

C H A P T E R

ADDENDUM



City of Fillmore  
Downtown Specific Plan  
*Addendum*

**ADOPTED BY CITY COUNCIL**  
*(Resolution 01-2522 / 01-2523)*

**REVIEWED AND RECOMMENDED  
BY PLANNING COMMISSION**  
*(Resolution 01-511 / 01-512)*

Prepared for the City of Fillmore

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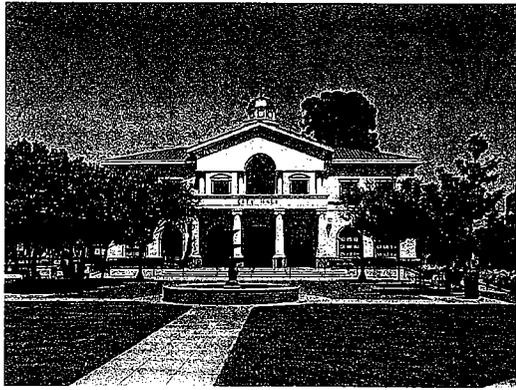
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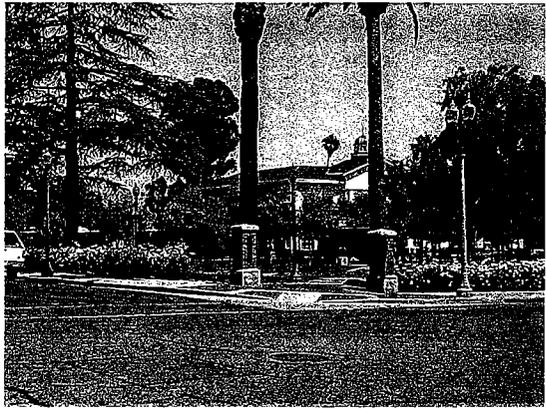
### I. INTRODUCTION

The *City of Fillmore Downtown Specific Plan* was adopted in March 1994, just two months after the devastating Northridge earthquake. Since then, the Plan has served as a blue print for rebuilding the downtown and for encouraging development of the Railroad Property. A Specific Plan update process was initiated by the City in 1999 to assess progress in the downtown and to develop recommendations for fine tuning the Specific Plan.

During a one and a half year period, City staff, the Specific Plan Update Steering Committee and the City's land use consultants reviewed the downtown revitalization progress, issues associated with the railroad operations in the core of the downtown and issues facing the business and property owners in the Central Business District.



CITY HALL



CENTRAL PARK

Visitors to the downtown (both Fillmorites and out-of-towners) were interviewed on a Saturday during the Heritage Valley Festival. What they liked most about Fillmore was "the lovely, typical American small town look, the mountain views, historical architecture, the train collection and exhibits, the museum, the rural relaxed atmosphere, and walkability."

When asked what they would change, out-of-towners indicated: "Love it as it is, nothing, it keeps getting better." Fillmore residents indicated that there were a few areas that still needed improvement including: "More shade, more shopping, and more restaurants."

Downtown business owners generally found that business was improving. They suggested that Fillmore should take better advantage of the



FILLMORE & WESTERN RAILWAY

potential visitor-related business opportunities generated by the railroad operation. They suggested that public improvements or signage could assist in bringing visitors from the train concession into the downtown for shopping.

During the Specific Plan Update process many issues were raised and debated by the Specific Plan Steering Committee regarding the downtown in general as well as specific input on Central Avenue and the Railroad Property. At the conclusion of the assessment, it was found that the Specific Plan's vision statement still rings true; that Fillmore is "*The Last Best Small Town in Southern California.*"

The success of the downtown is reflected in the new and renovated buildings along Central Avenue, the new shops and restaurants, and the



growth of the train concession. The historical museum complex on the Railroad Property is progressing and the presence of the trains is a distinctive and impressive sight. Especially prominent is the success of the new City Hall and Central Park that have carried out the Specific Plan Goal to: Establish Central Park and the immediately surrounding area as the “center of the CBD.”

Many of the Specific Plan goals, development standards and schematic plans for the downtown and the Railroad Property are being successfully implemented. However, the growing success of the train operation and on-going support for Central Avenue businesses need to be addressed in more detail in the Specific Plan. Therefore, this Addendum has been adopted as an amendment to the 1994 *City of Fillmore Downtown Specific Plan*.

Where the text of this Addendum, including goals, policies or development standards, conflicts with the text in the original *City of Fillmore Downtown Specific Plan*, this Addendum takes precedence over the original text.



Restored Historic Town Theater  
on Central Avenue



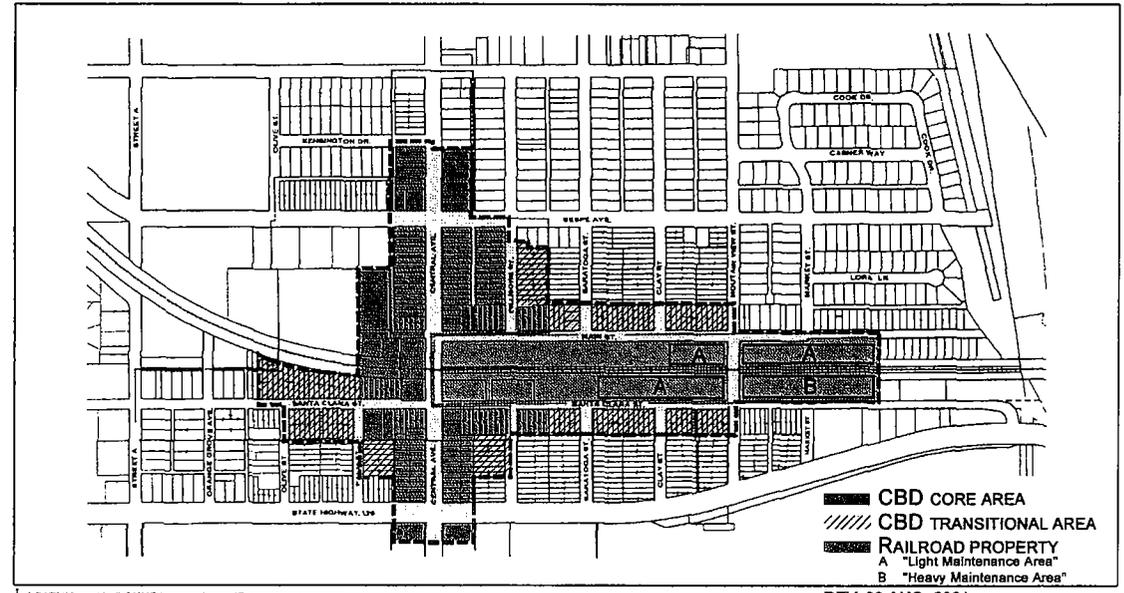
II. THE LAND USE ELEMENT

A. SPECIFIC PLAN AREA and CENTRAL BUSINESS DISTRICT

Boundary and Zoning Designation Changes:

The boundaries of the Fillmore Downtown Specific Plan and the Central Business District (CBD) overlap. This boundary was established in the 1994 Specific Plan by defining the area that served as the downtown commercial core and including the thirteen-acre parcel located in the eastern portion along the railroad tracks. The Central Business District has been divided into sub areas called the CBD Core Area, the CBD Transitional Area and the Railroad Property as depicted in Figure 1.6. The core area requires street level retail and the transitional area functions like a downtown but feels like a neighborhood.

During the Specific Plan Update process, it was determined that the Specific Plan/CBD boundaries should be expanded in only two areas, a half block on the east side of Palm Street, south of Santa Clara Street and a half block on the west side of Fillmore Street. The current zoning on this property is Commercial Highway (CH). These parcels are directly adjacent to the current Specific Plan and CBD boundaries and should be developed in a manner that supports the downtown rather than allowing build-out of



LOCATION AND BOUNDARIES OF THE SPECIFIC PLAN AMENDED BOUNDARIES REV. 03 AUG. 2001 FIGURE 11.1

highway commercial development that is not consistent with the downtown land use and design regulations.

Areas within the Specific Plan and CBD boundaries were also examined and it was determined that some areas currently designated as CBD Core Area should be changed to CBD Transitional Area. The CBD Core designation requires retail uses on the ground floor in the front one third of all structures. Some properties located on Fillmore Street are a significant distance from the existing retail shopping core

on Central Avenue and the planned shopping areas on the Railroad Property. Therefore, mandating street level retail uses is not practical or economically feasible in these areas.

The following land use and designation changes are made to the City of Fillmore Downtown Specific Plan and are depicted in Figure 11.1, as amended:

- 1. Seven parcels fronting on Palm Street facing west, are added to the Specific Plan area and the properties are



designated Central Business District Transitional zone. These properties are now subject to the Specific Plan land use and design criteria as well as the CBD Zone standards.

2. The CBD Core and CBD Transitional boundaries are amended as follows:

Fillmore Street:

West side, south of the parcels fronting Santa Clara Street: For these 8 parcels, change from CBD Core to CBD Transitional.

East side, north of the parcels fronting Main Street: For these 13 parcels, change from CBD Core to CBD Transitional.

3. The CBD Core boundary is amended on Santa Clara Street as follows: The CBD Core boundary shall end at the east side of Palm Street. The properties previously identified as Core shall be redesignated as CBD Transitional.

These Land Use Plan changes apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

**Increase Residential Density:**

The 1994 Specific Plan and CBD zone provided for residential build-out to occur with a limitation of 15 units per acre. With bonus density, up to eighteen units per acre could be accomplished. Under the 1994 Downtown Specific Plan restrictions, approximately 39 additional housing units could be built in the CBD on vacant and/or underdeveloped parcels at a density of 15 units per acre. An additional 32 housing units were planned on the eastern end of the railroad property. With the 15 unit per acre limitation and the residential use on the Railroad Property, only approximately 71 residential units could have been developed in the downtown, including the Railroad Property.

Studies of mixed use and all residential build-out of typical downtown lots reveal that the 15 units per acre standard is too restrictive and limits the economic viability of new development with residential components. Case studies on typical 25 foot by 100 foot and 50 foot by 100 foot parcels show that a maximum of 50 units per acre can be accommodated on top of street level retail with on-site residential parking. Figures 11.2 and 11.3 illustrate mixed use build-out scenarios with a residential density in the range of 25 to 50 units per acre. Not all lots in the CBD will be able to attain the maximum density of 50 units per acres due to their particular lot dimensions. A lot-by-

lot analysis indicates that vacant and underdeveloped CBD parcels could actually build-out at 23 to 50 units per acre.

It is understood that the design of projects with increased density requires sensitivity to access, light and air, parking and building design. These issues are addressed in the development policies within this document.

Increased residential density is desirable and appropriate. It will assist the City in meeting Housing Element mandates for new housing opportunities while meeting the Specific Plan goal to promote residential development that contributes "to the day/night activity level in the CBD." Higher residential density will allow more projects to be economically feasible and therefore promote redevelopment in the downtown.

The following CBD Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

- 1. The allowable residential density is 50 units per acre on lands within the CBD Core Area and the CBD Transitional Area. (Residential build-out on the Railroad Property would remain as shown in the 1994 Specific Plan. Higher density is not appropriate in this area of the CBD.)

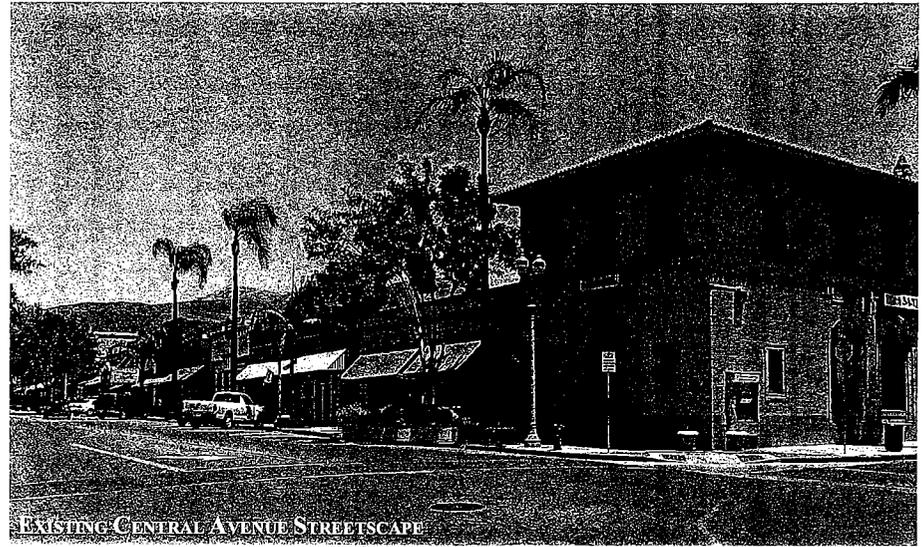


- 2. New projects proposing residential or mixed use development with a density over 18 units per acres shall provide at least one of the following on-site amenities such as: courtyard, individual balconies, skylights, children's play area, common recreation/meeting room, laundry facilities or additional covered parking. The zoning ordinance shall elaborate on the specific requirements for each of these amenities.

