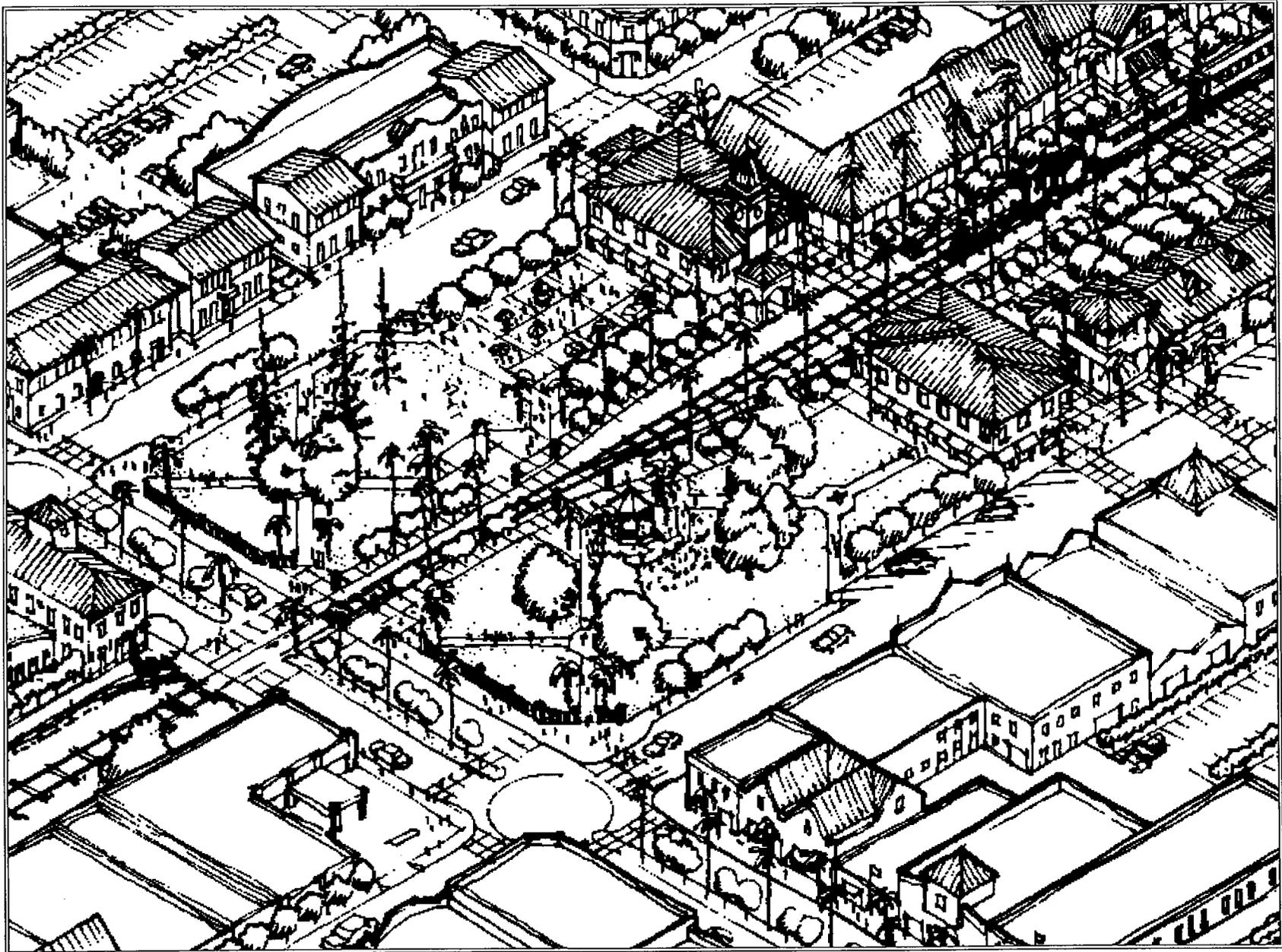


C H A P T E R

PUBLIC IMPROVEMENT DESIGN ELEMENT



## A

## STREETSCAPE STANDARDS AND GUIDELINES

### DESIGN VISION AND OBJECTIVES

Development of the streetscape within the CBD needs to solve identity problems through the use of gateways and well defined pedestrian thoroughfares. Thematic development of these civic elements, must be sensitive to Fillmore's heritage as a small town centered around the citrus industry. The rail road has also been a key element in Fillmore's history and as such it should be celebrated within the CBD streetscape. These landscape guidelines are intended to aid in the development of design themes which are consistent with Fillmore's heritage.

The primary design objectives of the Streetscape Standards and Guidelines are as follows:

1. Promote the development of high quality community street scenes which reinforce the image of "Small Town America's" Main Street.

2. Ease tensions between pedestrian and vehicular traffic.
3. Employ landscape treatments which screen negative views and enhance or enframe positive views.
4. Encourage the creation of high image visual elements which identify the primary gateway (the intersection of Central Avenue and Highway 126) and develops a sense of hierarchy and continuity with secondary gateways.
5. Promote the establishment of landscape themes which unify various areas and building types in the CBD.

The overall vision of the CBD has been organized by a system of hierarchy which establishes a level of importance for the various components. This hierarchy consists of Primary and Secondary Gateways, Primary and Secondary Pedestrian Zones and Important Intersections.

### GATEWAYS

#### PRIMARY GATEWAY

The primary gateway occurs at the intersection of Central and Highway 126. This link between the CBD and Highway 126 is presently identified by the Fillmore sign which, as good looking as it

is, still fails to define this major point of entry. To let people know that there is something beyond, along Central, the Primary Gateway must be something of distinction announcing a point of arrival. It should function as a landmark element at the key point of entry from the major traffic artery. The existing Fillmore sign or a new sign must be an integral part of a complete design for this intersection.

The street corners provide the opportunity to announce the presence of Fillmore. Landscape treatments should be bold relating to highway traffic yet refined in detailing at the pedestrian level. Materials such as paving, light standards, planter walls, bollards, trees and shrubs all should be selected and laid out so as to emphasize this as the primary gateway to Fillmore.

Landscape treatments along Highway 126 play an integral part of the design and success of the primary gateway as a visual element which draws visitors into the CBD. Currently a number of mature palms exist along the Highway 126 approach to the proposed primary gateway. Unfortunately the dramatic nature of these palms tends to lessen the impact of the primary gateway. Landscape treatments on the approach should be simple and secondary in nature to the treatment at the gateway. The approach landscape should have a strong sense of greenery contrasting with the appearance of the rest of Highway 126. This would provide a pleasant foreground announcing the gateway's presence.



### SECONDARY GATEWAY

Internal gateways are significant points of entry to the CBD located away from Highway 126. External secondary gateways are located along Highway 126. The internal gateways occur at intersections and link the CBD to central park and the north end of town. External secondary gateways punctuate Highway 126 and help to identify Fillmore's CBD for thru-traffic.

Internal gateways provide the opportunity to reintroduce theme elements, however care should be taken to provide a sense of hierarchy with the primary gateway. These spaces should be designed

to celebrate the pedestrian and to slow down vehicular traffic. External gateways should be detailed with theme elements in a manner which is easily recognizable by Highway 126 traffic. The design should support the primary gateway and not compete with it. Care should also be taken to buffer the pedestrian from Highway 126 traffic.

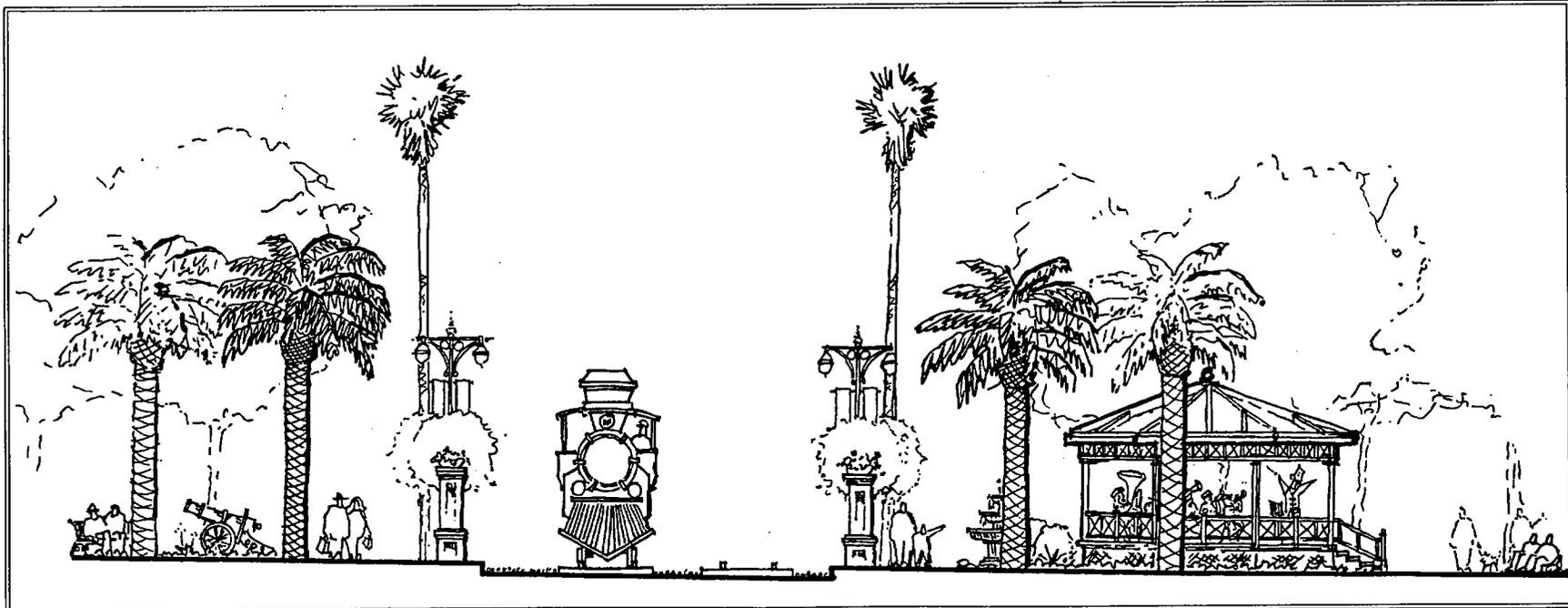
### PEDESTRIAN ZONES

#### PRIMARY PEDESTRIAN ZONE

Crucial to the downtown experience these pedestrian circulation spaces provide continuity and the "Small Town" identity for the CBD streetscape scene.

*Existing Improvements* - Currently this zone is isolated to Central Avenue between Main and Sespe. Recently renovated, this street scene provides a positive pedestrian experience. This street scene should be reflected in the expansion of this zone south to Highway 126. Care should be taken however in the expansion of this zone to avoid some of its negative aspects. The main problem is a visually cluttered appearance. This may be corrected in the expansion by:

- a. Reducing the quantity of pre-cast planters and selectively re-focusing their use at key locations such as entries or gateways.



CENTRAL PARK LOOKING EAST



- b. Creating a better integration of raised planting areas with the sidewalk and curb.
- c. Simplification of the plant palette and the use of bold plant materials and planting concepts achieved by mass plantings.
- d. Simplification of paving patterns. Encourage the use of paving materials to define areas such as entries, corners and crosswalks rather creating individual compositions on the ground that do not relate to the hierarchy of the design.

*Expansion* - Currently Central Avenue between Main and Highway 126 functions as a secondary pedestrian zone. It lacks the definition of Central Avenue between Sespe and Main streets. In order to link the CBD to Highway 126, this southern section of Central needs to be upgraded to a Primary Pedestrian Zone.

*Design* - Design objectives for the upgrade of this section would be as follows:

- a. Create a greater sense of separation between pedestrian and automobile by:
  - 1. Supplementing the existing street tree planting of Queen Palms with a canopy tree planting.
  - 2. Provide raised planters with mass plantings.

- b. Develop a strong sense of continuity between existing and new construction by:
  - 1. Repeating landscape elements such as paving and wall materials, light standards, and plant materials.
  - 2. Integrating the detail of the above elements with the existing details. Care should be taken, however, to avoid the undesired quality in the existing created by the over use of unrefined detailing.
- c. Establish landscape patterns and themes which respond sympathetically to those established in the existing streetscape and building masses. These rhythms should be strong enough to unify the diversity along Central and lead the visitor into the CBD.
- d. Develop space allocations which discourage excessive vehicular speed and provide pedestrians with a safe and comfortable environment within which to casually stroll. This could be achieved by:
  - 1. Expanding pedestrian zones at corners. This funneling effect of vehicular traffic at intersections would reduce vehicular speeds within the CBD.
  - 2. In order to develop a street scene which provides a positive pedestrian experience emphasizing socializing walkways should

have a minimum width of 10' including space allocation for street amenities such as trees, lights, furniture etc.

#### SECONDARY PEDESTRIAN ZONE

*Location* - All pedestrian zones within the CBD not identified as primary pedestrian zone shall be defined as secondary pedestrian zones.

*Function* - The primary function of these zones is to provide for pedestrian circulation to and from and within the CBD.

*Design* - The design of these zones should be subordinate to the primary pedestrian zones. There detailing should incorporate elements from the primary pedestrian zones in order to provide continuity within the CBD. In general however, these zones should be less urban and more landscape oriented. The development of well defined street tree plantings is crucial to the success of these zones. Care should be taken to integrate these zones with the secondary gateways. The key objective is to provide the pedestrian with ease of circulation and a sense of security from vehicular traffic. In order to accommodate pedestrians with a safe smooth flowing walkway system widths should be a minimum of 8' including space allocation for street trees.



## IMPORTANT INTERSECTIONS

In all cases, intersections should clearly define pedestrian zones which occur within the road way.

### INTERSECTION AT A PRIMARY PEDESTRIAN ZONE

*Location* - For these area locations see CBD Heirarchy Zone Map.

*Function* - The intent should be to reduce vehicular traffic speed and make drivers aware of pedestrians. When drivers are in the intersection they should sense that they are in a pedestrian zone.

*Design* - These intersections should be designed with a more enriched quality than those at secondary pedestrian zones. The use of specialty paving within the intersection as well as the crosswalks is encouraged. Material selection should be such that a contrast between crosswalk and intersection roadway is easily recognizable. Street corners which project the sidewalk into the roadway help to identify the intersection and create better sight lines between drive and pedestrian. Drooping the curb face at these corners smoothes the flow of pedestrian traffic and provides for disabled persons access.

### INTERSECTION AT A SECONDARY PEDESTRIAN ZONE

*Location* - For these area locations see CBD Heirarchy Zone Map.

*Function* - The primary goal is to provide safe crossing for pedestrians. A secondary goal would be to re-introduce the CBD theme.

*Design* - The use of specialty paving is encouraged to establish the theme throughout the CBD. Design development should be such that there is a sense of hierarchy with the intersections in the primary pedestrian zones. Integration with these intersections and the rest of the streetscape could be achieved through the use of common materials.

### INTERSECTION AT CENTRAL.

*Location* - At Central Avenue the rail road easement intersects both pedestrian and vehicular traffic.

*Design* - Celebrate this rail road crossing - this is where the driver and pedestrian are directly confronted with the rail road theme. Definition of this area could be achieved by:

- a. Development of secondary gateway. Having this gateway development on the east and west sides of Central Avenue would define the edges of this zone. Care should be taken to integrate the required rail road signalization into these gateway developments.
- b. Enhanced paving at the intersection or all of Central Avenue between Main and Santa Clara Streets.

