plan Area, including all of the Jane Addams and Lowell Neighborhoods, and large areas of the Jefferson, Southeast, and Edison Neighborhoods, do not have good pedestrian access within 0.5 mile of a full-service grocery store. Although a grocery outlet market has recently opened within the boundaries of the Plan Area, it is well beyond walking distance from the Lowell Neighborhood and Jane Addams Neighborhoods as well as most of the Southeast Neighborhoods,



and would only capture a small portion of their unmet demand. Accordingly, there is demand for an additional 22,000 square feet of grocery store uses in Southeast Fresno and 7,000 square feet of grocery store uses in the Jane Addams Neighborhoods. There is also a small, additional demand for restaurants of approximately 2,500 square feet in the Edison Neighborhood and 9,000 square feet in Southeast Fresno. This translates into demand for approximately one new restaurant in the Edison Neighborhood and three to four new restaurants in Southeast Fresno, assuming a typical restaurant size of 2,500 square feet.

Downtown Fresno and its immediately surrounding neighborhoods include some of the City's oldest and earliest developed areas. Numerous buildings, structures, objects, and sites from the late 19<sup>th</sup>, early 20<sup>th</sup>, and mid-20<sup>th</sup> centuries remain in place as reminders of Fresno's vibrant and colorful past. Several properties have been listed in the National Register and many others have been designated as local historic resources by the City.

## 4.2 - Cumulative Environmental Setting

Section 15130 of the CEQA Guidelines requires that an EIR discuss cumulative impacts of a project when the incremental effects of a project are cumulatively considerable. A cumulative impact is defined as an impact that is created as a result of the combination of the project evaluated in the EIR, together with other projects causing related impacts. Cumulatively considerable means that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.

According to Section 15130(b) of the CEQA Guidelines, elements considered necessary to provide an adequate discussion of cumulative impacts of a project include either (1) a list of past, present, and probable future projects producing related or cumulative impacts; or (2) a summary of projections contained in an adopted General Plan or related planning document which is designed to evaluate regional or area-wide conditions.

The cumulative analysis discussed in this EIR is provided within each technical section in Section 5. A description of the cumulative impact study area is provided in the Environmental Setting for each technical section. The specific study area depends on the environmental issue that is analyzed.

Generally, a summary of projections contained in an adopted General Plan or related planning document was utilized to understand potential cumulative development. Because of recent approval of the High Speed Rail (HSR) project in the Fresno area, the HSR has been incorporated into the cumulative evaluations, as appropriate. The approval of HSR project items in the Fresno area is as to local improvements and does not reflect certainty of the project as a whole. Following is a general summary of projections contained in General Plans for agencies whose jurisdictions are located adjacent to the City of Fresno. These jurisdictions include the County of Fresno, the City of Clovis, and the County of Madera.

The County of Fresno General Plan was last adopted in the year 2000. The General Plan identified the year 2020 projections outside the sphere of influences for cities within the East Valley area,

The DNCP and FCSP will provide for a consistent increase in residential units and buildings occupied by non-residential uses in the Downtown neighborhoods. These non-residential uses include commercial, office, public facilities, mixed uses, and industrial. Based on the General Plan, roughly half of the future residential units will be located within Downtown Fresno, mixed-use centers, and along major transit corridors such as Blackstone Avenue and Ventura Avenue-Kings Canyon Road. Infill development within the Plan areas would change the Downtown skyline and building composition by allowing changes to the building heights and massing from what currently exists.

The Urban Form and Land Use chapter of the DNCP establishes land use designations for the Downtown neighborhoods. The Community Plan describes existing and intended land uses for the DNCP Districts. The land use designation criteria describe the allowable heights and massing for development in these areas as part of the intended physical character for each designation. This information is provided in Table 2-2, Summary of Land Use Designations, of the DNCP (see Appendix A).

Similarly, the Building and Development chapter of the FCSP describes the intended physical character of the land use designations developed as part of the FCSP. The height of buildings within each of these land use designations is provided in Table 6.4A, Summary of Land Use Designations of the FCSP (see Appendix B).

### ***Fulton Mall***

The former Fulton Mall comprised the Fulton Mall and three cross malls consisting of the Merced Mall, Mariposa Mall including Mariposa Plaza, and Kern Mall. The Fulton Mall is currently the subject of reconstruction under the Fulton Mall Reconstruction Project, which will reopen the mall to vehicular traffic via a two-lane, enhanced street with oversize sidewalks, stately trees, and on-street parking. The reconstruction of Fulton Mall will enhance the visual character and quality of the area and will indirectly spur enhancement to the surrounding through revitalization. To reduce potential impacts on the visual character and quality of the DNCP area, the Community Plan includes a series of goals and policies within the Urban Form and Land Use; Parks, Open Space, and Streetscape; and Historic Resources chapters, which are summarized below and provided in their entirety in Appendix A. To reduce potential impacts on the visual character and quality of the FCSP area, the Specific Plan includes a series of goals within the Public Realm, Historic Resources, and Building and Development sections, which are summarized below and provided in their entirety in Appendix B.

### ***DNCP Chapter 2: Urban Form and Land Use***

- **Goal 2.1:** Enhance the unique sense of character and identity of the Downtown Neighborhoods' different planning areas.

**Intent:** To preserve the distinct neighborhood character of the different areas within the Downtown Neighborhoods—Lowell, Edison, Southeast Fresno, Jefferson, and Jane Addams, Downtown Fresno and South Van Ness.

- **Goal 2.4:** Promote a greater concentration of buildings and people in Downtown Fresno.

- **Policy 4.1.4:** Use street trees and landscape to define principle gateways into each of the Downtown Neighborhoods' planning areas.
- **Policy 4.1.5:** Use gateway signage and monuments to mark entry into the Community Plan Area's various neighborhoods and districts. Gateway signage and monuments should be constructed of permanent and durable materials.

### ***FCSP Chapter 8: Public Realm***

#### ***Section 8.3 Open Space Improvements***

- **Goal 8-1:** Increase access to and improve the quality of Downtown's existing parks, plazas, and open spaces.
- **Goal 8-2:** Introduce a variety of new public parks and open spaces throughout Downtown as valuable amenities for residents, workers, and visitors.

#### ***Section 8.4 Streetscape Enhancements***

- **Goal 8-4:** Enhance the Downtown streetscape through the introduction of appropriate street trees.
- **Goal 8-8:** Generate a safe, inviting, interconnected walkable environment.
- **Goal 8-12:** Weave art and culture into the fabric of Downtown everyday life by nurturing creative and artistic expression in the public realm.

### ***DNCP Chapter 6: Historic and Cultural Resources***

- **Goal 6.2 (Similar to FCSP Goal 7-2):** Protect historic and cultural resources from demolition and inappropriate alterations.

**Intent:** To strengthen the procedures and mechanisms that will help protect historic resources. Inappropriate alterations and/or additions to historic resources raise important concerns. Historic resources, and/or the context in which they are meaningful, may be damaged due to alterations, additions or demolition.

- **Policy 6.2.1:** Preserve, rehabilitate, and reuse historic resources with materials and finishes consistent with their original design.
- **Policy 6.2.2:** As resources become available, protect the unique historic resources in each of Downtown Fresno's planning areas as a means of enhancing the unique identity and character of each planning area.
- **Policy 6.2.3:** Provide educational forums for policy makers that stress the role of preservation as an economic tool in revitalization.
- **Policy 6.2.4:** Discourage the demolition or inappropriate alteration of potential historic resources and encourage their appropriate renovation by providing guidance and incentives for rehabilitation and compatible alterations.
- **Policy 6.2.8:** Protect historic and cultural resources in each of the Downtown Neighborhoods' planning areas.
  - Use Roeding Park and its historic features as a focal point for redevelopment of the Jane Addams area.
  - Ensure that Roeding Park and the Fresno Chaffee Zoo are preserved and enhanced as regional destinations.

- Rehabilitate the historic portions of Roeding Park according to the Secretary of the Interior's Standards to preserve this outstanding example of landscape design and historically-significant arboretum.
- Preserve, rehabilitate, and reuse the historic industrial buildings in the South Van Ness planning area.
- Designate Kearney Boulevard as a Scenic Route to further protect its scenic qualities and reestablish the Boulevard as an important address within Fresno.
- Begin the process to designate the three potential districts in Lowell that were determined to be eligible for listing on the local register as historic districts in the 2008 GPA survey. Designation of historic districts requires the consent of a majority of the property owners within the proposed district.
- **Goal 6.3:** Protect historic resources and their setting from incompatible new development within historically sensitive areas.  
**Intent:** The value of a historic structure is greatly diminished if it is surrounded by incompatible more recent development. When new buildings are introduced adjacent to historic resources, it is important that they are designed in a manner that reinforces the historic character of the area.
- **Policy 6.3.1:** As resources become available, preserve, rehabilitate, and reuse historic resources consistent with their original design.
- **Policy 6.3.2:** As resources become available, restore and maintain the historic character of neighborhoods.
- **Policy 6.3.3:** Require new development to be compatible with the massing, scale, setbacks, and pedestrian-oriented disposition of adjacent historic resources.
- **Policy 6.3.4:** Pursue stricter code enforcement to eliminate inappropriate alterations (including "stucco wraps").

### ***FCSP Chapter 6: Building and Development***

- **Goal 6-2:** Transform the Downtown into a vibrant set of neighborhoods and districts.
- **Policy 6-2-1:** Introduce higher-density housing, office, retail, restaurant, entertainment, and hotel uses.
- **Policy 6-2-2:** Infill Downtown with buildings that are compatible with the existing physical, cultural, and historical context and that mitigate Fresno's climate.
- **Goal 6-9:** Require high quality building design.
- **Policy 6-9-1:** Permit new buildings with contemporary and innovative architectural designs are permitted, provided they utilize high-quality materials and contribute to a walkable attractive, urban environment.
- **Goal 6-10:** Generate high quality, pedestrian-oriented public space in Downtown.
- **Policy 6-10-3:** Enhance the visual continuity of streets to be pedestrian-oriented, promoting activity at the street level.
- **Policy 6-10-4:** Require that parking structures constructed adjacent to any street frontage or pedestrian way contain ground floor tenant spaces and human-scale design elements of public interest along the sidewalk level.
- **Policy 6-10-5:** In conformance with the Citywide Development Code require parking and services to be accessed from alleys.



## 5.5 - Cultural Resources

### 5.5.1 - Introduction

#### Previous Investigations and Reports

This section describes how project development associated with the Downtown Neighborhoods Community Plan (DNCP), the Fulton Corridor Specific Plan (FCSP), and the Downtown Development Code (DDC) may affect historical, cultural, and paleontological resources in the project area. This section also addresses local, state, and federal regulations as they pertain to project impacts on cultural resources. Mitigation measures are prescribed herein to offset potential impacts to a less than significant level.

Information in this section is based on the following sources:

- Downtown Neighborhoods Community Plan. 2016. The complete report is contained in Appendix A.
- Fulton Corridor Specific Plan. 2016. The complete report is contained in Appendix B.
- Downtown Development Code. 2016. The complete code is contained in Appendix C.
- Fresno General Plan and related Master EIR (MEIR 2014)
- Fresno Fulton Corridor Specific Plan and Downtown Neighborhoods Community Plan Project Archaeological Resources Assessment Report, Greenwood and Associates. February 2012.
- Fulton Mall Reconstruction Project Environmental Impact Report, FirstCarbon Solutions, November 2013 (Cultural Resources section findings in Fulton Mall Reconstruction Project EIR based entirely upon Greenwood and Associates, 2012).
- Downtown Fresno (Fulton Corridor) Historic Resources Survey, Historic Resources Group. December 2011.

#### Terminology for Evaluation of Cultural Resources

For the purposes of this analysis, “cultural resource” is a term used to describe various different types of sites or features including both prehistoric and historical archaeological sites; architectural properties such as buildings, bridges, and infrastructure; and resources of importance to Native Americans. Cultural resources can also be more ephemeral elements of culture that are not so easily categorized, such as landscapes, folklore, oral histories, and traditional vegetation. The term “archaeological resource” can refer to either a prehistoric or a historic element, but is generally used to describe physical objects or features with a tangible presence in the archaeological record.

A “prehistoric resource” is considered any cultural resource that was deposited before Europeans established a Franciscan Mission in California (1769), although it has long been recognized that Europeans plied the coast as early as the mid-16<sup>th</sup> century and landed on the Coast on several occasions. Buried resources deposited after 1769 are technically considered historical resources. Such resources would also include Native American resources deposited after that date. A “historic

resource” or “historical archaeological as defined in CEQA Guidelines Section 15064.5, may include, but is not limited to, buildings, sites, structures, objects, or districts, that may have historical, prehistoric, architectural, archaeological, cultural, or scientific importance, and is considered eligible for listing, or is already listed, in the California Register of Historical Resources (CRHR). Potential eligibility and/or listing within the CRHR is based on four criteria and is discussed below. Listed resources are protected by all applicable state-level preservation laws and both listed and potentially eligible resources may or may not also be considered a “historic property” under the National Historic Preservation Act (NHPA).

A “historic property” is defined by Section 106 of the NHPA as “any prehistoric or historic district, site, building, structure, or object, included in, or eligible for inclusion on, the National Register of Historic Places (NRHP).” Potential eligibility and/or listing within the NRHP is based on four criteria and is discussed below. Listed resources are protected by all applicable federal-level preservation laws and both listed and potentially eligible resources generally also qualify as a historical resource under CEQA.

### **5.5.2 - Environmental Setting**

The following information is provided in accordance with CEQA Section 15125. The environmental setting discussion provides a baseline discussion of the existing conditions within the DNCP and FCSP areas and the surrounding area.

#### **Study Area for Project Impacts**

The study area for project impacts on cultural resources includes the DNCP and FCSP areas. The FCSP Area is completely surrounded by the DNCP plan area. The FCSP covers approximately 655 acres and is generally bounded to the north by Divisadero Street; to the west by State Route (SR-99); to the south by SR-41; and to the east by N Street, O Street, and the alley between M and N Streets. The DNCP plan area is divided by the Union Pacific railroad right-of-way.

The DNCP boundaries embrace those Fresno neighborhoods, districts, and corridors that were laid out prior to the Second World War. Encompassing approximately 7,290 acres, the DNCP is roughly bounded by SR-180 to the north; Chestnut Street to the east; and Marks, West, and Thorne Avenues to the west. Church and Butler Avenues and Kings Canyon Road form the principal southern boundaries. These approximately 7,290 acres of urban land make up most of the City’s historic core.

#### **Study Area for Cumulative Impacts**

The cumulative impacts analysis is based on a summary of projections approach for applicable projects in the vicinity of the DNCP and FCSP.

#### **Existing Setting**

Prior to historical development, the general area of present-day downtown Fresno was known as the “Sinks of Dry Creek,” a low-lying semi-arid grassland. The nearest perennial waterway, the San Joaquin River, flows 5 miles to the north of the project limits. Currently, the FCSP/DNCP project area manifests a densely built-up urban environment incorporating a broad spectrum of uses and

neighborhood types, with residential, commercial, municipal/governmental, and industrial development being best represented.

