



## Legislation Details (With Text)

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**Title:** HEARING to consider Official Plan Lines (OPL) for E. McKinley Avenue between N. Sunnyside and N. Temperance Avenues; and related Environmental Assessment No. EA-16-023.  
a. Adopt the Finding of Conformity to the Fresno General Plan Master Environmental Impact Report (MEIR #2012111015) as prepared for Environmental Assessment No. EA-16-023, filed September 16, 2016.  
b. BILL - (For introduction and adoption) - Approving the Official Plan Lines for E. McKinley Avenue between N. Sunnyside and N. Temperance Avenues pursuant to the Fresno General Plan Land Use and Circulation Map.

**Sponsors:** Planning and Development Department, Public Works Department

**Indexes:**

**Code sections:**

**Attachments:** 1. Exhibits A - H: McKinley OPL - CC Report Attachments.pdf, 2. McKinley OPL - CC Presentation - abridged.pdf

Date	Ver.	Action By	Action	Result
12/8/2016	1	City Council	approved	Pass

## REPORT TO THE CITY COUNCIL

**December 8, 2016**

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## SUBJECT

HEARING to consider Official Plan Lines (OPL) for E. McKinley Avenue between N. Sunnyside and N. Temperance Avenues; and related Environmental Assessment No. EA-16-023.  
a. Adopt the Finding of Conformity to the Fresno General Plan Master Environmental Impact

Report (MEIR #2012111015) as prepared for Environmental Assessment No. EA-16-023, filed September 16, 2016.

- b. BILL - (For introduction and adoption) - Approving the Official Plan Lines for E. McKinley Avenue between N. Sunnyside and N. Temperance Avenues pursuant to the Fresno General Plan Land Use and Circulation Map.

## RECOMMENDATIONS

Staff recommends that the City Council take the following actions:

1. ADOPT the Finding of Conformity to the Fresno General Plan Master Environmental Impact Report (MEIR #2012111015) as prepared for Environmental Assessment No. EA-16-023, filed September 16, 2016.
2. ADOPT BILL approving the Official Plan Lines for East McKinley Avenue between North Sunnyside and North Temperance Avenues pursuant to the Fresno General Plan Land Use and Circulation Map.

## EXECUTIVE SUMMARY

The City of Fresno Public Works Department, Traffic and Engineering Services Division has submitted Official Plan Lines (OPL) for East McKinley Avenue between North Sunnyside and North Temperance Avenues for purposes of establishing the ultimate alignment and widths for future public street rights-of-way in accordance with the circulation element of the Fresno General Plan.

The designated major (Collector) street segment is located primarily within an unincorporated area of the County of Fresno within the City of Fresno Sphere of Influence (SOI). The project area is located within Growth Area 1 as depicted in Figure IM-2 (Sequencing of Development) of the Fresno General Plan and is planned for urban development.

The proposed project will require future acquisition and dedications for public street rights-of-way as well as the installation and construction of both public and private facilities and infrastructure in accordance with the standards, specifications and policies of the City of Fresno. Timelines for future construction of the public street segment will be contingent upon development; occurring incrementally, as growth is proposed in the area in accordance with the goals, objective and policies of the Fresno General Plan.

## BACKGROUND

In Fresno, the roadway system configuration has been primarily based on a traditional grid pattern. Outside of the Downtown Area the grid is based on a north-south orientation based on Township, Range and Section lines. Almost all of the Arterial and Collector Streets (roadways) within the Metropolitan Area are regularly spaced at half-mile intervals. This roadway pattern has been modified in the past several decades to include several curvilinear and diagonal alignments, and neighborhood street patterns have sometimes deviated from the grid patterns.

Figure MT-1: Circulation Diagram of the Fresno General Plan designates the planned roadway network of the General Plan. The planned roadway system focuses primarily upon roadways, which includes the Expressway, Superarterial, Arterial, and Collector Streets. For some roadways,

especially in areas that are not yet developed with urban uses, the diagram indicates the future and not the present character of the road. The construction of planned roadways occurs during the course of a general plan's implementation through the execution of the City's capital improvements program utilizing funds from a variety of sources. In addition, portions of roadways are constructed by private property owners and developers in accordance with applicable development standards.