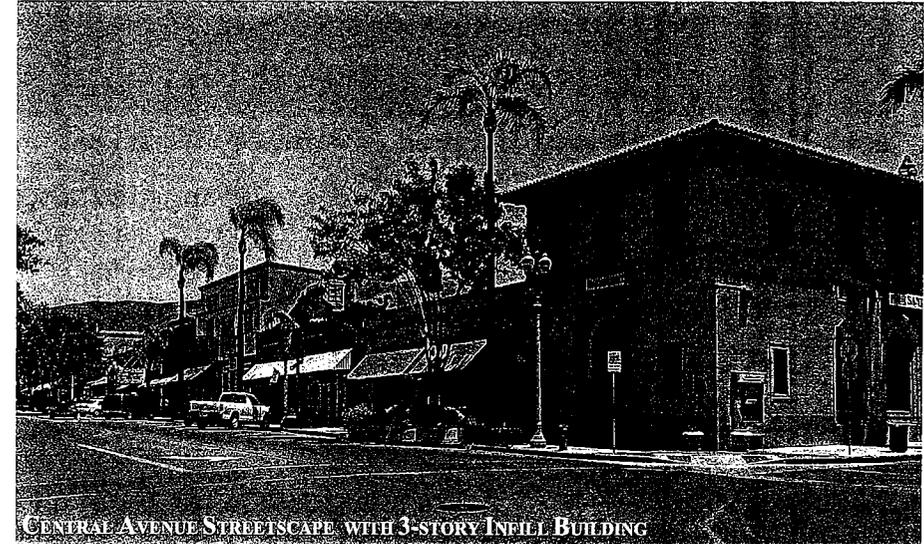
These Development Policies apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

**Three Story Structures:**

The 1994 Downtown Specific Plan and the CBD zone restrict building heights to two stories. Studies of potential three story structures in the CBD reveal that if limited locations are approved, the buildings could provide a visual focal point for downtown and provide an interesting break in the standard two story facade along the commercial street fronts. By allowing three story structures for key locations and key uses, view impairment would be limited within the downtown. Providing an opportunity for three story structures will allow more projects to be economically feasible and therefore promote



EXISTING CENTRAL AVENUE STREETSCAPE



CENTRAL AVENUE STREETSCAPE WITH 3-STORY INFILL BUILDING



3-STORY MIXED USE BUILDING EXAMPLE

.6 UNITS = 47 UNITS PER ACRE

FIGURE 11.2

redevelopment in the downtown.

The following CBD Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

- 1. Three story developments are permitted within the CBD Core Area on key sites which are determined to be all corner properties and at mid-block locations.

No new three story structure shall be built directly adjacent to another existing three story structure.

- 2. No structure shall exceed 48 feet in height. This limit provides for appropriate fire protection for the top or, maximum, third story.

- 3. Three story structures are permitted on the Railroad Property and within the CBD Transitional Area for hotel uses and also for affordable housing projects that are restricted by the City for long-term affordability. No new three story structure shall be built directly adjacent to another existing three story structure.
- 4. No vehicle parking spaces visible from the front of the building.
- 5. Architectural relief, detailing or setback to soften the appearance of the 3rd story shall be incorporated.

These Development Policies apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

**Promote Central Avenue as the City's Pedestrian-Oriented Shopping District:**

The train concession brings in a large number of visitors that should be encouraged to visit downtown businesses. A "draw" is needed to entice railroad visitors to walk up Central Avenue and visit downtown businesses. As a larger portion of Fillmore's downtown is being dedicated to train operations through this Specific



Plan Amendment, the downtown businesses should take advantage of the potential visitor-related business opportunities. Several public improvements would assist in bringing visitors from the train concession into the downtown.

The following CBD Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

1. A focal point should be provided in the vicinity of the Central Avenue and Sespe Avenue intersection. An interesting feature such as a gazebo, archway, Victorian clock, large trees, special plantings should be provided that will be visible from Central Avenue, in the vicinity of Central Park. This visual element will help attract visitors interest when viewed from the Railroad Property and entice them to walk down Central Ave.
2. All buildings facing Central Park shall incorporate at least one of the following pedestrian-oriented design elements, including but not limited to: special entry way architecture, recessed main entry, bulkheads, transom windows, special building design details (tile, wood, or stone trim, etc.), special door design, pedestrian-oriented hanging signs,

awnings, balconies, terraces or public plazas, fountains, sculpture, outdoor seating, decorative paving, decorative light fixtures, or historical-theme glazing. Additionally, the architecture shall have civic presence comparable to City Hall and the historic Bank of Italy building. For further information, please see Chapter 4 (Private Property Design

Element) of the Specific Plan, Figure 4.14 (page 4:8).

3. The vacant lot mid block on the west side of Central Avenue between Sespe Street and Main Street is a key site for new development. New development on this lot shall provide a pedestrian walk way from Central Avenue to the public



MASONIC LODGE BUILDING (DESTROYED 1994)  
THREE STORY MIXED USE EXAMPLE

FIGURE 11.3



parking lot at the rear of the lot. This walk way shall be at least 12 feet wide and have a minimum of 14 feet of unobstructed height, if not fully open to the sky. This building shall also incorporate visual features such as a tower element that creates visual interest when viewed from the Railroad Property. This building shall incorporate the design requirements for Central Avenue

4.

buildings and be consistent with all applicable design expectations of this document.

Provide streetscape improvements along Central from Highway 126 to Sespe Street such as decorative sidewalk paving, shopping directories, new landscape planters and street trees, and sidewalk widening for a special pedestrian area at the vacant lot mid-block on Central Ave. above Main Street. In general, Central Avenue sidewalks should not be widened at the expense of on-street parking. Small widenings for planters, benches or bistro tables can be accommodated in the existing widened areas. The location of existing and proposed widenings should be analyzed for pedestrian safety, driver visibility and aesthetics. The decorative sidewalks could include demarcations (using tile or brick) for private use areas that allow benches, sandwich board signs, potted plants, decorative displays or sidewalk dining.

5.

An important streetscape element is the provision of a planted median in Central Avenue from Highway 126 up to Santa Clara Street to provide an aesthetic entrance drive to the CBD as viewed from the Highway.



2 STORY MIXED USE BUILDING  
3 UNITS = 53 UNITS PER ACRE

FIGURE 11.4

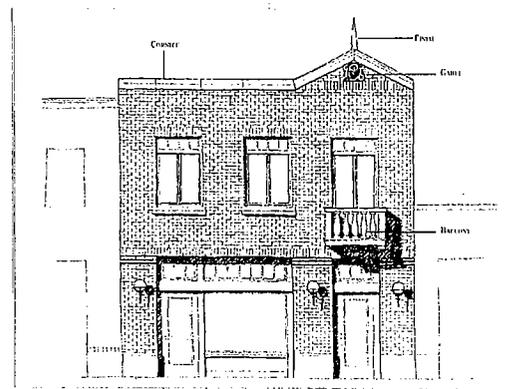


FIGURE 11.5

GABLES, BAY WINDOWS, BALCONIES, FINIALS, ETC. ARE ENCOURAGED WHERE DEEMED APPROPRIATE TO THE BUILDING DESIGN TO PROMOTE PEDESTRIAN SCALED DESIGN

FIGURE 11.5

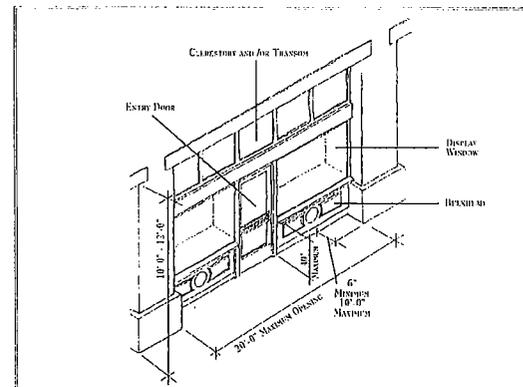
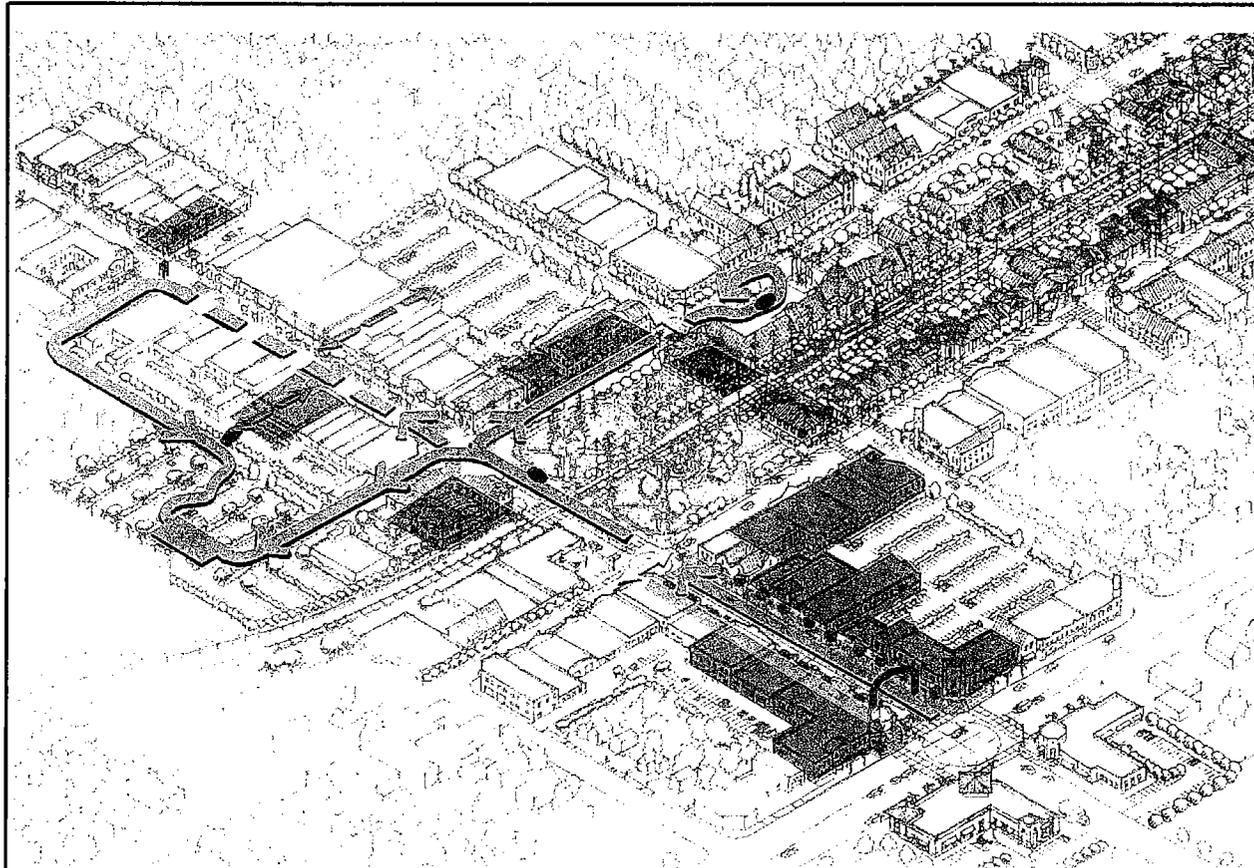


FIGURE 11.6

STOREFRONT DESIGN CRITERIA

FIGURE 11.6



**A Visual Focal Point for the Core**  
At Sespe and Central

**Feature Building**  
Facilitate Construction of New Feature Building to Complete the "Urban Enclosure" of Central Park.

**Tour Bus Strategic Access**  
Drop-off and Pick-up Points Which Will Encourage Browsing on Central Avenue. (Central Park, Train Depot and at pedestrian link north of Post Office)

**Key Development Sites**  
Infill Sites Will Help Reinforce the Downtown's "sense of Place."

**Clear Directional Signs**  
To Direct Visitors to Parking and Destinations in the Downtown.

**Extend Streetscape to Hwy**  
Visually Connect Central Avenue from the Hwy to Sespe Avenue.

**Gateway to Downtown**  
A Highly Visible Announcement and Point of Arrival for Visitors and Passers-By

## Strategic Improvements to the CBD Core



- 6. Provide designated tour bus and trolley routes through downtown to manage traffic flow and give visitors an opportunity to view portions of the downtown beyond the Railroad Property. A suggested tour bus route is shown on page 11:10. This route may be modified over time if circulation and parking patterns change. Provide all tour bus companies with maps showing the tour bus routes, bus stops and long-term parking areas.
- 7. Provide a designated tour bus stop for loading and unloading visitors on Central Avenue in front of Central Park and in the western public parking lot behind the post office. Adequate shaded seating shall be provided. Maps and/or signs shall also be provided to encourage visitors to walk through the downtown before or after their train excursion. A trolley concession may be added to provide a riding tour from the various parking lots through the downtown.
- 8. Long-term tour bus parking shall be provided in association with public parking lots that are not visible from Central Ave. Such areas include the parking lot west of Central Avenue, the

Railroad Property and planned public parking lots behind the shops east of Central.

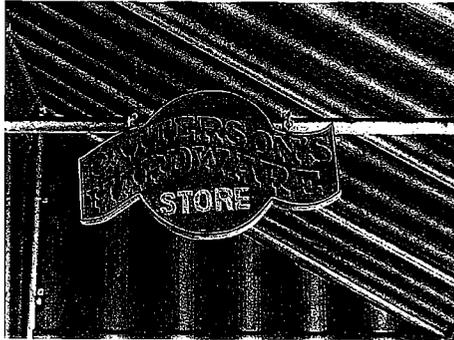
- 9. Provide a Downtown Way-Finding Sign Program. A set of signs with a consistent shape, theme and/or color shall be developed and placed in strategic locations throughout downtown. Destinations that need to be signed include: City hall, post office, tour bus stop, tour bus parking, public parking, downtown shopping district, railway promenade, train depot, train boarding, train tickets, historical museum, railroad round house, winery, tourism bureau, senior center, library/memorial building, and public restrooms.