The Fresno area was once covered with native annual and perennial grasses such as needlegrass (*Stipa* spp.), bluegrass (*Poa* spp.), and poverty threeawn (*Aristida divaricata*) commonly found in the Valley Grassland Community (Munz and Keck 1973). Over the past 150 years, farming and ranching activities have severely compromised the natural vegetation of the San Joaquin Valley and introduced species are now dominant. Faunal populations have been impacted by Euro-American settlement as well. Prior to colonization, the valley floor was occupied by diverse resident and migratory mammals, birds, and fish. Historical and modern land use has greatly reduced the size and number of native habitats, and decimated numerous indigenous species.

The natural topography of the project area is generally flat, ranging from approximately 275 feet above mean sea level (amsl) at the southwest boundary of the Downtown Neighborhoods project area along Church Avenue, to 310 feet amsl along the eastern project area boundary at Chestnut Avenue.

Residential development occurs throughout the project area but is concentrated in the eastern and western sections of the Downtown Neighborhoods project area. Single-family residences dominate and, while a number of 19<sup>th</sup> century dwellings survive, development of the majority of residential structures dates to the era between World War I and the 1950s. Later residential development is more common in the peripheral sections of the DNCP area.

Commercial uses are primarily concentrated within the Fulton Corridor portion of the project area, but commercial strip development extends through the DNCP area along the Ventura Avenue, Blackstone Avenue, and Belmont Avenue corridors, among others. The established Fulton District of Fresno is defined by the City as the area bounded by Inyo Street on the southeast, the Union Pacific railroad tracks on the southwest, Tuolumne Street on the northwest, and N Street on the east. This area is developed with commercial and office functions, and it also takes in the County government offices. The Fulton Mall forms the primary commercial axis within downtown, and Van Ness, Tulare, and Fresno are the principal vehicular commercial streets, incorporating many different types of retail establishments and services.

Industrial development is most heavily concentrated in the south-central and north central sections of the DNCP plan area, particularly in those sections bordering the railroad corridor alignments southeast of SR-41, and north of SR-180, between the railroad corridor and SR-99.

While there are several small parks, playgrounds, and public open spaces scattered throughout the project area, the most significant of these is Roeding Park/Fresno Chaffee Zoo, a 148-acre park located in the northwest section (Jane Addams Neighborhoods planning area) of the DNCP area.

### Historic Context and Cultural Setting

Cultural resources include prehistoric-era archaeological sites, historic-era archaeological sites, Native American traditional cultural properties, sites of religious and cultural significance, and historical buildings, structures, objects, and sites. The importance of any single cultural resource is

defined by the context in which it was first created, current public opinion, and modern yet evolving analysis. From the analytical perspective, temporal and geographic considerations help to define the historical context of the plan areas. National Park Service Bulletin 16a describes a historic context as “information about historic trends and properties grouped by an important theme in prehistory or history of a community, state, or the nation during a particular period of time” (NPS 1997). A context links an existing property to important historic trends, which creates a framework for determining the significance of a property. Given this, a major goal of the historian is to determine accurate themes of analysis, a task that can only be undertaken by a thorough review of previous researchers’ thoughts and ideas, as well as reviewing the literature of the resources.

In California, historians have divided the past into broad categories based on climate models, archaeological dating, and written histories. Paleontologists divide time into much larger segments, with defined and named periods of time shortening in timespan as the modern era is reached. For the purposes of this analysis, these periods in history have been summarized below.

### **Prehistoric Era**

Numerous archaeological investigations have been conducted in the San Joaquin Valley; some of the most important work has been undertaken in the area of the Buena Vista and Tulare Lakes. These investigations reveal a complex prehistory of cultural groups that occupied this region. Through the study of their artifacts, archaeologists have come to form numerous chronologies that collectively offer a framework for interpreting the prehistory of the San Joaquin Valley.

#### ***Early Period (~12000 Before Present [B.P.] to 8000 B.P.)***

The material culture of the Early Period is characterized by large, fluted projectile points that imply heavy reliance on large games for subsistence, probably supplemented with smaller game and collected plant foods. Few sites from this period have been discovered, and substantial evidence comes mostly from the former shores of Tulare Lakes, especially at the Witt Site in southern Kings County. Artifacts are represented in the form of Clovis-like projectile points made from chert, similar to other Pleistocene period sites in North America, as well as various scrapers, chipped crescents, and other stone tools associated with the Fluted-Point and/or Western Pluvial Lakes Traditions. Horse, bison, ground sloth, and human bones were also found at the Witt Site, along with the tusk of mammoth or mastodon (Greenwood and Associates 2012). These bones have been radiocarbon-dated to about 11000 to 13000 B.P.

#### ***Middle Period (8000 B.P. to 2500 B.P.)***

An examination of lithic tools from the Early and Middle Periods shows little difference between the two. Stone tools from the Middle Period, in fact, look very similar to the Western Pluvial Lakes Tradition associated with the Great Basin. However, the Middle Period is associated with an increase of groundstone tools, such as metates and manos, reflecting an increased dependence on vegetative species requiring processing, such as seeds and nuts. Lithic technology, for the most part, remains relatively unchanged (Greenwood and Associates 2012).



### **Late Period (2500 B.P. to Ethnohistoric Present)**

During the Late Period, patterns in material culture experience dramatic change, much of which was observed and recorded, but simultaneously caused, by Europeans during the latter part of the period. The Late Period also marked the increase of diversity in material culture. Both the *Olivella* shell bead and bow-and-arrow technology made their first appearances in the area. People buried their dead in a flex position much more frequently, and burial goods were numerous compared with previous periods. Occupation sites were larger, reflecting semi-sedentism, and there were great reliance on groundstone, particularly mortars and pestles, indicative of increased dependence on nuts, seeds, and acorns. Mortars and pestles during this period were much more finely produced compared with the Middle Period. Objects such as bird-bone whistles, steatite pipes, very small serrated projectile points, obsidian from eastern California, and rectangular *Olivella* beads appeared for the first time (Greenwood and Associates 2012).

Assessing the region's prehistoric settlement patterns has been problematic, since most of the excavations done in the San Joaquin Valley have been restricted to later-period Yokut burial sites. Larger-scale projects have been limited to Buena Vista Lake and San Luis, Los Banos, and Little Panoche reservoirs. Wallace has stated that this area "remains one of the least-known archaeological areas in California" (Greenwood and Associates 2012). Nonetheless, evidence points to the likelihoods that most occupations were on or near now-extinct lake shorelines to maintain resources, with interruption related to dry climatic intervals, particularly A.D. 1000 to A.D. 1500. After A.D. 1500, most populations settled in the southern and western parts of the San Joaquin Valley (Greenwood and Associates 2012).

### **Ethnographic Overview**

Fresno is located in the San Joaquin Valley on land once inhabited by the Northern Valley Yokuts, very near their terrestrial boundary with the Southern Valley Yokuts. They occupied an area that extended to the Sacramento River Delta on the north, the crest of the Diablo Range to the west, and the lower foothills of the Sierra Nevada to the east. Their disappearance was brought about by disease and dislocation that were due to aggressive missionization during the later 1700s and early 1800s, the Gold Rush of the 1840s and 1850s, and American expansion thereafter. The little that is known of them today is based mostly on the accounts of non-Native explorers and missionaries (Greenwood and Associates 2012).

The Northern Valley Yokuts subsisted primarily on resources present along the San Joaquin River and its associated channels. The vegetation was sparse in the valley, aside from marsh grass and tules, and trees were limited to small patches of sycamores, cottonwoods, and willows. Tule roots and seeds found throughout the valley served as important food staples. In addition, valley oaks could be found in groves in areas of great water abundance and nutrient-rich soil. Acorns from these oaks formed an important dietary staple; they were ground into a powder using a mortar and pestle and subsequently leached of toxins in waterways. The leftover resulting paste was then cooked and consumed. Fauna was abundant in the riverine areas, and fish, freshwater molluscs, turtles, and waterfowl were important food sources. Tule elk, pronghorn antelope, jackrabbit, squirrels, reptiles, and a variety of birds were also consumed (Greenwood and Associates 2012).

The Northern Valley Yokuts lived in semi-autonomous patrilineal villages that were led by a headman and typically averaged around 300 persons. They spoke various dialects of the Penutian language stock. The Yokuts' dwellings were small, round structures formed of light wooden poles covered with woven tule mats. Villages often included a lodge for community functions, as well as a sweathouse. The local village economy involved the production of baskets and mats made of tule stalks; stone mortars and pestles; projectile points and stone tools made from local chert, jasper, chalcedony, and imported obsidian; and bone tools such as the awl. Ceramic production was likely not emphasized and secondary to other goods (Greenwood and Associates 2012).

Trade was active with neighboring groups, as the Northern Valley Yokuts transported goods on watercraft made of tule along the San Joaquin River and its tributaries. Overland trails to the territory of the Salinan and Costanoan tribes on the Central California coast were also maintained. Domesticated dogs were given to the Miwok in exchanged for baskets, bows, and arrows, and the Costanoans supplied the Yokuts with mussels and abalone shells (Greenwood and Associates 2012).

The population of the Northern Valley Yokuts dramatically declined after European contact. Contact with Spanish explorers and missionaries during the Spanish-Mexican period (1769–1846) brought on disease, erosion of traditional native culture, and displacement of natives from their lands. Remaining populations were eventually incorporated in the Mission system, which further continued the devastation of the native cultures. Some Yokuts escaped the mission system and became fugitives at risk of being captured or killed. Even with the transfer of land from Spain following Mexican Independence in 1822, native populations were pushed into marginal parts of the land, and food becomes scarce. Relationships between native groups and encroaching ranchers became even more strained as natives began stealing livestock and horses in desperation. The incorporation of California as a state in 1846 and the California Gold Rush of 1849 only hastened the decline of Native American culture. The remaining Yokuts were pushed from their lands, usually in the face of violent opposition from white settlers, who eventually took some of the Indians for laborers on ranches and farms. By the time the United States government set aside land in the Fresno and Tule River Reserve, the Yokuts and other native peoples had nearly disappeared. Few descendants of Northern Valley Yokuts survive today (Greenwood and Associates 2012).

### Historic Era

The 19<sup>th</sup> century opened with a wave of exploration into the San Joaquin Valley that eventually led to the settlement of Fresno County. Members of an 1806 expedition led by Spanish explorer Lieutenant Gabriel Moraga were perhaps the first Europeans to pass through present-day Fresno County. Between 1806 and 1813, Moraga guided several additional expeditions during which he discovered and named the County's two major waterway, the San Joaquin and Kings Rivers. However, Moraga's search for potential new mission sites ultimately proved fruitless and the region remained well beyond the administrative reach of the established missions. Others soon followed Moraga, including the explorer and mountain man Jedediah Strong Smith, who in 1826 was the first American to arrive in California overland; Peter Skene Ogden, leader of Hudson Bay Company trapping operations in California; and John C. Fremont, who led an 1845 expeditionary force through what would become Fresno County (Greenwood and Associates 2012).

Despite these early forays, the valley's inhospitable environment deterred permanent settlement. With the onset of the Mexican War in 1846, Central California came under the control of the United States. However, it was not until the discovery of gold in California that miners and other settlers were ultimately drawn to the region in search of riches. In the early 1850s, minor quantities of gold were discovered along the San Joaquin and Kings Rivers and their tributaries in the Sierra foothills and the resulting gold camps and mining districts became part of the southernmost Mother Lode gold region. The County's first substantial settlements rose in the foothills; foremost among them was Millerton. When Fresno County was created from portions of Mariposa, Merced, and Tulare counties in 1856, Millerton served as the first governmental seat. It remained the county seat until 1874 when it was moved to the rising, and more centrally located, City of Fresno (Greenwood and Associates 2012). By the early 1850s, many miners had begun to explore the possibility of farming as a livelihood. In the 1850s through the early 1870s, cattle and sheep grazing and dry-farming of grains, along with mining, represented the major economic activities of Fresno County (Greenwood and Associates 2012).

The low-lying area now occupied by downtown Fresno was once known as the "Sinks of Dry Creek." Near the Sinks of Dry Creek, rancher Anthony Easterby purchased 5,000 acres of land bounded by what are now Chestnut, Belmont, Clovis, and California Avenues in 1867. Easterby and neighboring rancher, Moses J. Church, were convinced that with irrigation, the parched soil of Fresno County was fertile enough to support crops. They conceived an irrigation system that would convey water from the Sierras to the Fresno plain. In 1871, Easterby hired Church to complete the County's first canals, known as "Church's Ditches." Easterby's bountiful crop of wheat that year laid to rest most doubts about the County's agricultural potential (Greenwood and Associates 2012).

Cognizant of Easterby's success and recognizing the area's potential for commercial agriculture, the Central Pacific Railroad selected a site west of the Easterby ranch for a depot location as it charted the path of its new "Southern Pacific" rail line through the San Joaquin Valley in 1871. The line would become the first to connect northern and southern California. The Contract and Finance Company, real estate arm of the Central Pacific, soon acquired 4,480 acres around the depot site with the intention of developing an agricultural center. A street grid oriented parallel to the northwest-southeast running tracks was platted and land donated for the new community's courthouse (Greenwood and Associates 2012). The name for the depot and new town was Fresno. "Fresno" is derived from the Spanish word for ash tree. Numerous regional features were so named by early Spanish explorers who found many such trees growing along the waterways in the otherwise desolate region (Greenwood and Associates 2012).

### **Early Development of Fresno**

Fresno, or "Fresno Station" as it was first known, began to rise even before the Central Pacific's tracks had been laid. The town site was surveyed and divided into "302- by 400-foot blocks, with 25- by 150-foot lots and twenty-foot alleys" (Greenwood and Associates 2012). The rail alignment bisected the street grid and Silvia Avenue (present-day Divisadero Street) formed the northern boundary. The Court House and Civic Center were centrally located and took up four city blocks. The streets running northwest to southeast were given letter names, while the southwest to northeast running avenues were named for California counties. The asking price of individual lots

ranged from \$60 to \$250 depending on their proximity to the civic center and the railroad tracks. Due in part to the new town's isolated location in a desert region of the San Joaquin Valley, there were few buyers initially. The railroad resorted to allowing the first new settlers to take up residence on selected land and pay later if they decided to remain on it. The incentive proved effective; the town grew and land values rose quickly.

Historian W. W. Elliott noted that Fresno's first settler was A. J. Massen who, being an enterprising individual and observing the growing demand for water, erected the first "public water works"—a well and a watering trough in front of his dwelling (Greenwood and Associates 2012). Following Massen's lead, Schultz and Roemen opened a saloon; the Larquier Brothers established the French Hotel; Russell Fleming began a livery stable; and in August 1872, the town's first post office was established. In the spring of 1872, the railroad tracks to Fresno were completed, connecting it with the outside world. By 1874, the town boasted 55 buildings, including "four general stores, two fruit stores, one drugstore, three hotels, two restaurants, six saloons, two law offices, two physicians, one tinsmith, one saddle shop, two butcher shops, three blacksmiths, one tailor, the Expositor (newspaper), and twenty-five private residences" (Greenwood and Associates 2012). In 1875, the first brick building in town was constructed on Mariposa Street by Otto Froelich (Greenwood and Associates 2012).

