



- CITY OF CLOVIS - REPORT TO THE GENERAL PLAN ADVISORY COMMITTEE

TO: Chair and Committee Members

FROM: Planning and Development Services

DATE: March 29, 2011

SUBJECT: Consider General Plan Update Phase 3 Activity: Northwest Urban Center Land Use Diagram and Central Clovis Specific Plan Program

ATTACHMENTS:

- Exhibit "A:" General Plan Vision and Community Values
- Exhibit "B:" GPAC's Planning Principles
- Exhibit "C:" Northwest Land Use Diagram
- Exhibit "D:" Old Town Diagram
- Exhibit "E:" Central Clovis Specific Plan Discussion Draft

RECOMMENDATION

Staff recommends that the Committee consider the draft Northwest Urban Center Land Use Diagram and the recommended Central Clovis Specific Plan/Old Town Program and provide comments that will be incorporated into staff's report to the Planning Commission and City Council.

BACKGROUND

At its February 1st and 8th meeting, the General Plan Advisory Committee (GPAC) took testimony from staff, the consultant, and from members of the public about the Northwest Urban Center Community Structure. The structure was based on input from the GPAC at its previous two meetings (October and November, 2010), area landowners, and City staff.

At the February 8 meeting, staff asked the committee to respond to three policy-level issues concerning planning in the Northwest Urban Center. The first issue was should the plan acknowledge the long-term viability of existing rural residential and "buffer" these areas from future urbanization, or acknowledge that rural residential will eventually convert to a more intensive urban use during the 20-30 year build out of the plan.

There was general support by the committee for residents of existing rural residential uses but overall committee consensus was that the plan should provide a transition to permit orderly change of land use over time.

The second issue related to circulation. If the committee will recall, the preferred community structure depicted Clovis Avenue extending north of Shepherd on the west side of the Enterprise Canal. At International Avenue this roadway would split: the western segment would follow International then link to the southerly extension of Auberry Road; the other segment of Clovis Avenue north of International Avenue would be reserved for a time when development of this roadway was warranted. Also, PR Farms had previously asked the GPAC to consider an alternative proposal showing Clovis Avenue extending north across Copper Avenue to connect to Auberry Road across property it owned.

Staff asked the committee whether the plan should extend Clovis' planned street system north of Copper Avenue beyond the Clovis sphere of influence; or should it contain the street system within the northwest area south of Copper Avenue.

The committee unanimously supported the concept of forward-thinking planning, including the future regional roadway system north of Copper Avenue, but it recommended that Clovis Avenue end at Copper for the time being.

The third issue related to the context of urban center planning. PR Farms had also pressed for substantial commercial uses at the northeast corner of Willow and Shepherd which it owns, and asked that the commercial acreage considered for the center proposed east of the SCCCD/CUSD campuses be moved south to its project.

In staff's opinion, this concentration of retail space reflected a potential shift from the urban centers concept and asked the committee to advise on this matter; staff therefore asked the committee whether the plan should continue the established role of urban centers to provide commercial and retail uses planned to serve neighborhood and community needs; or should it consolidate retail and commercial uses into one town center destination to serve the larger region?

There was a unanimous agreement that the committee still supported the General Plan's urban centers concept, but the Northwest presented different and unique demographics that supported "destination commercial uses" at the northeast corner of Shepherd and Willow. The committee voted to recommend master planning for these large centers as the market developed.

As staff was preparing the report of the GPAC's actions for a joint workshop of the Planning Commission and City Council it became clear that the Commission and Council's understanding of the Northwest would be best served by a more complete depiction of the community structure *and* a corresponding conceptual land use distribution. Staff was of the opinion that the GPAC's instrumental work on the

community structure would benefit from being augmented with a land use diagram and that the committee should have an opportunity to review and comment on this development.

NORTHWEST LAND USE DIAGRAM

The Northwest Draft Land Use Diagram (Exhibit "C") is the next step in the process after consideration of the community structure. The land uses depicted reflect the GPAC's guiding principles, GPAC February 8, 2011 recommendations, and comments from community stakeholders and the proposed Valleywide Blueprint residential density target of 9 units per acre for new residential in the Fresno Clovis Metropolitan Area. The land use diagram presented is a work in progress and will be subject to additional analysis before a final land use pattern reflecting the entire Clovis General Plan is developed.

Major Features of the Land Use Diagram

- **Master Planned Communities**

The northwest area would be the second of Clovis' urban center growth areas to be developed with a local Master Planned Community (MPC) zoning overlay; the first was Loma Vista Specific Plan's Community Center North and South. Further, the city's positive experience with the development and ongoing build out the Harlan Ranch Master Plan will benefit planning in the northwest.

Using a MPC has some advantages over the city's traditionally-employed specific plan process, which have all been adopted by resolution, but lacked the zoning-level tools now available in the Master Plan ordinance (CMC Section 9.3.229 Master Planned Community Overlay District). A Master Planned Community is intended to address larger scale mixed used developments through a variety of flexible development standards to achieve a higher degree of community design.