- 10. Temporary window signs shall be regulated for size, color and time of display through the zoning ordinance and these standards shall be enforced. Flourescent colors shall not be permitted. The City shall adopt a process for citing and fining violators of this regulation. This process shall include a provision that the business license shall not be renewed until the violation is corrected and all fines are paid in full.

- 11. The Central Business District Sign

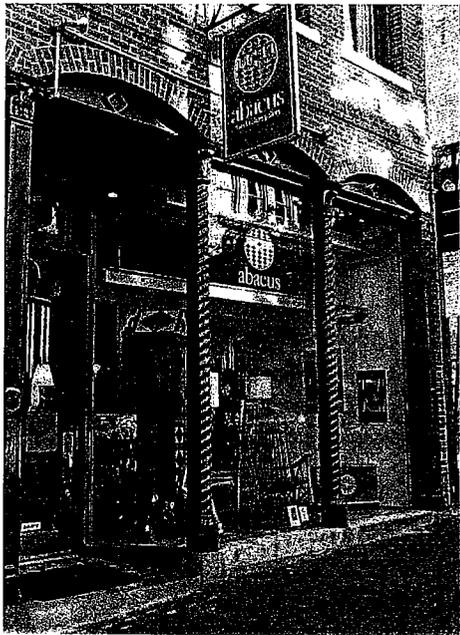
Guidelines shall continue to prohibit "can" or cabinet type wall signs. These sign types have been re-evaluated in the Specific Plan Update and the 1994 Specific Plan restriction on these sign types is reaffirmed.

These Development Policies apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.



UNDER AWNING SIGN

QUALITY PEDESTRIAN ORIENTED  
DOWNTOWN SIGNAGE



PROJECTING SIGN



INDIVIDUAL METAL LETTERS



COMBINATION OF PROJECTING SIGN AND WALL SIGN

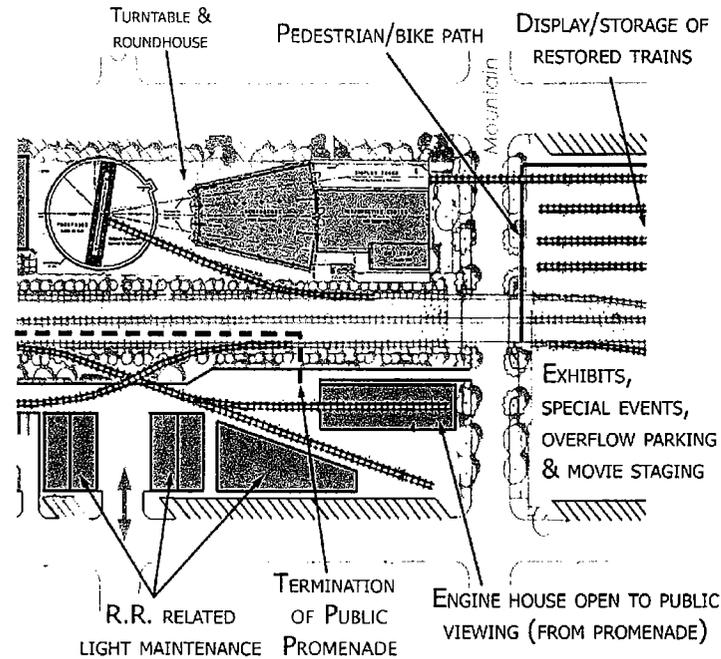


B. THE RAILROAD PROPERTY

Additional Railroad Property Goals:

During the Specific Plan Update process, there was much discussion regarding the appropriateness of a train concession in downtown Fillmore. At the conclusion of the process, it was determined that a private train operation in the central business district of a small town is unique. The only other such endeavor is in Durango Colorado. The potential visitor draw from the train operation can be a significant source of business for Fillmore's downtown. Also, the jobs that are created add significant employment opportunities. These employees will patronize downtown businesses. The City concluded that Fillmore should remain the home of the train concession currently operated by the *Fillmore and Western Railroad Company*.

The train operation involves intense daily service activities before a train leaves and after it arrives back in Fillmore. These activities include cleaning, food preparation, electrical charging, water tank filling and light maintenance. These services must be provided at track side along the promenade. Currently, the central portion of the Railroad Property (from City Hall east to Mountain View Street) provides land area to accommodate the daily train service activities. This area also has been used for storage of train parts and for heavier

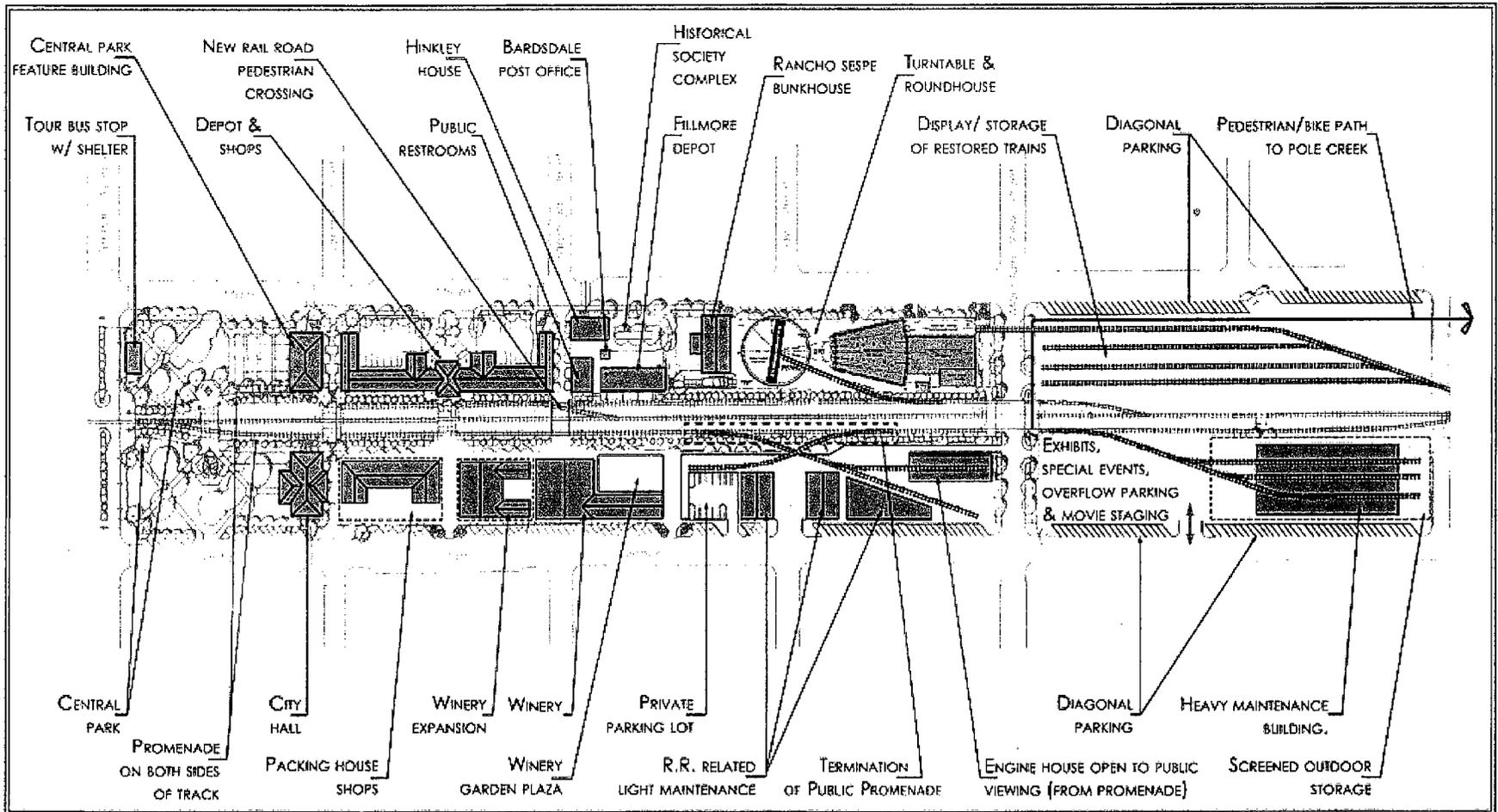


train service. These uses have been determined to have aesthetic, noise, and safety concerns and therefore should be moved further from the center of town by locating them on the eastern portion of the Railroad Property (the lands east of Mountain View Street).

There is also a need for ongoing-heavy maintenance including sand blasting, painting, lifting locomotives with large cranes and removal of wheel assemblies, as well as storage of large spare train parts. The movie industry that often films on the trains also needs equipment storage areas. Other locations outside the Central

Business District have been investigated to carry on the light and heavy maintenance uses. However, no other site has been found to be feasible. To ensure a successful train concession, daily and special train maintenance must be accommodated on the Railroad Property at this time as there are no other operationally and/or economically viable sites.

In accommodating train service and maintenance within the Central Business District, certain operational restrictions are needed. It is important to ensure that business for downtown shops is not negatively impacted, that public safety is



Railroad Property: Site Plan

AMENDED

FIGURE 11.7



maintained around the railroad tracks, and that the property has an appealing look. Of utmost importance is that the train concession be able to operate smoothly. It is also desirable to allow public viewing of train operations wherever feasible. The use of screen walls, safety fencing and view fencing must be strategically located to promote these characteristics.

The following Railroad Property Land Use Goals are added to the *City of Fillmore Downtown Specific Plan*:

1. To encourage and support the long-term viability of the railroad concession in the downtown, provide the option of developing the central and eastern portions (from City Hall eastward to the end of the Railroad Property) for train maintenance and support uses. These uses are an option that would replace retail, theater and housing uses called for in the Specific Plan. If another area is found outside the CBD for railroad support uses, the original land uses called for in the 1994 Specific Plan shall be permitted.
2. Regulate railroad-related uses to certain areas of the Railroad Property and ensure that structures and outdoor work areas are developed with a high degree of

aesthetic quality. Building construction shall meet the Railroad Property design guidelines and outdoor work areas shall be screened from public view unless public viewing is purposely and aesthetically incorporated into the design and operation of the outdoor area.

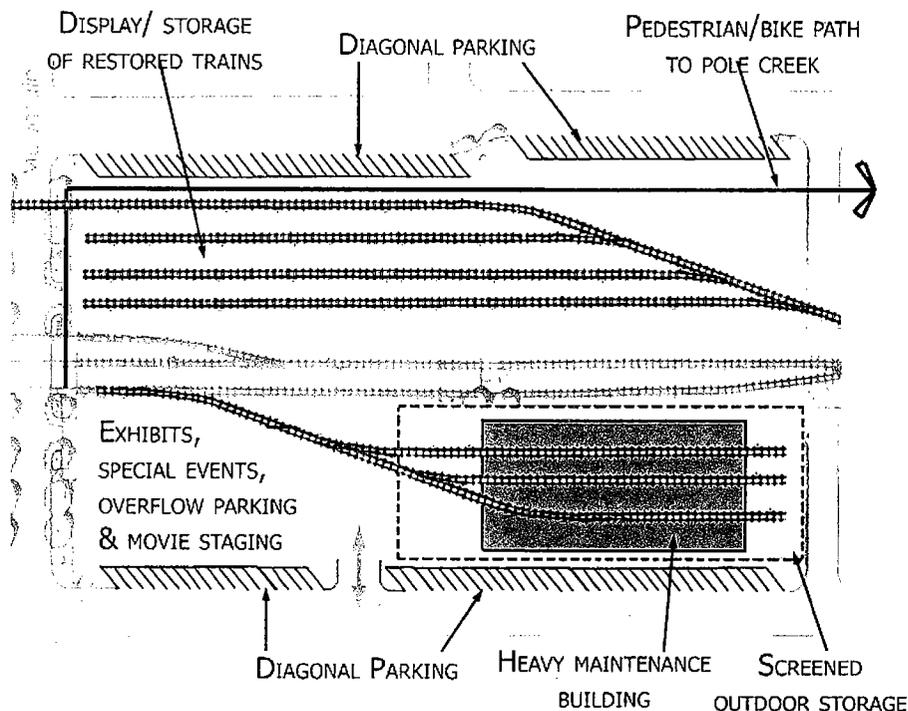
3. Provide buffers and screening as described in Figures 11.8 and 11.10 for some train maintenance areas and provide public viewing areas for other

train operations.

4. Provide security fencing for public safety and provide the train concession with the ability to close certain public areas during train operations.

These Goals do not apply if the option to increase railroad service is not pursued or is abandoned in the future.

**Amendments to the Railroad Property Land**





**Use Designations and Permitted Uses:**

The central and eastern portions of the Railroad Property (from City Hall to the eastern end of the Railroad Property) provide large areas of open land in close proximity to the railroad tracks. This proximity allows food preparation and daily clean-up activities to be stationed adjacent to the train. On the eastern portion of the property, side tracks can be constructed to allow trains to access areas for heavy maintenance.