### RAILROAD PASEO EXTENSION AND ENTRY DEVELOPMENT

*Location* - The railroad easement on the west side of Central Avenue provides the opportunity for development of a Paseo.

*Function* - This Paseo extension would make a crucial connection between the CBD/Railroad Property and the west end of Fillmore. An extension of the existing bike path which presently ends at 'A' Street would provide a pure non-vehicular thoroughfare into the CBD, this zone would provide resident cyclists and pedestrians with recreational opportunities as well as an excellent smooth flowing path system west of 'A' Street.

*Design* - The point of entry on Central should be identified in a urban manner as the park and promenade are on the opposite side of the street. Once beyond this point of entry as the user moves west the path should be detailed and planted to match the existing path system west of 'A' Street.

## DESIGN MATERIALS

The previously described heirarchy of design componets is important to the proper development of the CBD, however, if these componets are designed with materials inconsistent with the historic fabric they are doomed to fail. It is therefore crucial that materials common to the style of historic Fillmore be utilized.



## STREET FURNITURE

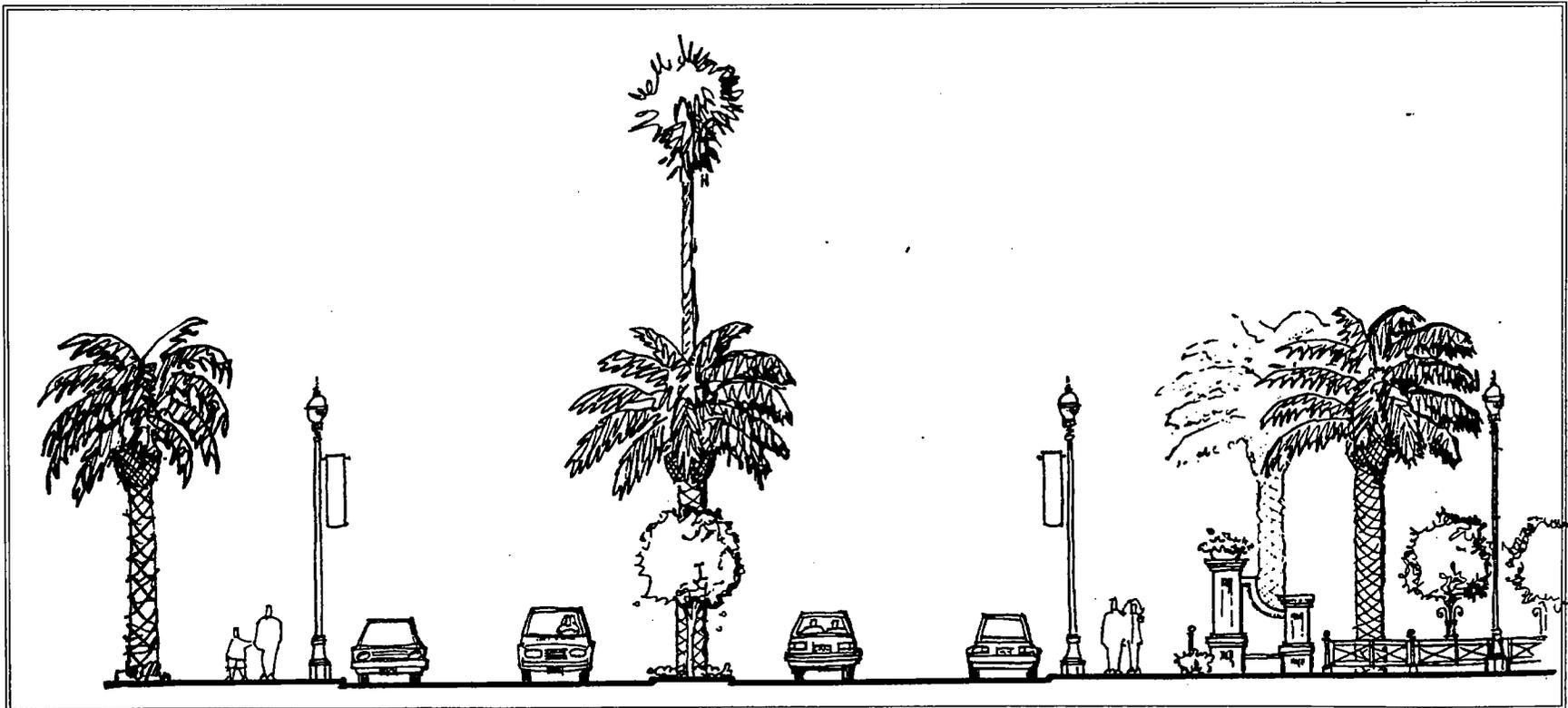
### BENCHES

*Existing*- Precast backless concrete benches are currently located approximately 3' off the curb along Central Avenue's diagonal parking areas. These benches are oriented parallel to the street, typically surrounded by precast planters all of which are located on brick paving adjacent to a concrete sidewalk. The brick works well to define the seating area from the pedestrian circulation zone.

*Placement* - New benches should be of a cast iron or steel type. The new benches should replace the existing concrete benches. They should only be placed in spaces where they are anticipated to be utilized. These spaces should only occur in 'Primary Pedestrian Zones'. Spaces in which they are located should be well defined providing pedestrians with a pleasant place to rest.

### LITTER RECEPTACLES/ASH URNS

*Existing* - Precast concrete litter receptacles are currently provided along Central between Main and Sespe. Their design reflects the precast concrete planters. These elements, although consistent in form, lack continuity because of their placement. They would be better defined by placement on brick paving similar to the benches. A greater sense of organization could be achieved by maintaining placement on one side of the sidewalk.



CENTRAL AVENUE LOOKING NORTH



**Placement** - Existing litter receptacles should be matched in the streetscape expansion. Their placement should be modified as follows:

- a. Integrate their placement into the overall streetscape by creating a better sense of organization through the pattering and aligning of elements.
- b. Avoid placement adjacent to buildings where the top of the litter receptacle is higher than the bottom of the window sill.

#### PRECAST PLANTERS

**Existing** - Precast concrete planters in a variety of sizes, consistent however in design shape are currently located along Central Avenue between Highway 126 and Sespe. The planters on the south section between Main and Highway 126 look out of place without the other elements of the streetscape evidenced at the north end. The placement of the existing planters in casual groupings of varying heights lacks the formal quality necessary to reinforce the historic theme.

**Placement**- New planters should match the existing, however their placement should be modified as follows:

- a. Planters should be of a scale appropriate to the space - avoid having small planters in a sea of paving.

- b. The use of planters securely set on walls and pilasters is encouraged.
- c. When planters are used on paving consideration should be given to the slope - avoid placement on slopes greater than 2%.
- d. Formality in their placement is encouraged rather than casual groupings.
- e. One large planter is encouraged over the use of a group of smaller planters. This provides a cleaner less cluttered look and also simplifies maintenance.

#### BOLLARDS

**Design** - Currently bollards are not present in the existing Central Avenue streetscape, however, their use in new developments is recommended where appropriate.

- a. Application - For edge definition which is penetrable by pedestrian traffic.
- b. Style - A reflection of the small town/railroad theme and a style integrated into the specific development. Cast Iron type - Common at the turn of the century, this material if sensitively detailed could reflect the theme. It could be integrated to other elements such as Benches, Light Standards, W.I. Fencing, Arbor Guards and Tree Grates.

**Placement** - Bollards could be used in the following ways to provide spatial definition.

- a. At street corners
- b. Around focal elements
- c. At gateways
- d. As a linear edge treatment

#### TREE GRATES AND ARBOR GUARDS

**Design** - Currently these elements are not present in the existing Central Avenue streetscape, however their incorporation into the existing and new developments is encouraged. Cast iron grates and arbor guards are recommended so as to reflect the railroad theme. Their detailing should be stylized to that which was common at the turn of the century.

**Placement** - Utilized in conjunction with the placement of street trees these elements punctuate the street scene. They should do so in modular spacings proper to the streetscape and those specific building developments.



## THEME LIGHTING

### POLE LIGHTS

*Existing* - Currently Central Avenue from Sespe to Highway 126 has theme pole lights. They are historically styled acorn type fixtures which occur as signal and double lamps alternating along the street. Both types of fixtures are on 14' tall theme cast iron poles.

*Recommendations* - In order to create a greater sense of repetition, single lamp fixtures should be replaced with double lamp pole lights and additional double lamp pole lights should be added to satisfy

the recommendation for a maximum spacing of 50 feet between poles. If the cost of this improvement becomes prohibitive, the City may consider adding additional single lamp poles at the preferred 50 foot increment.

#### Placement -

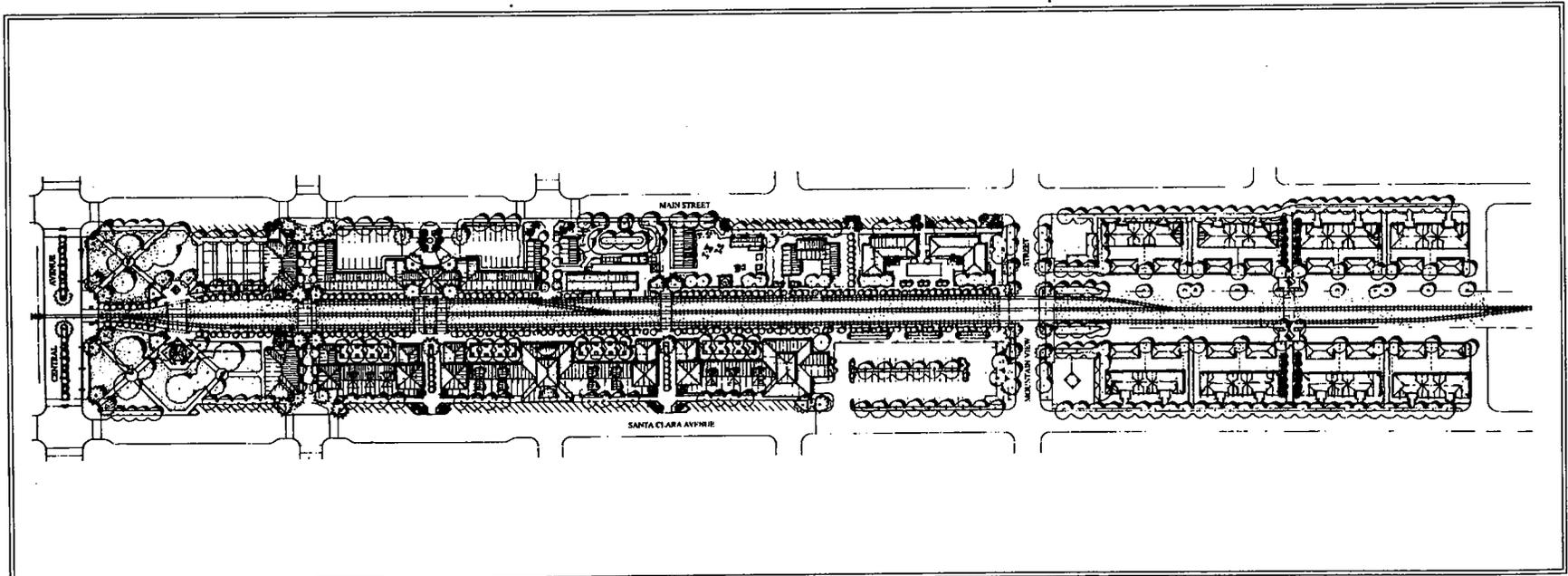
- a. Primary pedestrian zones should have double lamp pole lights to match existing. These should be spaced at a maximum of 50 feet apart.
- b. Secondary pedestrian zones should have signal lamp pole lights to match existing.

These should be spaced at a maximum of 50 feet apart.

- c. Primary and secondary gateways should have double lamp pole lights to match existing spaced as required to integrate with the gateway development.

#### Banners/Flags

Pole lights provide an excellent opportunity to display flags or banners for special holidays and events. All necessary hardware should be integrated into the pole design.



RAILROAD PLAN LANDSCAPE CONCEPT PLAN



**PILASTER LIGHTS**

*Design* - Though currently not utilized in the Central Avenue streetscape, pilaster lights may be appropriate at gateway developments. Lights integrated into the design of pilasters provide the opportunity for entry identification at night.

*Placement* - These elements should be selectively used in the CBD and done so with a sense of hierarchy between primary and secondary gateways.

**LANDSCAPE LIGHTS**

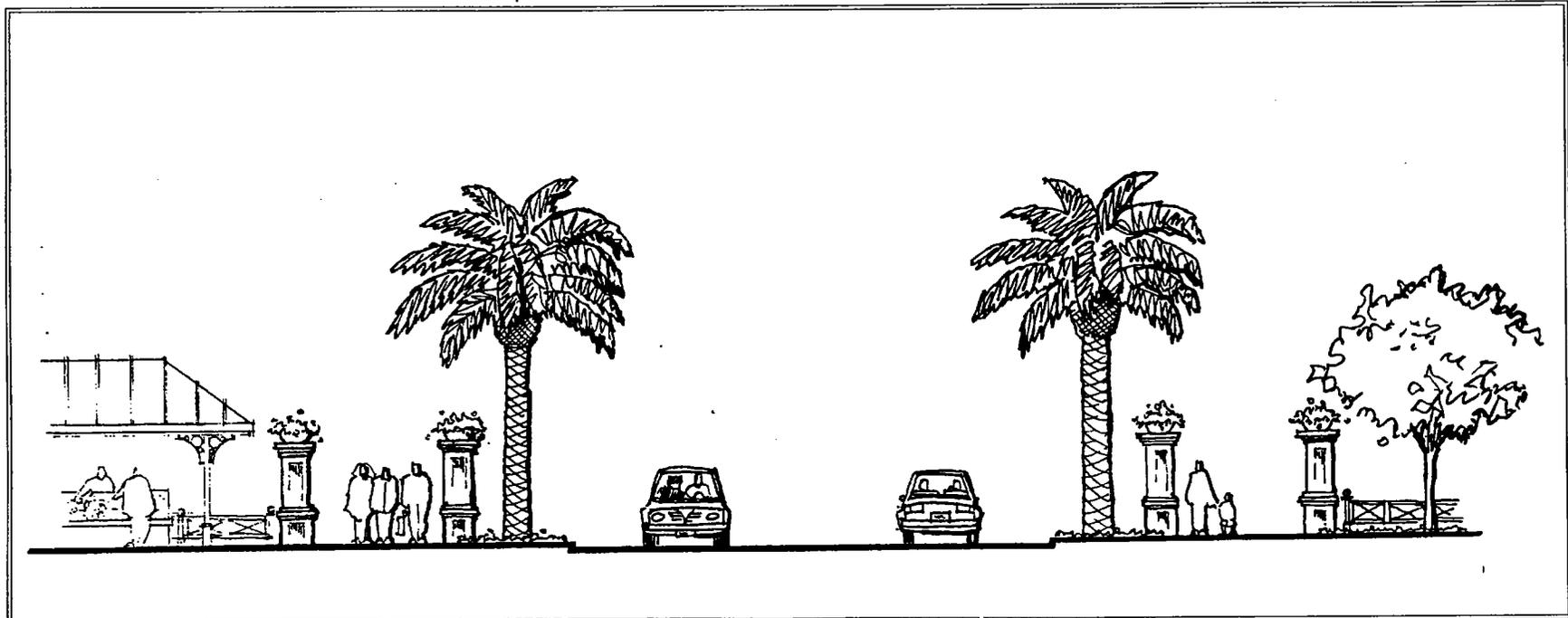
*Architectural Feature Lighting*

- a. *Function* - Architectural features such as pavilions, gateways, special building features, fountains, and monuments could all be elements of interest at night if properly illuminated.
- b. *Design* - To properly light these features care should be taken to hide the light source and select fixtures which provide the right amount of light. Care should be

taken to select fixtures which are vandal resistant.