The first commercial district emerged along Front Street (present day H Street) and the railroad tracks at the heart of the area that is now referred to as the Central Area or Fulton District. The original train station was located on H Street at Tulare. It was replaced in 1889 with a larger station located on the same site. Largely because of its position on the new railroad line, Fresno quickly grew in population and stature. County residents called for a change in the county seat from Millerton to Fresno, and this was accomplished with a special election on March 23, 1874.

In 1873, Fresno's prospects were further elevated when horticulturalist Francis T. Eisen discovered that Fresno's soil was ideally suited to viticulture. In 1875, he produced the area's first wine and in 1877 processed the first Fresno raisins. As a result of his experiments, the County would become world renowned for its Muscatel, Angelica, Tokay, Claret, Riesling and Sauterne grapes and raisins. Peaches, nectarines, apricots, figs, and almonds also thrived and the City of Fresno eventually grew to become the San Joaquin Valley's leading agricultural center. While the City's position on the railroad was a key factor in this achievement, the reaping of significant profits from vineyard and orchard cultivation was intrinsically linked to the ability to bring water to the Fresno Plains. In this regard, the agricultural colony system would play a major role (Greenwood and Associates 2012).

By the early 1870s, when farming was gaining importance in the region, speculators viewed the Fresno Plains as an untapped source of potential profits and began to devise a systematic approach to marketing vast acres of what was essentially barren and arid land. In 1875, the Central California Colony was created south of Fresno, establishing the paradigm for a system of development that was used throughout the San Joaquin Valley. Investors purchased large tracts of land cheaply, which they then subdivided into 20- to 40-acre parcels and marketed to small-scale farmers. To enhance the appeal of their offerings, the stakeholders typically built irrigation canal systems and roads—often attractively landscaped with rows of palms, eucalyptus, or other trees—which improved the colony's appearance while also aiding agricultural production and shipping. Although the first colonies were



established in 1875 and 1878, the major period of colonization in Fresno County was the 1880s. The colonies ranged from undertakings that were communal in nature, ideological and altruistic, to pure business arrangements. Advertisements and marketing pamphlets made their way around the world and farmers and their families drawn from Scandinavia, other parts of Europe, Asia, and from/across the United States contributed to Fresno's steady rise. By 1903, there were 48 separate agricultural colonies in Fresno County (Greenwood and Associates 2012).

### **Late 19<sup>th</sup> Century Growth**

The agricultural richness of the surrounding region fueled Fresno's growth and importance as a shipping hub. Incorporated as a city in 1885, Fresno experienced rapid expansion of its urban core during the last two decades of the 19<sup>th</sup> century. From 1880 to 1885, the population more than tripled from 1,112 to 3,464 inhabitants, and by 1900 it had bounded to 12,470. Lands surrounding the original town site boundaries were quickly snapped up by speculators and subdivided as a result (Greenwood and Associates 2012).

The first major expansion of Fresno's street grid occurred in 1880, when the Villa Homestead Tract was added to the northeast of the original town site. This addition and all subsequent ones were laid out aligned with the cardinal directions rather than oriented to the Central Pacific's tracks, resulting in the many oddly shaped parcels and skewed intersections that today demark the boundaries of the City's historic core. Subdivisions within what is now the Fulton-Lowell subarea developed beginning in 1884. Chief among the next waves of development were North Park, and West Fresno. In 1910, the Alta Vista Tract, bounded by Balch, Cedar, and Platt Avenues, and First Street was added east of the downtown (Greenwood and Associates 2012).

Fresno has a history of strong immigrant communities. Many of the immigrants that were first attracted to Fresno were ethnic minorities, who settled over time in neighborhoods such as Chinatown, Armenian Town, Germantown, and Italian Town.

Underlying every incentive for immigration was the remarkable agricultural development of the plains, which, once stimulated by the colony settlements, attracted even more people from abroad. In 1878, the Scandinavian Colony was established several miles northeast of Fresno city. Its settlers were mostly Danish, but also included Swedes and Norwegians, lured by a well-organized international marketing campaign that emphasized Fresno's farming opportunities. Evidence suggests that many of the Scandinavians, after adjusting to their new homeland in an established colony branched out to start settlements elsewhere. The Whites Bridge Road area of West Fresno was one of the places in which numerous Danes settled in the 1880s and 1890s, as underscored by the names in the area such as Teilman Ditch and Nielsen Avenue. There, they planted land in vines and trees and successfully harvested raisins, vegetables and berries (Greenwood and Associates 2012).

Sanborn insurance maps recorded land use in Fresno from the beginning of 1885. The earliest maps depict scattered development throughout an approximately six-block radius of the Southern Pacific Railroad depot, which was located along H Street between Mariposa and Tulare Streets. Mariposa Street had emerged as the principal commercial thoroughfare, and the 1885 maps illustrate fully built out blocks of brick and wood frame row buildings housing shops, lodging houses, banks, offices,

restaurants, and saloons beginning at H Street near the train depot and extending to the northeastward for three full blocks to K Street (Van Ness). Additional commercial row development along H Street faced the train station. Residential development in early Fresno was concentrated in the area between Mariposa and Merced Streets, and between Tulare and Inyo Streets to the southeast.

As might be expected, the town's early industry was predominantly oriented to agriculture. Among the more prominent enterprises were Moses Church's Champion Flour Mill at the corner of N and Fresno Streets; J.W. Williams and B.L. Smith's wagon shop near the corner of K and Fresno Streets; Kutner & Goldstein's Grain & Agricultural Implements Warehouse and M.J. Donohoo's Lumber Yard, both situated along the railroad tracks; the Fresno Fruit Packing Company at the corner of G and Mono Streets; and the Fresno Agricultural Works at the corner of L and Tulare Streets. A 12-foot-wide irrigation canal ran through the center of town along Fresno Street.

Fresno's historic "Chinatown" was also well established by 1885, located immediately southwest of the Southern Pacific tracks. By the 1890s, there was a substantial Japanese population in this area as well.

Fresno's economy was flourishing in 1887 and real estate transactions during that year reflected the impact of the statewide boom of the late 1880s. During the month of April alone, the County Recorder reported 375 deed transactions totaling in excess of one million dollars. Relatively inexpensive land prices continued to draw new settlers to the area and played a role in the ongoing economic prosperity. The last 70 original Central Pacific town site holdings were purchased by Jefferson Guy Rhodes in August 1887, and by November over 1,100 deeds had been filed with the Fresno County Recorder. Land sales began to move beyond the city limits, especially to the north and east, and there was expansion of both the residential and commercial areas of the City (Vandor 1919: 359-366).

By 1888, additional residential development had occurred north of Merced Street along Tuolumne, Stanislaus, Calaveras, and H, I, J, and K Streets. At that time, dwellings had also gone up along Tulare, Kern, Inyo, Mono, and Ventura Streets, and H, I, J, K, L, M, and N Streets, east of Mariposa Street. Between 1887 and 1890, the Fresno Water Company integrated and substantially expanded the town's loose patchwork of water supply infrastructure, building Fresno's first pumping station and water tower, and laying out 4-inch wrought iron water mains. Some of these original "permanent pipes" are still in use (Greenwood and Associates 2012).

The community's growth and prosperity persisted through the end of the decade and commercial building within the business district went on unabated. In 1889, there was nearly one million dollars' worth of new construction along Mariposa Street alone. The Fresno Morning Republican noted that it was hard for any business to fail during this period (Greenwood and Associates 2012). By 1890, the city population was estimated at just under 11,000 (Greenwood and Associates 2012). As the downtown area filled out during the late 1880s, both commercial and residential buildings could be found along K Street (later Van Ness), between Tulare and Inyo streets. More outlying residential areas, such as those along O Street, were still in relatively rural settings. With land within the city limits bringing premium prices, the City began to annex additional property for commercial

and residential development. In 1887, the City annexed the first addition, the Woodward Addition, which was located at the southern end of the community; however, the greatest growth during this period was directed to the north and west of the city limits. Higher land prices and the demand for new housing brought numerous land speculators and established farm owners alike to subdivide their land in the outlying areas into housing tracts (Greenwood and Associates 2012).

The Lowell neighborhood developed north of Divisadero Street during Fresno's rapid growth period, from the mid-1880s through 1910. Demographically, the area was unique in that upper, middle, and working class families all resided within it. Working class enclaves developed bordering the more affluent areas of the Lowell neighborhood. Contrary to the social and economic segregation typical of many parts of the country, Fresno saw affluent families residing only one street away from working class enclaves (Greenwood and Associates 2012).

The land in the western portion of the study area, west of the original town site of Fresno began to be developed in the 1880s. The Western Addition of Fresno was subdivided in February 1882. The Western Addition included lands extending from Belmont Avenue on the north to Whites Bridge Road on the south, and west from Tehama Street to Thorne Avenue. In 1888, the West Fresno Addition was annexed, and in the ensuing years, more tracts were developed, marketed, and eventually annexed to the City of Fresno (Greenwood and Associates 2012).

When the dry white wine produced from the area's vineyards proved less than satisfactory, the grapes were cultivated for raisins, which were naturally produced by the continuous sunlight in the valley. Following an unusually large yield of more than one million pounds of raisins that drove the price down to 2 cents a pound in 1894, the Raisin Growers Association was organized in 1898 to protect the industry. In 1886, Frank Roeding and his son began growing figs in the area, spawning another successful industry.

By 1900, the population of Fresno had reached 12,470 people, and the City drafted its first charter. During the following decade agriculture continued to flourish, with cotton growing and sweet wine production emerging as new industries. Fresno became the residential and commercial center of an increasingly prosperous region. With the expansion of manufacturing along with agriculture, Fresno was by the end of World War II a major metropolitan area (Greenwood and Associates 2012).

Key to Fresno's further outward expansion was the introduction of streetcar and trolley lines that carried passengers to different parts of the City and attracted business to the area. In 1889, the Fresno Street Railroad franchise first introduced service. Other franchises followed, carrying passengers in horse- and mule-drawn, mostly antiquated, second-hand trolley cars from San Francisco.

In 1903, the Fresno Traction Company introduced Fresno's first electric streetcar line, and in 1909 the City's first double track line was installed on J Street (now Fulton Street). The Fresno Traction Company operated an interurban line north of Fresno to the new State Normal School and beyond to the banks of the San Joaquin River by 1915. Promotional material produced in 1909 by the Fresno County Chamber of Commerce advertised Fresno as the largest city in Fresno County with a

population of 30,000 and one of the most important cities in the State (Greenwood and Associates 2012).

During the peak years of streetcar travel—between 1902 and 1929—trolleys and street cars carried tens of thousands of riders along almost 200 miles of track. By the end of the 1920s, automobiles began to compete with trolleys for space and ridership. Accordingly, streetcar revenues fell as more and more people chose to drive. In 1939, streetcar service ended as the last two lines were abandoned and National City Lines took over the trolley routes and switched their service to buses. Fresno continued to expand rapidly after the turn of the century, and between 1913 and 1929, 11 high-rise buildings rose to create a distinct Fresno skyline. The pace of downtown growth slowed during the Great Depression, although several notable Public Works Administration (PWA) buildings and some housing was built (Greenwood and Associates 2012).

In the eastern reaches of Fresno, early development was concentrated in the vicinity of the Fresno County Fairgrounds, particularly north of Ventura Avenue. There were fully built-out residential tracts in that area, extending as far east as Chestnut Avenue, by the early 1920s.

Roeding Park, in the northwest portion of the DNCP area, came into being with the donation of 118 acres of land to the City by German immigrant, farmer, and nurseryman Frederick Roeding and his wife Marianne between 1903 and 1908. An adjoining 40 acres, the present location of the zoo, was acquired by the City in 1924.

Fresno Chaffee Zoo began casually as a collection of unwanted pets and other animals around 1908. It received accreditation as the Roeding Park Zoo in 1929 and continued to expand through the 1970s.

SR-99, the main north-south route through Fresno and the San Joaquin Valley, had its origins as Route 4 in the 1910s. Built to accommodate the growing number of automobiles, it was among the state's first paved overland routes. It was officially designated US Highway 99 in 1926 and acquired the title "Golden State Highway" in 1927. The early highway followed the present alignment of Golden State Boulevard northwest of the downtown, and prior to World War II, its path north of Roeding Park emerged as an early "motel row," lined with motor courts and tourist camps.

Following World War II, the passage of the G.I. Bill enabled returning veterans to purchase homes and establish businesses, prompting another period of rapid expansion. The Mayfair subdivision, completed in 1947 northeast of the Project Area, included Fresno's first suburban shopping mall and ushered in an era of development at the suburban fringe. Between 1940 and 1950, the City's population grew by 30,000, with much of the growth accommodated in new auto-oriented suburbs. The city government attempted to remedy the decline of the Downtown in the 1960 General Plan.

To implement the General Plan goals, Victor Gruen was commissioned to generate an Urban Renewal Plan for the revitalization of Downtown. The centerpiece of the Gruen Plan was the Fulton Pedestrian Mall, completed in 1964. Six blocks on Fulton Street and three cross-streets were closed to automobile traffic and transformed into wide walkways with public art, fountains, street trees, and seating areas. Meanwhile, in 1957, the California Department of Highways proposed



construction of State Route 99 (SR-99), SR-41, and SR-180 to form a freeway loop around downtown, redirecting traffic around the City's core rather than into it. The construction of the freeway loop system ultimately had a devastating impact on Downtown Fresno and its surrounding neighborhoods. Formerly unified neighborhoods were cut in two by freeways without surface crossings. Facilitated by the freeways, the City continued to stretch onto inexpensive land to the north and east, aiding the flight of people and businesses away from the center of the City. By 2009, Fresno had reached a population exceeding 480,000 in an area of 105 square miles (Greenwood and Associates 2012).

### ***Existing Historic Resources***

Downtown Fresno and its immediately surrounding neighborhoods contain some of the City's oldest and most historically significant areas, and has been the subject of numerous previous surveys and studies. These earlier efforts have identified both individual historic resources and several historic districts, and include resources found eligible for the National Register of Historic Places (NRHP) and the CRHR. Many resources have also been designated as local historic resources by the City of Fresno. The FCSP plan area encompasses the oldest portion of the City and contains over 110 of the City's designated historic resources, representing a wide range of property types and periods of development (Greenwood and Associates 2012).

The historic resources in the plan areas are discussed in this section first by DNCP subareas, of which the FCSP plan area is a part, then in terms of several important historic themes that influenced the physical development of Downtown Fresno since 1872. These themes provide a way of evaluating important resources by highlighting shared history, important property types, and common development patterns.

### **DNCP Subareas**

#### ***Jane Addams Neighborhoods***

The Jane Addams neighborhoods contain Roeding Park, which is a public park that houses the Fresno Chaffee Zoo. Roeding Park dates back to the first decade of the 20<sup>th</sup> century and was determined eligible for listing on the NRHP as a historic district and possesses many characteristics of a historic cultural landscape. Other than Roeding Park, the Jane Addams Neighborhoods contain few previously identified historic or potentially historic properties (DNCP 2015).