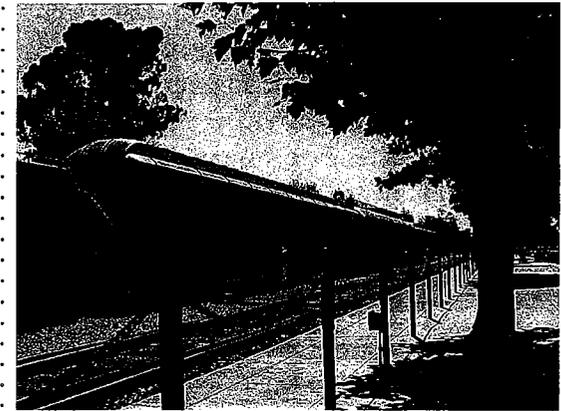
The 1994 Specific Plan currently calls for specialty retail with a possible performing arts theater or senior housing with parking on the central portion of the Railroad Property. Housing is specified for the Railroad Property east of Mountain View Street. By providing for an option of train-related development, commercial build-out in the central portion of the Railroad Property



would be decreased. This option will reinforce Central Avenue as the retail center of Downtown Fillmore and will allow the unique railroad operation to thrive.

The Land Use Element and Figure 3.5 of the *City of Fillmore Downtown Specific Plan* are amended to address the option of increased railroad-related uses in the Railroad Concept Plan, as follows:

1. Light train service and maintenance shall be permitted in the central portion of the Railroad Property, east of City Hall and the Winery to Mountain View Street, as depicted in Figure 11.7 and page 11:14, as amended. Light service and maintenance uses include the following: ticket sales, administrative office, commercial kitchen with food preparation, interior train cleaning, fueling, light jacking, electrical and water recharging. Exterior train maintenance shall be allowed that involves minor cleaning and minor repairs. Welding, sandblasting, painting or the use of cranes are not permitted. Movie prop storage within an enclosed structure is also permitted. Train-related historical equipment may also be displayed in this area.



2. Light train service shall also be permitted in the eastern portion of the Railroad Property (east of Mountain View Street) and north of the railroad tracks. Long-term storage and display of renovated train cars and locomotives shall be permitted. Motion picture and still photography as well as train-related historic equipment display are also permitted.
3. Heavy train service shall be permitted on the southern half of the eastern portion of the Railroad Property (east of Mountain View Street) as depicted in Figures 11.7 and 11.10, and page 11:16. Heavy train service includes remodeling services, sandblasting, painting, welding, use of large cranes, exterior renovation work, wash racks, train wheel service,



outdoor storage of spare train parts and movie equipment. Appropriate screening and buffers per Figures 11.8, 9 and 10 shall be provided in addition to a maintenance structure. A building or outdoor screened area for movie prop storage is also permitted. If this area is not developed for heavy train service, the area can be used for train-related historic equipment display, public parking or special events.

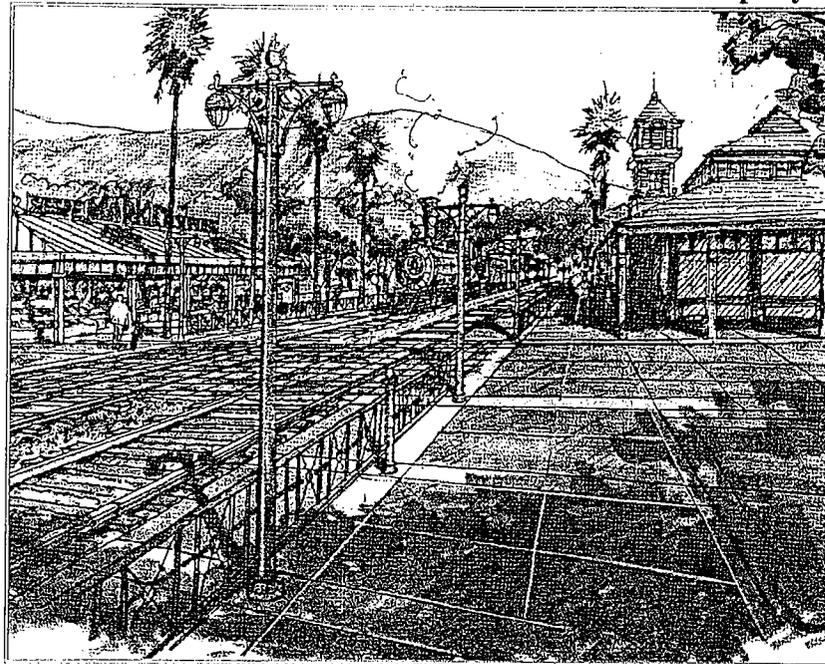
4. The public promenade shall extend along north side of the railroad tracks through the central portion of the Railroad Property and end at Mountain View Street. At the south side the public promenade shall end at the east end of the winery property. A private sidewalk maybe extended beyond that point. Appropriate screening and buffers shall be provided. Temporary closures to limit public access may be permitted during set times approved by the City to accommodate railroad operations and public safety. An elevated promenade may be constructed east of the winery to provide unique public viewing of railroad cars and to allow train maintenance staff to enter the track area under the promenade to service the trains
5. An east/west pedestrian and bike path

shall be provided in the eastern portion of the Railroad Property. A landscaped area along the pathway shall serve as a buffer between the existing residential neighborhood and the train use.

6. Railroad use of the property east of Mountain View Street should be reviewed on an ongoing basis. When and if the railroad does not need the land, an analysis of other viable uses should occur. These Land Use Plan Amendments do

not apply if the option to increase railroad service is not pursued or is abandoned in the future. In that case, the original 1994 Specific Plan will guide development of the property. If in the future it is determined that railroad related uses will not occur on the central and eastern portions of the Railroad Property, a Specific Plan Update should be conducted to determine the best use of the land and appropriate development policies appropriate at that future date.

**Additional Railroad Property Development**



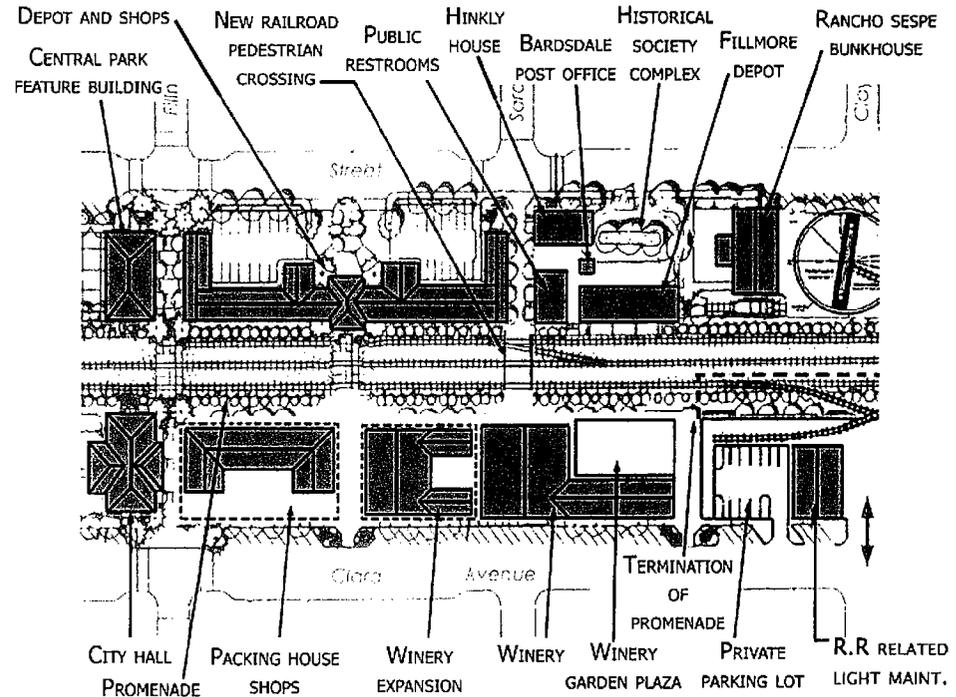
THE PROMENADE RUNS CONTINUOUSLY THROUGH THE RAILROAD PROPERTY



**Policies:**

To address the option of The following Railroad Property Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

1. Visibility of the pedestrian promenade through the western and central portions of the Railroad Property may be increased through the use of architectural or decorative features such as archways, trellises, flagpoles and banners. Larger archway elements should be located at the track crossings to emphasize the locations.
2. No operating trains shall be on the tracks for more than four hours in the area between Central Avenue and the extension of Saratoga Street unless authorized by the city. This will promote access to the pedestrian railroad crossings and provide view corridors across the tracks.
3. The pedestrian and bicycle path on the eastern portion of the Railroad Property shall be paved and a minimum of twelve feet wide. It shall be designed to connect to a Pole Creek trail system, if feasible. A ten to fifteen foot wide landscape buffer with trees and shrubs shall be planted



along the pathway.

4. The feature building planned for the north side of the Railroad Property adjacent to Central Park shall be designed to avoid creating a visual and pedestrian access barrier. This building should include a good size, upscale dinner house on the ground floor, with terrace dining facing Central Ave. The building shall be designed with pedestrian-oriented features, including but not limited to:

special entry way architecture, recessed main entry, bulkheads, transom windows, special building design details (tile, wood, or stone trim, etc.), special door design, pedestrian-oriented hanging signs, awnings, balconies, outdoor terraces or public plazas, fountains, sculpture, outdoor seating, decorative paving, decorative light fixtures, or historical-theme glazing.

5. A train depot of approximately 4,000



square feet may be constructed to provide ticket sales, public waiting area, gift shop, historical or train-related displays and train administration. This building could be an interim building prior to development of a grand depot or could be a first phase of a larger depot structure.

6. If the grand railroad depot building is to be replaced with a smaller permanent depot, one and two story commercial structures are permitted adjacent to the depot. This commercial building(s) shall be architecturally related to the depot or a "packing house style."

7. A temporary or permanent railroad platform cover to protect train passengers from sun and rain is permitted on the north side of the tracks.

8. Central Park shall be provided with additional shade. More trees around the central plaza area, shade ramadas, trellises, and/or gazebos should be considered.

9. The sunken bowl in Central Park shall be leveled to provide a more useable space.

10. Within 90 days of adoption of this

Specific Plan Amendment, the train operator shall provide a phasing plan to the City. This phasing plan shall provide concept plans and a schedule for development of the central portion of the Railroad Property and for removal of heavy train maintenance, outdoor storage uses, temporary/trailer buildings and the incubator business train cars. A schedule and concept plans shall also be submitted for development of the eastern portion of the Railroad Property for heavy train maintenance uses including a maintenance building, a storage building and outdoor storage areas. The purpose of this phasing plan is to address existing non-conforming uses, to assure that the property does not degrade visually and that long-term goals are not compromised by short-term projects. The City Council shall review the submittal and adopt a phasing plan. The adopted phasing plan shall provide time limits for completion of each portion of the plan.

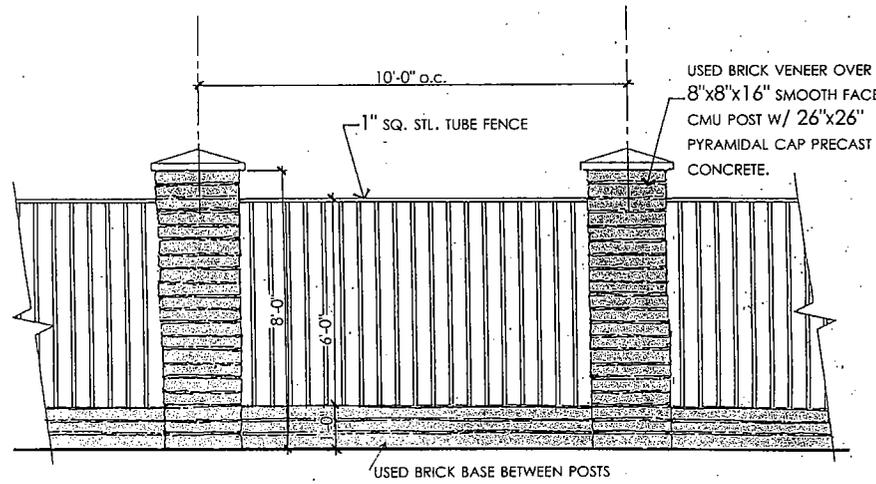
11. Public parking on the Railroad Property shall be limited to small public lots in the vicinity of the train depot on the north side and west of the winery on the south side. The majority of public parking shall be provided on-street at the Railroad Property frontage in either diagonal or

parallel form.