*Plant Specimen Lighting*

- a. *Definition* - The lighting of plant material which is significant in terms of lighting design.
- b. *Design* - Specimen plant material located at gateways and other focal areas should be up-lighted to create emphasis at night. Street trees which march along primary pedestrian zones should also be up-lighted



MOUNTAIN VIEW STREET LOOKING NORTH



but with less intensity so as to lead the pedestrian through the space.

- c. Fixture Selection - High and low pressure sodium lights should be avoided because of the negative color effect on foliage. Mercury vapor and metal halide are highly efficient lights which have a positive color effect on foliage. Vandal resistant flood lights located in planting areas and well lights in lawn and paved areas are recommended.

#### PAVING - SPECIALTY

*Existing* - The present streetscape along Central consists of a combination of materials.

- a. Crosswalks - Natural concrete bands surround the crosswalk field of red colored concrete stamped with a brick pattern. The exception of this scenario occurs on Central at mid-block between Main and Sespe. Here the crosswalk is brick with no borders adjacent to the asphalt paving.
- b. Sidewalks - Central between Sespe and Main Streets - A combination of brick in a basket weave pattern and natural concrete paving scored in a grid pattern are the materials which compose this paving design. The brick paving primarily defines seating areas, corners and gateway areas while the rest of the sidewalk area is concrete.

*Recommendations* - Simplification of the edge between brick and concrete. Care should be taken to avoid a combination of too many jogs and curves which tend to create a sense of confusion.

- Central between Main Street and Highway 126 - The scored concrete paving from the northern part of the streetscape continues south to highway 126. Brick however, is not included in this paving system.

*Recommendations* - The concrete paving lacks the richness to define this area as a primary pedestrian zone. Therefore, the introduction of brick into this paving would enrich the zone and create a greater sense of integration with Central Avenue between Main and Sespe Streets.

*Function* - Specialty paving areas should be used to define and enrich spaces. Paving patterns should not be so detailed as to create confusion in regards to the true focus of the space that being adjacent architectural elements.

*Design* - Simple bold applications of specialty paving which create a strong sense of definition and an enriched quality for the space are the primary design intents. Care should be taken to integrate with the existing paving on Central between Main and Sespe Streets.

*Material* - In order to create a strong sense of continuity within the CBD the proper selection of paving materials is crucial for theme establishment.

Specific materials and their proper applications are described below:

- a. Brick - Already established within the CBD this specialty paving material was utilized at the turn of the century and would therefore work well for theme establishment. The use of contrasting colors of brick to create pattern details is encouraged in order to relate to the existing. However, this should be done with a great deal of restraint so as not to create confusion.
- b. Textured/Colored Concrete - Unfortunately this material has already been utilized for brick patterned crosswalks in the CBD. The fact that this material is trying to be something that it is not tends to reduce the authenticity and strength of the theme within the CBD. Potential applications do occur with it's use for large paving areas such as the centers of significant streets. For these applications, colors and textures should be selected which complement the brick and reinforce the theme.
- c. Exposed Aggregate Concrete - The use of this material is not encouraged because of the contemporary appearance it can portray. Its use as a substitute for decomposed granite when an impermeable surface is desired may be appropriate. With this type of application however, special care should be taken to select the proper aggregate and provide the appropriate finish.



- d. **Tile** - Selective use of this material is encouraged for a greater sense of emphasis in those areas where brick is the basic paving material. Special attention should be paid to the selection of tiles which have an old world appearance and that complement the brick paving.
- e. **Stone** - The application of this material should be reserved for those areas where a material richer than brick is needed. Care should be taken to select stone which integrates with the adjacent paving materials.
- f. **Asphalt and Concrete Pavers** - While these materials were not common at the turn of the century they are often successfully used on historic renovation projects. A number of potential applications occur within the CBD such as the centers of significant intersections and as a paving material on key streets. Paving unit shapes, colors and textures should all be sensitively coordinated with existing brick and natural concrete paving materials.

#### PAVING - TYPICAL

*Existing* - Except for the streetscape development on Central between Sespe and Main Streets the CBD streets are paved with asphalt. The sidewalks are concrete in a variety of widths and straight line configurations; either adjacent the curb or with a parkway.

*Function* - The primary purpose for typical pavings in the CBD is circulation both vehicular and pedestrian. A secondary goal is to make a transition from the CBD to the rest of the community of Fillmore.

*Design* - These secondary pedestrian and vehicular areas should be designed in a manner typical for the rest of the community. However, within the CBD, nodes such as intersections and gateways should be designed with the incorporation of the selected specialty paving materials thereby defining the CBD.

*Material* - The typical paving materials weave the CBD into the rest of Fillmore's community fabric. The detailing of these materials should be such that it reinforces the CBD's theme.

- a. **Asphalt** - Low cost and typical to the vehicular circulation ways, this material should continue to be used to pave the typical roads.
- b. **Concrete** - Sidewalks should continue to be paved with natural concrete, however within the CBD, scorelines should be grided off in smaller modules so as to give a more old time quality.

#### WALLS AND FENCES - THEME AREA

*Function* - These architectural elements provide the opportunity to make a stylistic statement as to the theme of Fillmore's CBD. Due to the na-

ture of development in the CBD perimeter theme walls and fences would not be appropriate, however, they could be utilized to define areas such as gateways and feature spaces.

*Design* - Standards for theme walls and fences should be established. Variations of these standards are encouraged to create a sense of hierarchy between applications.

- a. **Height and Scale** - These characteristics should become larger as a greater sense of emphasis is required, consideration should also be given to the viewers perspective - height and scale should be increased as speed of vehicular traffic increases. Positive views should be preserved. This could be achieved through the use of pilasters combined with transparent type fencing such as wrought iron.
- b. **Pilasters** - These become a key element for creating emphasis. By increasing their size or quantity at the termination of a wall or fence a gateway can be created. Intermediate pilasters are encouraged to accommodate height transitions and to break up long expanses of wall or fence.
- c. **Details** - In general, detailing should be consistent with what was common at the turn of the century. Detail should increase in order to create emphasis and provide interest in intimate pedestrian areas where it can be appreciated. Bolder and simpler



detailing should be utilized at locations where primary viewers are in fast traveling vehicles.

d. **Materials** - A combination of brick and pre-cast concrete would make for wall elements which could provide the streetscape with a greater sense of unity. Existing plaster walls occur as an additional element to the streetscape and therefore they do not become a unifying element. In order to integrate with these existing walls some plaster elements should be incorporated. As a material, plaster would lend itself to use on the simpler and bolder type of detailing that's necessary on Central at Highway 126. As a fencing element wrought iron or tubular steel detailed to reflect the vernacular at the turn of the century would be appropriate.

#### **WALLS AND FENCES - COMMERCIAL**

**Perimeter Walls and Fences** - These elements should be designed as an integral component and extension of the building design.

- a. **Location** - All walls and fences located on rear and side property lines shall be the same color and material. They shall be compatible with both adjacent building types.
- b. **Design** - These elements should be designed to integrate with both the specific building style and the overall theme of the CBD. The CBD Zoning Ordinance identifies wall height and setback requirements. Materials should be durable and finished

in textures and colors complimentary to the overall architectural design.

- c. **Prohibited Wall and Fence Materials** - Barbed wire, electrically charged wire fences, plain exposed precision concrete block, plastic materials, corrugated metal, chain link and grape stake fencing are prohibited.

#### *Planter and Decorative Walls or Fences* -

Where building setbacks allow for entry court or plaza developments, decorative walls or fences and planter walls shall all be elements integral to the building design.

- a. **Location** - Decorative walls and fences are encouraged to define exterior spaces. Planter walls can be used within these spaces for seating. Planter walls are also encouraged for use directly adjacent to decorative walls or fences.
- b. **Design** - These elements are an extension of the building and as such their design should directly reflect the architectural style. Where there is a conflict between a building style and the CBD theme, the theme shall take precedence. In these situations, the walls and fences shall be designed to integrate the two.
- c. **Materials** - As an extension of the building, these elements should be constructed

of materials utilized on the building or those which would complement the architecture.

## **MONUMENTATION**

Special landscape architectural features should be reserved for key locations such as gateways.

#### **PRIMARY GATEWAY**

This culmination to the primary pedestrian zone on Central Avenue should be designed with elements from the streetscape as well as the introduction of features which would identify this as the primary gateway to Fillmore's CBD. Such features should reflect the community's identity and be designed in a bold manner which will be easily recognizable by traffic on Highway 126.

*Design Elements* - In order to develop the proper monumentation for this primary gateway, consideration should be given to the incorporation of the following design elements.

- a. **Specialty Paving** - A material which emphasizes this area from the rest of the primary pedestrian zone.
- b. **Pilasters/Sign Walls** - Constructed of a material and detailed in a manner which is striking and elegant with the incorporation of light for identification at night.



- c. Bollards - These elements could be used to identify corners and provide a barrier between pedestrian and vehicular traffic.
- d. Planting - The design of planting should relate to the rest of the CBD's planting theme. It should make this gateway a more comfortable place for the pedestrian while being bold enough to distinguish this area from the rest of Highway 126. The use of groups of palms tall enough to be skyline elements is encouraged so that this primary gateway will be easily recognizable from up and down Highway 126. This type of treatment must be coordinated with present and future landscaping along Highway 126. Existing palms along Highway 126 should be relocated to the gateway location or removed and replaced with a canopy type tree which would contrast with the gateway palm planting.

*Design Integration* - As the main gateway to the CBD's theme, it's integration into this theme is crucial. A well integrated relationship between the gateway and the streetscape must be developed.

#### SECONDARY GATEWAY

Only those secondary gateways which lead into specific areas should receive monumentation. Those areas being:

- a. *Central Park*
- b. *Historic Rail Road Development*
- c. *Paseo Development*

Monumentation at these gateways should be pedestrian scaled with the exception of the park which should be scaled to vehicular traffic along Central Avenue.

*Design Elements* - Those elements utilized for primary gateways should be incorporated into the design of secondary gateways, however, care should be taken to reduce the quantity and or scale of theme elements. In order for the monumentation to have an authentic turn of the century quality, the signage element should not be too bold. A dedication or historic plaque integrated into a pilaster would be appropriate. At the park, the signage element should be a bit more prominent but other elements should be consistent.

*Design Integration* - As secondary gateways to and through the CBD's theme, their integration into this theme is crucial. Streetscape elements must be incorporated into their design. There must be a sense of consistency between these secondary gateway developments.

# B

## CENTRAL PARK CONCEPT PLAN

The design and development of Central Park will be critical to the successful implementation of the Public Improvement Element. Central Park and the buildings facing onto Central Park will become the new "center" of town. Visitors arriving at Central Park along Central Avenue should have a clear sense that this is the center of town.

The expanded park will encompass approximately 1.4 acre at the western end of the Railroad Property. Central Park, which will feature flower beds, benches, paved walkways, expanses of lawn, shade trees, and a hardscape plaza. The existing cannon and an enhanced bandstand will become focal points, as will a new pedestrian railroad track. A highlight will be the creation of a "promenade," which will begin at the eastern edge of the park and continue beside the tracks up to Mountain View Street. The promenade is intended to attract pedestrians, shoppers and diners into the park and further on into the activity areas within the Railroad Property. The massing of monuments and plant material and the detailing of elements should reach its peak within the park.



The conceptual design for Central Park is based on the following design goals:

- Celebrating the relationship with the railroad and the Railroad Property.
- Providing an invitation and sense of entry from Central Avenue, through the Park into the Railroad Property development.
- Allowing visibility and a positive relationship with the Feature Buildings on the Railroad Property.
- Providing opportunities for various civic functions and general passive recreational activities.
- Providing shade trees for public enjoyment.

The conceptual design plan for Central Park accomplishes these goals through the following specific elements and design features:

#### **PARK/PROMENADE ENTRY**

Symmetrically located around the railroad tracks at Central Avenue, occurs the major entry to the Park and the beginning of the Promenade toward the Railroad Property. This primary intersection should be emphasized with monument columns, special paving, bollard, special lighting and a circumference of Canary Island Date Palms. Extending from the central entry monuments to the corner entry monuments along Central Avenue is

a decorative iron fence which matches the fencing along the promenade. Hedge plantings along the fence will provide a buffer between the Park and the automobiles on Central Avenue.

#### **RAILWAY PROMENADE**

The promenade toward the Railroad Property progresses through Central Park on both sides of the railroad tracks. A continuous three foot high iron fence separates the pedestrian walkway of concrete and brick from the railroad tracks. along the promenade is a linear arrangement of Mexican fan palms, Crape myrtle trees and double headed light pole fixtures and steel benches. If determined to be inappropriate for movie industry purposes, the Mexican fan palms can be deleted from the plan for the promenade.

#### **CORNER ENTRY**

The corner entries to the Park at the Central/Santa Clara and Central/Main Street intersections, should be a scaled down version of the main entry statement, as described above. These two areas should feature entry monuments, columns, special paving, bollard, and special lighting. The entries should be flanked with Canary Island Date Palms.

#### **CENTRAL PARK PEDESTRIAN RAILROAD CROSSING**

A celebrated pedestrian railroad track crossing should be developed that aligns with the Bandstand and Cannon Monument on either side of the rail-

road tracks. this crossing should be emphasized with entry monuments, columns, special paving, bollards and special lighting.

#### **BANDSTAND**

The Bandstand should be in a more central location within the park and should be reconstructed to a larger size with more refined architectural details. The enhanced Bandstand should be placed on the south side of the railroad tracks, aligned with the pedestrian railroad crossing. The design should feature a one story structure raised above the park level, surrounded with colorful foundation plantings and flanked with four Canary Island Date Palms.

#### **RELOCATED CANNON**

The existing Cannon Monument should be centrally located within the park on the north side of the railroad tracks, aligned with the pedestrian railroad crossing. The design should feature steel benches, colorful foundation planting and a new base which would be flanked with four Canary Island Date Palms.