#### ***Edison Neighborhood***

The Edison Neighborhoods area contains some previously identified historic and potentially historic properties including one of Fresno's designated historic districts. Important historic properties include:

- a. **Chandler Field/Fresno Municipal Airport.** The Chandler Field/Fresno Municipal Airport Historic District is located approximately 2 miles west of Downtown Fresno, along the north side of historic Kearney Boulevard. The Works Progress Administration (WPA)-era buildings are clustered in a campus setting that includes landscaping, several Beaux Arts-style lampposts, and surface parking.

- b. **Kearney Boulevard.** This tree-lined boulevard with a Deco/Moderne gateway has been determined eligible for the National Register of Historic Places. Kearney Boulevard was originally developed as part of M. Theo Kearney's "Chateau Fresno" property, located outside the Community Plan Area, which was never completed (DNCP 2016).

### **Lowell Neighborhood**

The Lowell Neighborhood is one of the oldest residential neighborhoods in Fresno, and is the most intact and cohesive early neighborhood within the Community Plan area. It contains significant concentrations of late-19<sup>th</sup> and early 20<sup>th</sup> century homes. Over 40 of the City's designated historic properties are located there; many other neighborhood properties (both individual properties and historic districts) have been previously identified through survey or environmental review.

In 2008, a portion of the Lowell area west of N. Park Avenue was surveyed by Galvin Preservation Associates (GPA). GPA identified three areas as potential historic districts. The GPA Survey identified several individual buildings as potential historic resources. Historic Surveys are the starting point in making a determination as to the eligibility of a particular building for listing on a national, state, or local historic register. Prior to making a final determination regarding eligibility, additional intensive research must be performed.

The 2008 GPA survey identified three areas as potentially eligible for designation on the local historic register as Historic Districts, one of which was also found eligible for the NRHP. These are as follows:

- a. **Yosemite Avenue Worker's Cottage Historic District.** Identified as eligible for local designation, the potential Yosemite Avenue Worker's Cottage Historic District contains excellent examples of turn-of-the-century worker's cottages constructed between 1898 and 1906, with one property constructed in 1915. This potentially eligible local historic district is located on the 100 block of N. Yosemite Avenue and includes 14 contributing properties on the west and east side of the block, just south of Nevada Avenue.
- b. **Lower Van Ness Historic District.** Identified as eligible for local designation, the potential Lower Van Ness Historic District contains a collection of residential properties constructed between 1898 and 1919 in the Neo-classical cottage, Queen Anne, and Craftsman styles. This potentially eligible local historic district is located on the 100 block of N. Van Ness Avenue and includes 21 contributing properties and 2 non-contributing properties. The district boundaries include the east and west sides of the 100 block of N. Van Ness Avenue between Nevada Avenue to the north and Voorman Avenue to the south.
- c. **North Park Historic District.** This large collection of early 20<sup>th</sup>-century and Craftsman homes constructed between 1902 and 1919 was found eligible for the National Register as a potential historic district. The potential district is bounded by State Route 180 to the north, the west facing side of Yosemite Avenue to the west, the east facing side of N. Van Ness Avenue to the east, and Nevada Avenue to the south. The district boundaries include approximately 66 parcels, with 49 contributing buildings, nine non-contributing buildings, and eight vacant lots (DNCP 2016).

It should be made clear that reference to the survey does not indicate the City is adopting the survey under the City's Historic Preservation Ordinance for inclusion in the State Historic Resources Survey Inventory as described in Public Resources Code, section 5024.1 (g).

### ***Jefferson Neighborhood***

Several properties in Jefferson have been designated by the City as historic resources. The neighborhood also contains two previously identified potential historic districts.

The Jefferson area contains over 20 previously identified properties and two potential historic districts. Thirteen properties have been designated by the City as historic resources. In addition to the properties that have been identified as individually significant, the Jefferson neighborhood was also surveyed in 1994 as part of the Ratkovich Plan, which identified two potential historic districts:

- a. **Bellevue Bungalow District.** This potential historic district consists of 15 Craftsman style residences on Howard Avenue and Thesta Street south of Belmont Avenue, dating from 1920 to 1922. The potential district was identified in 1994. Therefore, the evaluation can no longer be considered current as conditions have most likely changed and survey methodology and evaluation criteria have evolved considerably over the past 22 years. For these reasons, the potential Bellevue Bungalow District needs to be re-evaluated.
- b. **East Madison District.** Located on Madison between Fresno and Angus streets, the potential East Madison Historic District contains Craftsman style homes developed between 1910 and the early 1920s. Like the Bellevue Bungalow District, East Madison was identified in 1994 and needs to be re-evaluated to acknowledge any condition changes and incorporate more recent survey methodology and evaluation criteria (DNCP 2015).

Once again, it should be noted that reference to the Ratkovich Plan does not indicate the City is adopting the plan under the City's Historic Preservation Ordinance for inclusion in the State Historic Resources Survey Inventory as described in Public Resources Code, section 5024.1 (g).

### ***Southeast Neighborhoods***

The Southeast Neighborhoods contain a considerable grouping of industrial properties in the southwestern portion of the planning area near the railroad and SR-41. Several of these properties represent Fresno's early industrial history and have been designated as historic properties by the City.

Historic integrity throughout the Southeast area is somewhat fragmented, due to alterations and large areas that have been more recently developed. Several neighborhoods have retained their original character from the early 20<sup>th</sup> century, including the trees and landscape features that remain from their initial periods of development. While these neighborhoods may not meet criteria for designated historic districts, they deserve special planning consideration to protect historic elements and to guide infill.

The Southeast Neighborhoods contain over 30 previously identified potentially historic properties; 26 properties have been designated by the City as historic resources, including a high school and a

collection of industrial buildings and outstanding residential properties. The area includes one designated historic district:

- **Huntington Boulevard Historic District.** The Fresno City Council designated the Huntington Boulevard Historic District, with 80 contributing properties, on May 21, 2015. It consists of early 20<sup>th</sup> Century residential properties located on Huntington Boulevard from First Street on the west to Cedar Avenue on the east.

### ***South Van Ness***

South Van Ness contains a considerable grouping of industrial properties, several of which represent Fresno's early industrial history. Several of these have been designated as historic properties by the City of Fresno (DNCP 2015). The majority of such structures are pre-World War II brick warehouses, many of which have been adaptively reused as commercial, retail, residential, and mixed-use properties. In many places within South Van Ness, more recent industrial mega-blocks interrupt the late 19<sup>th</sup> century street network and the area is lacking in street trees and other original landscaping.

### ***Special Property Types***

In addition to the planning areas described above, the DNCP discusses special property types with regard to the City's development history. Several property types have been identified as potentially historically significant to Fresno's development history and can be found in several areas of the City. The four different property types are described below.

- Bungalow Courts/Courtyard Housing.** Bungalow courts and courtyard housing are identified as an important residential type in Fresno. In 2004, 127 courts were identified through a citywide reconnaissance level survey.
- Garden Offices Complexes.** Regional office park design of the post-World War period incorporated a series of low-rise, office buildings connected by open-air gardens and atriums. Architects Robert Stevens and Gene Zellmer are notable pioneers of this building type, and often used Hans Sumpf stabilized adobe bricks in construction.
- Early Housing and Associated Structures.** Early folk/vernacular housing types including Shotgun Houses and Hall & Parlor Houses are increasingly rare in Fresno. Ancillary buildings such as Carriage Houses and the summer kitchens of the Volga German community should also be treated with special attention.
- Sites, Structures, and Objects.** Within the City, properties other than buildings may also be historically significant, including signs, lampposts, street furniture, fountains, statues, public art, and infrastructure such as bridges and canals (DNCP 2015).

### ***Historic Themes***

The historic themes discussed below include railroad development, early residential development, ethnic communities, Late-19<sup>th</sup> and Early 20<sup>th</sup> Century Commercial Development (1872–1945), Late-19<sup>th</sup> and Early 20<sup>th</sup> Century Civic and Institutional Development (1872–1930), Industrial, Depression Era Civic and Institutional Development, Mid-20<sup>th</sup> Century Civic and Institutional Development



(1945–1970), and Mid-20<sup>th</sup> Century Commercial Development (1945–1970) (Greenwood and Associates 2012).

### ***Railroad Development***

Railroad properties that have been designated by the City as historic resources include the Southern Pacific Depot (1889) at 1713 Tulare Street, the Santa Fe Depot (1899) at 2650 Tulare Street, and the Southern Pacific Lines Pullman Shed (1917) at 1713 Tulare Street.

### ***Early Residential Development***

Outstanding examples of Fresno's early residential properties are within the St. John's Cathedral District and the northern portions of the Cultural-Arts District. The majority of these have been previously identified as potential individual resources or as contributors to a potential historic district. Many have been designated as local historic resources. Residential properties also exist in and around Chinatown; many of these are of poor integrity because of alteration or extreme disrepair. Outside of the areas mentioned above, only isolated examples of Fresno's early residential neighborhoods remain.

Over 30 single-family residential properties located in the Downtown area have been designated by the City as historic resources. Examples include the Vartanian Home (1891) at 362 F Street; the Kutner Home (1901) at 1651 L Street; and the Van Valkenburg Home (1903) at 1125 T Street. Multiple-family residential properties that have been designated by the City as historic resources include the Maubridge Apartment Building (1911) at 2344 Tulare Street.

### ***Ethnic Communities***

Historic ethnic neighborhoods within or overlapping the Plan Area include Chinatown, located between SR-99 and the railroad along F Street; Fresno's historic Germantown roughly bounded by California Street, Ventura Street, and G Street; the historic Armenian Town located in the southeastern portion of the Plan Area; and the historic Italian community, located southwest of Downtown, spanning the Plan Area and further southwest beyond SR-99.

Properties with important ethnic community associations that have been designated by the City as historic resources include the Bing Kong Tong Association Building (1900) at 921 China Alley; the Holy Trinity Armenian Apostolic Church (1914) at 2226 Ventura Street; and the First Mexican Baptist Church (1924) at 1061 Kern Street.

### ***Late-19<sup>th</sup> and Early 20<sup>th</sup> Century Commercial Development (1872–1945)***

The majority of the large and architecturally distinguished buildings have been designated on the Local Register of Historic Resources, and several are listed on the CRHR and NRHP. Early commercial properties that have been designated by the City as historic resources include the Bank of Italy (1917) at 1001 Fulton Mall; the Rustigian Building (1919) at 701 Fulton Street; and the Radin-Kamp Department Store (1924) at 959 Fulton Mall.

***Late-19<sup>th</sup> and Early 20<sup>th</sup> Century Civic and Institutional Development (1872–1930)***

Important early civic buildings such as the first County Courthouse (1874), the first City Hall (1907), and the Carnegie Library (1904) no longer exist. Early civic and institutional properties that remain and have been designated by the City as historic resources include the Old Fresno Water Tower (1894) at 2444 Fresno Street; the Old Post Office Sub-Station (1921) at 2422 Kern Street; and St. John's Cathedral (1902) at 2814 Mariposa Street.

***Industrial Fresno***

Industrial properties that have been designated by the City as historic resources include the Hobbs Parsons Produce Company Warehouse (1903) at 903 H Street; the Berven Rug Mills building (1917) at 616 P Street; and the State Center Warehouse (1918) at 747 R Street.

***Depression Era Civic and Institutional Development***

Depression-era civic and institutional properties that have been designated by the City as historic resources include the Fresno Memorial Auditorium (1936) at 1235 O Street; Fresno Fire Station No. 3 (1939) at 1406 Fresno Street; and Fresno City Hall (Annex) (1941) at 1406 Fresno Street.

***Mid-20<sup>th</sup> Century Commercial Development (1945–1970) and Mid-20<sup>th</sup> Century Civic and Institutional Development (1945–1970)***

Some of downtown Fresno's modern commercial buildings and modern civic and institutional buildings were previously surveyed by the Fulton Corridor Historic Survey, which encompassed these resources.

**5.5.3 - Regulatory Setting**

The regulatory setting section describes relevant federal, state, and local (county and city) laws, regulations, and policies pertaining to cultural resources within the Plan areas. The following list provides a full range of policies applicable to the Plan areas.

State and local laws, regulations, plans, or guidelines that are potentially applicable to the Planning Area are summarized below. The federal Section 106 compliance process is commonly discussed within EIRs, but the process holds no regulatory requirement within the City unless cultural resources listed on the NRHP are adversely affected by a City-approved project. Therefore, a review of the federal process is necessary here only to provide background. Cultural resource law and regulations associated with the CEQA process are based upon, but are statutorily distinct from, the Section 106 process.

**Federal*****National Historic Preservation Act***

The National Historic Preservation Act of 1966 (NHPA) coordinates public and private efforts to identify, evaluate, and protect the nation's historic and archaeological resources. It applies to federal activities. Its influence is most commonly felt at the state and local level when a state or local agency is seeking federal funding and the federal lead agency is subject to Section 106 regulations, or when the state or local agency is determining the significance of cultural resources under CEQA.

The NHPA established the NRHP as the official federal list for cultural resources that are considered important for their historic significance at the local, state, or national level. The NRHP includes districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. The NRHP is wholly maintained by the National Park Service, the Advisory Council on Historic Preservation, and the State Office of Historic Preservation (SHPO) and grants-in-aid programs.

According to the National Park Service (NPS) and the SHPO, the City is a Certified Local Government (CLG). The CLG program is a preservation partnership between local, state, and national governments focused on promoting historic preservation at the grass roots level. The program is jointly administered by NPS and SHPO, with each local community working through a certification process to become recognized as a CLG. CLGs become an active partner in the Federal Historic Preservation Program and the opportunities (and funding) it provides.

### ***Historic District Determination***

According to the National Park Service, “a [historic] district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.” Historic districts are not collections of individually significant features; instead, districts are made up of components that achieve significance when grouped together. Districts must work together to tell the story of their significance and must have distinguishable boundaries. Boundaries of a historic district are frequently defined by use (e.g., a theater district), connection to an event (e.g., a commercial district), or architectural style (e.g., a Craftsman Bungalow district).

Historic districts include both contributing and non-contributing features, and not all resources need to be of the same historical or architectural quality. As discussed in more detail below, contributing features include those features that were constructed within the period of significance, contribute to the historic character of the Historic District, and retain sufficient historic integrity to convey the property’s significance. Non-contributing features include those features that were either constructed after the period of significance, which is defined as within or before 1953, do not contribute to the historic character of the property, or are historic features that do not retain sufficient historic integrity to convey their significance.

### ***National Register of Historic Places***

The NRHP is the nation’s most comprehensive inventory of historic resources. The NRHP is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. Typically, resources over 50 years of age are eligible for listing in the NRHP if they meet any one of the four criteria of significance and if they sufficiently retain historic integrity. However, resources under 50 years of age can be determined eligible if it can be demonstrated that they are of “exceptional importance,” or if they are contributors to a potential historic district. NRHP criteria are defined in depth in National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation.