The General Plan establishes a refined street classification system to categorize roadways and other transportation facilities, as shown in Figure MT-1: Circulation Diagram. Each classification reflects the character of the facility as well as its function within the context of the entire transportation system. Each classification has standards considering a facility's relation to surrounding land uses, existing rights-of-way, accessibility via other roadways, and appropriate travel speeds. While roadway classification types were originally based upon a priority given to various types and lengths of motor vehicle trips, they now give substantial consideration to the accommodation of multiple travel modes and trips (public transportation, bicycle, pedestrian). This classification system is used for engineering design and traffic operation standards.

Collector Streets are designed to accommodate two- to four-lane undivided (opposing travel lanes generally not separated by a median island) roadways, with the primary function of connecting local streets and arterials and neighborhood traffic generators and providing access to abutting properties. Local street intersections and motor vehicle access points from abutting properties are allowed consistent with the City's engineering standards and accepted traffic engineering practices. Collectors typically have a center two-way left-turn lane.

## **Land Use Plans and Policies**

As proposed, the project will be consistent with the Fresno General Plan goals and objectives related to residential land use and the urban form:

### Goals:

- Emphasize and plan for all modes of travel on local and Major Streets in Fresno.

### Objectives & Policies:

- Objective MT-1: Create and maintain a transportation system that is safe, efficient, provides access in an equitable manner, and optimizes travel by all modes.

Policy MT-1-a: Continue to review local, regional and inter-regional transportation plans and capital improvement plans, and advocate for the approval and funding of State highway and rail projects, consistent with the General Plan and discourage projects inconsistent with the plan.

Policy MT-1-b: Design and construct planned streets and highways that complement and enhance the existing network, as well as future improvements to the network consistent with the goals, objectives and policies of the General Plan, as shown on the Circulation Diagram (Figure MT-1), to ensure that each new and existing roadway continues to function as intended.

Policy MT-1-c: Prepare and adopt Official Plan Lines, or other appropriate documentation such as Director Determinations, for transportation corridors, roadways, and bicycle/pedestrian paths/trails, as necessary to preserve and/or obtain rights-of-way needed for planned circulation improvements.

Policy MT-1-g: Provide transportation facilities based upon a Complete Streets concept that facilitates the balanced use of all viable travel modes (pedestrian, bicyclists, motor vehicle and transit users), meeting the transportation needs of all ages, income groups, and abilities and providing mobility for a variety of trip purpose, while also supporting other City goals.

These Goals, Objectives and Policies contribute to the establishment of a comprehensive city-wide land use planning strategy to facilitate travel by walking, biking, transit, and motor vehicle with interconnected and linked neighborhoods, districts, major campuses and public facilities, shopping centers and other service centers, and regional transportation such as air, rail, bus and highways.

The proposed project includes the identification and adoption of Official Plan Lines (OPL) for the East McKinley Avenue street segment located between North Sunnyside and North Temperance Avenues for purposes of establishing the ultimate alignment and widths for future public street rights-of-way in accordance with the Circulation Diagram of the Fresno General Plan.

The designated major (Collector) street segment is located primarily within an unincorporated area of the County of Fresno within the City of Fresno Sphere of Influence (SOI). The project area is located within Growth Area 1 as depicted in Figure IM-2 (Sequencing of Development) of the Fresno General Plan and is planned for urban development.

The proposed project will require future acquisition and dedications for public street rights-of-way as well as the installation and construction of both public and private facilities and infrastructure in accordance with the standards, specifications and policies of the City of Fresno. Timelines for future construction of the public street segment will be contingent upon development; occurring incrementally, as growth is proposed in the area in accordance with the goals, objective and policies of the Fresno General Plan.

The public street alignment proposed for adoption will contribute to the completion of missing roadway and infrastructure improvements within the area in a manner which is consistent with the land use designations and circulation element of the Fresno General Plan.