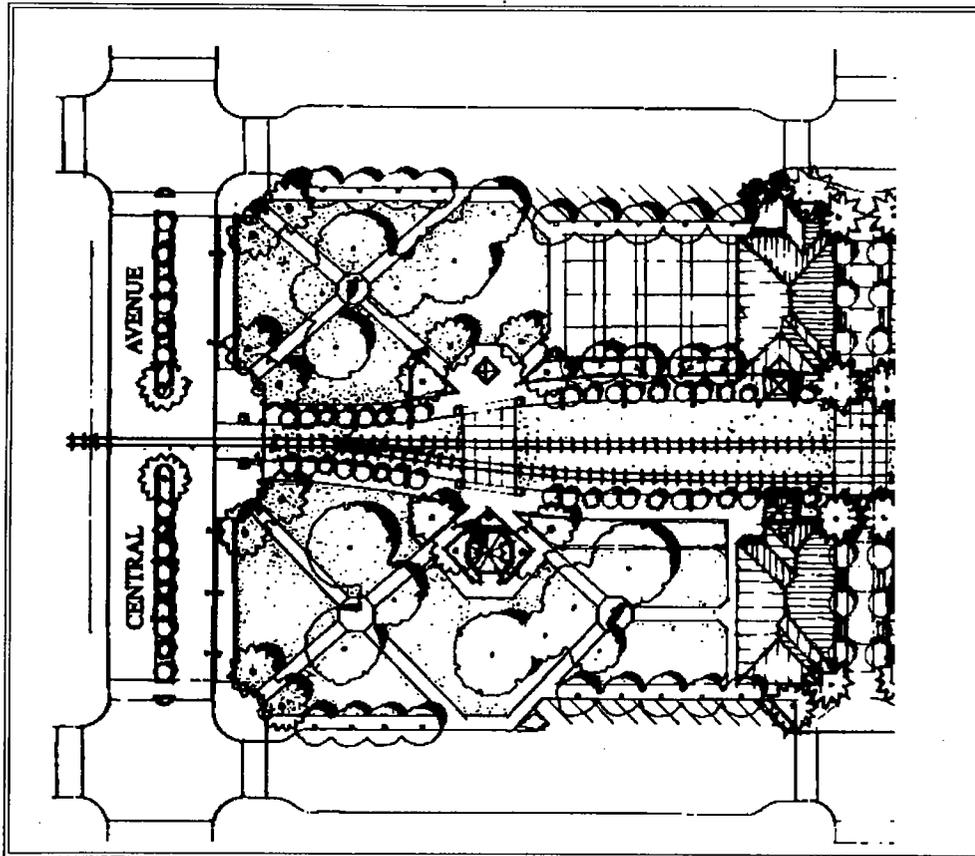
#### **PUBLIC PLAZA AREA**

In front of the Railroad Property Feature Building on the north side of the railroad tracks is a large plaza area that is paved with concrete and brick. Both sides of the plaza area would include medium scale canopy trees such as Carrotwood or similar species.



### LAWN AREA

The park area on the south side of the tracks would be dominated by an open lawn area that is punctuated with random plantings of large shade trees. The majority of existing trees can remain but may be supplemented with additional shade trees as appropriate.



CENTRAL PARK LANDSCAPE CONCEPT PLAN

## C

### PLANT PALETTE

In developing a plant palette for the CBD the intent is to provide flexibility in plant material selection while maintaining a limited selection in order to provide a sense of continuity to the CBD.

#### PLANTING DESIGN

Plant materials should be utilized in simple, bold compositions, complementary to the streetscape, while reinforcing the specific site and proposed development.

*Tree Planting Lists* - The following trees have been selected for their appropriateness to the project theme, climatic conditions, and concerns for maintenance:

#### *Central Avenue and Main Street*

- a. Evergreen Accent Trees

*Phoenix canariensis*  
Canary Island Date Palm



*Washington robusta*  
Mexican Fan Palm

*Washington filifera*  
California Fan Palm

**b. Street Trees**

*Arecastrum romanzoffanium*  
Queen Palm

*Cupaniopsis anacardioides*  
Carrotwood Tree

*Lagerstroemia indica*  
Crape Myrtle

***Palm Street and Fillmore Street***

**a. Street Trees**

*Washingtonia filifera*  
California Fan Palm

***Santa Clara Street***

**a. Street Trees**

*Cupaniopsis anacardioides*  
Carrotwood Tree

***Sespe Avenue at Central Avenue***

**a. Street Trees**

*Arecastrum romanzoffanium*  
Queen Palm

***Railroad Paseo*** - The tree planting along the Paseo should be alternating groves of evergreen and deciduous trees. The entry at Central should be flanked with evergreen accent trees.

**a. Evergreen Accent Tree**

*Phoenix canariensis*  
Canary Island Date Palm

**b. Deciduous Grove Tree**

*Plantanus racemosa*  
California Sycamore

**c. Evergreen Grove Tree**

*Schinus molle*  
California Pepper

***Ground Planting Lists***

The following plant materials have been selected for their appropriateness to the scale of planting areas in the CBD. consideration was also given to maintenance concerns, climatic conditions, and project theme development:

**a. Shrubs**

*Agapanthus africanus*  
Lily of the Nile  
*Carissa species*  
Natal Palm

*Ceanothus species*  
California Lilac

*Cistus species*  
Rock Rose

*Coprosma species*  
Coprosma

*Grevillia noei*  
No common name

*Ilex species*  
Hollies

*Lantana species*  
Lantana

*Lavandula species*  
Lavender

*Ligustrum japonicum*  
Privet

*Liriope muscari*  
Lily Turf



*Myrsine africana*  
African Boxwood

*Myrtus communis*  
True Myrtle

*Nerium oveander*  
Oleander

*Pittosporum speli*  
Pittosporum

*Raphiolepis species*  
Indian Hawthorn

*Santolina species*  
Lavender Cotton

*Trachelospermum jasminoides*  
Star Jasmine

*Xylosma congestum*  
Xylosma

**b. Shrubs - Accent**

*Phormium species*  
New Zealand Flax

*Agave attenuata*  
No common name

*Rosa species*  
Rose

*Citrus nagami*  
Nagami Kumquat  
*Phoenix roebelenii*  
Pigmy Date Palm

*Strelitzia reginae*  
Bird of Paradise

**c. Vines**

*Bougainvillea species*  
No common name

*Pandorea jasminoides\**  
Bower Vine

*Rosa banksiae*  
Lady Bank Rose

*Trachelospermum jasminoides*  
Star Jasmine

*Wisteria sinensis*  
No common name

*Jasminum species*  
Jasmine

*Solanum jasminoides*  
Potato Vine

*Gelsemium sempervirens*  
Carolina Jasmine

*Bignona species*  
Trumpet Vines

**d. Ground Covers**

*Myoporum parvofolium*  
No common name

*Hedera helix-varities*  
English Ivy

*Sedum rubrotinctum*  
Pork and Beans

*Rosmarinus prostratus*  
Rosemary

**e. Ground Covers - Accent**

*Peliargonium peltatim*  
Ivy Geranium  
Annual color



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CHAPTER

PARKING ELEMENT





### INTRODUCTION

This element of the Plan addresses the future parking supply and demand issues in the Central Business District including the Railroad Property. Both public and private parking issues are discussed.

### PARKING GOALS

This element contains distinctive goals and development policies regarding parking that distinguish the CBD from the City as a whole. The CBD is to be pedestrian-oriented. Larger public parking lots, tucked behind structures, are to provide spaces for vehicles rather than small private lots which can dominate the front of a business. The Specific Plan addresses parking needs in the CBD while pursuing goals related to creating a pedestrian-oriented business district. The parking goals are as follows:

- Provide sufficient parking within the CBD to serve CBD businesses.
- Promote convenient parking in larger public parking facilities, rather than in small private lots, to create a "park and walk" environment in the CBD.
- Emphasize pedestrian access to, from and within public parking lots along public sidewalks, paseos or passageways.

- Integrate public parking lots into the neighborhood through proper location, orientation to surrounding uses and connections to the public street or alleys.

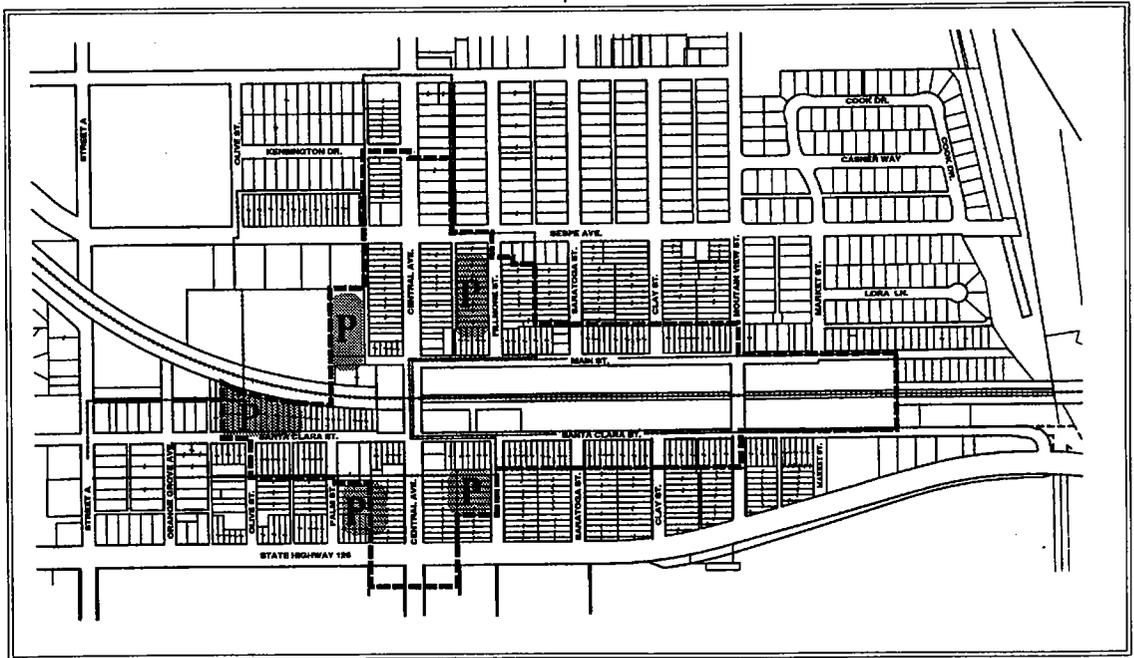
### PARKING PLAN

It is the City's intent to facilitate maximum development of the Central Business District including the Railroad Property. To support this development, this Plan intends to promote continued provision for on-street parking throughout the CBD, and to congregate additional tourist and downtown parking needs in several larger parking

facilities that may be owned by the City or private entity(ies).

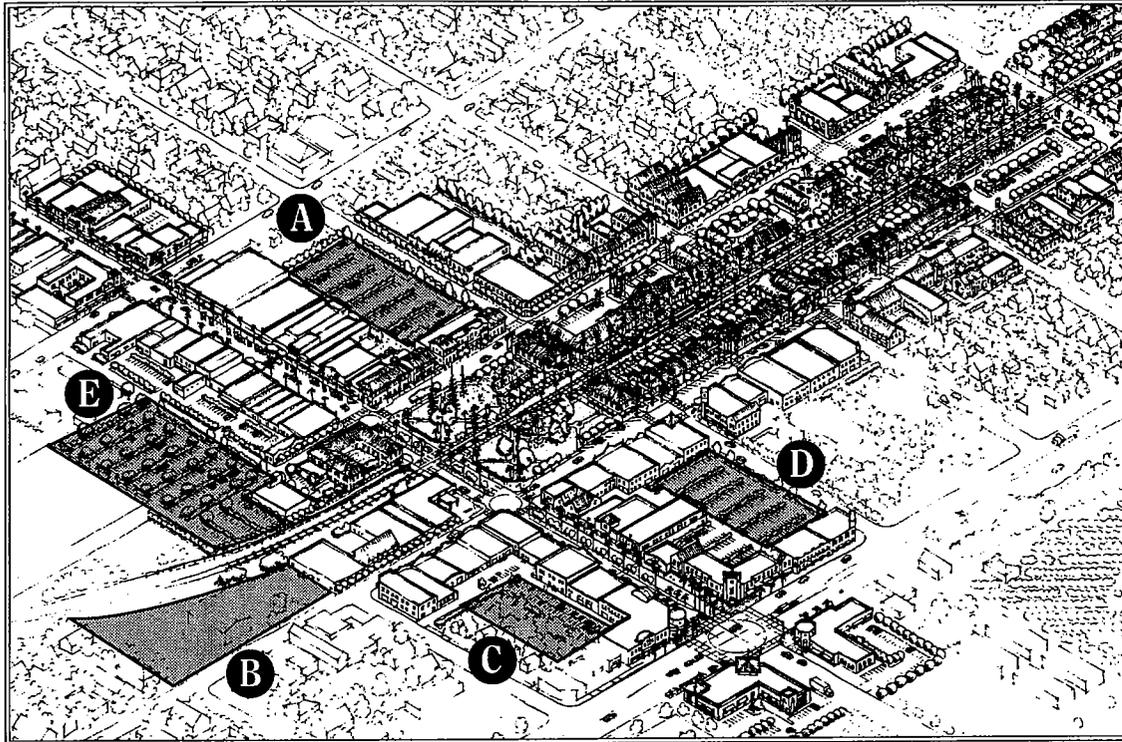
To accomplish this intention, the following parking policies, standards and improvements shall be implemented, as feasible:

1. On-street parking shall be provided throughout the CBD wherever feasible and safe. Diagonal, head-in configuration is preferred for all on-street parking where sufficient right-of-way is present.
2. Five potential locations for new or enhanced public parking facilities are identified:



POTENTIAL PARKING LOT LOCATIONS

FIGURE 6.1



AERIAL VIEW OF POTENTIAL PUBLIC PARKING LOT LOCATIONS

FIGURE 6.2

**Area A** - The vacant lands north of Main Street, between Fillmore street Central Avenue, east of the existing and future commercial development.

**Area B** - The existing Senior Center parking lot and immediately adjacent land to the west along Santa Clara Avenue.

**Area C** - The lands south of Santa Clara Avenue and east of Palm Street, behind existing development which fronts onto Santa Clara and Central Avenues.

**Area D** - The lands south of Santa Clara Avenue and west of Fillmore Street, behind existing commercial development which fronts onto Santa Clara and Central Avenues.

**Area E** - The land west of Central Avenue south of Sespe Avenue, including existing public parking and private property currently outside the boundaries of this specific plan. The approximate locations are shown in Figures 6.1 and 6.2. These lots shall be designed to initially accommodate surface parking, with the potential to build a structure on the lot.

3. Detailed, site-specific parking standards for the Central Business District have been established within the CBD Zone and are applicable to all properties within the Downtown Specific Plan area.
4. Additional off-site parking area(s) shall be developed concurrent with development of the Railroad Property, per the Environmental Impact Report findings. Such parking facilities may be developed through City-sponsored incentives for participating property owners; through purchase by the City, or through the auspices of a Parking District.
5. Off-street parking shall be located behind buildings when ever feasible.
6. As an alternative to the development of new on-site parking, the following options are to be made available to new and expanding developments:

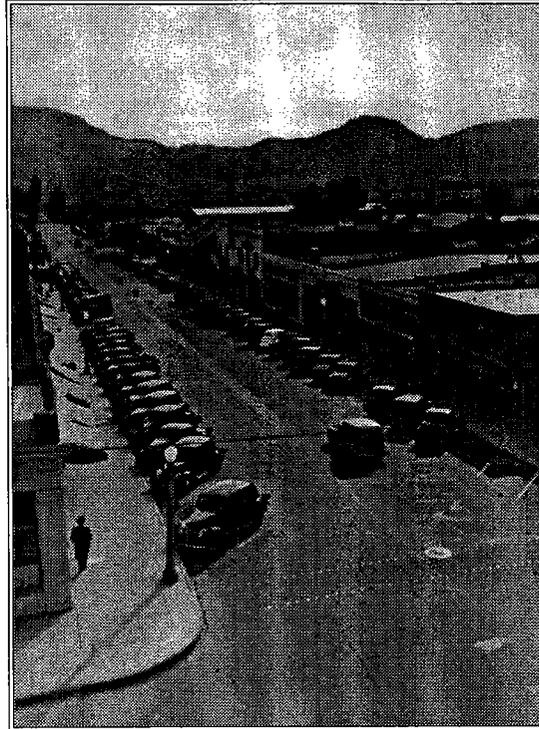


**Parking Modification** - A change of use or development project may apply to the final review authority for a reduction of the Zoning Ordinance on-site parking requirement. Such a request may be granted upon a finding that the parking reduction is justified and no significant effect on the environment would result from the reduction.