Four basic criteria determine whether a structure, site, building, district, or object can be considered eligible for listing in the NRHP:

- **Criterion A (Event):** Properties associated with events that have made a significant contribution to the broad patterns of our history;
- **Criterion B (Person):** Properties associated with the lives of persons significant in our past;
- **Criterion C (Design/Construction):** Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components lack individual distinction; and
- **Criterion D (Information Potential):** Properties that have yielded, or may be likely to yield, information important in prehistory or history.

A resource can be considered significant on a national, state, or local level to American history, architecture, archaeology, engineering, and culture.

Section 106 (Protection of Historic Properties) of the NHPA requires federal agencies to take into account the effect of their undertakings on historic properties. Section 106 Review refers to the federal review process designed to ensure that historic properties are considered during federal project planning and implementation. The Advisory Council on Historic Preservation, an independent federal agency, administers the review process with assistance from state historic preservation offices.

#### ***Archaeological Resources Protection Act***

The Archaeological Resources Protection Act of 1979 regulates the protection of archaeological resources and sites that are on federal and Indian lands.

#### ***Native American Graves Protection and Repatriation Act***

The Native American Graves Protection and Repatriation Act (NAGPRA) is a federal law passed in 1990 that provides a process for museums and federal agencies to return certain Native American cultural items, such as human remains, funerary objects, sacred objects, or objects of cultural patrimony, to lineal descendants and culturally affiliated Indian tribes.

### **State of California**

#### ***California Register of Historical Resources***

The CRHR is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the CRHR through a number of methods. State Historical Landmarks and NRHP-listed properties are automatically listed in the CRHR. Properties can also be nominated to the CRHR by local governments, private organizations, or citizens. The evaluative criteria used by the CRHR for determining eligibility are closely based on those developed by the National Park Service for the NRHP.



In order for a property to be eligible for listing in the CRHR, it must be found significant under one or more of the following criteria:

- **Criterion 1 (Events):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
- **Criterion 2 (Persons):** Resources that are associated with the lives of persons important to local, California, or national history.
- **Criterion 3 (Architecture):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.
- **Criterion 4 (Information Potential):** Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.

#### ***California Environmental Quality Act***

CEQA is the primary mandate governing projects under state jurisdiction that may affect cultural resources. Other laws governing cultural resources that may also pertain include Public Resources Code (PRC) Section 97.9, et seq. (Native American Heritage) and Health and Human Safety Code 7050.5, et seq. (Human Remains). Records about Native American graves, cemeteries, and sacred places, as well as information about the location of archaeological sites, are exempt from being disclosed to the public under California's equivalent of the Freedom of Information Act (also known as "Sunshine Laws" [California Government Code (CGC) 6254.10]). Such information is considered sensitive and confidential, and should not be contained in a public document. CEQA requires that public agencies assess the effects on historical resources of public or private projects the agencies finance or approve. Historical resources are defined as buildings, sites, structures, objects, or districts, that may have historical, prehistoric, architectural, archaeological, cultural, or scientific importance, and is considered eligible for listing, or is already listed, in the CRHR.

CEQA requires that if a project would result in an effect that would cause a substantial adverse change in the significance of a historical resource, the project may be considered to have a significant effect on the environment and alternative plans or mitigation measures must be considered. However, only those impacts to significant historical resources as defined by CEQA need to be addressed. Therefore, before the assessment of effects or potential development of mitigation measures, identification and evaluation of historic resources must be conducted. The steps that are normally taken in a cultural resources investigation for CEQA compliance are as follows:

1. Identify potential historical resources,
2. Evaluate the eligibility of historical resources for standing in the CRHR, and
3. Evaluate the effects of the project on all eligible historical resources.

The CEQA Guidelines define three ways that a property may qualify as a historical resource for the purposes of CEQA review:

1. The resource is listed in or determined eligible for listing in the CRHR.
2. The resource is included in a local register of historical resources, as defined in Public Resources Code (PRC) Section 5020.1(k), or identified as significant in a historical resource survey that meets the requirements of PRC Section 5024.1(g), unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
3. The lead agency determines the resource to be significant as supported by substantial evidence in light of the whole record (CEQA Guidelines 15064.5(a)).

These conditions are related to the eligibility criteria for inclusion in the CRHR (PRC Sections 5020.1[k], 5024.1, 5024.1[g]). A cultural resource may be eligible for inclusion in the CRHR if it:

- Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- Is associated with the lives of persons important in our past;
- Embodies the distinctive characteristics of a type, period, region, or method of construction; represents the work of an important creative individual; or possesses high artistic values; or
- Has yielded, or may be likely to yield, information important in prehistory or history.

In addition, properties that are listed in or eligible for listing in the NRHP are considered eligible for listing in the CRHR and thus are significant historical resources for the purposes of CEQA (PRC Section 5024.1[d][1]). According to CEQA, a project may cause a substantial adverse change in the significance of a historical resource and thus may have a significant impact on the environment (CEQA Guidelines 15064.5(b)). CEQA also states that a substantial adverse change in the significance of a resource means the physical demolition, destruction, relocation, or alternation of the resource or its immediate surroundings such that the significance of the resource would be materially impaired. Actions that would materially impair the significance of a historic resource are any actions that would demolish or adversely alter the physical characteristics of a historic resource that convey its historical significance and qualify it for inclusion in the CRHR or in a local register or survey that meet the requirements of PRC Sections 5020.1(k) and 5024.1(g).

#### ***Paleontological Resources under CEQA***

Protection of paleontological resources, which are geological in nature rather than cultural, are provided for indirectly within the cultural resource sections of the CEQA Guidelines. PRC Section 21002 states that:

It is the policy of the state that public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects, and that the procedures required are intended to assist public agencies in systematically identifying both the significant effects of proposed projects and the feasible alternatives or feasible mitigation measures which will avoid or substantially lessen such significant effects.

CEQA Guidelines, Article 1, Section 15002(a)(3) states that CEQA is intended to “Prevent significant, avoidable damage to the environment by requiring changes in projects through the use of alternatives or mitigation measures when the governmental agency finds the changes to be feasible.”

Appendix G of CEQA Guidelines provides a checklist of questions that a lead agency will normally address if relevant to a project’s environmental impacts. Section (V)(c) of the checklist asks if the project will directly or indirectly destroy a unique paleontological resource, site, or unique geological feature.

If paleontological resources, or the potential for paleontological resources, are identified during initial project scoping studies as being within the project area, the lead agency must take such resources into consideration when evaluating project effects. The level of consideration may vary with the importance of the resource.

### ***State Health and Safety Code***

The discovery of human remains is regulated by California Health and Safety Code Section 7050.5, which states that:

If human remains are encountered, no further disturbance shall occur until the County Coroner has made a determination of origin and disposition pursuant to Public Resources Code Section 5097.98. The County Coroner must be notified of the find immediately. If the remains are determined to be prehistoric, the Coroner will notify the Native American Heritage Commission (NAHC), which will determine and notify Most Likely Descendant (MLD). With the permission of the landowner or his or her authorized representative, the MLD may inspect the site of the discovery. The MLD shall complete the inspection within 24 hours of notification by the NAHC. The MLD may recommend scientific removal and nondestructive analysis of human remains and items associated with Native American burials.

### ***California Public Resources Code***

Archaeological, paleontological, and historical sites are protected pursuant to a wide variety of state policies and regulations enumerated under the California Public Resources Code. In addition, cultural and paleontological resources are recognized as nonrenewable resources and therefore receive protection under the California Public Resources Code, including CEQA, as follows:

- California Public Resources Code Sections 5020–5029.5 continued the former Historical Landmarks Advisory Committee as the State Historical Resources Commission. The Commission oversees the administration of the CRHR of Historical Resources and is responsible for the designation of State Historical Landmarks and Historical Points of Interest.
- California Public Resources Code Sections 5079–5079.65 define the functions and duties of the Office of Historic Preservation (OHP). The OHP is responsible for the administration of federally and state-mandated historic preservation programs in California and the California Heritage Fund.

- California Public Resources Code Sections 5097.9–5097.998 provide protection to Native American historical and cultural resources, and sacred sites and identify the powers and duties of the Native American Heritage Commission (NAHC). They also require notification of descendants regarding discoveries of Native American human remains and provide for treatment and disposition of human remains and associated grave goods.

***California Government Code 65352.3-5: Local Government-Tribal Consultation***

As of March 1, 2005, California Government Codes 65092; 65351; 65352; 65352.3; 65352.4; 65352.5 and 65560, formerly known as Senate Bill 18, require city and county governments to consult with California Native American tribes before individual site-specific, project-level land use decisions are made. In particular, this process applies to General Plan Amendments and adoptions of Specific Plans. The intent of this legislation is to provide all tribes, whether federally recognized or not, an opportunity to consult with local governments for the purpose of preserving and protecting their sacred places.

**City of Fresno*****Municipal Code (Historic Preservation Ordinance)***

The City of Fresno has established a Historic Preservation Commission and a Local Register of Historic Resources (Fresno Municipal Code, Chapter 12, Article 16). First established in 1979, the Ordinance had its last major overhaul in 1999 and has also adopted amendments in 2010, 2012, and 2015. The Ordinance is used to provide local levels of control over the historical aesthetics of cultural resources within the City, and to ensure that the potential impact to locally significant historical resources that may be the subject of redevelopment are given reasonable consideration. The purpose of the Ordinance is to:

... continue to preserve, promote and improve the historic resources and districts of the City of Fresno for educational, cultural, economic and general welfare of the public; to continue to protect and review changes to these resources and districts which have a distinctive character or a special historic, architectural, aesthetic or cultural value to this city, state and nation; to continue to safeguard the heritage of this city by preserving and regulating its historic buildings, structures, objects, sites and districts which reflect elements of the city's historic, cultural, social, economic, political and architectural history; to continue to preserve and enhance the environmental quality and safety of these landmarks and districts; to continue to establish, stabilize and improve property values and to foster economic development (Article 16 Section 12-1602(a)).

The Ordinance provides legislative mechanisms to protect certain historical resources. Locally identified historical resources include:

1. **Heritage Properties.** This category is used for properties that may not qualify for inclusion in the National Register of Historic Places or Local Register of Historic Resources, but that still are deserving of recognition and protection. These resources maintain historical,



architectural or aesthetic merit, but which may not be designated as an Historic Resource under the Ordinance.

2. **Historic Resources.** These are defined as any building, structure, object or site that has been in existence more than fifty years and possesses integrity of location, design, setting, materials, workmanship, feeling and association, and is associated with events that have made a significant contribution to the broad patterns of City history, or is associated with the lives of persons significant in our past, or embodies the distinctive characteristics of a type, period or method of construction, or represents the work of a master or possesses high artistic values; or has yielded, or may be likely to yield, important information in prehistory or history; and has been designated as such by the Council pursuant to the provisions of the Ordinance.
3. **Local Historic Districts.** These are defined as any finite group of resources related to one another in a clearly distinguishable way or any geographically definable area which possesses a significant concentration, linkage or continuity of sites, buildings, structures or objects united historically or aesthetically by plan or physical development. The Local Historic District must be significant as well as identifiable and it must meet Local Register Criteria for listing on that Register. Contributors to Historic Districts are defined as any Historic Resource that contributes to the significance of the specific Local Historic District or a proposed National Register Historic District under the criteria set forth in the Ordinance.
4. **National Register Historic Districts,** which shall mean any finite group of resources related to one another in a clearly distinguishable way or any geographically definable area which possesses a significant concentration, linkage or continuity of sites, buildings, structures or objects united historically or aesthetically by plan or physical development. A National Register Historic District must be significant as well as identifiable and it must meet National Register Criteria for listing on that Register. Contributors to a National Register Historic District are defined as any individual Historic Resource which contributes to the significance of a National Register Historic District under the criteria set forth in the Ordinance.

### ***Certified Local Government***

The CLG Program is administered by the OHP. When a Lead Agency becomes a CLG, it agrees to carry out the intent of and serve as a local steward of the NHPA and the Secretary of the Interior's Standards. In meeting those standards, OHP serves as an advisor. The use of the NRHP/CRHR criteria and the Secretary of the Interior Standards integrates local, state, and federal levels of review. It brings clarity to the question of what resources are significant when it comes to CEQA and Section 106 of the NHPA. Adopting the Secretary of the Interior's Standards will allow the use of categorical exemptions under CEQA, and will likely result of findings of no adverse effect under Section 106. The use of these criteria and standards make environmental review faster, more efficient, and reduces costs and delays. The City has been certified as a CLG since September 1996.

### ***Fresno General Plan***

Following are the objectives and policies related to cultural resources have been taken directly from the existing Fresno General Plan.

General Plan goals related to cultural resources include:

6. Protect, preserve, and enhance natural, historic, and cultural resources.

*Emphasize the continued protection of important natural, historic and cultural resources in the future development of Fresno. This includes both designated historic structures and neighborhoods, but also “urban artifacts” and neighborhoods that create the character of Fresno.*

15. Improve Fresno’s visual image and enhance its form and function through urban design strategies and effective maintenance.
17. Recognize, respect, and plan for Fresno’s cultural, social, and ethnic diversity, and foster an informed and engaged citizenry.

*Emphasize shared community values and genuine engagement with and across different neighborhoods, communities, institutions, businesses and sectors to solve difficult problems and achieve shared goals for the success of Fresno and all its residents.*

The Citywide Historic and Cultural Preservation subsection of the General Plan (8.2) states the following:

The following policies are intended to maintain and enhance a citywide program for historic and cultural preservation, consistent with the State and Federal Certified Local Government program and State laws and regulations related to historic and cultural resources.

Nothing in the General Plan is intended to identify or designate any significant resources, potential significant resources, significant districts or potential significant districts. Identification and designation of resources and districts shall be done consistent with the City’s Historic Preservation Ordinance and State and federal law.

The Citywide Historic and Cultural Preservation subsection of the General Plan (8.2) includes the following cultural resources objectives and policies:

- **Objective HCR-1:** Maintain a comprehensive, citywide preservation program to identify, protect and assist in the preservation of Fresno’s historic and cultural resources.
  - **Policy HCR-1-a: Certified Local Government.** Maintain the City’s status as a Certified Local Government (CLG), and use CLG practices as the key components of the City’s preservation program.
  - **Policy HCR-1-b: Preservation Office, Commission and Program.** Maintain the Preservation Office, Historic Preservation Commission, and preservation program to administer the City’s preservation functions and programs.
  - **Policy HCR-1-c: Historic Preservation Ordinance.** Maintain the provisions of the City’s Historic Preservation Ordinance, as may be amended, and enforce the provisions as appropriate.