The "MPC District" was established to permit the development of comprehensively planned communities with a minimum of one hundred (100) contiguous gross acres of land, to ensure orderly planning of large areas of land and to create efficient, desirable and stable developments offering a combination of planned land uses and to provide for flexibility in the zoning of large master planned communities.

In order for property to qualify as a MPC, the proponent(s) of the project must demonstrate in a Master Development Plan the potential for achievement of the following specific objectives:

- a. Orderly development in a manner consistent with the City's General Plan or Specific Plan(s);
- b. Open space system, recreational facilities and/or other community amenities shall provide for and articulate a clear community vision;

- c. Orderly and creative arrangement of land uses with respect to each other, to the entire Master Planned Community, and to adjacent land;
- d. A variety of housing types, employment opportunities, and commercial services to achieve a balanced community;
- e. A planned and integrated transportation system for pedestrian, bicycle, and vehicular traffic;
- f. Quality site planning and lasting design elements with enhanced landscaping and other site amenities; and
- g. High-quality urban design.

Based on committee support of the PR Farms concept at the northeast corner of Shepherd and Willow Avenues, a mixed-use Master Planned Community (MPC) is depicted on the land use diagram. Staff has met several times with the PR Farms team to better defining the proposal and integrate it into the General Plan's land use pattern. At this point, the PR Farms team envisions a project of about 170 acres with retail uses complemented with residential uses. Given that this property owner also controls the three other corners at the subject intersection (two of which lie in the Fresno sphere of influence), staff advised that the overall master planning should encompass all four corners.

An approximately 40-acre mixed-use Master Planned Community is also depicted at the southeast corner of Copper and Willow Avenues. The timing of development of this property is near the build out of the northwest area, potentially 20 years or more in the future. The high density residential area is depicted south of the NW MPC and staff is considering the opportunities to include this residential area into the NW MPC as a means of increasing the acreage of the MPC and creating a unified commercial/residential site plan for the area.

A residential MPC is also under consideration by the McCaffrey Group in the northeast quadrant of the northwest plan area.

- **Rural-Urban Transition on the eastern edge**

Very low residential density is depicted on the northwest's eastern edge to provide a transition between the existing rural residential uses east of the Sunnyside alignment and the planned urban area to the west. Overall, the land use diagram places more intensive land uses to the west.

- **Shift of the Willow-International Mixed-Use Commercial South of the Enterprise Canal**

The commercial uses originally depicted north and south of International Avenue east of Willow Avenue have been moved south of International/Enterprise Canal. This change was the result of several inputs, starting with consideration of the Clovis Unified School District's request to not plan retail uses within one-quarter mile of its Clovis North campus. Staff considered comments from the committee and developers regarding the

viability of the original commercial area north and south of the Enterprise Canal, and the canal's design influence on site planning this commercial/mixed-use area.

In contrast to the School District's request, the State Center Community College District's supported commercial land uses adjacent to its Willow/International Center. By shifting the mixed use area south of the canal, this area can be planned for a more extensive range of potential uses to serve the Community College students. Moving the mixed use area south also defers, but does not avoid, planning for additional crossings of the Enterprise Canal as key features in the plan's feasibility.

▪ **Traditional Neighborhood Development**

A Traditional Neighborhood Development core is depicted in the central portion of the plan area. This area, shown as a Medium High Residential Density Traditional Neighborhood Design would average 7-15 units per acre.

TND is based on the principle that neighborhoods should be walkable, affordable, accessible, and distinctive. The following are commonly found in TND:

- Parks, schools, civic buildings, and commercial establishments located within walking distance of homes;
- Network of streets and paths suitable for pedestrians, bicyclists, and vehicles;
- Narrower streets on a grid pattern with crosswalks, streetscaping, and other traffic-calming measures;
- In-scale development that fits the local context; and
- Buildings oriented to the street.

The TND is proposed to include a range of housing types, a network of well-connected streets and blocks, and have amenities such as stores and open spaces within walking distance of residences.

Staff suggests the TND district as a way to explore how Clovis can balance the many state and regional planning/regulatory inputs that call for reduced vehicle trips, improved air quality, more transit-friendly densities, and reduced urban sprawl.

As noted in this report, the land use diagram will eventually be incorporated into the overall General Plan's land use diagram and be subject to a range of analyses to examine how urban services can be provided and at what cost, vehicle trips generated, noise, air quality, and so forth. These studies will likely have an effect on the densities and distribution of planned development that will be depicted in the final diagram. The GPAC will have an opportunity to review and comment on that final product when it is available.

▪ **Street Pattern**

Clovis Avenue is depicted ending at Copper in the land use diagram. The Fresno County General Plan does not show a street connection north of Copper Avenue. In the

meantime, the diagram shows Minnewawa continuing to serve as the main north-south arterial street through the area eventually connecting via International to Auberry Road.

Staff recommends that the Committee consider the draft land use diagram and provide comments that will be incorporated into staff's report to the Planning Commission and City Council.

CENTRAL CLOVIS SPECIFIC PLAN AND OLD TOWN

To date emphasis has been placed Clovis' Old Town and a proposed "SoFi" (south of Fifth Street) district. Exhibit "D" was developed to portray the potential boundaries and planning issues for this evolution of Old Town Planning.