**In-lieu Fee** - The City shall establish a Parking District and an in-lieu fee program to provide public parking facilities. The fee would support the development of City parking facilities. The payment of the fee would not result in a reserved parking space(s) for those who pay the fee. This program applies only to commercial properties/developments within the Parking District boundaries.

**Shared Parking** - Shared parking shall be encouraged by requiring reciprocal parking agreements between businesses for the use of existing private parking lots at times when the lot is not active. An example is the use of a between businesses for the use of existing private parking lots at times when the lot is not active. An example is the use of a church parking lot during the week, or a bank lot for evening or weekend use. This option applies to all properties within the Downtown Specific Plan area.

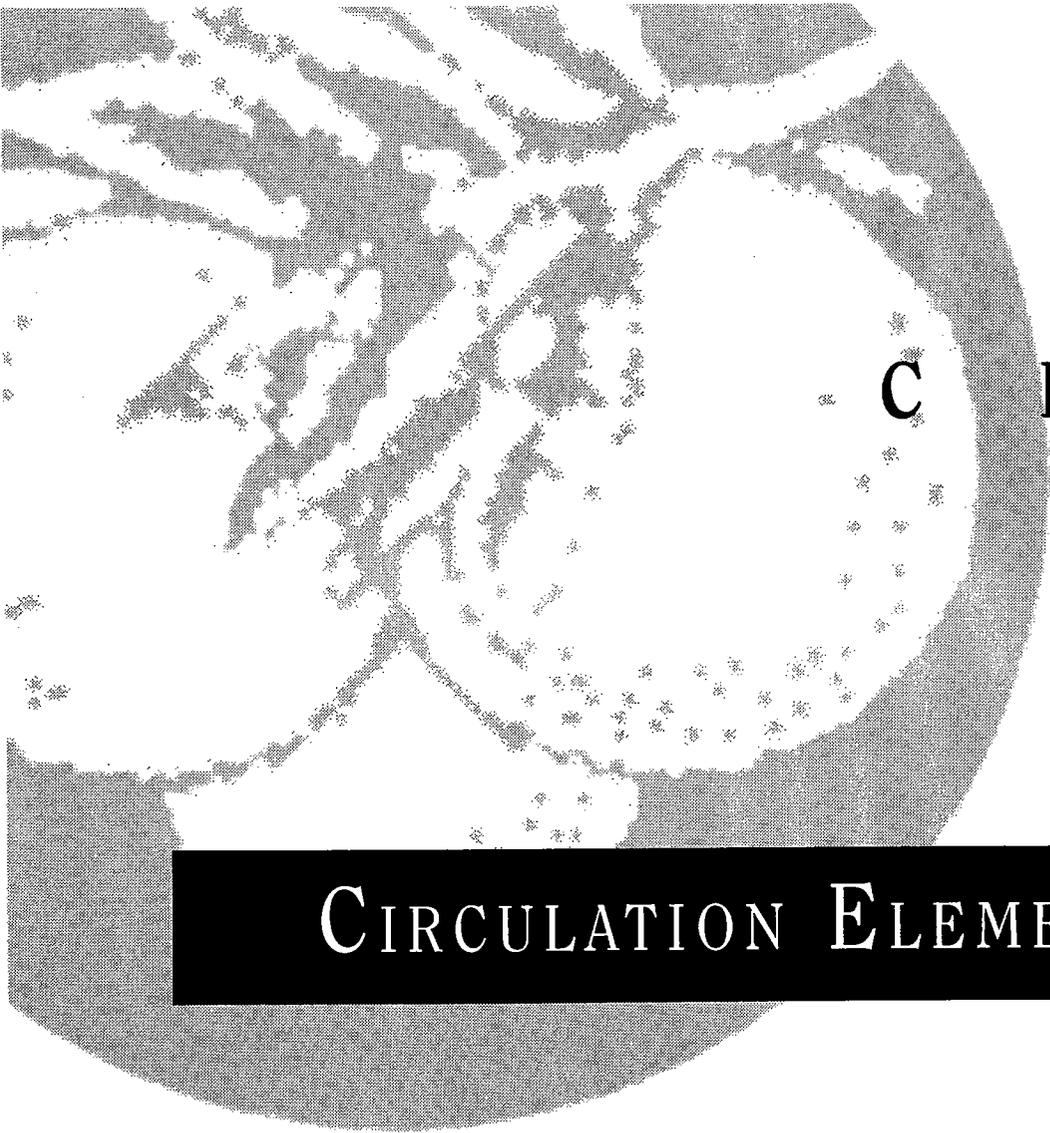
8. Pedestrian walkways or "paseos" shall be provided from public streets to parking lots.



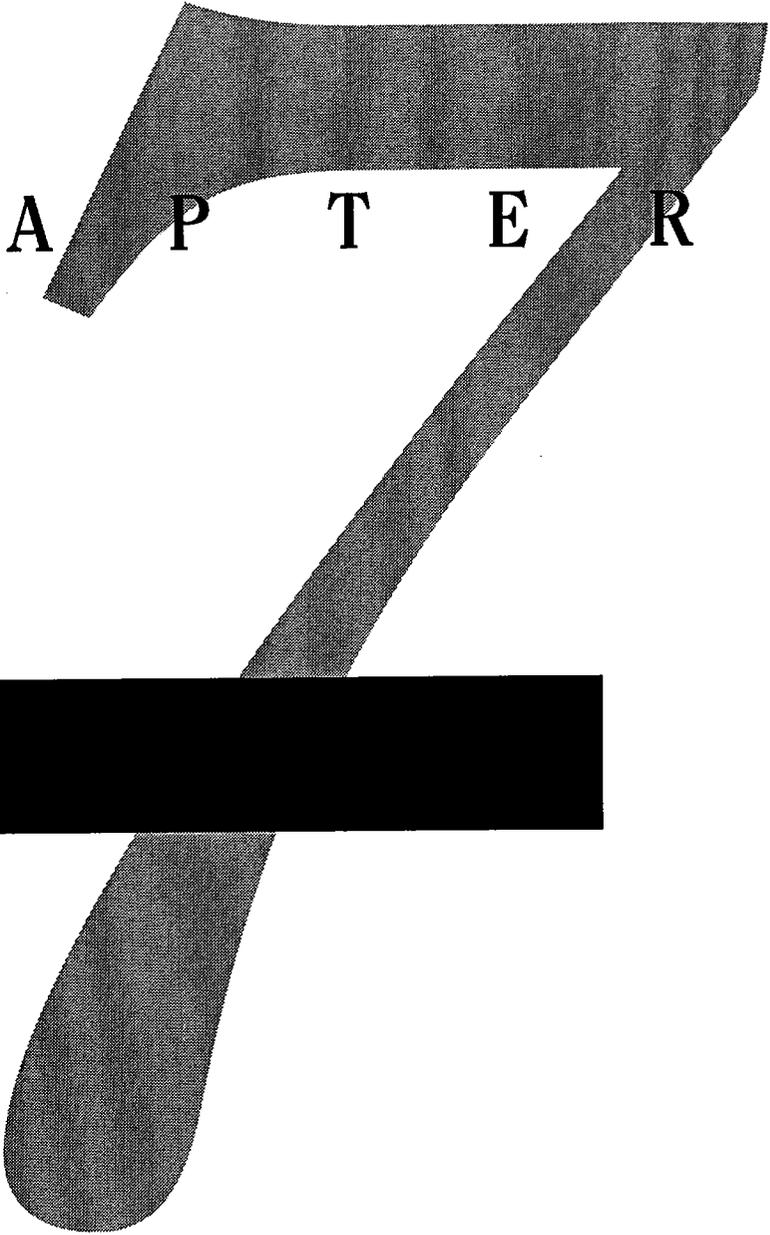
Locations for pedestrian pass-thrus have been tentatively identified in the Circulation Element of his plan.

9. Directory signage shall be provided to off-street public parking lots on major roads.
10. The need for employee parking lots in the CBD or in peripheral areas shall be considered as the development on the Railroad Property progresses.





C H A P T E R



CIRCULATION ELEMENT



## INTRODUCTION

This element of the Downtown Specific Plan addresses transportation and circulation issues in the Central Business District and on the Railroad Property. Automobile, train, pedestrian, minibus and alternative transportation modes are addressed.

The CBD is primarily a pedestrian district. The CBD boundary is established to create a well defined, cohesive area that is defined by "walkable" distances. This condensed area maintains the integrity of the *Mainstreet, Small Town America* concept.

It is assumed that traffic congestion in the CBD is a sign of good patronage and healthy business.

Therefore, pedestrian comfort and convenience are given higher priority than vehicle travel speeds and free flow traffic conditions.

Existing vehicular circulation within the Downtown is characterized by a traditional grid pattern providing safe and convenient access within the Central Business District. The east/west streets in the CBD are: Highway 126 (Ventura Street), Santa Clara Avenue, Main Street and Sespe Avenue. The north/south streets are: Central Avenue, Fillmore Street, Saratoga Street, Clay Street and Mountain View Street, as illustrated in figure 7.1.

Current traffic studies indicate that the road segments analyzed in the Specific Plan area are operating at an acceptable level of service (A-C).

Future development may reduce the level of service along some of the City's road segments. Level of service reductions to unacceptable levels that may be brought about by increases in tourist and local traffic within the CBD would warrant appropriate mitigation improvements.

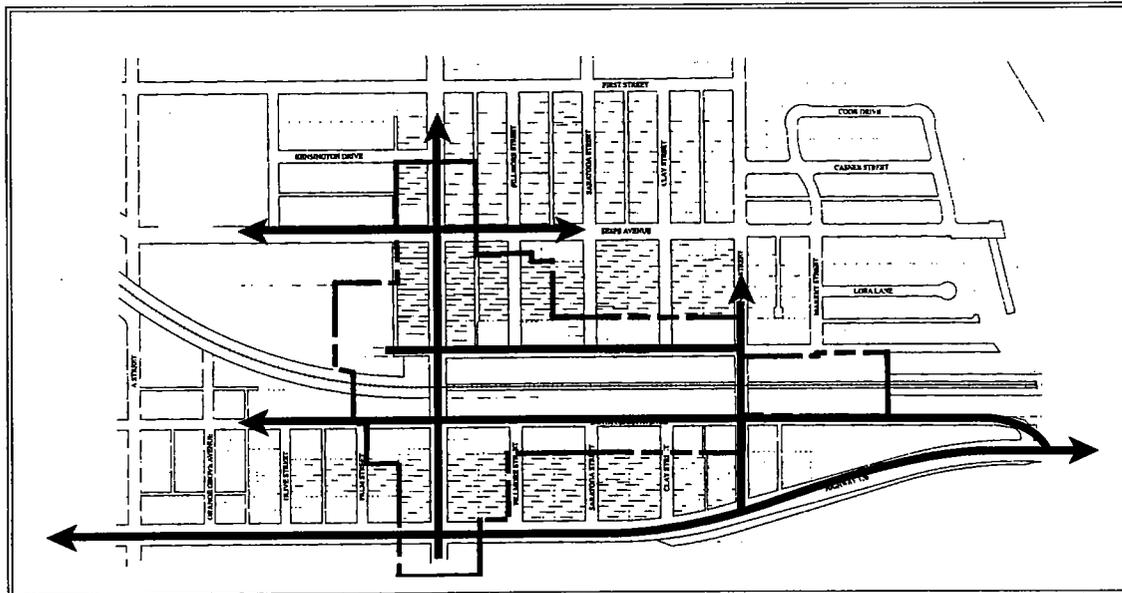
The existing pedestrian circulation system includes public sidewalks along major streets in the CBD, with a notable lack of public sidewalks along the Railroad Property and portions of adjacent areas. This Plan provides for the enhancement of pedestrian circulation within the CBD.

A special form of transportation available in Fillmore is the railroad. Trains currently are limited to amusement uses, but the potential for day trip and commuting services is evident.

## CIRCULATION GOALS

The Specific Plan addresses existing and future transportation and circulation issues while pursuing goals related to creating a pedestrian-oriented business district. The circulation goals are as follows:

- Provide an environment which is oriented toward the pedestrian rather than the automobile.
- Allow a lower level of service on Central Avenue as pedestrian comfort, convenience and safety are of higher priority than maintaining vehicular speeds and free-flow conditions at intersections.



EXISTING CIRCULATION

FIGURE 7.1



- Protect adjacent residential neighborhoods from commercial traffic intrusion.
- Improve signage on Highway 126 to identify the CBD entrance to visitors and passersby.
- Provide directory signage for public parking lots on adjacent streets to minimize vehicular circulation.
- Support and accommodate railroad operations for amusement/day trips, as well as commuting at sometime in the future.
- Develop Central Avenue as a vehicular entrance to the CBD and a pedestrian promenade through the CBD.
- Support the alley system to allow convenient vehicular access which does not dominate the streetscape and which provides secondary vehicular and pedestrian access opportunities.
- Develop a pedestrian promenade from Central Avenue, to the east, through the Railroad Property as an enticing and enjoyable connection between diverse components of the CBD.
- Provide pedestrian pass-thrus between buildings at mid block along Central Avenue to promote pedestrian circulation.

## CIRCULATION PLAN

This Plan presents policies as well as specific improvements for both public and private property in the CBD. Per this Plan, the following polices, standards and improvements shall be implemented, as feasible:

1. Pedestrian Walkways or "Paseos" - These access ways shall be provided between buildings (preferably at mid-block), for access from public streets to public parking lots. Pedestrian pass-thrus shall be provided, as feasible in the approximate locations shown in Figure 7.2. (Mid block along Central Avenue between Main and Sespe and midblock along Central between Highway 126 and Santa Clara.)

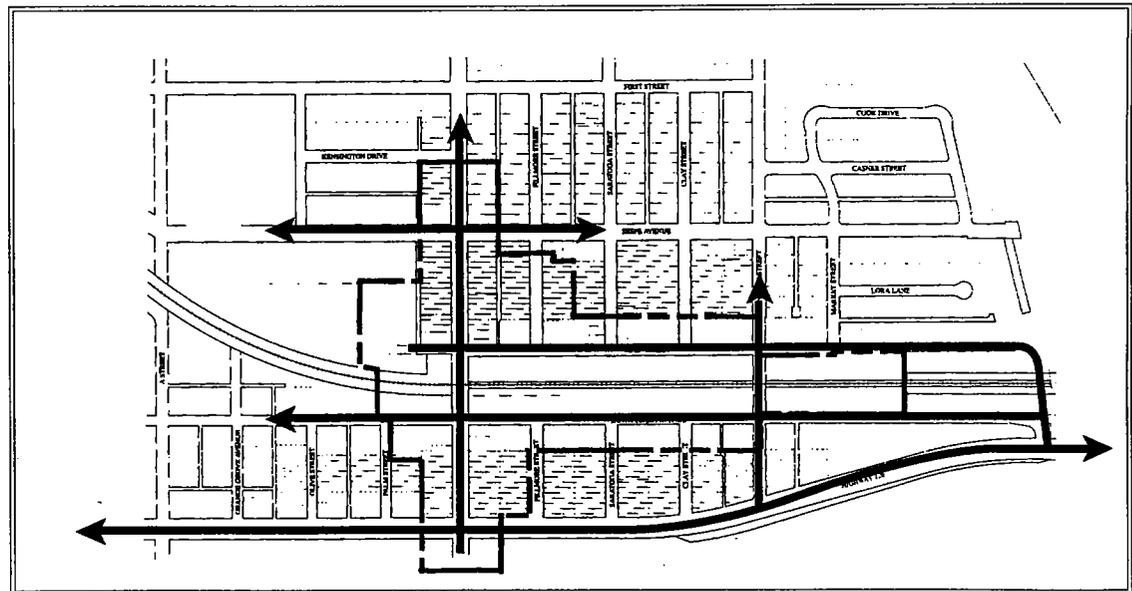
2. Public Sidewalks - All new or redeveloped public sidewalks shall be built to the following minimum widths, as feasible:

Central Ave. - Sidewalks to be ten feet wide.