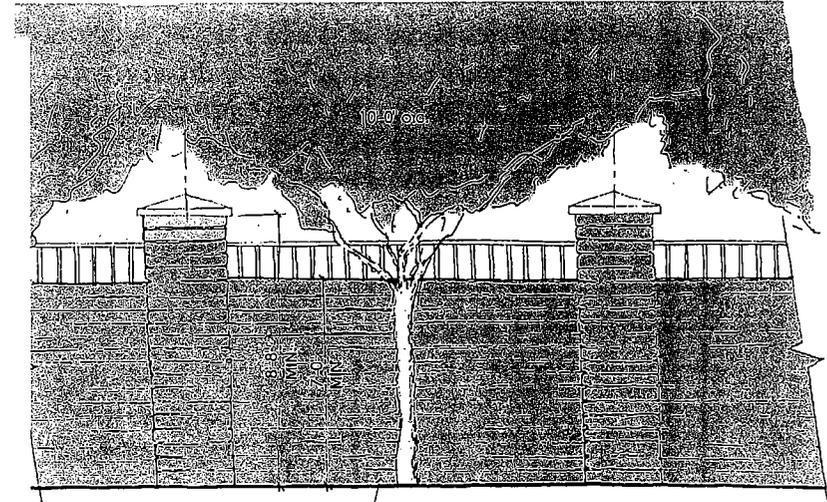
12. Railroad-related structures shall be developed with a high degree of aesthetic quality. The smaller railroad depot shall be constructed in a traditional railroad depot style. Other railroad-related and commercial buildings shall be "packing house" style as described in the 1994 Specific Plan. Train maintenance and storage buildings shall also be packing house style with the exception of the Engine House on the eastern end of the central portion of the Railroad Property. This building may be designed of galvanized corrugated metal with large viewing windows.

13. Opaque screening, at least seven feet tall, shall be provided for outdoor storage.

14. Appropriate screening and security fencing shall be provided along the public promenade. No chain link, wooden slats or barbed wire. Temporary closures to limit public access may be permitted during set times approved by the City to accommodate railroad operations and public safety. Safety fencing built in sections that can be unlocked and swing across the promenade to restrict public access shall be installed. An elevated

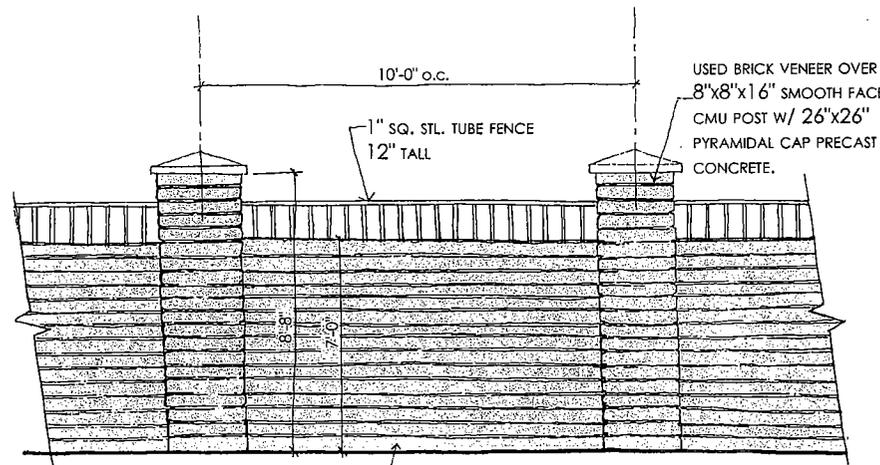


VIEWING W/SEPARATION



VERY LIMITED VIEWING

USED BRICK VENEER OVER 8"x8"x16" SMOOTH FACE CMU WALL BETWEEN POSTS



SOME VIEWING

USED BRICK VENEER OVER 8"x8"x16" SMOOTH FACE CMU WALL BETWEEN POSTS.

Figure 11.8



promenade may be constructed east of the winery to provide unique public viewing of railroad cars and to allow train maintenance staff to enter the track area under the promenade to provide service to the trains. Light train maintenance areas shall be fenced so that public viewing is permitted. Security fencing and public viewing fencing shall be consistent with the designs designated in Figure 11.8.

15. Security fencing and screen walls shall be provided along public streets to restrict public access and to screen certain train maintenance areas. Security fencing and screen walls shall be consistent with the designs designated in Figure 11.8

16. Commercial uses including retail, restaurant, office, winery, hotel and visitor-serving shall continue to be permitted on the central portion of the Railroad Property in the vicinity of the planned depot on the north side of the tracks and adjacent to the winery on the south side of the tracks. These buildings shall be packing house style or architecture related to the winery building.

above, apply even if the option to increase railroad service is not pursued or is abandoned in the future. Development Policies numbered 10 through 17 above, do not apply if the option to

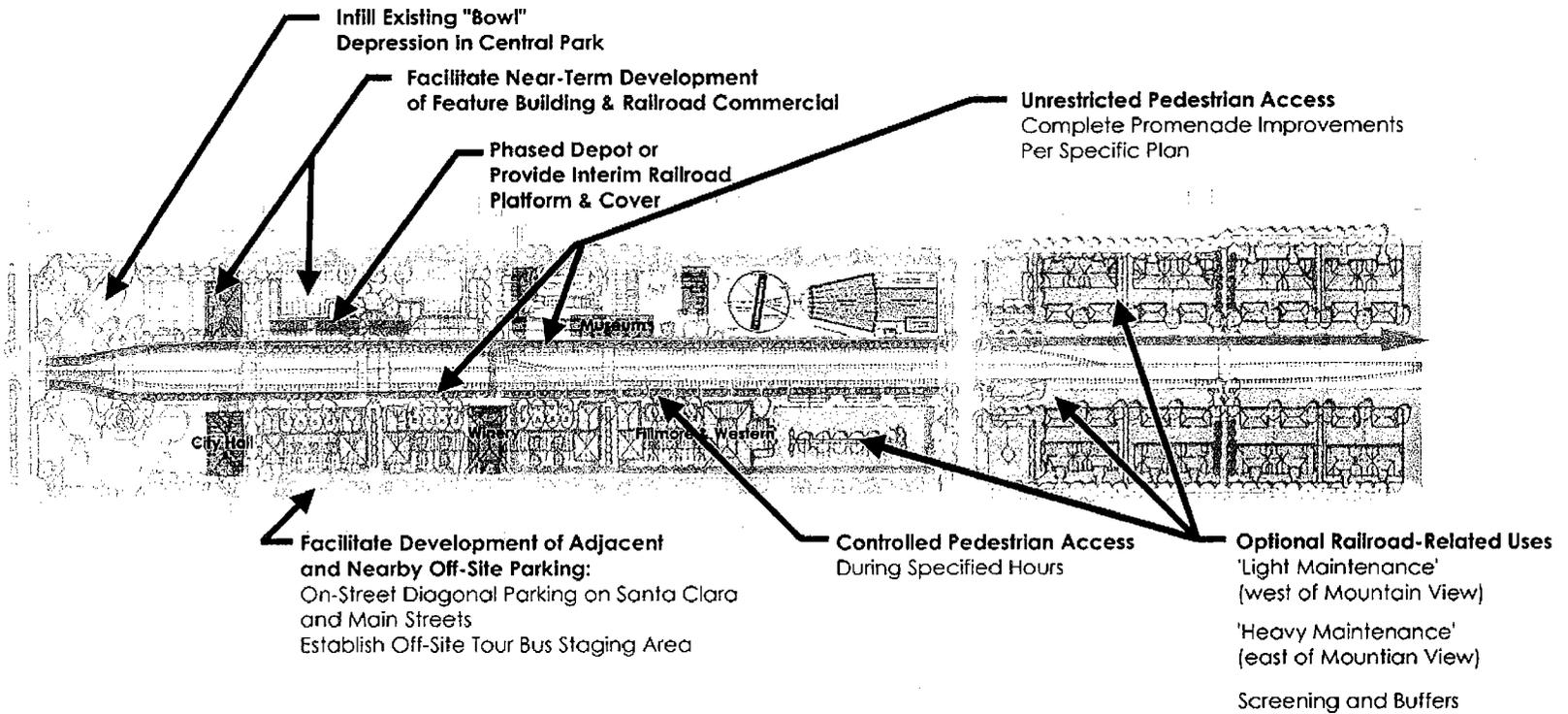
increase railroad service is not pursued or is abandoned in the future.



SCREEN WALL EXAMPLE AT CORNER OF MOUNTAIN VIEW AND SANTA CLARA "VERY LIMITED VIEWING"

FIGURE 11.9

Development Policies numbered 1 through 9



# Phased Improvements to the Railroad Property

City of Fillmore

## Downtown Specific Plan Update

Mainstreet Architects & Planners, Inc.  
with Stephanie Diaz, Land Use Planner

December, 1999  
revised July 2001

Figure 11.10



**III. SPECIFIC PLAN - REVISED  
GROWTH POTENTIAL**

The remaining Railroad Property build-out under the 1994 Specific Plan is 60,900 square feet including the following uses:

**Residential Build-Out:**

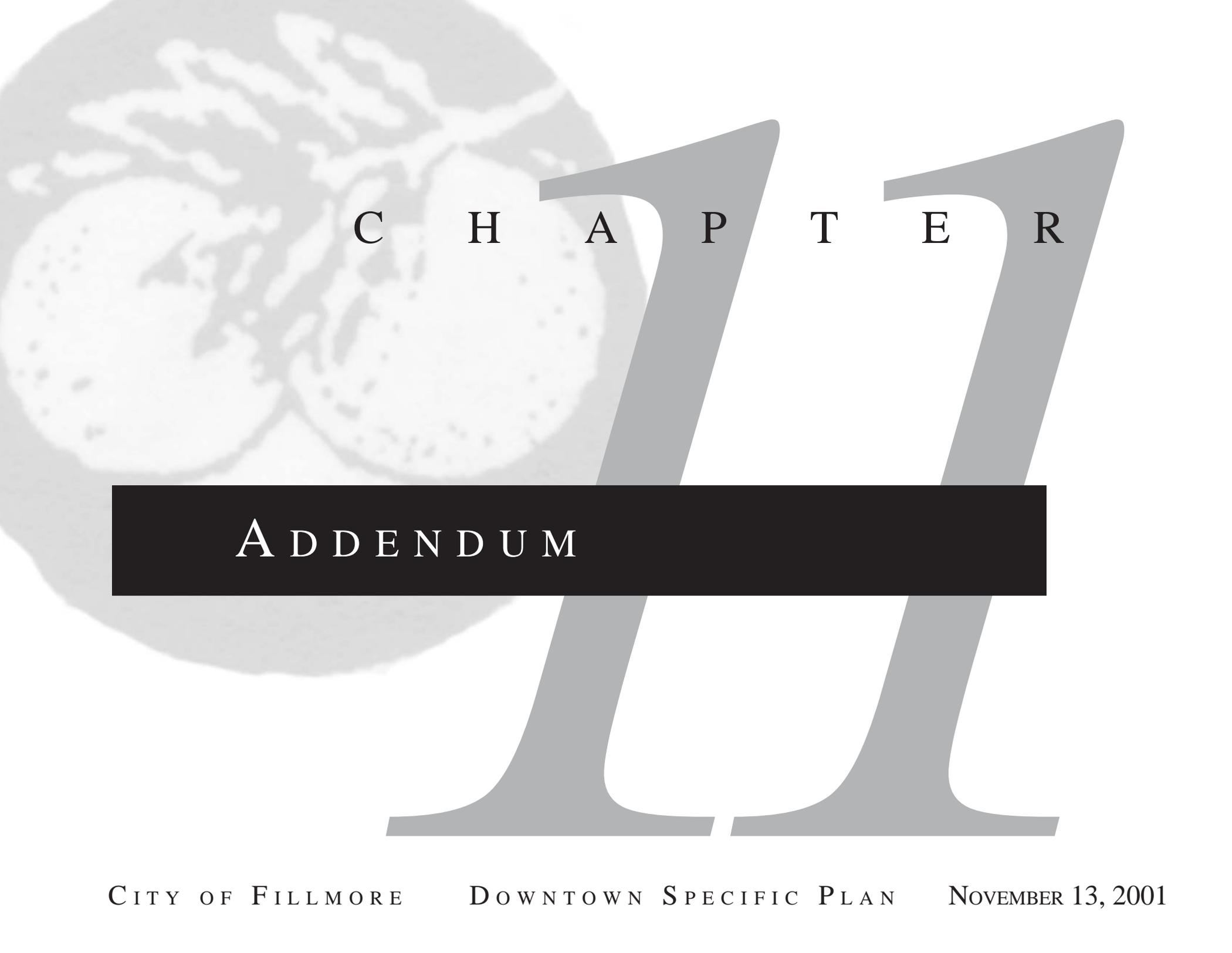
Assuming that mostly vacant and underdeveloped CBD properties would redevelop with increased residential density, an estimation was made of approximately 3 acres available for new residential or mixed use projects. With a density allowance of up to 50 units per acre, a maximum of approximately 150 units could be built in the CBD. If a number of other developed commercial properties in the CBD are assumed to redevelop under the 50 unit per acre standard, the build-out could potentially double to 300 units.

<u>Building Uses</u>	<u>Square Feet</u>
Grand Railroad Station with restaurant	12,000 s.f.
Central Park Feature Building	12,000 s.f.
Hotel/Bed and Breakfast Use	6,500 s.f.
Retail, Restaurants, Offices and Performing Arts Theater	52,000 s.f.
<b>Total</b>	<b>60,900 s.f.</b>

**Commercial Build-Out:**

The CBD commercial build-out under the 1994 Specific Plan assumed that all new development would have a height restriction of two stories. The new development policy in this Specific Plan Amendment that allows three story structures on key sites and for key uses may provide a larger commercial growth potential. A total of 24 properties were analyzed for development or redevelopment with an additional story for commercial use. A total of 124,564 square feet of additional commercial build-out, above that allowed in the 1994 Specific Plan, could occur on key corner or mid block lots in the CBD.