- **Objective HCR-2:** Identify and preserve Fresno’s historic and cultural resources that reflect important cultural, social, economic, and architectural features so that residents will have a foundation upon which to measure and direct physical change.
  - **Policy HCR-2-a: Identification and Designation of Historic Properties.** Work to identify and evaluate potential historic resources and districts and prepare nomination forms for Fresno’s Local Register of Historic Resources and California and National registries, as appropriate.
  - **Policy HCR-2-b: Historic Surveys.** Prepare historic surveys according to California Office of Historic Preservation protocols and City priorities as funding is available.
  - **Policy HCR-2-c: Project Development.** Prior to project approval, continue to require a project site and its Area of Potential Effects (APE), without benefit of a prior historic survey, to be evaluated and reviewed for the potential for historic and/or cultural resources by a professional who meets the Secretary of Interior’s Qualifications. Survey costs shall be the responsibility of the project developer. Council may, but is not required, to adopt an ordinance to implement this policy.
  - **Policy HCR-2-d: Native American Sites.** Work with local Native American tribes to protect recorded and unrecorded cultural and sacred sites, as required by State law, and educate developers and the community-at-large about the connections between Native American history and the environmental features that characterize the local landscape.
  - **Policy HCR-2-e: Alternate Public Improvement Standards.** Develop and adopt Alternate Public Improvement Standards for historic landscapes to ensure that new infrastructure is compatible with the landscape; meets the needs of diverse users, including motorists, cyclists, and pedestrians; and provides for proper traffic safety and drainage.
  - **Policy HCR-2-f: Archaeological Resources.** Consider State Office of Historic Preservation guidelines when establishing CEQA mitigation measures for archaeological resources.
  - **Policy HCR-2-g: Demolition Review.** Review all demolition permits to determine if the resource scheduled for demolition is potentially eligible for listing on the Local Register of Historic Resources. Consistent with the Historic Preservation Ordinance, refer potentially eligible resources to the Historic Preservation Commission and as appropriate to the City Council.
  - **Policy HCR-2-h: Minimum Maintenance Standards.** Continue to support enforcement of the minimum maintenance provisions of the Historic Preservation Ordinance, as may be amended, and enforce the provisions as appropriate.
  - **Policy HCR-2-i: Preservation Mitigation Fund.** Consider creating a Preservation Mitigation Fund to help support efforts to preserve and maintain historic and cultural resources.
  - **Policy HCR-2-j: Window Replacement.** City staff will evaluate potential opportunities for identification of window replacements to ensure historic integrity is maintained while encouraging sustainability. In addition, city staff will evaluate window replacements in federally funded housing projects on a project-by-project basis with consideration for health, safety, historic values, sustainability, and financial feasibility.
  - **Policy HCR-2-k: City-Owned Resources.** Maintain all City-owned historic and cultural resources in a manner that is consistent with the U.S. Secretary of the Interior’s Standards for the Treatment of Historic Properties, as appropriate.
  - **Policy HCR 2-l: City Historic Preservation Team.** Establish an inter-departmental Historic Preservation team to coordinate on matters of importance to history and preservation.

- **Policy HCR-2-m: Local Register Listing.** Recommend that property owners, who receive funds from the City of Fresno for rehabilitation of a property, consent to listing it on the Local Register of Historic Resources if the property meets the criteria for age, significance, and integrity. Publicly funded rehabilitation properties which may meet Local Register criteria will be presented to the City's Historic Preservation Commission for review.
- **Policy HCR-2-n: Property Database and Informational System.** Identify all historic resources within the city designated on the Local, State, or National register, and potential significant resources (building, structure, object or site) in existence for at least 45 years, and provide this information on the City's website.
- **Objective HCR-3:** Promote a "New City Beautiful" ethos by linking historic preservation, public art, and planning principles for Complete Neighborhoods with green building and technology.
  - **Policy HCR-3-a: Adaptive Reuse.** Promote the adaptive reuse and integration of older buildings into new projects as part of the City's commitment to nurturing a sustainable Fresno.
  - **Policy HCR-3-b: Public Art.** Collaborate with the arts community to promote the integration of public art into historic buildings and established neighborhoods. Link arts activities (such as Art Hop) with preservation activities.
  - **Policy HCR-3-c: Context Sensitive Design.** Work with architects, developers, business owners, local residents and the historic preservation community to ensure that infill development is context-sensitive in its design, massing, setbacks, color, and architectural detailing.
- **Objective HCR-4:** Foster an appreciation of Fresno's history and cultural resources.
  - **Policy HCR-4-a: Inter-Agency Collaboration.** Foster cooperation with public agencies and non-profit groups to provide activities and educational opportunities that celebrate and promote Fresno's history and heritage.
  - **Policy HCR-4-b: Heritage Tourism and Public Education.** Promote heritage tourism and the public's involvement in preservation through conferences, walking tours, publications, special events, and involvement with the local media.
  - **Policy HCR-4-c: Training and Consultation.** Provide training, consultation, and support in collaboration with Historic Preservation Commissioners to community members regarding Fresno's history, use of the U.S. Secretary of the Interior's Standards, and the California Historical Building Code, as time and resources allow.
  - **Policy HCR-4-d: Public Archives.** Maintain public archives that include information on all designated historic properties, as well as historic surveys, preservation bulletins, and general local history reference materials. Post survey reports, Historic Preservation Commission minutes and agendas, and other information of public interest on the historic preservation page of the City's website.
  - **Policy HCR-4-e: Preservation Awards.** Continue to recognize the best work in preservation and neighborhood revitalization as may be appropriate through programs such as the biennial Mayoral Preservation Awards program.
  - **Policy HCR-4-f: Economic Incentives.** Investigate the potential for developing a Mills Act program and possible sources of funding for the Historic Rehabilitation Financing Program.



### ***Downtown Neighborhood Community Plan (DNCP)***

The Downtown Neighborhoods Community Plan (DNCP) is the community's tool for guiding the successful regeneration of Downtown Fresno and its surrounding neighborhoods. It is a visionary document that lays out the community's long-term goals for the Plan Area and provides detailed policies concerning a wide range of topics, including land use and development, transportation, the public realm of streets and parks, infrastructure, historic resources, and health and wellness. Along with the accompanying form based Downtown Development Code, the DNCP is intended to protect Fresno's oldest neighborhoods, while encouraging and accommodating future development, in a manner that contributes to a stronger and healthier community for everyone.

Chapter 6, Historic and Cultural Resources, of the DNCP contains the following Goals and Policies related to the preservation of cultural resources:

- **Goal 6.1:** Identify potential historic resources through context development, survey, evaluation, and designation.
  - **Policy 6.1.1:** As resources become available, identify, document and promote all historic and cultural resources, and potential resources within the Downtown Neighborhoods. (CAP Urb 7-3)
  - **Policy 6.1.2:** As resources become available, enhance the City's database of all designated, evaluated, and potential historic resources and make it easily accessible to the community and affected property owners.
  - **Policy 6.1.3:** Understand the types and locations of historic resources and potential historic resources throughout the City.
  - **Policy 6.1.4:** Promote awareness of resources important to the City's history within the community.
  - **Policy 6.1.5:** Incorporate knowledge of historic and potentially historic resources into planning and development.
- **Goal 6.2:** Protect historic and cultural resources from demolition and inappropriate alterations.
  - **Policy 6.2.1:** Preserve, rehabilitate, and reuse historic resources with materials and finishes consistent with their original design.
  - **Policy 6.2.2:** As resources become available, protect the unique historic resources in each of Downtown Fresno's subareas as a means of enhancing the unique identity and character of each planning area.
  - **Policy 6.2.3:** Provide educational forums for policy makers that stress the role of preservation as an economic tool in revitalization.
  - **Policy 6.2.4:** Discourage the demolition or inappropriate alteration of potential historic resources and encourage their appropriate renovation by providing guidance and incentives for rehabilitation and compatible alterations.
  - **Policy 6.2.5:** As funds become available, provide more Historic Preservation staff to manage a more robust Historic Preservation program.
  - **Policy 6.2.6:** Encourage salvaging of architectural elements that would otherwise be transported to landfills as a result of alterations or demolition.

- **Policy 6.2.7:** Encourage sympathetic rehabilitation and assist owners with adapting their homes to current needs while retaining historic integrity
- **Policy 6.2.8:** Protect historic and cultural resources in each of the planning areas in the Downtown Neighborhoods.
  - o Use Roeding Park and its historic features as a focal point for redevelopment of the Jane Addams area.
  - o Ensure that Roeding Park and the Fresno Chaffee Zoo are preserved and enhanced as regional destinations.
  - o Rehabilitate the historic portions of Roeding Park according to the Secretary of the Interior's Standards to preserve this outstanding example of landscape design and historically-significant arboretum.
  - o Preserve, rehabilitate, and reuse the historic industrial buildings in the South Van Ness planning area.
  - o Designate Kearney Boulevard as a Scenic Route to further protect its scenic qualities and reestablish the Boulevard as an important address within Fresno.
  - o Begin the process to designate the three potential districts in Lowell that were determined to be eligible for listing on the local register as historic districts in the 2008 GPA survey. Designation of historic districts requires the consent of a majority of the property owners within the proposed district. (See FMC, section 12-1610(c).)
  - o Complete the local designation process for the potential Huntington Boulevard Historic District.
- **Policy 6.2.9:** Sponsor a regular "State of Historic Preservation" colloquium for policy makers, city staff, and community members to address and discuss preservation and cultural heritage issues.
- **Goal 6.3:** Protect historic resources and their setting from incompatible new development within historically sensitive areas.
  - **Policy 6.3.1:** As resources become available, preserve, rehabilitate, and reuse historic resources consistent with their original design.
  - **Policy 6.3.2:** As resources become available, restore and maintain the historic character of neighborhoods.
  - **Policy 6.3.3:** Require new development to be compatible with the massing, scale, setbacks, and pedestrian-oriented disposition of adjacent historic resources.
  - **Policy 6.3.4:** Pursue stricter code enforcement to eliminate inappropriate alterations (including "stucco wraps").
- **Goal 6.4:** Promote the preservation of historic and cultural resources through financial incentives and technical assistance.
  - **Policy 6.4.1:** As resources become available, provide technical assistance and financial incentives for property owners to rehabilitate their properties in a manner that doesn't degrade historic integrity. Promote and make accessible the available resources—including the Community Development Block Grants program, the Mills Act, and technical assistance—to owners of historic buildings.
  - **Policy 6.4.2:** Identify and promote funding sources for the rehabilitation of historic properties. Promote, and where possible provide, low-cost funding for revitalization of residential properties.

- **Policy 6.4.3:** Re-establish and fund as resources are available the City's low interest loan program for historic property owners.
- **Policy 6.4.4:** Sponsor preservation workshops at the neighborhood level to provide technical assistance to property owners concerning the maintenance, rehabilitation and restoration of historic resources and potential historic resources.
- **Policy 6.4.5:** Work with construction trade groups to support apprenticeship programs that teach restoration techniques such as lead paint remediation, historic woodworking and finishing.
- **Policy 6.4.6:** Expand the existing facade improvement program to incorporate guidelines for the rehabilitation of historic storefronts.
- **Goal 6.5:** Integrate historic preservation into the community and economic development strategies.
  - **Policy 6.5.1:** Capitalize on Fresno's historic landmarks and resources.
    - Work with local agencies to better incorporate preservation and historic sites into heritage tourism programs.
    - Install the "Preserve America" signs in downtown Fresno.
    - Develop wayfinding signs from SR 99 that advertise Fresno's "historic downtown."
    - Prepare an updated walking tour of downtown Fresno which highlights historic sites and neighborhoods.
    - Make available the New Deal walking tour brochure of Fresno prepared by the National Trust in 2008.
  - **Policy 6.5.2:** Use historic preservation as a basic tool for neighborhood improvements and community development.
  - **Policy 6.5.3:** Engage community members and groups to gather information regarding historic resources.
  - **Policy 6.5.4:** Encourage maintenance of both designated and potential historic resources to help restore the historic character of neighborhoods.
  - **Policy 6.5.5:** Support neighborhood revitalization programs designed to foster an appreciation of Fresno's distinctive housing types.
- **Goal 6.6:** Protect archeological resources from the impacts of new development.
  - **Policy 6.6.1:** Require that all mitigation measures for archeological resources fully comply with the requirements of CEQA.

#### ***Local Register of Historic Resources (Fresno Municipal Code, Chapter 12, Article 16)***

As stated in Section 12-1607 (Designation Criteria), sub-section (b), Local Historic Districts: Any finite group of resources (buildings, structures, objects or sites) may be designated as a Local Historic District if it meets the definition set forth in Section 12-1602(s) of this article, its designation is consented to by the majority of the property owners within the Local Historic District, at least 50 percent of the resources within the proposed Local Historic District are 50 years of age or older, and it is found by the Commission and Council to meet one or more of the following criteria:

- **Criterion 1:** It exemplifies or reflects special elements of the city's cultural, social, economic, (1) political, aesthetic, engineering, or architectural heritage, or

- **Criterion 2:** It is identified with a person or group that contributed significantly to the (2) culture and development of the city, or
- **Criterion 3:** It embodies distinctive characteristics of a style, type, period or method of (3) construction, or is a valuable example of the use of indigenous materials or craftsmanship, or
- **Criterion 4:** Structures within the area exemplify a particular architectural style or way of (4) life important to the city, or
- **Criterion 5:** The area is related to a designated historic resource or district in such a way (5) that its preservation is essential to the integrity of the designated resource or Local Historic District, or
- **Criterion 6:** The area has potential for yielding information of archaeological interest.

### 5.5.4 - Thresholds of Significance

In accordance with CEQA, the effects of a project are evaluated to determine if they will result in significant adverse impact on the environment. The criteria used to determine the significance of an impact to cultural resources are based on the Environmental Checklist in Appendix G of the CEQA Guidelines and identified below. Accordingly, cultural resources impacts resulting from the proposed project are considered significant if the project would:

- a) Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5? (See Historical Resource, Impact CUL-1.)
- b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5? (See Archaeological Resource, Impact CUL-2.)
- c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature? (See Paleontological Resource or Geologic Feature, Impact CUL-3.)
- d) Disturb any human remains, including those interred outside of formal cemeteries? (See Human Remains, Impact CUL-4.)

CEQA Guidelines Section 15064.5 defines “substantial adverse change” as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired. CEQA Section 15064.5(b)(2) defines “materially impaired” for purposes of the definition of substantial adverse change as follows:

The significance of an historical resource is materially impaired when a project:

- a) Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that conveys its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- b) Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to PRC Section 5020.1(k) or its identification in an historical resource survey meeting the requirements of



PRC Section 5024.1(g), unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or

- c) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources by a lead agency for the purposes of CEQA.

### 5.5.5 - Impact Analysis, Mitigation Measures, and Level of Significance After Mitigation

#### Historical Resources

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**Impact CUL-1:** The project could cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5.

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#### *Project-specific Impact Analysis*

As discussed above, an abundance of both potential and listed historical resources and historic properties are located in the Downtown Fresno area. The most recent review of cultural resources (both historic and prehistoric) within the DNCP and FCSP areas is contained in the Archaeological Resources Assessment Report prepare by Greenwood and Associates in February of 2012. This report was also the basis for determinations made within the Fulton Mall Reconstruction Project EIR prepared by FCS in November of 2013. General summaries and descriptions of specific plan districts within the DNCP, FCSP, and DDC have been provided above. The findings and determinations as to the historic archaeological sensitivity of both existing and proposed historic districts, as well as proposed changes to specific plan districts within the Project Area, as detailed in the Greenwood and Associates report, will be summarized below.