Main St. and Santa Clara Ave. from Central Ave. to Fillmore St. - Sidewalks to be ten feet wide within the Plan area.

Main Street and Santa Clara Avenue from Fillmore Street to Mountain View Street - sidewalks to be eight feet wide.

3. All development of new City sidewalks shall provide landscaping, lighting, street furniture and rest areas, as indicated in this Plan. (See Chapter 5.)



PROPOSED CIRCULATION

FIGURE 7.2



4. Development and renovation projects on or adjacent to alleys shall provide an orientation and access to the alley.
5. Alternative modes of transportation within the CBD including carriages, jitneys, etc, are encouraged.
6. The railroad right-of-way located west of Central Avenue shall provide an east/west bike path connection to the existing bike path which currently ends at A Street.
7. Development on the Railroad Property shall provide a pedestrian promenade along both sides of the railroad tracks. This corridor shall be pedestrian-oriented for shopping and sightseeing, using the train as a focus and the surrounding buildings as a backdrop.
 

The promenade shall be level on the south side of the tracks. On the north side of the tracks, the promenade may have raised docks or platforms, provided that they are publicly accessible and the pedestrian experience is not negatively affected.
8. The Railroad Property commercial development should provide for three pedestrian railroad track crossing areas. One crossing should be adjacent to the feature buildings at the west end of the development, another should be in the center of the development and the third should be at the east end.
9. The residential development on the Railroad Property shall use an alley-design along the railroad

tracks to provide convenient auto and pedestrian access to the residences.

10. The following right-of-way improvements are necessary for development of the Railroad Property:

**Main Street - Central Avenue:** An 8-foot right-of-way dedication is required on Main Street between Central Avenue and Market Street, and a 20-foot right-of-way dedication is required on Main Street between Market Street and the east Railroad Property boundary. These dedications will provide a uniform right-of-way width of 60 feet on Main Street.

Main Street should be widened to 40 feet between curbs from Market Street to the eastern limits of the Railroad Property to provide two travel lanes, parking on both sides of the street and new sidewalk on the south side of the street. The need to widen Main Street from its current 40-foot width should be evaluated for angle parking. Sidewalk also should be constructed on the south side of the street between Central Avenue and Market Street.

From two hundred feet (200') east of Central Avenue to Mountain View Street, an overlay may be required depending on the future traffic index and the existing roadway structural section. East of Mountain View Street, the pavement should be reconstructed and possibly new curb and gutter constructed depending on the resulting street section due to excessive street cross slopes now existing.

**Santa Clara Avenue - Central Avenue/East Project Limits:** A 16- to 20-foot right-of-way dedication is required on Santa Clara Avenue to provide an ultimate right-of-way width of 56 to 60 feet, depending on the traffic index associated with the proposed project. Street improvements are required to provide a curb-to-curb width of 36 to 40 feet. These improvements include pavement, curb and gutter, and sidewalk, and perhaps an overlay of existing pavement depending on the future traffic index associated with the proposed development and the existing roadway structural section.

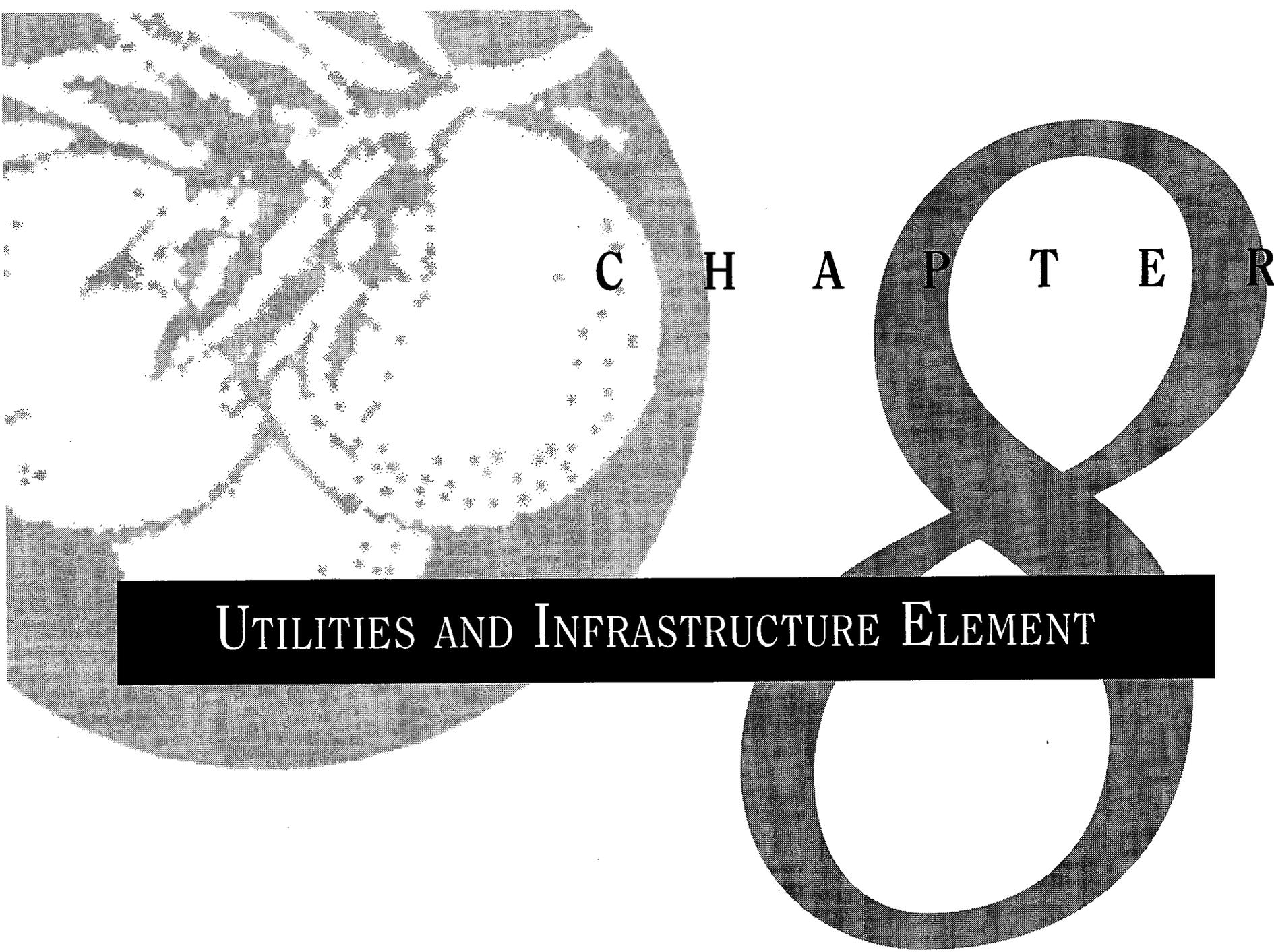
**Central Avenue - Main Street/Santa Clara Avenue:** No future improvements or right-of-way dedication are envisioned; however, the City's 20-Year Capital Improvements Program (FY 1990-2010) does identify a Railroad Crossing Upgrade on Central Avenue for the 1994/1995 fiscal year. The City should consider this construction in conjunction with development of the Railroad Property.

**Mountain View Street - Santa Clara Avenue/ Main Street:** Additional right-of-way dedication is not envisioned for Mountain View Street. The only street improvement envisioned is sidewalk on the east side of the street. However, the City's 20-Year Capital Improvements Program (FY 1990-2010) does identify a Railroad Crossing Upgrade on Mountain View Street for the FY 1996/2000. This improvement should be constructed in conjunction with the Railroad Property development.



11. Reconfiguration of the East End of Santa Clara Avenue and Main Street - Although outside of the Downtown Specific Plan area and therefore not a part of this Plan, the reconfiguration of Santa Clara Avenue and the extension of Main Street at their eastern ends should be considered by the City as illustrated in Figure 7.2. This modification would create an alternative entry to the CBD at Highway 126 and improve the east/west collector system. This reconfiguration would strengthen circulation access to the Railroad Property and promote improved traffic flow within the Downtown Specific Plan area.





C H A P T E R

UTILITIES AND INFRASTRUCTURE ELEMENT



## INTRODUCTION

This element describes the infrastructure needed to support the build-out of the Central Business District and the Railroad Property. It also includes standards for development and improvement strategies.

Information in this section has been derived from the Opportunities & Constraints Summary Report, prepared for the City on December 1992 and on file at the Community Development Department. The analysis is limited to the Railroad Property, because it has been identified as the primary and largest infill opportunity within the Downtown Specific Plan area. Although services are generally available in the Central Business District, independent analysis should be undertaken for any new projects outside of the Railroad Property to determine what, if any, infrastructure improvements will be needed to support that proposed project.

## INFRASTRUCTURE PLAN

Maximum development of the Central Business District and the Railroad Property will require new and upgraded infrastructure in the Specific Plan area and adjacent areas. Per this Plan, the following improvements shall be implemented, as feasible:

### WATER:

1. Additional fire flow storage capacity should be provided to serve the Railroad Property.

2. Additional distribution lines, paralleling existing lines, may be required in the immediate project vicinity to meet fire flow requirements and/or water service needs for development of the Railroad Property.
3. A detailed analysis of water service and fire flow storage capacity needs shall be undertaken prior to development of the Railroad Property.

### WASTEWATER:

1. Treatment capacity and pipeline capacity will be adequate to serve the development of the Railroad Property. Minor capacity and management projects are planned for the treatment plant and pipelines. These projects are supported by sewer development impact fees.
2. A detailed analysis of sewer service needs shall be undertaken prior to development of the Railroad Property.

### DRY UTILITIES:

1. The only envisioned improvements required will be service connections to existing facilities located around the Railroad Property perimeter and on-site service extensions.
2. A detailed analysis of dry utility needs, including electrical and cable television, shall be undertaken prior to development of the Railroad Property.

### DRAINAGE:

1. One problem area has been identified in the CBD: flooding on Main Street between Central and Mountain View Street. The problem shall be mitigated at the time of construction on the Railroad Property. Two possible options include extending the 36 inch reinforced concrete pipe (RCP) in Central Avenue up to Main Street and Fillmore Street or construction of a box channel in "A" Street between the Santa Clara River and either First Street or Sespe Avenue; or in either First Street or Sespe Avenue between "A" Street and Central; a 36 inch RCP in First Street or a 42 inch RCP in Sespe Avenue between Central and Saratoga Street; a 27 inch RCP in First Street or a 30 inch RCP in Sespe Avenue between Saratoga and Mountain View Streets; plus extensions north on First Street/Sespe Avenue in Central Avenue.
2. A storm drain, running along Highway 126 and the southerly extension of Mountain View Street to the Santa Clara River, shall be constructed when development occurs south of Highway 126. (Construction is scheduled for FY 1996/2000 in the City's 20-Year Capital Improvements Program.)
3. Increased run-off resulting from development of the Railroad Property may warrant construction of additional catch basins and storm drain extensions on Mountain View Street from Main Street to Highway 126 and on Santa Clara Avenue from Central Avenue to the Railroad

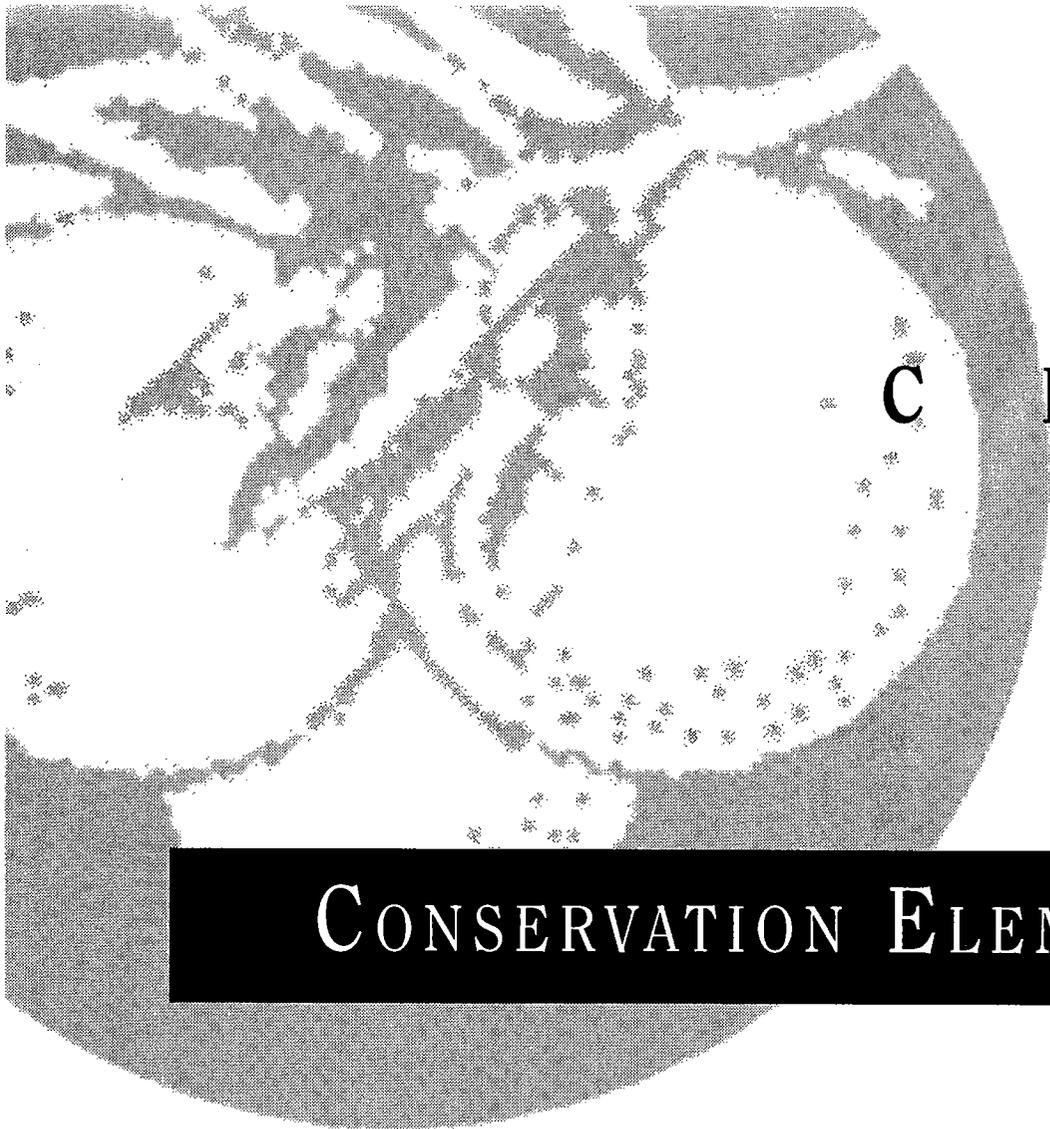


Property's eastern boundary. A detailed analysis to determine what if any improvements need to be constructed shall be undertaken prior to or in conjunction with development of the Railroad Property.