If the option to develop railroad-related uses is pursued on the central portion of the Railroad Property (from City Hall to Mountain View Street), the type of commercial development would be changed but the amount of commercial structures would not necessarily change. The hotel and some of the specialty retail development would be replaced with train support uses such as commercial kitchen, administrative office, engine house and movie prop storage. However, the total build-out potential would remain at approximately 60,900 square feet.



C H A P T E R

ADDENDUM



City of Fillmore  
Downtown Specific Plan  
*Addendum*

***ADOPTED BY CITY COUNCIL***  
***(Resolution 01-2522 / 01-2523)***

***REVIEWED AND RECOMMENDED***  
***BY PLANNING COMMISSION***  
***(Resolution 01-511 / 01-512)***

Prepared for the City of Fillmore

By

Mainstreet Architects and Planners, Inc.  
and  
Stephanie Diaz, Land Use Planner



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II.	Land Use Element.....	5
A.	Specific Plan Area and Central Business District.....	5
B.	Railroad Property.....	14
III.	Specific Plan Revised Growth Potential.....	24



## I. INTRODUCTION

The *City of Fillmore Downtown Specific Plan* was adopted in March 1994, just two months after the devastating Northridge earthquake. Since then, the Plan has served as a blue print for rebuilding the downtown and for encouraging development of the Railroad Property. A Specific Plan update process was initiated by the City in 1999 to assess progress in the downtown and to develop recommendations for fine tuning the Specific Plan.

During a one and a half year period, City staff, the Specific Plan Update Steering Committee and the City's land use consultants reviewed the downtown revitalization progress, issues associated with the railroad operations in the core of the downtown and issues facing the business and property owners in the Central



CITY HALL



CENTRAL PARK

Business District.

Visitors to the downtown (both Fillmorites and out-of-towners) were interviewed on a Saturday during the Heritage Valley Festival. What they liked most about Fillmore was “the lovely, typical American small town look, the mountain views, historical architecture, the train collection and exhibits, the museum, the rural relaxed atmosphere, and walkability.”

When asked what they would change, out-of-towners indicated: “Love it as it is, nothing, it keeps getting better.” Fillmore residents indicated that there were a few areas that still needed improvement including: “More shade, more shopping, and more restaurants.”

Downtown business owners generally found that business was improving. They



FILLMORE & WESTERN RAILWAY

suggested that Fillmore should take better advantage of the potential visitor-related business opportunities generated by the railroad operation. They suggested that public improvements or signage could assist in bringing visitors from the train concession into the downtown for shopping.

During the Specific Plan Update process many issues were raised and debated by the Specific Plan Steering Committee regarding the downtown in general as well as specific input on Central Avenue and the Railroad Property. At the conclusion of the assessment, it was found that the Specific Plan's vision statement still rings true; that Fillmore is “*The Last Best Small Town in Southern California.*”

The success of the downtown is reflected in the



new and renovated buildings along Central Avenue, the new shops and restaurants, and the growth of the train concession. The historical museum complex on the Railroad Property is progressing and the presence of the trains is a distinctive and impressive sight. Especially prominent is the success of the new City Hall and Central Park that have carried out the Specific Plan Goal to: Establish Central Park and the immediately surrounding area as the “center of the CBD.”

Many of the Specific Plan goals, development standards and schematic plans for the downtown and the Railroad Property are being successfully implemented. However, the growing success of the train operation and on-going support for Central Avenue businesses need to be addressed in more detail in the Specific Plan. Therefore, this Addendum has been adopted as an amendment to the 1994 *City of Fillmore Downtown Specific Plan*.

Where the text of this Addendum, including goals, policies or development standards, conflicts with the text in the original *City of Fillmore Downtown Specific Plan*, this Addendum takes precedence over the original text.



Restored Historic Town Theater  
on Central Avenue

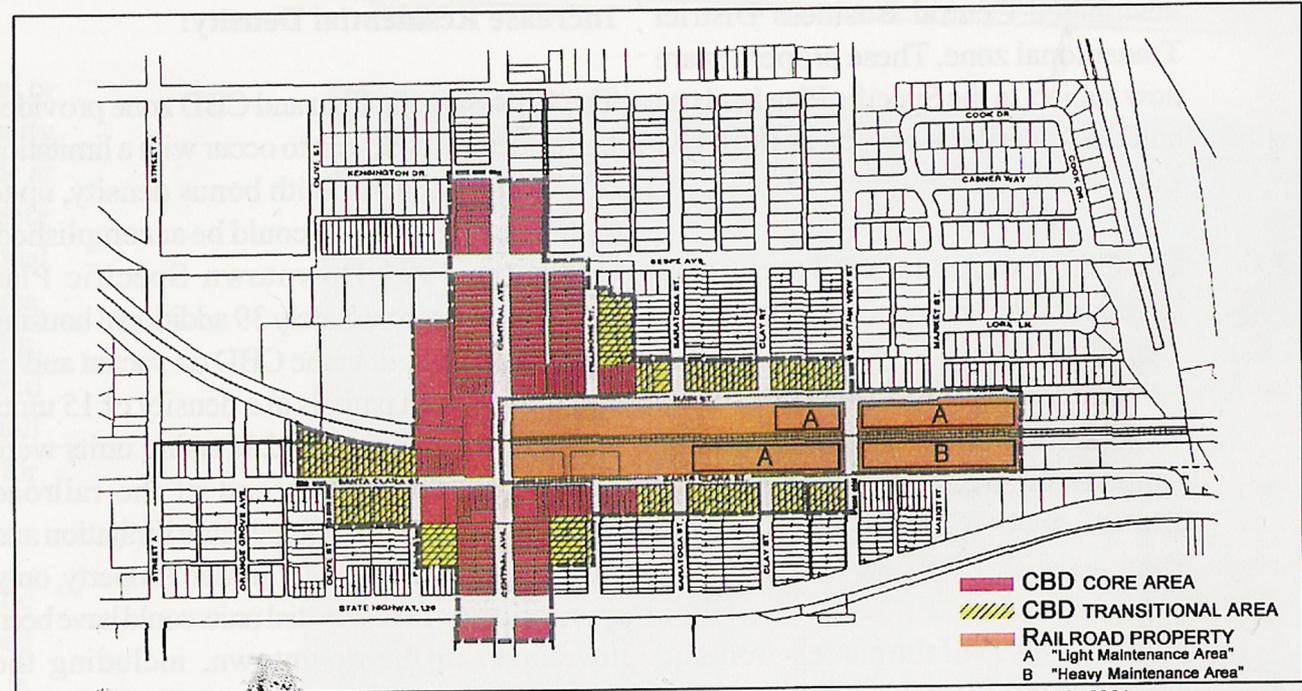
## II. THE LAND USE ELEMENT

### A. SPECIFIC PLAN AREA and CENTRAL BUSINESS DISTRICT

#### Boundary and Zoning Designation Changes:

The boundaries of the Fillmore Downtown Specific Plan and the Central Business District (CBD) overlap. This boundary was established in the 1994 Specific Plan by defining the area that served as the downtown commercial core and including the thirteen-acre parcel located in the eastern portion along the railroad tracks. The Central Business District has been divided into sub areas called the CBD Core Area, the CBD Transitional Area and the Railroad Property as depicted in Figure 1.6. The core area requires street level retail and the transitional area functions like a downtown but feels like a neighborhood.

During the Specific Plan Update process, it was determined that the Specific Plan/CBD boundaries should be expanded in only two areas, a half block on the east side of Palm Street, south of Santa Clara Street and a half block on the west side of Fillmore Street. The current zoning on this property is Commercial Highway (CH). These parcels are directly adjacent to the current Specific Plan and CBD boundaries and should be developed in a manner that supports the downtown rather than allowing build-out of



LOCATION AND BOUNDARIES OF THE SPECIFIC PLAN

### AMENDED BOUNDARIES

REV. 03 AUG. 2001

FIGURE 11.1

highway commercial development that is not consistent with the downtown land use and design regulations.

Areas within the Specific Plan and CBD boundaries were also examined and it was determined that some areas currently designated as CBD Core Area should be changed to CBD Transitional Area. The CBD Core designation requires retail uses on the ground floor in the front one third of all structures. Some properties located on Fillmore Street are a significant distance from the existing retail shopping core

on Central Avenue and the planned shopping areas on the Railroad Property. Therefore, mandating street level retail uses is not practical or economically feasible in these areas.

The following land use and designation changes are made to the *City of Fillmore Downtown Specific Plan* and are depicted in Figure 11.1, as amended:

1. Seven parcels fronting on Palm Street facing west, are added to the Specific Plan area and the properties are



changes are made to the *City of Fillmore Downtown Specific Plan* and are depicted in Figure 11.1, as amended:

1. Seven parcels fronting on Palm Street facing west, are added to the Specific Plan area and the properties are designated Central Business District Transitional zone. These properties are now subject to the Specific Plan land use and design criteria as well as the CBD Zone standards.
2. The CBD Core and CBD Transitional boundaries are amended as follows:
 

Fillmore Street:  
West side, south of the parcels fronting Santa Clara Street: For these 8 parcels, change from CBD Core to CBD Transitional.

East side, north of the parcels fronting Main Street: For these 13 parcels, change from CBD Core to CBD Transitional.
3. The CBD Core boundary is amended on Santa Clara Street as follows: The CBD Core boundary shall end at the east side of Palm Street. The properties previously identified as

Core shall be redesignated as CBD Transitional.

These Land Use Plan changes apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

#### **Increase Residential Density:**

The 1994 Specific Plan and CBD zone provided for residential build-out to occur with a limitation of 15 units per acre. With bonus density, up to eighteen units per acre could be accomplished. Under the 1994 Downtown Specific Plan restrictions, approximately 39 additional housing units could be built in the CBD on vacant and/or underdeveloped parcels at a density of 15 units per acre. An additional 32 housing units were planned on the eastern end of the railroad property. With the 15 unit per acre limitation and the residential use on the Railroad Property, only approximately 71 residential units could have been developed in the downtown, including the Railroad Property.

Studies of mixed use and all residential build-out of typical downtown lots reveal that the 15 units per acre standard is too restrictive and limits the economic viability of new development with residential components. Case studies on typical 25 foot by 100 foot

and 50 foot by 100 foot parcels show that a maximum of 50 units per acre can be accommodated on top of street level retail with on-site residential parking. Figures 11.2 and 11.3 illustrate mixed use build-out scenarios with a residential density in the range of 25 to 50 units per acre. Not all lots in the CBD will be able to attain the maximum density of 50 units per acres due to their particular lot dimensions. A lot-by-lot analysis indicates that vacant and underdeveloped CBD parcels could actually build-out at 23 to 50 units per acre.

It is understood that the design of projects with increased density requires sensitivity to access, light and air, parking and building design. These issues are addressed in the development policies within this document.

Increased residential density is desirable and appropriate. It will assist the City in meeting Housing Element mandates for new housing opportunities while meeting the Specific Plan goal to promote residential development that contributes "to the day/night activity level in the CBD." Higher residential density will allow more projects to be economically feasible and therefore promote redevelopment in the downtown.

The following CBD Development Policies



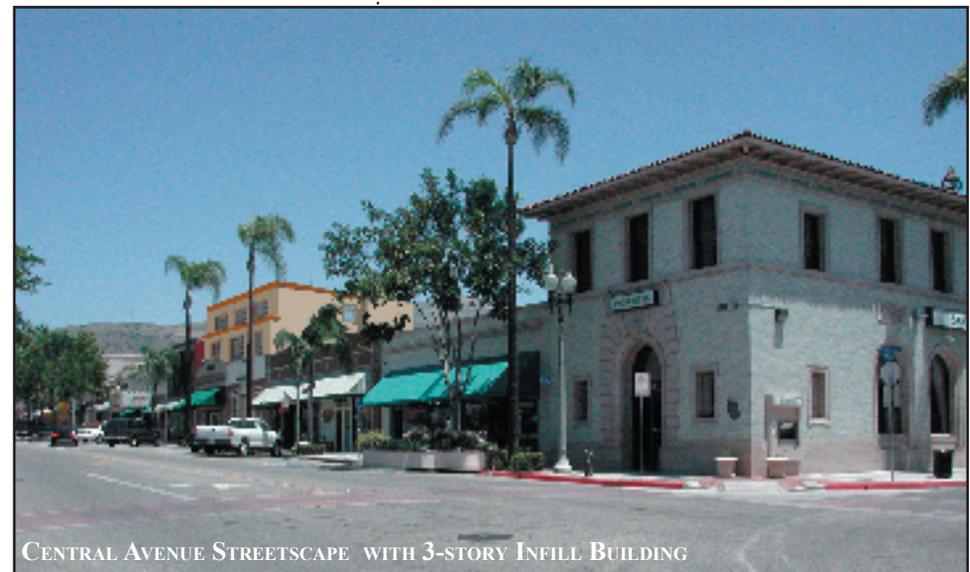
are added to the *City of Fillmore Downtown Specific Plan*:

1. The allowable residential density is 50 units per acre on lands within the CBD Core Area and the CBD Transitional Area. (Residential build-out on the Railroad Property would remain as shown in the 1994 Specific Plan. Higher density is not appropriate in this area of the CBD.)
2. New projects proposing residential or mixed use development with a density over 18 units per acres shall provide at least one of the following on-site amenities such as: courtyard, individual balconies, skylights, children's play area, common recreation/meeting room, laundry facilities or additional covered parking. The zoning ordinance shall elaborate on the specific requirements for each of these amenities.