During staff outreach to many of the stakeholders in the Old Town and central Clovis area it became clear that the 1983 Central Clovis Specific Plan (CCSP) would be the appropriate platform for the next generation of planning in Old Town and its environs. The CCSP was originally adopted to be the policy document for revitalization of Central Clovis and Old Town is well-placed to serve as the point for both sustaining the area and creating new opportunities to develop the city's civic heart into the future.

Staff proposes to develop the General and Specific Plan goals related to central Clovis and Old Town and to follow up with a specific work program after the General Plan is adopted.

The attached discussion draft for the Central Clovis Specific Plan (Exhibit "E") outlines the changes to the General Plan to facilitate this action and subsequent amendments to the CCSP.

Staff recommends that the Committee consider the discussion draft for the Central Clovis Specific Plan and provide comments that will be incorporated into staff's report to the Planning Commission and City Council.

FOLLOWING GPAC ACTION

Staff will prepare a joint meeting of the Planning Commission and City Council meeting in the near term. The GPAC will receive notice of this meeting and is expected to attend and provide constructive assistance to the Commission and Council.

Prepared by: David E. Fey, AICP
Deputy City Planner

Submitted by: Dwight Kroll, AICP
Director of PDS

Clovis General Plan

Vision and Community Values

Exhibit A

A Vision for Clovis: A City that is committed to the Clovis Community Family, their needs, their values and a quality way of life for all; reflecting that commitment in how it develops and in the activities it undertakes.

One word symbolizes Clovis of the past, present and future more than any other: FAMILY—not only the conventional definition, but all of the individuals and households who make Clovis their home or work place. In other words:

The physical place called Clovis will continue to reflect the central value of The Community Family as it moves from this century into the next. The Vision for Clovis is the building block of our neighborhoods, schools, and civic institutions and provides the motivation for everything the City and its leaders do jointly to shape the future.

The Clovis Community Family idea embraces the following Community Values:

Education: We will be known for our powerful commitment to superior education at all age levels, and will design neighborhoods focused on learning centers and school attendance areas;

Diversity: Individuals, single parent families, traditional families and extended families of all ethnic and cultural backgrounds will be welcomed, leading to a variety of housing types and costs as well as job opportunities;

Sense of Place: A strong sense of place will exist in the Old Town and in neighborhoods;

Heritage: The artifacts of our past will be preserved as a reminder of the values which made Clovis special;

Community Centers: There will be extensive opportunities for people to gather and mix according to their interests, with places and spaces throughout the City for this to occur;

Respect for Rights and Responsibilities: We will respect rights and accept responsibilities, leading to unyielding protection of life and property through reliable law enforcement and active, sensitive

service to those members of the Community Family who need help;

Cost Effective Delivery of Services: Delivery of public facilities and services will be timely and cost effective, leading to high levels of volunteerism and fair-share allocation of costs to those who benefit;

Leadership: Clovis will be a leader in the metropolitan area;

Employment: We will have broad opportunities for employment and generate effective levels of public revenue with expanded commercial, office and industrial development;

Environment: We will be sensitive to the balance between development and nature, through development standards and patterns, thereby creating a sustainable community in which stewardship and ownership find a common bond;

Pride: We will be proud to be a part of the Clovis "Community Family," with sustained programs for involving citizens in their community; and

Partnerships: We will be involved in partnerships between government and business, developers and citizens, leading to increased economic, social, and environmental benefits.

These values have shaped the Clovis of today. They remain valid. The dynamics of growth will make some dimensions of our vision easier to achieve and others more difficult.

Through this "Vision for Clovis," the citizens of Clovis acknowledge their ownership of these beliefs and express a unity of purpose in sustaining them.

With this Vision as its foundation, the task of the General Plan is to answer the question: "How can Clovis continue to grow and sustain the values which make it special?"

Why a Vision for Clovis? To state the most desirable qualities that will prevail in the Clovis of the future, capitalizing on its values and opportunities, and inspiring its citizens to achieve the community's potential.

Exhibit B

| Clovis General Plan Update Guiding Principles | |
|--|--|
| Category | Principles as adopted by the Clovis City Council April 19, 2011 |
| Small Town Character | Preserve the authenticity of Old Town and plan new development that creates a sense of community and place. |
| Education | Support access to superior lifelong education for all Clovis residents. |
| Long-term Governance | Incorporate long-term thinking into short-term decision-making to create a sustainable community. |
| Lifecycle Community | Create housing, employment, and lifestyle opportunities for all Clovis residents. |
| Social Capital | Strengthen social networks that create pride and a commitment to action within the Clovis community. |
| Public Parks, Open Space & Trails | Use and design public open space resources for trails, parks, and recreation where people live, work and play. |
| Natural Resources | Foster stewardship as a primary means of conserving and enhancing natural resources and promoting connections to the Sierra. |
| Economic Prosperity | Foster economic growth. |
| Regional Engagement | Support regional efforts to work interconnectedly to improve the economy and the quality of life in the San Joaquin Valley. |