CHAPTER



CONSERVATION ELEMENT



## PURPOSE

The purpose of the Conservation Element is to set forth policies that all new development within the Specific Plan and Central Business District will need to comply with to achieve project consistency with CEQA Guidelines and statutes. The Conservation Element program is an integral part of the Specific Plan and Business District. Statutes defining the required components of a Specific Plan require the preparation of a conservation program to assure that all natural and cultural resources within the plan boundary are adequately protected. The areas of concern that are addressed in the Conservation Element are:

- Heritage Resources Policies
- Biological Resources
- Air Quality
- Hazardous Materials and Oil Facilities
- Geologic Hazards and Unreinforced Masonry Buildings
- Noise
- School Facilities Policies
- Solid Waste Reduction Policies
- Water Resource and Water Quality Conservation Policies
- Traffic Circulation Policies
- Aesthetics and Visual Resources
- Parking
- Police Services

The policies proposed in this section of the Plan are subject to analysis and revision. These

policies will be reviewed for adequacy and completeness in the Draft EIR on the Specific Plan Central Business District Guidelines. Modifications to the policies will be made in response to comments on the Draft EIR.

## HERITAGE RESOURCE POLICIES

Inventory Requirements for Development Within the Central Business District and Specific Plan Area.

1. Prior to approving discretionary development on lands within the Central Business District or Specific Plan Area, City staff shall review the heritage resource sensitivity of parcels proposed for development by consulting available inventories of prehistoric and historic sites. Phase I studies shall be required on all parcels designated as potentially sensitive for subsurface heritage resources or historic structures.

Exceptions to the Phase I study requirement can be made by the Planning Director or by the Executive Director of the Redevelopment Agency, as appropriate, in cases where:

- A. prior archaeological or historic studies have been performed and no significant deposits have been found;

- B. building additions and modifications will not exceed 5% of the existing building footprint square footage;
- C. interior remodeling or exterior facade renovation is proposed; or
- D. other circumstances that, in the Planning Director's/Executive Director's judgment, warrant an exemption from the Phase I study requirement. Exemption decisions should be coordinated as part of Planning staff review of a project. Exemptions shall not be permitted for Phase I, II or III studies on any parcel where deposits or historic structures meeting CEQA definitions of significance are met.

Historic and Prehistoric Archaeological Sites: Significance Evaluation (Phase II) and Mitigation Programs (Phase III)

2. If archival or physical evidence on the surface of a location proposed for development indicates that historic or prehistoric archaeological resources or important historic resources may be present, Phase II (subsurface) archaeological test excavations designed and implemented by trained historic and/or prehistoric archaeologists, and/or study of historic structures shall be completed. The Phase II requirements are required in those areas designated



as sensitive in the Archival Study performed for the Specific Plan and Central Business District area (LSA Associates, 1993) or in any area designated as containing an archaeological deposit as a result of a Phase I study. A continuously updated sensitivity map shall be maintained by the City showing the location of both prehistoric and historic sites or structures of significance.

The Phase II investigation shall determine the probable area and vertical extent of archaeological remains and determine whether the deposits are intact and meet CEQA eligibility requirements. In the cases of historic structures, the Phase II study shall identify the significance of the structure and any potential mitigation plan which may reduce impacts to the structure. The Phase II report shall include a plan for mitigation complying with Appendix J of CEQA if significant deposits or historic buildings or sites are encountered.

- 3. If determined eligible under CEQA, impacts to a significant historic or prehistoric archaeological site or standing structure within the Central Business District or Specific Plan Area shall be mitigated through a Phase III (sub-surface testing or architectural documentation) data recovery program. Financial limitations on Phase III programs shall conform with Appendix J of CEQA Guidelines, unless construction is undertaken with Federal Funds in which case mitigation funding shall comply

with and be limited by Federal standards and guidelines.

- 4. If feasible, construction impacts to significant archaeological deposits shall be minimized through the use of less destructive footing construction technology (post-tensioned slabs, pier footings, etc.).
- 5. In cases where a Phase III data recovery program has been required and once a mitigation data recovery program has been completed, a qualified archaeologist shall be present during all excavation activity, including preliminary soil investigations and trenching for foundations, utilities, and grading. When items of historic or archaeological value are uncovered, work shall be halted for a time period reasonable to the City to assess the features and, if necessary, prepare a plan to preserve or recover them. If the proposed project is located in an area with prehistoric or historic native Californian sites, then a native descendant shall also be retained to perform monitoring.

**PROPOSED POLICIES APPLICABLE TO HISTORIC ARCHITECTURAL SITES**

- 1. Development within the Central Business District and Specific Plan Area shall be performed in accord with all existing historic structure inventory and management programs currently promulgated by the City.

- 2. If appropriate, new construction shall be set back from and be architecturally compatible with the historic features, buildings, or landmarks. New construction shall comply with Design Guidelines contained in the Central Business District and Specific Plan and with standards established by the City's Historic Preservation Guidelines.
- 3. If a designated historic landmark will be demolished as a result of Central Business District or Specific Plan implementation, an historic structure report shall be prepared by a qualified architectural historian describing the history and significance of the building. Floor plans, elevations and photographic documentation of the structure shall be provided in this report. The report shall be filed with the State Office of Historic Preservation Clearinghouse and with local museums, agencies, and historic societies.

**BIOLOGICAL RESOURCES**

- 1. All new development adjacent to Pole Creek or other locations with the potential to directly impact significant biological communities shall require preparation of a landscape plan which addresses restoration or replacement of native vegetation, erosion control, and restoration (e.g., installation of sediment detention basins and either hand planting or



hydroseeding immediately after finish grading). Planting methods should be based on the most successful revegetation methods for the affected habitat type.

2. A setback and buffer shall be maintained between potential or existing riparian habitats along Pole Creek and new development. The dimensions of the buffer can be modified at the discretion of the Planning Department Director. The interpretation of the setback requirement should be reasonable rather than categorical. In some cases, a setback of variable dimension provides an optional solution to riparian corridor protection. Recognizing the urban nature of Pole Creek in the project vicinity, average setbacks over the length of a corridor should be approximately 50 feet.
3. All landscape plans for new or renovated development shall emphasize the use of native plants to the extent feasible. Because these plant materials are invasive and often disperse beyond the area of planting into native habitats or these materials prevent the development of habitat understory, the following invasive exotics shall be prohibited:

Tree of Heaven  
 English and German Ivy  
 Giant reed  
 Black locust  
 Scotch and French broom

Periwinkle  
 Easter and Spanish broom  
 Pampas Grass Blue  
 Red gum eucalyptus  
 Ice plant  
 Acacia  
 Garland chrysanthemum  
 Sydney wattle  
 Bermuda grass  
 Black acacia Beach grass  
 Fountain grass  
 Kikuyu grass  
 Mat grass  
 Bermuda buttercup  
 Tamarisk  
 Artichoke thistle  
 Water hyacinth  
 Everlasting pea  
 Castor bean  
 Himalaya berry

4. Developments adjacent to Pole Creek or modification to the storm drain system that may effect any Santa Clara River outfalls shall be designed to minimize, to the extent feasible, the use of revetments, "hard surface" improvements or cement protective devices. In cases where some erosion control or flood control protection is necessary, studies shall be conducted to determine the least disruptive protective alternative and to design methods for either eliminating or mitigating impacts associated with local or regional riparian habitats.

## AIR QUALITY

### SHORT-TERM CONSTRUCTION EFFECTS

1. All active portions of a construction site shall be watered to prevent excessive dust generation.
2. Construction contractors shall properly maintain and operate construction equipment and use direct injection diesel engines if feasible.

### LONG TERM EFFECTS

1. Commercial and residential projects with emissions in excess of thresholds shall be required to contribute to an Air Quality Mitigation Plan if such a plan is adopted by the City in the future. The payment of fees established by the City shall be considered "maximum feasible mitigation" and additional mitigation, if fees are imposed, shall not be required (other than construction related measures). If adopted, the fee structure established by the City shall be modified as necessary in the future. The Planning Director or the City Council shall have discretion over the modification of the fee schedule, if in the judgment of the Director, such fees would make implementation of a project infeasible.



## HAZARDOUS MATERIALS AND OIL FACILITIES

1. An auditing program should be systematized and extended to all parcels where the City determines that there is either a likelihood or possibility that hazardous materials are present on a parcel to be developed under the Specific Plan or on parcels within the Central Business District. A set of criteria should be developed by the City so a potential parcel purchaser will know if an audit will be required. Parcels to be developed by present owners (where a transfer of property is not contemplated) could be exempt from this requirement unless, in the City's judgment, this exemption may result in disputes over the development of adjacent parcels.
2. Due to deficiencies in existing government and private records, on parcels that would be subject to this audit and study requirement, the auditing program should require a field survey component. All inoperative tanks, pipes, and contaminated soils discovered during these audits shall ultimately be completely removed using approved disposal procedures. Closures in place should be prohibited.
3. A plan and procedures should be in place for the reporting, containment, handling, removal, and disposal of tanks and/or hazardous waste discovered during construction. As needed and at the discretion of the City, an environmental

inspector shall be available during the excavation phase of any construction activity to provide waste management guidance.

4. Tanks currently operational but not capable of being brought into compliance with applicable state law should be removed. All contaminated soils shall be removed or decontaminated. Steps shall be taken to have currently permitted hazardous waste generators and handlers phased out of the project area and no new permits issued for such activities.

### OPTIONAL MEASURE:

5. The City should consider initiation of a Central Business District and Specific Plan Area Enhancement Fund program to accumulate money necessary to assist in the remediation of existing contamination, to purchase land and facilities currently being used for uses incompatible with the Specific Plan and Central Business District area, and to otherwise improve the compatibility of land uses and quality of life within the Central Business District and Specific Plan Boundary and immediately adjacent areas. This fund could be underwritten by Federal or State Grants as well as other sources of revenue related to oil facility operations within the City (including a 1 or 2 cent local tax on gasoline sales at stations located within the City if such an arrangement can be legally implemented).

## GEOLOGIC HAZARDS

1. For developments situated within the Central Business District unreinforced masonry hazard zones, developers (contemplating reinforcement of or second story additions to unreinforced masonry buildings) shall submit a complete geotechnical foundation and earthquake resistance investigation prepared by a California Certified Engineering Geologist and Geotechnical Engineer. The investigation shall concentrate on specific foundation design recommendations including pile type, capacity and testing. The investigation shall include specific recommendations for structural support which will minimize the potential seismic impacts on the building. The geotechnical engineer shall review the structural foundation plans for conformance with the investigation's recommendations, and perform site inspections during foundation and wall construction.
2. To reduce potential loss of life and damage due to unreinforced masonry building failures, the City shall continue to participate in encouraging (and assisting to the degree feasible) building owners to obtain funding for upgrading unreinforced buildings. The City shall prohibit construction of critical service structures (hospitals, fire stations, schools, nursing homes, police stations, etc.) in unreinforced masonry buildings unless they have been upgraded to State Model Ordinance standards.



3. The City shall maintain (to the degree feasible) an unreinforced masonry downtown core area (north of Main and south of Sespe along Central Avenue) to assure the perpetuation of the downtown's historic building aesthetic.

## NOISE

1. Design of retail and commercial facilities adjacent to residential uses shall (if possible) situate site truck loading areas, garbage dumpsters, and loudspeaker systems away from the adjacent residential property lines.
2. If necessary, sound attenuation walls or some other form of noise mitigation planning should also be required where retail-commercial and residential uses are planned in close proximity.
3. For any residential property situated within a CNEL contour of 60 to 65 dBA, noise studies shall be required during building permit review. These studies shall describe building orientation recommendations and other mitigation recommendations that shall be incorporated (as feasible) into a project design. Noise studies for other types of development (other than residential) can be required if determined necessary by the Planning Director.
4. Balconies within the Specific Plan area with south facing orientations should be planned

only after site specific noise evaluations are performed. Mitigation measures such as gasketed windows and double paned glazing may be required to comply with applicable Federal guidelines and thresholds.

5. Noise reduction planning, including site specific noise studies, shall be required prior to implementation of any residential projects (or other noise sensitive uses) adjacent to the railroad facilities within the Railroad Property boundaries.

## SCHOOL FACILITIES POLICIES

1. Commercial and residential projects shall be required to pay State mandated School District Fees.
2. The Planning Department shall consult with the local school district's to coordinate and facilitate future educational facility improvements required as a result of Specific Plan and Central Business District development. To the degree feasible (and necessary), supplemental funding above State mandated limitations shall be considered by the decision makers on a case by case basis.

## SOLID WASTE REDUCTION POLICIES

1. Prior to issuance of building permits, to the

extent applicable, developments shall include space allocation and provisions for recyclable materials collection facilities in refuse disposal areas for paper, aluminum, glass, cardboard, and newspapers to mitigate cumulative solid waste generation impacts. These requirements shall apply to residential, commercial, retail, and office uses proposed within the Central Business District and Specific Plan Boundary. Prior to final building inspection and before permission for occupancy is granted, these recyclable materials collection facilities shall be constructed.

2. Builders shall be encouraged to use recycled products, when feasible, in the construction of residential units, commercial buildings, community facilities and infrastructure.
3. The City shall require that a household and/or office/retail products hazardous waste program be implemented within the Specific Plan boundary when such programs are established by the Ventura County Solid Waste Management District.

## WATER RESOURCE AND WATER QUALITY CONSERVATION POLICIES

1. All new developments within the Specific Plan and Central Business District boundary shall comply with requirements to use ultra low water consumption toilets, showers, faucets.



Exterior landscaping drip irrigation systems shall be required for the office and residential portions of any proposed project.

2. Ultra low water demand water-conserving dishwashers and washing machines shall be used in residential projects developed under the Plan. Selection of these fixtures shall be reviewed and approved by Planning staff. All hot water lines shall be insulated.
3. All landscaping in public areas shall, as appropriate, be serviced by drip irrigation systems. Turf areas shall be minimized in the landscaping design. Low water demand/drought tolerant native or naturalized plants shall constitute the majority of the landscaping program.
4. Features such as recycling type fountains or dry fountains shall be encouraged in public areas as landscaping features to compensate for the use of drought tolerant plant inventories.
5. In any turf areas within public spaces, street medians or landscaping barriers, hydro tensiometers and automatic irrigation systems (or similar technology) shall be used to achieve most effective use of water applied to turf.
6. All components of any City water conservation ordinance or other related plan (adopted subsequent to approval of the Specific Plan) for instituting water retrofit requirements or re-

claimed water use shall be implemented as appropriate for all residential retail/commercial developments within the Plan Boundary.

7. Future residential development within the Specific and Central Business District Plan boundary shall be integrated with any applicable City planning efforts to obtain additional long term water supplies and to provide adequate fire flow storage requirements.
8. All future development within the Specific Plan boundary shall comply with NPDES requirements to assure that the dispersion of urban pollutants resulting from either landscape irrigation or stormwater flows is properly mitigated.