The proposed project will facilitate future connectivity through both vehicular, bicycle and pedestrian integration with adjacent land for future development through utilization of the concept of Complete Streets; and, through utilization of the Fresno General Plan classification system for engineering design and traffic operation standards.

The Official Plan Lines are consistent with the planned major street segment designated on the Circulation Diagram of the Fresno General Plan. The area street plans are the product of careful planning that projects traffic capacity needs based on the densities and intensities of planned land uses anticipated at build-out of the planned area. These streets will provide adequate access to, and recognize the traffic generating characteristics of, individual properties and, at the same time, afford the community an adequate and efficient circulation system; no substantial increase in transportation or traffic is expected to result.

Therefore it is staff's opinion that the proposed project is consistent with respective general and community plan objectives and policies and will not conflict with any applicable land use plan, policy or regulation of the City of Fresno. Furthermore, the proposed project is found; (1) To be consistent with the goals, objectives and policies of the applicable Fresno General Plan and McLane

Community Plan; (2) To be Suitable for the type and density of development; (3) To be safe from potential cause or introduction of serious public health problems; and, (4) To not conflict with any public interests in the subject property or adjacent lands.

## **Public Participation and Project History**

The history of consideration of the alignment of East McKinley Avenue, east of North Clovis Avenue is long. Under the preceding 2025 Fresno General Plan, initiatives were taken to establish an appropriate alignment for the major street segment.

The Public Works Department, Traffic and Engineering Division held a public meeting on September 30, 2013 for Plan Amendment No. A-10-001. The Plan Amendment proposed a revision to the alignment of the East McKinley Avenue segment between North Temperance and North Fowler Avenues on the traditional half-mile grid for major streets. This revised alignment diverted southwesterly from the traditional East McKinley Avenue alignment from a point between North Armstrong and North Temperance Avenues to a point of intersection with the East Floradora Avenue alignment and thence continued westerly to its terminus at North Fowler Avenue. Following the meeting, corrections were made to the OPL in order to attempt to address concerns of property owners, who had objections to the division of large portions of parcels that would result from the proposed OPL diverting from the traditional grid.

Public Works again held a public meeting on October 22, 2013, to provide the public with further information on the corrections made to the proposed project and in order to provide an opportunity for further public input. Concerns of residents were again expressed and received by staff.

The project was then put on hold during a period in which more intensive preparation of the Fresno General Plan was occurring. Following this period, a public hearing was scheduled before the Planning Commission on August 20, 2014. The notice of hearing resulted in several phone calls requesting more information about the proposal. However, none of the callers brought up issues or concerns with the proposed OPL. At the public hearing, the item was referred back to staff.

A public workshop was then scheduled before the Planning Commission on November 05, 2014, to consider and discuss potential options. Three proposed alternatives for a potential street alignment (including the currently proposed alignment, which was represented as that being proposed with the Fresno General Plan Update) were presented for consideration. Subsequently, on December 18, 2014, the City of Fresno adopted the Fresno General Plan Update which incorporated the alignment for which the current OPL is being proposed on its Land Use and Circulation Plan.

All Citizen Council District Advisory Committees were provided sufficient opportunity to comment as well as participate during preparation and preceding adoption of the Fresno General Plan.

On October 11, 2016, Public Works Department and Development and Resource Management Department staff held a neighborhood meeting to present the proposed Official Plan Lines and gather any final public comment from concerned citizens. Approximately 10 individuals attended the neighborhood meeting (seven individuals signed-in on the attendance sheet). Few concerns were heard. However, it is acknowledged that the proposed roadway will be located in proximity to an existing rural residence located off the southwest corner of the intersection with North Temperance Avenue.

The Development and Resource Management Department mailed notices of this City Council

hearing to all surrounding property owners within 1000 feet of the proposed major street alignment, pursuant to Section 15-5007 of the Fresno Municipal Code (FMC) ; and, provided published notice in the Fresno Bee on November 18, 2016 pursuant to Article 7 of Chapter 12 of the FMC.