#### *Records Search Results*

As part of the Archaeological Resources Assessment Report prepare by Greenwood and Associates, a records search was conducted at the Southern San Joaquin Valley Information Center (SSJVIC) located at California State University, Bakersfield. The records search included the project area and a 0.25-mile search radius beyond the proposed project boundaries. The results indicated that although 48 previously conducted surveys or studies are on file, no archaeological resources, either prehistoric or historic, have been identified within the search radius. This may be due to the fact that previous investigations were largely limited to transportation corridors and cell sites, with very few large-scale pedestrian surveys.

That no significant sites or features have been recorded for the entirety of the project area is surprising and in no way a true indication of the prehistoric or historic archaeological sensitivity of the area.

#### *Literature and Archival Review*

Greenwood and Associates reviewed various archival materials including historical documents and manuscripts, historical aerial photographs, local and regional histories, and historical maps. The

Sanborn Map Company insurance maps for the City of Fresno were determined to be among the most useful resource for investigating historical development of the region and understanding current archaeological sensitivity. The purpose of these maps was to aid insurance agents in assessing the degree of fire risk associated with a particular property. They often include such details as each building's use, its size and shape, number of floors, types of construction materials, types of doors and windows present, widths of streets, property boundaries, house and block numbers, etc. Of particular interest for the current investigations, the maps also indicate subsurface features, including basements (labeled B, B'st, or Bst), wells (We), water closets or privies (WC), and hollow spaces under structures (OU for "open under"). Additionally, elevators—which typically required pits—are indicated, as are tanks and other buried features. The presence of any of these subsurface features may indicate the potential for intact archaeological deposits. Sanborn Maps for the project area exist for 1885, 1888, 1898, 1906, 1918–1919, and 1948–1950.

#### *Field Investigations*

Greenwood and Associates employed a program of limited archaeological field investigations that would focus on assessing a cross-section of parcel types that had been identified in the course of archival, aerial photography, and historical map review as possessing moderate to high sensitivity for the presence of cultural deposits. A total of 18 representative parcels located within both the FCSP and DNCP area were selected for pedestrian surface survey. Selection was based in part on accessibility. The parcels ranged in size from full city blocks to several lots.

The parcels selected were predominantly located within the Downtown area, or within Downtown adjacent subareas of the DNCP. There are several reasons for this distribution pattern. First, because of past urban renewal activities and other forces, Downtown and adjacent areas contain the highest number of historically developed parcels that are now vacant and accessible. Further, the outlying portions of the DNCP tend to be predominantly residential in nature, more recently developed, more intact, more poorly documented by the historical maps, and generally less accessible for survey.

Following a preliminary reconnaissance, the surface survey was performed by Greenwood and Associates archaeologists Dana Slawson, M.Arch., and Michael Kay, M.A., on June 27 and 28, 2011. The standard method of walking parallel transects spaced no more than 5 meters apart was employed. All exposed surface soils were thoroughly inspected for indications of cultural resources, including fortuitous exposures such as landscaped, graded, or cleared areas, and areas of rodent disturbance.

While all of the parcels surveyed produced at least a limited amount of historical cultural material, in two locations (Block 50 and Block 534) the density of cultural material and/or features identified indicated the presence of historic-age archaeological site. The Block 50 site is located in the Chinatown neighborhood and comprises a dense concentration of historical artifacts, primarily Chinese and Japanese in origin. Constituents of the Block 534 site include several discrete structural features, all of which likely relate to an early 20<sup>th</sup> century building that once stood on the parcel.

Also recorded was one feature isolate a concrete slab believed to correspond with the location of an early twentieth century summer kitchen associated with Volga German residents of Block 1052.

### *Locations of Archaeological Field Investigations*

#### **Fulton Corridor Specific Plan Area**

- Block 40E (Mariposa Street, Fagan Alley, Fresno Street, F Street)
- Block 50E (Tulare Street, China Alley, Mariposa Street, G Street)
- Block 50W (Tulare Street, F Street, Mariposa Street, China Alley)
- Block 52E (Inyo Street, China Alley, Kern Street, G Street)
- Blocks 501 and 502 (El Dorado Street, Railroad Tracks, Divisadero Street, H Street)
- Block 504 ([Amador Street], Railroad Tracks, [Sacramento Street], H Street)
- Block 516 (Ventura Street, Railroad Tracks, Mono Street, H Street)
- Block 534 (Inyo Street, G Street, Kern Street, Railroad Tracks)
- Block 535 (Mono Street, G Street, Inyo Street, Railroad Tracks)
- Block 536 (Ventura Street, G Street, Mono Street, Railroad Tracks)
- Block 537 (Santa Clara Street, G Street, Ventura Street, Railroad Tracks)
- Block 538 (San Benito Street, G Street, Santa Clara Street, Railroad Tracks)

#### **Downtown Neighborhoods Community Plan Area**

- Block 16 (Kern Street, C Street, Tulare Street, 99 Freeway)
- Block 295 (Fresno Street, A Street, Merced Street, B Street)
- Block 583 (Illinois Avenue, Clark Street, McKenzie Avenue, Valeria Street)
- Block 593 (Illinois Avenue, Effie Street, McKenzie Street, Diana Street)
- Block 1024 (Brady Avenue, Van Ness Avenue, Hamilton Avenue, Sara Street)
- Block 1052 (Belgravia Avenue, Cherry Avenue, Florence Avenue, Anna Street)

#### **Historic Districts and Sensitivity Determinations**

The review of historic maps, aerial photographs, and literature conducted for the FCSP/DNCP project encompassed more than 1,480 city blocks. Using Sanborn insurance maps and other sources, an assessment of the level of sensitivity for historic archaeological resources was calculated for every block within the project area. Results of the field investigations were also taken into account. Ratings of sensitivity were divided into five classes: Low, Low-Moderate, Moderate, Moderate-High, and High. Excluding information not derived from the insurance maps, these categories were defined as follows:

*Low:* no map data available, or; maps indicate that any archaeological deposits have most likely been destroyed or substantially disturbed by existing development, or; historical development as indicated on the maps is substantially intact and no demolished structure locations are present.

*Low-Moderate:* maps indicate that historic-era buildings/features have been removed and sites disturbed, but some potential survives for the presence of intact archaeological resources, e.g., sites of post-1900 wood frame residences or small commercial/industrial structures that have been paved over.

*Moderate:* maps indicate that historic-era light framed buildings/features have been removed but no significant post-demolition development or disturbance is evident. There is a potential for presence of intact archaeological resources, e.g., sites of multiple post-1900 wood framed residences or small

commercial/industrial structures that have not been paved over, or; sites of multiple pre-1900 residential properties that are paved over but display potential for buried deposits (privies, wells, cisterns, etc.).

*Moderate-High:* maps indicate that historic buildings of heavy construction have been removed; site may or may not have surface disturbance, e.g., site of brick commercial/industrial/residential building with basement covered by pavement or, site of brick commercial/industrial building with no basement and no subsequent surface disturbance known.

*High:* maps indicate that historic building(s) with basement or hollow space has been removed, or residential site with wells, privies, etc., with no subsequent surface disturbance, e.g., brick commercial building with basement, parcel open dirt or grass, or, pre-1891 residential properties with indicated privies or wells and dirt or grass surface cover.

Using the above criteria for assessment of historic archaeological sensitivity, a total of 290 city blocks, or portions thereof (136 in the FCSP area and 154 in the DNCP area) were assessed as possessing Moderate to High potential for the presence of subsurface historic archaeological deposits on the basis of documented historical development and current ground conditions (vacant). Although substantially larger in size, the DNCP area produced only slightly more positive results for archaeological sensitivity than the FCSP area. This outcome is largely due to later, post-1948–1950, development on many parcels within the DNCP, especially in the eastern reaches of the Plan Area. Further, Sanborn map coverage for those later developed areas is less complete.

The following current City-designated historic districts and proposed historic districts were identified within the FCSP/DNCP project limits and are considered to have a moderate to high potential for historic archaeological resources:

- Existing: Fresno Airport/Chandler Field (DNCP)
- Proposed: Street Historic District. Boundaries: Van Ness, Amador, Divisadero, N Street, Stanislaus, M Street to Calaveras (FCSP/DNCP)
- Proposed: St. John's Cathedral Historic District. Boundaries: Tulare, Q Street, Fresno, Divisadero, U Street (DNCP)
- Proposed: Santa Fe Warehouse Historic District. Boundaries: P Street, Tulare, R Street, Ventura (DNCP)
- Proposed: Bellevue Bungalow Historic District. Boundaries: Howard/Thesta Streets south of Belmont (DNCP)
- Proposed: East Madison Avenue Historic District. Boundaries: Madison Avenue South of Belmont, between Fresno and Mariposa (DNCP)
- Proposed: North Park Historic District. Boundaries: Divisadero Street, Blackstone Avenue, SR-180, and Roosevelt Avenue (DNCP)
- Proposed: Lower Fulton-Van Ness Historic District. Boundaries: Voorman Street, Belmont Avenue, Wishon Avenue, Yosemite Street, College Avenue



Additional newly identified historic resources include:

- The Fresno Chinatown Block 50 Site is a dense surface scattering of late 19<sup>th</sup> and early 20<sup>th</sup> century artifacts, including glass and ceramic fragments, leather and metal items, and building materials. The deposit appears to be principally associated with the historic occupation of the parcel by Chinese residents. Implementation of the proposed project has the potential to damage or destroy unrecorded subsurface components of this site.
- Also located within the Chinatown subarea, the Fresno Block 534 Site consists of a number of structural features, all believed to relate to the development of a Penny-Newman Grain Company warehouse on the site during the early 20<sup>th</sup> century. There are also remnants of a railroad siding dating to the late 1800s. Implementation of the proposed project could damage or destroy unrecorded components of this site.
- Additionally, one isolated historic archaeological feature was identified within the Edison Neighborhoods planning subarea of the DNCP. The Fresno Block 1052 Concrete Pad is a structural feature thought to correspond with an early 20<sup>th</sup> century backyard “Kitchen” indicated on historic maps. Backyard kitchens in this section of Fresno are generally associated with occupation by members of the Volga German community. This feature and related subsurface deposits in the vicinity have not yet been recorded and could therefore be damaged or destroyed should the proposed project be implemented.

### **Potential Project Impacts**

Implementation of the FCSP/DNCP has the potential to damage or destroy as-yet unrecorded subsurface deposits on these parcels identified as archaeologically sensitive. Potential impacts to historic archaeological resources are characterized below by DNCP Subarea or FCSP District.

#### ***DNCP Planning Areas***

##### **Jane Addams Neighborhoods**

The DNCP envisions infilling the Jane Addams Neighborhoods planning area over time, while retaining its informal agricultural character. Among other actions, it would also make Jane Addams Neighborhoods more self-sufficient through the introduction of neighborhood shopping centers. These actions could potentially impact as-yet unidentified archaeological resources.

##### **Edison Neighborhoods**

Under the DNCP, vacant neighborhood parcels within the Edison Neighborhoods, such as those west of SR-99, would be infilled with “house-scaled, pedestrian-oriented buildings such as houses, duplexes, triplexes, and ‘granny flats,’” with “‘more intense building types’ developed along Fresno Street.” Implementation of the DNCP has the potential to impact the Block 1052 Isolate site, identified by these investigations within the Edison Neighborhoods planning area, along with other, yet-to-be-discovered archaeological resources.

##### **Lowell Neighborhood**

The DNCP calls for older building stock within the Lowell Neighborhood to be restored. Vacant parcels would be infilled with “house-scaled, pedestrian-oriented buildings such as houses, duplexes, triplexes, and ‘granny flats,’” and “commercial and mixed-use buildings with parking behind or on the

street.” These actions have the potential to impact as-yet unidentified archaeological resources within this planning area.

**Jefferson Neighborhood**

As within the Lowell Neighborhoods planning area, the DNCP envisions older building stock in the Jefferson Neighborhood being restored and vacant parcels infilled with house-scaled, pedestrian-oriented buildings. A new neighborhood shopping center with mixed-use, multi-story buildings would also be developed. Archaeological resources as yet unidentified could be impacted by these efforts.

**Southeast Neighborhood.**

Under the DNCP, new neighborhood-serving commercial development may be built on principal intersections along the corridors within the Southeast Neighborhoods to create neighborhood centers. This development has the potential to impact yet to be discovered archaeological resources within the planning area.

**South Van Ness**

Construction activity associated with the adaptive reuse of pre-World War II brick warehouses as commercial, retail, residential, and mixed-use projects within the South Van Ness planning area, as proposed by the DNCP, has the potential to impact as-yet undiscovered archaeological resources within the subarea.

**Downtown**

Potential impacts to archaeological resources within the Downtown planning area are generally associated with the extensive landscaping activity proposed for the planning area under the DNCP.

**FCSP Subareas****Fulton District**

Within this Subarea, the FCSP would “prioritize adaptive reuse of Fresno’s unique, older buildings, including those listed on the Local, State, and National historic registers” and “infill vacant land rather than tearing down distinctive, older buildings . . . .” These activities have a potential to impact as-yet unidentified archaeological resources within the Fulton District.

**Mural District**

Of specific concern for archaeological resources, within the Mural District the FCSP proposes to introduce mixed use development and “adaptively reuse buildings along Van Ness Avenue and Fulton Street.” These activities have a potential to impact as-yet unidentified archaeological resources.

**Civic Center**

Within the Civic Center, the FCSP proposes landscaping Mariposa, Merced, Fresno, Tulare, and Kern Streets to direct pedestrian activity toward Fulton Street. Landscaping activity has the potential to impact as-yet unidentified archaeological resources at the building edge areas within the Civic Center.

#### **South Stadium**

FCSP goals for the District include its transformation into “a mixed-use district that introduces a diversity of new uses” while also revitalizing and reusing the existing older buildings that currently line Fulton Street. These adaptive reuse and redevelopment activities carry the potential to impact archaeological resources yet to be recorded.

#### **Chinatown**

The FCSP proposes to “infill Chinatown’s many vacant lots with sensitively scaled, mixed-use, pedestrian-friendly buildings . . . and establish F Street as the districts new main street.” The infilling of vacant lots and associated reuse of existing buildings has the potential to impact known and yet to be discovered archaeological resources.

#### **Armenian Town/Convention Center**

Within the Armenian Town Subarea, the intention of the FCSP is to “transform this area into a walkable and bikeable mixed-use place by infilling vacant parcels with pedestrian-friendly, mixed use buildings and also introduce larger office buildings.” These actions may result in impact to as-yet unidentified archaeological resources.

#### **Divisadero Triangle**

As in the Armenian Town Subarea, the FCSP would transform the Divisadero Triangle into “a walkable mixed-use place by infilling vacant parcels with shopper-friendly buildings.” Another goal is to “consolidate and relocate isolated older buildings from throughout Downtown within the Divisadero Triangle.” These actions may result in impact to as-yet unidentified archaeological resources.