### TRAFFIC CIRCULATION POLICIES

1. All new development shall make a pro-rata, fair share contribution to the City's cumulative traffic impact fee program unless this fee is waived by the decision-makers. The fees shall be used to implement capital improvement projects which would either assist in the improvement of downtown circulation or to mitigate the effects of cumulative project impacts in the downtown area.
2. The City shall establish a traffic impact monitoring program for implementation of the Specific Plan. This program shall involve (1) pe-

riodically monitoring the peak hour operation of intersections in the Plan vicinity and (2) evaluating the effects of individual developments completed under the Specific Plan. This program should be ongoing until buildout of the Specific Plan is completed.

3. A traffic study may be required (at the discretion of the City Traffic Engineer) for all proposed developments within the Specific Plan boundary which will result in the construction of new structures in excess of 10,000 square feet. The purpose of this study shall be limited to identifying needed traffic improvements and designating appropriate funding mechanisms to insure that such improvements are installed. Potential improvements that may include but are not limited to signalization, addition of right and left turn pockets, and restriping of intersections and lane configurations approaching intersections.

### AESTHETICS AND VISUAL RESOURCES

Art in Public Places programs emphasizing the following measures should be encouraged:

1. The creation of modest sized brightly painted tile plaques that explain briefly the historic significance of important structures, features, and places;



2. The use of regional sandstone for facing portions of exterior walls of buildings; the creation of planters within or adjacent to pedestrian walks or set-back areas;
3. The creation of sandstone planters, tree walls, and free-standing low balustrade elements in open spaces;
4. The creation and installation of dry or wet fountains and small landscaped areas surrounding these features incorporating historic period garden designs;
5. Landscape upgrades in public areas, parks, and highway corridors to increase the density of streetscape planting;
6. Renovation or reconstruction of period architecture facing important public streets;
7. Installation of landscaping or other public enhancement design measures along approaches to the Specific Plan Area;
8. The addition of detailing, resurfacing building exteriors (including painting) and otherwise upgrading building facades that do not comply with the proposed design guidelines.

## PARKING

1. The City shall establish a parking supply moni-

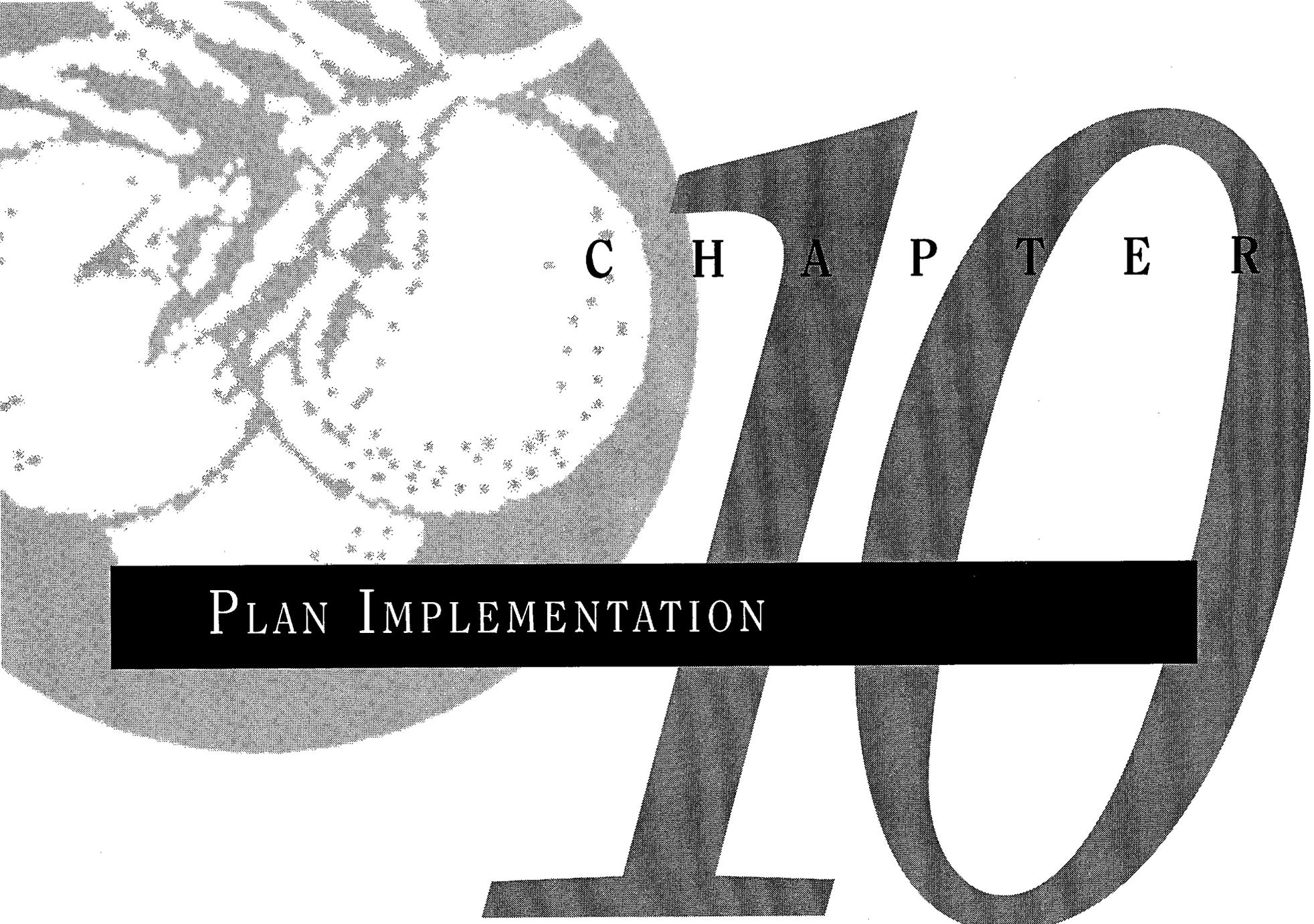
toring program within the Central Business District boundary. This program shall involve

1. periodically monitoring the availability of peak hour parking supply within the District and
2. maintaining an accurate map and correlative table that accounts for the total supply and peak hour capacity of existing on-street and off-street parking supply. Developments proposed under the Plan that would significantly impact the existing supply-demand balance would need to provide for additional parking supplies. This program should be ongoing until buildout of the Specific Plan is completed and until substantial evidence is obtained that compliance with the Parking Plan objectives has been achieved.

## POLICE SERVICES

To mitigate potential impacts on police services, the following policy should be added to the Conservation Element:

1. Defensive space property security plans should be integrated into all new residential and commercial projects. Applicants shall be required to consult with County and City police department personnel to obtain guidance regarding the applicability of defensible space concepts to individual development projects.



C H A P T E R

PLAN IMPLEMENTATION



# A

## PLAN ADOPTION

Once environmental documentation is completed, the General Plan should be amended to reference the new CBD boundary and the Downtown Specific Plan. Following these actions, Specific Plan adoption hearings can proceed. The Specific Plan itself should be adopted in two separate actions. Chapters Four and Five, which contain design and public improvement guidelines should be adopted by resolution. This provides the City with flexibility to change these guidelines in response to market conditions, community dictates or new options that arise.

The remaining chapters should be adopted by ordinance which gives the City the power of law to apply the development standards and require conformance with improvement plans.

# B

## PLAN ADMINISTRATION AND AMENDMENT

### OVERVIEW

The Downtown Specific Plan contains the tools for completing the vision for Downtown, including Railroad Property development. Goals, polices, development standards, public improvements and design guidelines are provided to direct renovations and new development. This section of the Plan provides information relative to achieving the Plan including financing, incentives, application processing and administrative functions.

Implementation of the Specific Plan requires a coordinated effort by both public and private development. Identified public improvements must be provided to set the stage for private sector investment. These improvements will make a visible commitment to the enhancement of the CBD. They will add value to the area and lay a foundation for future investment in the form of building renovations, new development and the influx of healthy businesses. The established standards and guidelines in this Plan are then utilized when reviewing all new development proposals to assure a high quality and consistency with the Plan's vision.

### GENERAL REQUIREMENTS

As Plan implementation is dependent on both public and private development, there must be a coordination of efforts. To assure proper implementation of this Plan, the following requirements are established:

- Following adoption of the Downtown Specific Plan, all land use activity and development applications shall be reviewed for conformance with the Plan's goals, development polices and guidelines.
- The City shall develop and adopt a plan and schedule for carrying out public improvements within the CBD including but not limited to the following components:
  1. Streetscape and facade improvements.
  2. Central Park enlargement and enhancement.
  3. Entry gateway at Highway 126 and Central Avenue.
  4. Infrastructure improvements (e.g. drainage and railroad crossings).
  5. Public parking lots.
- The City shall develop and adopt a plan for attracting developers to the Railroad Property. The Plan shall consider the various incentive programs outlined below.



- The City shall encourage and facilitate Shortline Enterprises and the relocation of the historic depot.
- The City shall develop and adopt a CBD Marketing Plan as discussed below.

## FINANCING

For construction and program costs, a number of revenue sources will need to be relied upon. Possible sources include:

- Infrastructure Costs - Financing for the development of infrastructure (including, but not limited to, circulation and infrastructure improvements, Central Park expansion, public plazas, entry treatments, parking facilities and common area landscaping) can be derived from developer fees, tax increment bonds, hotel occupancy fees, sales tax revenues/bonds, assessment district fees, Mello-Roos Districts and/or City general funds. In some cases, infrastructure will be constructed by private developer applicants in lieu of or in supplement to developer fees.
- New Structures and Rehabilitation/Redevelopment - It is intended that new development, redevelopment and rehabilitation be primarily financed by private developer/applicants. However, the City may implement special incentives as discussed below in this Plan or employ any

or all of the financing mechanisms listed above to fully or partially finance such development.

- No provision of this Plan is intended to limit the City from financing and constructing development or from entering into public/private partnerships between the City and a private entity for the purpose of financing or constructing development. These types of partnerships are strongly encouraged.

## AMENDMENTS TO THE PLAN

It is anticipated that this Plan may be amended several times during its implementation life in order to accommodate newly identified opportunities and changing conditions.

A Specific Plan Amendment may be required, as determined by the City, if the proposed use(s) or development concepts in a development application vary substantially from the use(s)/concepts provided for by this Plan.

Also, substantial deviation from a particular development policy may require an amendment to the Plan, as determined by the City. Such an amendment may be initiated by the City or as part of a Planned Development Permit proposed by a developer/applicant. In either case, a Specific Plan Amendment, containing text and graphics as required by State law and City policy, shall be prepared and processed.

All such amendments shall require an environmental determination and, depending upon the results of that study, may require the preparation of environmental documentation in compliance with the California Environmental Quality Act.

Amendments to this Plan prepared by developer/applicants shall be reviewed by the Community Development Department, which shall prepare written comments and recommendations for all amendments. The Plan Amendment, along with staff comment and recommendation, shall be forwarded to the Planning Commission for its review and recommendation and then to the Redevelopment Agency for its action.

Whenever feasible, Plan Amendments and related Planned Development Permits should be considered at the same hearing(s).



## PROCESSING REQUIREMENTS

The processing for all renovation plans, development applications, or sign permits shall be as specified in the Zoning Ordinance.

Prior to initiation of any development or sub-



division plans within the Plan area, applicants are encouraged to conduct a pre-application meeting with the Community Development Department in order to establish consistency with the goals, standards and guidelines of the Plan.

An environmental determination shall be conducted for each Planned Development Permit, Specific Plan Amendment or any other required discretionary permit. At a minimum, the environmental determination shall utilize the evaluation of impacts addressed in the Environmental Impact Report prepared for this Plan. State law provides an exemption (Section 65457) from further CEQA requirements for development projects, if they are undertaken to implement a specific plan, provided the project is consistent with the specific plan.

A Specific Plan Amendment may be required, as determined by the Community Development Director, if the proposed use(s) or development concept(s) in a development application vary substantially from the use(s) and/or concept(s) provided for by this Plan.

Applications for all new development and any external renovations of existing structures within the Plan area, shall be submitted to the Community Development Department for purposes of determining conformance with the Design Element of this Plan.

The City may consider establishing a Design Review Committee which could be composed of a licensed architect and landscape architect ap-

pointed by the Redevelopment Agency and the Community Development Department Director or his/her designee.

The Committee would review each application and provide timely written comment and recommendation to the Community Development Director prior to consideration of a development application by the Review Authority.

## D

### INCENTIVES

This Plan provides for an incentive program to be developed by the City to assist in the renovation, enhancement and completion of the Central Business District. Proposals that meet criteria, to be established by the City, would be granted special incentives.

These incentives, to be established by the City at a later date and by separate action, may include:

- City-supported loan and grant programs.
- City-supported commercial rent incentives.
- Waiver or reduction of City permit application fees.

- Waiver or reduction of developer fees.
- Priority processing through the City's development review process.
- Deferment of property tax payments.
- Rebates of property taxes. (The General Fund would be reimbursed by the Redevelopment Agency.)
- Rebates of sales taxes collected by the City. (The General Fund would be reimbursed by the Redevelopment Agency.)
- Reduction of parking requirements.
- City to provide capital improvements.
- City to provide low interest loans.
- City to sell bonds to finance certain public improvements associated with a private development.
- City to establish a business recruitment program for new development.

Incentives, when adopted, shall be implemented on a case-by-case basis depending upon the merit of the proposed project, as determined by the City.

Any application requesting participation by the



City, in the form of special incentives, financing or public/private partnership, shall require execution of an Owner Participation Agreement (OPA) or Disposition & Development Agreement (DDA) to be executed by and between the developer/applicant, the Redevelopment Agency and/or the City of Fillmore. An OPA or DDA shall incorporate by reference the Planned Development Permit and include, but not be limited to, a listing of tasks to be completed by the developer and the Redevelopment Agency and/or the City, a schedule for performance by the parties, any special development conditions and a financing plan that details how and under what circumstances the development will be financed.

## E

### MARKETING SUPPORT

It is anticipated that this Downtown Plan, in combination with an extensive City and downtown business marketing plan, will establish a foundation upon which to attract tourists and residents to seek amusement and specialty shopping within the entire Central Business District.

Pursuant to the Specific Plan goals and the General Requirements listed above, the City shall

develop a marketing plan that would enable the entire Central Business District to come alive with tourist and resident activity both day and night.

Special care must be taken in the establishment of these programs to insure that they avoid an artificial or "cartoon" characterization of a real, functioning downtown, but rather nurture the existing character of a traditional urban village spawned by the railroad and citrus agriculture industries.

To implement this program requirement, the City may consider assigning responsibility to a particular City department or the establishment and funding of a "bureau" to facilitate and implement the marketing plan.

The marketing plan should have the following components:

- The scheduling, coordination and sponsoring of thematic street fairs, open air markets and other civic events.
- General publicity as well as coordinated business advertising.
- Formal or informal promotional presentations or networking with outside investors/businesses.
- Development and distribution of "downtown" brochures.

- Packaging and promotion of specific downtown sites.
- Establishment of a business recruitment and support program.
- Establishment of a downtown management authority.

The development of a marketing plan with components such as those listed above will support implementation of the Specific Plan by attracting new investment, encouraging reinvestment and providing a more aggressive retailing approach for existing businesses.