### **Fresno City Planning Commission Action**

The proposed Official Plan Lines (OPL) were considered by the Fresno City Planning Commission at its meeting on November 02, 2016. After a complete hearing, the Commission voted unanimously to recommend the City Council approve the proposed OPL and associated environmental findings. One member of the public spoke at the public hearing seeking clarification of what was being proposed.

Staff is recommending the City Council approve the proposed OPL and associated environmental findings in accordance with the recommendations included within this report.

### **ENVIRONMENTAL FINDINGS**

An environmental assessment initial study was prepared for this project in accordance with the requirements of the California Environmental Quality Act (CEQA) Guidelines.

Preparation of the environmental assessment necessitated a thorough review of the proposed project and relevant environmental issues and considered previously prepared environmental and technical studies including the Fresno General Plan Master Environmental Impact Report (MEIR SCH No. 2012111015). These environmental and technical studies have examined projected sewage generation rates of planned urban uses, the capacity of existing sanitary sewer collection and treatment facilities, and optimum alternatives for increasing capacities; groundwater aquifer resource conditions; water supply production and distribution system capacities; traffic carrying capacity of the planned major street system; air quality, greenhouse gases and global climate change; and, student generation projections and school facility site location identification, etc.

The proposed Official Plan Lines (OPL) for the designated major (Collector) street segment of East McKinley Avenue between North Sunnyside and North Temperance Avenues has been determined to be a subsequent project that is fully within the scope of the MEIR SCH No. 2012111015 as provided by the CEQA, as codified in the Public Resources Code (PRC) Section 21157.1(d) and the CEQA Guidelines Section 15177(c). It has been further determined that all applicable mitigation measures of SCH No. 2012111015 have been applied to the project, as necessary to assure that the project will not cause significant adverse cumulative impacts, growth inducing impacts and irreversible significant effects beyond those identified by SCH No. 2012111015 as provided by CEQA Section 15178(a). In addition, pursuant to Public Resources Code, Section 21157.6(b)(1), staff has determined that no substantial changes have occurred with respect to the circumstances under which the MEIR was certified and that no new information, which was not known and could not have been known at the time that the MEIR was certified as complete, has become available. Therefore, it has been determined based upon the evidence in the record that the project will not have a significant impact on the environment and that the filing of a finding of conformity is appropriate in accordance with the provisions of CEQA Section 21157.5(a)(2) and CEQA Guidelines Section 15178(b)(1) and (2).

Based upon the attached environmental assessment and applicable mitigation measures, staff has determined that there is no evidence in the record that the project may have a significant effect on the environment and has prepared a finding of conformity for this project. A public notice of the attached finding of conformity for Environmental Assessment Application No. EA-16-023 was

published on September 16, 2016 with no comments or appeals received to date.

## **LOCAL PREFERENCE**

Local preference was not considered because this ordinance does not include a bid or award of a construction or service contract.

## **FISCAL IMPACT**

Affirmative action by the Council will result in timely deliverance of the review and processing of the applications as is reasonably expected by the applicant. Prudent financial management is demonstrated by the expeditious completion of this land use application inasmuch as the applicant has paid to the city a fee for the processing of this application and that fee is, in turn, funding the respective operations of the Development and Resource Management Department.

### **Attachments:**

- Exhibit A: Vicinity Map
- Exhibit B: 2015 Aerial Photograph
- Exhibit C: Public Hearing Notice Mailing List Vicinity Map
- Exhibit D: Fresno General Plan Land Use and Circulation Map
- Exhibit E: Official Plan Lines for East McKinley Avenue between North Sunnyside and North Temperance Avenues
- Exhibit F: Environmental Assessment No. EA-16-023, Finding of Conformity to the Fresno General Plan Master Environmental Impact Report (MEIR) SCH No. 2012111015 dated September 16, 2016
- Exhibit G: Planning Commission Resolution No. 13428 for the Official Plan Lines for East McKinley Avenue between North Sunnyside and North Temperance Avenues; and, the related Environmental Assessment.
- Exhibit H: City Council Ordinance Bill for the Official Plan Lines for East McKinley Avenue between North Sunnyside and North Temperance Avenues; and, the related Environmental Assessment.