The proposed Fulton Corridor Specific Plan and Downtown Neighborhoods Community Plan will result in new development on vacant parcels and surface parking lots, as well as new development and redevelopment at underutilized sites. As described above, the Fresno Fulton Corridor Specific Plan/Downtown Neighborhoods Community Plan encompasses a wide range of historic land uses and includes areas that are highly sensitive for historic archaeological resources. These resources are likely to be found in a buried context within areas that have been subject to considerable long-term historic development. Future demolition and construction activities that require excavations involving the removal of foundations, excavations into previously undisturbed soils, or other activities that involve excavation or grading in areas of undisturbed soils or early historical development could result in the potential for significant impacts on historic archaeological resources.

As discussed above, the potential for impacts to historic archaeological resources exists within all subareas of both the FCSP and DNCP. With regard to potential impacts, the greater the number of intensity or development projects in the area, the greater the chance for impacts on subsurface resources. As such, those subareas with a greater density of vacant or underutilized parcels, typically also the subareas with earlier historical development, would possess a greater potential for impacts on archaeological resources. The loss of historic archaeological resources as a result of parcel clearance or development activity within any of the plan areas would result in a potentially significant impact.

**Cumulative Impact Analysis**

Future development in the vicinity of the FCSP and DNCP areas could result in impacts to historic archaeological resources. As described above, many potential cultural resources within the proposed FCSP/DNCP areas have likely been destroyed or have lost integrity in the past due to unmonitored excavation and grading activities. To the extent that other resources with similar cultural value are lost as a result of these activities, a cumulative impact on cultural resources would occur. Additional losses attributable to the proposed DNCP, FCSP, and DDC would contribute to this impact. In addition, construction activities could result in potential significant impacts to unknown buried historical resources. Development within the Planning Area as well as within the greater City of Fresno could result in significant impacts to historical resources. Such losses, which as described above are considered potentially significant project impacts, are also considered potentially significant in a cumulative context.

**Level of Significance Before Mitigation***Project Specific*

Potentially significant impact.

*Cumulative*

Potentially significant impact.

**Mitigation Measures**

The following mitigation measures were included in the MEIR and remain applicable to this project:

*Project-specific***MM CUL-1**

In accordance with Objective HCR-2 (specifically HCR-2-a through HCR-2-c) of the Fresno General Plan, and in accordance with DNCP Chapter 6 Goal 6.1, all specific development projects within the DNCP, FCSP, and DDC should undergo a standard Cultural Resources Assessment, Archaeological Resource Assessment, Historic Property Evaluation, or equivalent Phase I review.

- This CEQA-level evaluation should include, at minimum, a CHRIS records search for the project area and an appropriate search radius, a historical map/aerial photography and literature review for the project area, a pedestrian survey to identify specific historic-age structures within the project area, and any subsequent building/structure/object evaluations. The report should also address any project-specific archaeological sensitivity determinations and additional project-specific proposed mitigation measures, as necessary.
- Any newly recorded prehistoric or historic resources should be evaluated for significance and potential standing with the CRHR or NRHP, as necessary. Eligibility determinations and proposed mitigation measures should be summarized in the Phase I report.
- To ensure that state and local historic resources databases are updated with new findings, the appropriate Department of Parks and Recreation (DPR) forms are



required to be completed for any newly recorded resources and submitted to the CHRIS Information Center with the completed Phase I report.

- Completed Phase I reports should be submitted to the City for incorporation into their local databases.

- MM CUL-2** In accordance with Objective HCR-3 (specifically HCR-3-a) of the Fresno General Plan, and in accordance with DNCP Chapter 6 Goal 6.1 (specifically Policy 6.2.1 through 6.2.7), all efforts should be made (within appropriate safest standards) to preserve, rehabilitate, and re-use historic-age structures (whether determined eligible or not).
- MM CUL-3** Subsurface excavations or mass grading for new developments within areas determined to have moderate to high archaeological sensitivity (whether in this Specific Plan or in subsequent Phase I reports) should be monitored by a City-approved archaeologist.
- MM CUL-4** If previously unknown cultural resources are encountered during grading activities, construction shall stop in the immediate vicinity of the find and an archaeologist shall be consulted to determine whether the resource requires further study. The qualified archaeologist shall make recommendations to the City on the measures that shall be implemented to protect the discovered resources, including but not limited to excavation of the finds and evaluation of the finds in accordance with Section 15064.5 of the CEQA Guidelines and the City's Historic Preservation Ordinance.
- Potentially significant cultural resources consist of but are not limited to stone, bone, fossils, wood, or shell artifacts or features, including hearths, structural remains, or historic dumpsites. Any previously undiscovered resources found during construction within the project area should be recorded on appropriate Department of Parks and Recreation (DPR) forms and evaluated for significance in terms of CEQA criteria.
  - If the resources are determined to be unique historical resources as defined under Section 15064.5 of the CEQA Guidelines, measures shall be identified by the archaeologist and recommended to the Lead Agency. Appropriate measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds.
  - No further grading shall occur in the area of the discovery until the Lead Agency approves the measures to protect these resources. Any historical artifacts recovered as a result of mitigation shall be provided to a City-approved institution or person who is capable of providing long-term preservation to allow future scientific study.

#### *Cumulative*

Implementation of Mitigation Measure CUL-1 through CUL-4 is required.

**Level of Significance After Mitigation***Project-specific*

Less than significant impact.

*Cumulative*

Less than significant impact.

**Archaeological Resources**

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**Impact CUL-2:**      **The project could cause a substantial adverse change in the significance of a prehistoric archaeological resource pursuant to Section 15064.5.**

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**Project-specific Impact Analysis**

Prehistoric archaeological resources are those cultural resources deposited before Europeans established a Franciscan Mission in California (1769) and include any deposits, features, or isolated artifacts. Under PRC 21083.2(h), prehistoric archaeological resources can be divided into two classes, unique and non-unique. Unique resources must be treated as if they are significant and avoidance of those resources is the first choice, while non-unique resources do not meet criteria in 21083.2(g) and therefore need not be avoided under CEQA Guidelines.

The records search conducted by Greenwood and Associates did not identify any previously recorded prehistoric archaeological resources within the project area or a 0.25-mile search radius. However, as there have been few large-scale pedestrian surveys within the project area, and no recorded subsurface testing, this is not an accurate determination of archaeological sensitivity within the region. The region, and the project area itself, contains several geological features that would have been ideal for prehistoric temporary or seasonal encampments.

The northern boundary of the DNCP is several miles from the banks of the San Joaquin River; therefore, no impacts would occur to resources in the vicinity of the river. However, additional sources of fresh water, such as creeks and tributaries, may have permeated the project area in prehistoric times. As such, it is possible that grading and construction activities may uncover previously unrecorded archaeological resources.

**Cumulative Impact Analysis**

As described above, future development in the vicinity of the FCSP and DNCP areas could result in impacts to previously undiscovered archaeological resources, resulting in a potential cumulatively significant impact when considered in conjunction with other cumulative development projects.

**Level of Significance Before Mitigation***Project Specific*

Potentially significant impact.

*Cumulative*

Potentially significant impact.

### **Mitigation Measures**

Mitigation Measure CUL-1 is required in order to assess the prehistoric archaeological sensitivity of specific project developments. If no previously recorded prehistoric resources are identified and no additional mitigation measures are proposed in the Phase I investigation, Mitigation Measure CUL-4 is required to address potential inadvertent finds.

In addition to Mitigation Measure CUL-1 and CUL-4, the following mitigation measures, which were included in the MEIR and remain applicable to this project, are also required:

- MM CUL-5** Monitoring by a qualified professional archaeologist shall be conducted during any ground-disturbing activities in the vicinity of the Fresno Chinatown Block 51 Site, Fresno Block 534 Site, and the Block 1052 Isolate, which were identified by the current investigations. ("Vicinity" is defined here as lying within 300 feet of the identified site boundaries.) These are presently the only archaeological sites recorded within the FCSP/DNCP areas.
- MM CUL-6** Ground-disturbing activities shall also be monitored in the vicinity of any archaeological sites identified in the future, as follows:
- A qualified professional archaeologist and a Native American representative shall monitor any ground-disturbing activities in the vicinity of known archaeological sites. An archaeological monitoring plan shall be developed in accordance with professional standards by an archaeologist who meets the Secretary of the Interior's Professional Qualifications Standards for Archaeology. The monitors will ensure that any portions of previously identified significant resources are avoided and protected. In addition, they will identify any new cultural resources encountered during ground-disturbing activities. If potentially important cultural resources are discovered, the archaeologist will immediately divert such activity within 100 feet of the find, or a distance determined to be appropriate. The potential significance of the find will be assessed and mitigation measures formulated, if warranted. Appropriate mitigation may include avoidance of the resource, testing, and/or data recovery. Ground disturbance in the area of suspended activity shall not recommence until authorized by the archaeologist.
- Upon completion of the monitoring, an archaeological report will be prepared for the City in accordance with professional standards. A copy of the report will be submitted to the SSJV Information Center. Provisions will be made for curation of any significant cultural materials recovered.

### **Cumulative**

Implementation of Mitigation Measure CUL-1, as well as Mitigation Measures CUL-4, CUL-5, and CUL-6 are required.

**Level of Significance After Mitigation***Project-specific*

Less than significant impact.

*Cumulative*

Less than significant impact.

**Unique Paleontological Resource/Site or Unique Geologic Feature**

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<b>Impact CUL-3:</b>	<b>The project could directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.</b>
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**Project-specific Impact Analysis**

Based on a review of geologic maps of the Planning Area, there are two primary surficial deposits: (1) Pleistocene non-marine and (2) Quaternary non-marine fan deposits. The Pleistocene non-marine deposits are considered to have a high potential sensitivity. The Quaternary non-marine deposits consist of Pleistocene-Holocene alluvial sediments. Since these deposits include Pleistocene sediments, they are also considered to have a high potential for sensitivity. Therefore, excavation and/or construction activities within the Planning Area that are associated with the DNCP, FCSP, and DDC have the potential to impact paleontological/geological resources during excavation and construction activities within previously undisturbed soils. Although many areas have been previously disturbed by farming activities or previous structural development, the project could include future development that will require excavations or construction within previously undisturbed soils. The impact to paleontological and geological resources is considered potentially significant.

**Cumulative Impact Analysis**

Future development in areas outside the plan areas, as well as other cumulative development, could result in impacts to paleontological/geological resources during excavation and/or construction activities within previously undisturbed soils. These potential impacts from cumulative development could be significant.

**Level of Significance Before Mitigation***Project Specific*

Potentially significant impact.

*Cumulative*

Potentially significant impact.

**Mitigation Measures**

The following mitigation measure was included in the MEIR and remains applicable to this project:

*Project-specific*

<b>MM CUL-7</b>	<b>Subsequent to a preliminary City review of the project grading plans, if there is evidence that a project will include excavation or construction activities within</b>
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previously undisturbed soils, a field survey and literature search for unique paleontological/geological resources shall be conducted. The following procedures shall be followed:

- If unique paleontological/geological resources are not found during either the field survey or literature search, excavation and/or construction activities can commence. In the event that unique paleontological/geological resources are discovered during excavation and/or construction activities, construction shall stop in the immediate vicinity of the find and a qualified paleontologist shall be consulted to determine whether the resource requires further study. The qualified paleontologist shall make recommendations to the City on the measures that shall be implemented to protect the discovered resources, including but not limited to, excavation of the finds and evaluation of the finds. If the resources are determined to be significant, mitigation measures shall be identified by the monitor and recommended to the Lead Agency. Appropriate mitigation measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds. No further grading shall occur in the area of the discovery until the Lead Agency approves the measures to protect these resources. Any paleontological/geological resources recovered as a result of mitigation shall be provided to a City-approved institution or person who is capable of providing long-term preservation to allow future scientific study.
- If unique paleontological/geological resources are found during the field survey or literature review, the resources shall be inventoried and evaluated for significance. If the resources are found to be significant, mitigation measures shall be identified by the qualified paleontologist. Similar to above, appropriate mitigation measures for significant resources could include avoidance or capping; incorporation of the site in green space, parks, or open space; or data recovery excavations of the finds. In addition, appropriate mitigation for excavation and construction activities in the vicinity of the resources found during the field survey or literature review shall include a paleontological monitor. The monitoring period shall be determined by the qualified paleontologist. If additional paleontological/geological resources are found during excavation and/or construction activities, the procedure identified above for the discovery of unknown resources shall be followed.

*Cumulative*

Implementation of Mitigation Measure CUL-3 is required.

**Level of Significance After Mitigation**

*Project-specific*

Less than significant impact.

*Cumulative*

Less than significant impact.

## Human Remains

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**Impact CUL-4:** The project would not disturb any human remains, including those interred outside of formal cemeteries.

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### ***Project-specific Impact Analysis***

There is currently no evidence that the DNCP or FCSP plan areas contain prehistoric cemeteries or Native American cemeteries, however, various cemeteries are located throughout the City. The General Plan and Development Code Update identifies these cemeteries as Public Facilities on the Land Use Map. Future development within the plan areas would not impact existing cemeteries. Although there is no record of isolated human remains or unknown cemeteries, there is always a possibility that ground-disturbing activities associated with future development may uncover previously unknown buried human remains. In the event that human remains are encountered, this impact is considered potentially significant.

### ***Cumulative Impact Analysis***

Although no known prehistoric or Native American human remains have been identified within or in the vicinity of the plan areas, there is a possibility that ground-disturbing activities associated with cumulative development may uncover previously unknown buried human remains. The uncovering of human remains is considered a significant impact. Since there is a possibility for the project to uncover previously unknown buried human remains, the project's contribution to cumulative impacts on human remains would be potentially cumulatively considerable.

### ***Level of Significance Before Mitigation***

#### *Project Specific*

Potentially significant impact.

#### *Cumulative*

Potentially significant impact.

### ***Mitigation Measures***

The following mitigation measure was included in the MEIR and remains applicable to this project:

#### *Project-specific*

**MM CUL-8** In the event that human remains are unearthed during excavation and grading activities of any future development project, all activity shall cease immediately. Pursuant to Health and Safety Code (HSC) Section 7050.5, no further disturbance shall occur until the County Coroner has made the necessary findings as to origin and disposition pursuant to PRC Section 5097.98(a). If the remains are determined to be of Native American descent, the coroner shall within 24 hours notify the Native American Heritage Commission (NAHC). The NAHC shall then contact the most likely descendent of the deceased Native American, who shall then serve as the consultant on how to proceed with the remains. Pursuant to PRC Section 5097.98(b), upon the discovery of Native American remains, the landowner shall ensure that the immediate vicinity, according to generally accepted cultural or

archaeological standards or practices, where the Native American human remains are located is not damaged or disturbed by further development activity until the landowner has discussed and conferred with the most likely descendants regarding their recommendations, if applicable, taking into account the possibility of multiple human remains. The landowner shall discuss and confer with the descendants all reasonable options regarding the descendants' preferences for treatment.

*Cumulative*

Implementation of Mitigation Measure CUL-4 is required.

***Level of Significance After Mitigation***

*Project-specific*

Less than significant impact.

*Cumulative*

Less than significant impact.