These Development Policies apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

### **Three Story Structures:**

The 1994 Downtown Specific Plan and





3-STORY MIXED USE BUILDING EXAMPLE  
 the CBD zone restrict building heights to two stories. Studies of potential three story structures in the CBD reveal that if limited locations are approved, the buildings could provide a visual focal point for downtown and provide an interesting break in the standard two story facade along the commercial street fronts. By allowing three story structures for key locations and key uses, view impairment would be limited within the downtown. Providing an opportunity for three story

6 UNITS = 47 UNITS PER ACRE

FIGURE

structures will allow more projects to be economically feasible and therefore promote

redevelopment in the downtown.

The following CBD Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

1. Three story developments are permitted within the CBD Core Area on key sites which are determined to be all corner properties and at mid-block locations. No new three story structure shall be built directly adjacent to another existing three story structure.
2. No structure shall exceed 48 feet in height. This limit provides for appropriate fire protection for the top or, maximum, third story.
3. Three story structures are permitted on the Railroad Property and within the CBD Transitional Area for hotel uses and also for affordable housing projects that are restricted by the City for long-term affordability. No new three story structure shall be built directly adjacent to another existing three story structure.
4. No vehicle parking spaces visible from the front of the building.
5. Architectural relief, detailing or setback to soften the appearance of the 3rd story shall be incorporated.



These Development Policies apply even if the option to increase railroad service, as described later in this document, is not pursued or is abandoned in the future.

**Promote Central Avenue as the City's Pedestrian-Oriented Shopping District:**

The train concession brings in a large number of visitors that should be encouraged to visit downtown businesses. A "draw" is needed to entice railroad visitors to walk up Central Avenue and visit downtown businesses. As a larger portion of Fillmore's downtown is being dedicated to train operations through this Specific Plan Amendment, the downtown businesses should take advantage of the potential visitor-related business opportunities. Several public improvements would assist in bringing visitors from the train concession into the downtown.

The following CBD Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

1. A focal point should be provided in the vicinity of the Central Avenue and Sespe Avenue intersection. An interesting feature such as a gazebo, archway, Victorian clock, large trees,

special plantings should be provided that will be visible from Central Avenue, in the vicinity of Central Park. This visual element will help attract visitors interest when viewed from the Railroad Property and entice them to walk down Central Ave.

2. All buildings facing Central Park

shall incorporate at least one of the following pedestrian-oriented design elements, including but not limited to: special entry way architecture, recessed main entry, bulkheads, transom windows, special building design details (tile, wood, or stone trim, etc.), special door design, pedestrian-oriented hanging signs, awnings,



MASONIC LODGE BUILDING (DESTROYED 1994)  
11.3

FIGURE



balconies, terraces or public plazas, fountains, sculpture, outdoor seating, decorative paving, decorative light fixtures, or historical-theme glazing. Additionally, the architecture shall have civic presence comparable to City Hall and the historic Bank of Italy building. For further information, please see Chapter 4 (Private Property Design Element) of the Specific Plan,



2 STORY MIXED USE BUILDING  
11.4

FIGURE

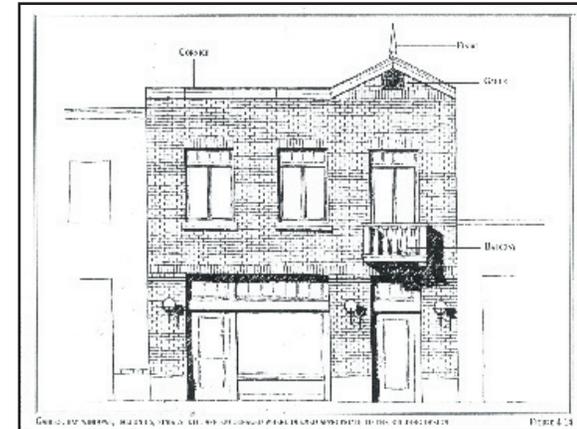
3.

Figure 4.14 (page 4:8).

The vacant lot mid block on the west side of Central Avenue between Sespe Street and Main Street is a key site for new development. New development on this lot shall provide a pedestrian walk way from Central Avenue to the public parking lot at the rear of the lot. This walk way shall be at least 12 feet wide and have a minimum of 14 feet of unobstructed height, if not fully open to the sky. This building shall also incorporate visual features such as a tower element that creates visual interest when viewed from the Railroad Property. This building shall incorporate the design requirements for Central Avenue buildings and be consistent with all applicable design expectations of this document.

4.

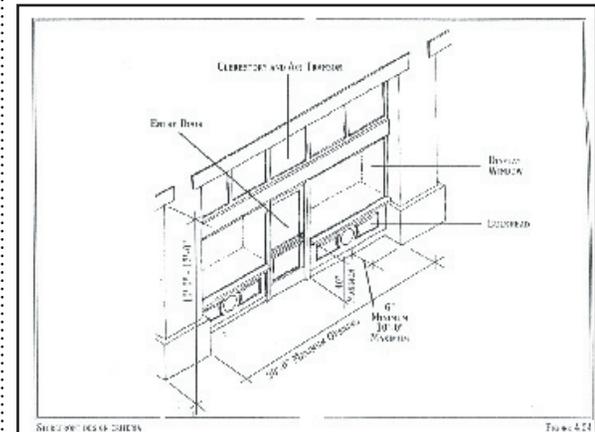
Provide streetscape improvements along Central from Highway 126 to Sespe Street such as decorative sidewalk paving, shopping directories, new landscape planters and street trees, and sidewalk widening for a special pedestrian area at the vacant lot mid-block on Central Ave. above Main Street. In general, Central Avenue sidewalks should not be widened at the



GABLES, BAY WINDOWS, BALCONIES,  
11..5

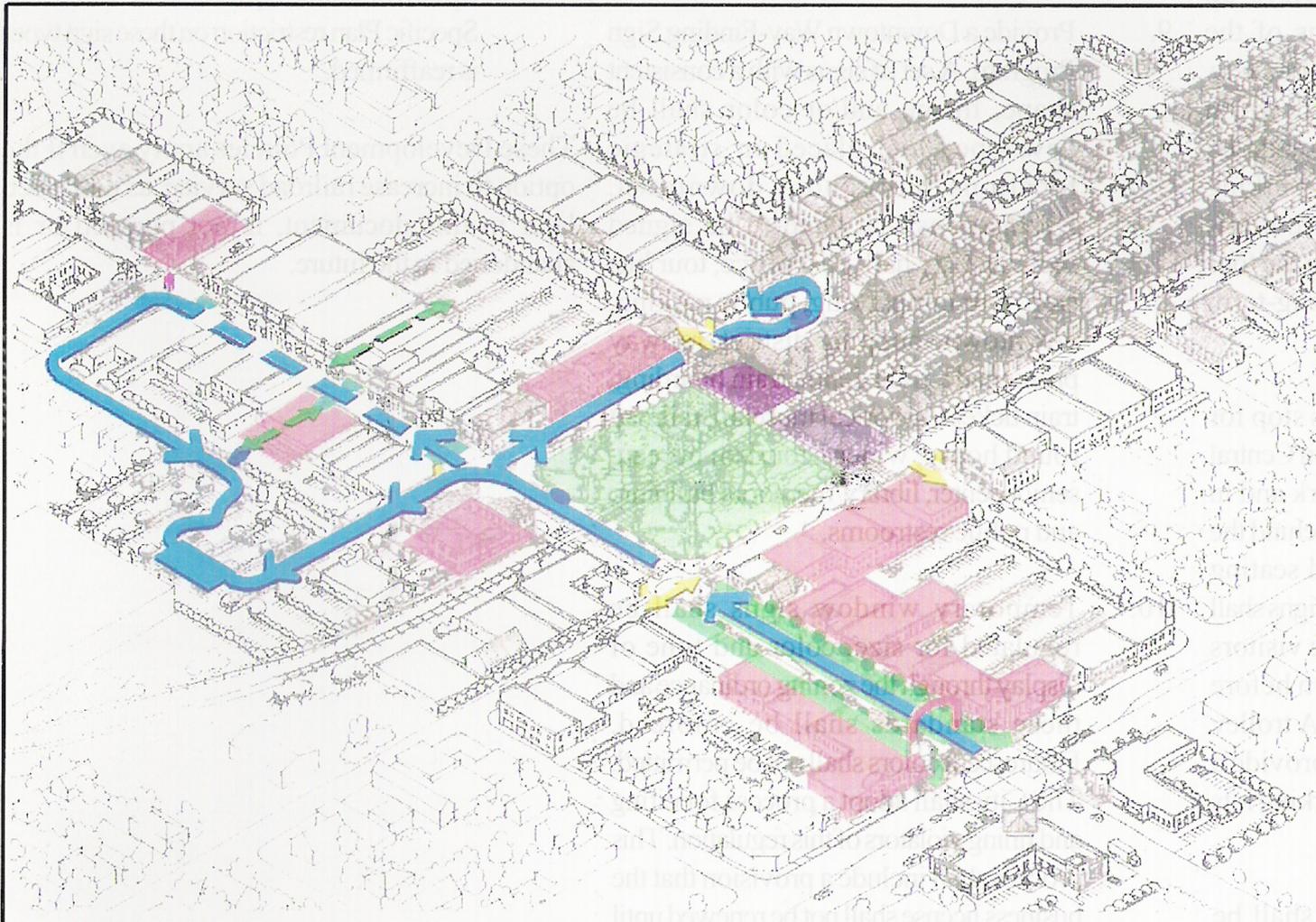
FIGURE

FINIALS, ETC. ARE ENCOURAGED WHERE  
DEEMED APPROPRIATE TO THE BUILDING DESIGN



STOREFRONT DESIGN CRITERIA

FIGURE



**A Visual Focal Point for the Core**  
At Sespe and Central

**Feature Building**  
Facilitate Construction of New Feature Building to Complete the "Urban Enclosure" of Central Park.

**Tour Bus Strategic Access**  
Drop-off and Pick-up Points Which Will Encourage Browsing on Central Avenue. (Central Park, Train Depot and at pedestrian link north of Post Office)

**Key Development Sites**  
Infill Sites Will Help Reinforce the Downtown's "sense of Place."

**Clear Directional Signs**  
To Direct Visitors to the Parking and Destinations in the Downtown.

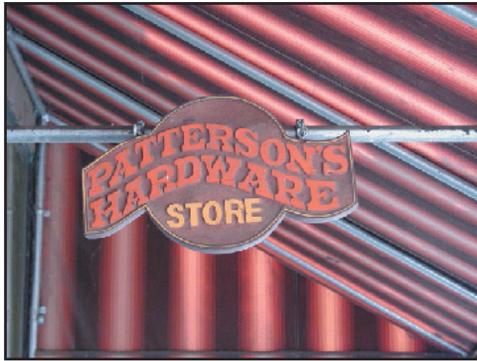
**Extend Streetscape to Hwy**  
Visually Connect Central Avenue from the Hwy to Sespe Avenue.

**Gateway to Downtown**  
A Highly Visible Announcement and Point of Arrival for Visitors and Passers-By

## Strategic Improvements to the CBD Core



- expense of on-street parking. Small widenings for planters, benches or bistro tables can be accommodated in the existing widened areas. The location of existing and proposed widenings should be analyzed for pedestrian safety, driver visibility and aesthetics. The decorative sidewalks could include demarcations (using tile or brick) for private use areas that allow benches, sandwich board signs, potted plants, decorative displays or sidewalk dining.
5. An important streetscape element is the provision of a planted median in Central Avenue from Highway 126 up to Santa Clara Street to provide an aesthetic entrance drive to the CBD as viewed from the Highway.
  6. Provide designated tour bus and trolley routes through downtown to manage traffic flow and give visitors an opportunity to view portions of the downtown beyond the Railroad Property. A suggested tour bus route is shown on page 11:10. This route may be modified over time if circulation and parking patterns change. Provide all tour bus companies with maps showing the tour bus routes, bus stops and long-term parking areas.
  7. Provide a designated tour bus stop for loading and unloading visitors on Central Avenue in front of Central Park and in the western public parking lot behind the post office. Adequate shaded seating shall be provided. Maps and/or signs shall also be provided to encourage visitors to walk through the downtown before or after their train excursion. A trolley concession may be added to provide a riding tour from the various parking lots through the downtown.
  8. Long-term tour bus parking shall be provided in association with public parking lots that are not visible from Central Ave. Such areas include the parking lot west of Central Avenue, the Railroad Property and planned public parking lots behind the shops east of Central.
  9. Provide a Downtown Way-Finding Sign Program. A set of signs with a consistent shape, theme and/or color shall be developed and placed in strategic locations throughout downtown. Destinations that need to be signed include: City hall, post office, tour bus stop, tour bus parking, public parking, downtown shopping district, railway promenade, train depot, train boarding, train tickets, historical museum, railroad round house, winery, tourism bureau, senior center, library/memorial building, and public restrooms.
  10. Temporary window signs shall be regulated for size, color and time of display through the zoning



UNDER AWNING SIGN

QUALITY PEDESTRIAN ORIENTED  
DOWNTOWN SIGNAGE



INDIVIDUAL METAL LETTERS



PROJECTING SIGN



COMBINATION OF PROJECTING SIGN AND WALL SIGN

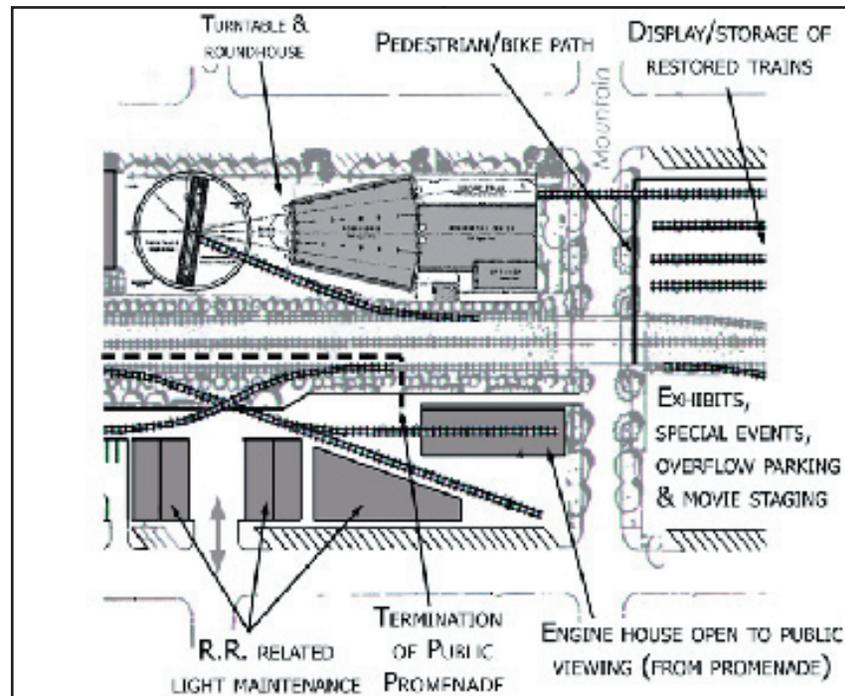


## B. THE RAILROAD PROPERTY

### Additional Railroad Property Goals:

During the Specific Plan Update process, there was much discussion regarding the appropriateness of a train concession in downtown Fillmore. At the conclusion of the process, it was determined that a private train operation in the central business district of a small town is unique. The only other such endeavor is in Durango Colorado. The potential visitor draw from the train operation can be a significant source of business for Fillmore's downtown. Also, the jobs that are created add significant employment opportunities. These employees will patronize downtown businesses. The City concluded that Fillmore should remain the home of the train concession currently operated by the *Fillmore and Western Railroad Company*.

The train operation involves intense daily service activities before a train leaves and after it arrives back in Fillmore. These activities include cleaning, food preparation, electrical charging, water tank filling and light maintenance. These services must be provided at track side along the promenade. Currently, the central portion of the Railroad Property (from City Hall east to Mountain View Street) provides land area to accommodate the daily

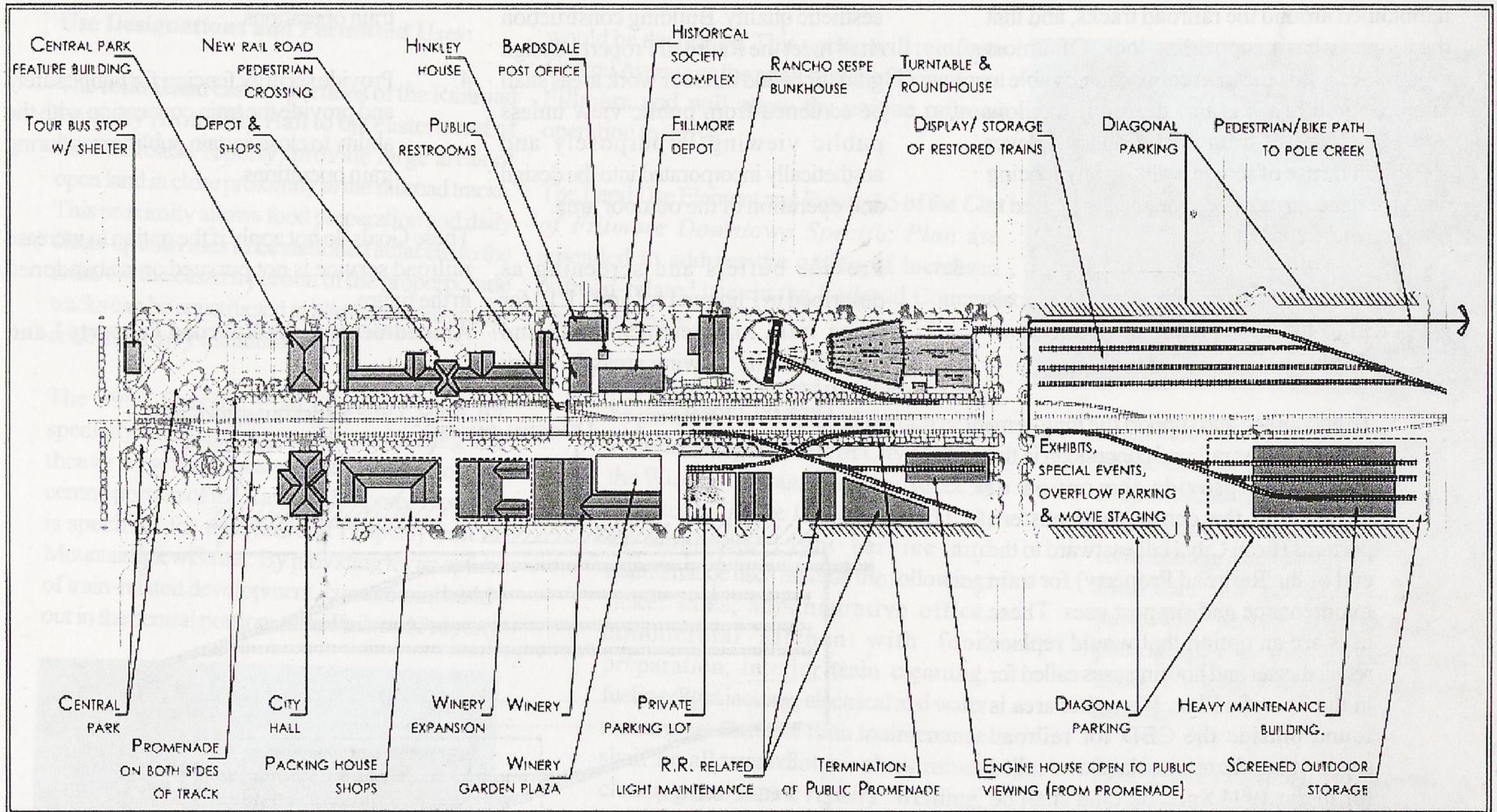


train service activities. This area also has been used for storage of train parts and for heavier train service. These uses have been determined to have aesthetic, noise, and safety concerns and therefore should be moved further from the center of town by locating them on the eastern portion of the Railroad Property (the lands east of Mountain View Street).

There is also a need for ongoing-heavy maintenance including sand blasting, painting, lifting locomotives with large cranes and removal of wheel assemblies, as well as storage of large spare train parts. The

movie industry that often films on the trains also needs equipment storage areas. Other locations outside the Central Business District have been investigated to carry on the light and heavy maintenance uses. However, no other site has been found to be feasible. To ensure a successful train concession, daily and special train maintenance must be accommodated on the Railroad Property at this time as there are no other operationally and/or economically viable sites.

In accommodating train service and maintenance within the Central Business



Railroad Property: Site Plan

# AMENDED

FIGURE 11.7

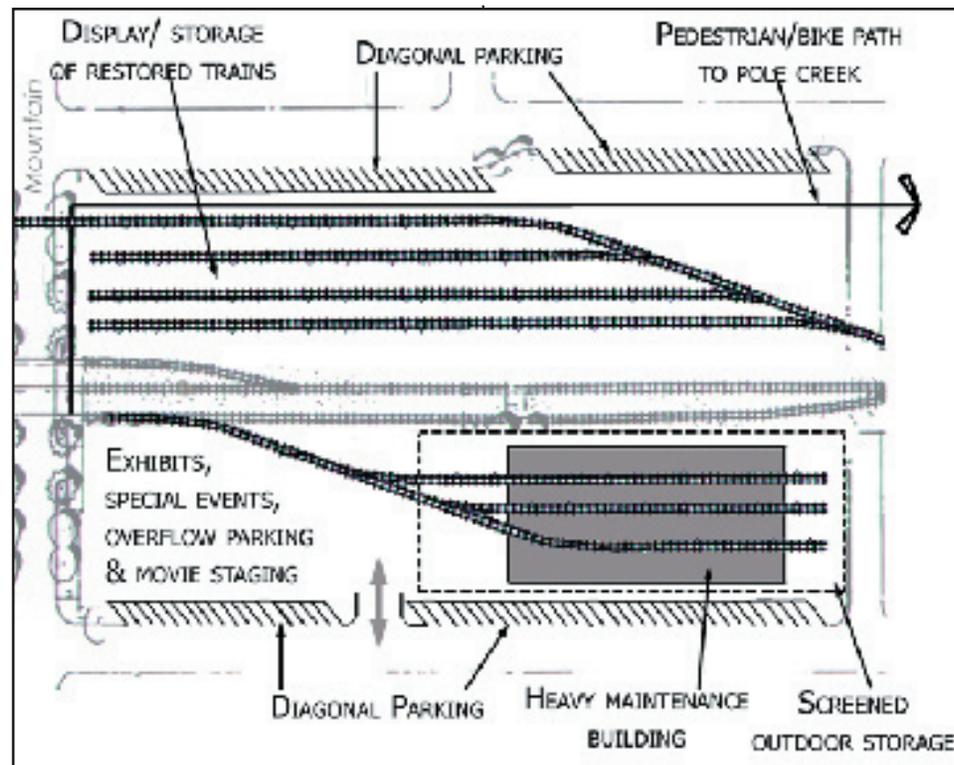


District, certain operational restrictions are needed. It is important to ensure that business for downtown shops is not negatively impacted, that public safety is maintained around the railroad tracks, and that the property has an appealing look. Of utmost importance is that the train concession be able to operate smoothly. It is also desirable to allow public viewing of train operations wherever feasible. The use of screen walls, safety fencing and view fencing must be strategically located to promote these characteristics.

The following Railroad Property Land Use Goals are added to the *City of Fillmore Downtown Specific Plan*:

1. To encourage and support the long-term viability of the railroad concession in the downtown, provide the option of developing the central and eastern portions (from City Hall eastward to the end of the Railroad Property) for train maintenance and support uses. These uses are an option that would replace retail, theater and housing uses called for in the Specific Plan. If another area is found outside the CBD for railroad support uses, the original land uses called for in the 1994 Specific Plan shall be permitted.

2. Regulate railroad-related uses to certain areas of the Railroad Property and ensure that structures and outdoor work areas are developed with a high degree of aesthetic quality. Building construction shall meet the Railroad Property design guidelines and outdoor work areas shall be screened from public view unless public viewing is purposely and aesthetically incorporated into the design and operation of the outdoor area.
3. Provide buffers and screening as described in Figures 11.8 and 11.10 for some train maintenance areas and provide public viewing areas for other train operations.
4. Provide security fencing for public safety and provide the train concession with the ability to close certain public areas during train operations.





These Goals do not apply if the option to increase railroad service is not pursued or is abandoned in the future.

**Amendments to the Railroad Property Land Use Designations and Permitted Uses:**

The central and eastern portions of the Railroad Property (from City Hall to the eastern end of the Railroad Property) provide large areas of open land in close proximity to the railroad tracks. This proximity allows food preparation and daily clean-up activities to be stationed adjacent to the train. On the eastern portion of the property, side tracks can be constructed to allow trains to access areas for heavy maintenance.

The 1994 Specific Plan currently calls for



specialty retail with a possible performing arts theater or senior housing with parking on the central portion of the Railroad Property. Housing is specified for the Railroad Property east of Mountain View Street. By providing for an option of train-related development, commercial build-out in the central portion of the Railroad Property would be decreased. This option will reinforce Central Avenue as the retail center of Downtown Fillmore and will allow the unique railroad operation to thrive.

The Land Use Element and Figure 3.5 of the *City of Fillmore Downtown Specific Plan* are amended to address the option of increased railroad-related uses in the Railroad Concept Plan, as follows:

1. Light train service and maintenance shall be permitted in the central portion of the Railroad Property, east of City Hall and the Winery to Mountain View Street, as depicted in Figure 11.7 and page 11:14, as amended. Light service and maintenance uses include the following: ticket sales, administrative office, commercial kitchen with food preparation, interior train cleaning, fueling, light jacking, electrical and water recharging. Exterior train maintenance shall be allowed that



involves minor cleaning and minor repairs. Welding, sandblasting, painting or the use of cranes are not permitted. Movie prop storage within an enclosed structure is also permitted. Train-related historical equipment may also be displayed in this area.

2. Light train service shall also be permitted in the eastern portion of the Railroad Property (east of Mountain View Street) and north of the railroad tracks. Long-term storage and display of renovated train cars and locomotives shall be permitted. Motion picture and still photography as well as train-related historic equipment display are also permitted.
3. Heavy train service shall be permitted



on the southern half of the eastern portion of the Railroad Property (east of Mountain View Street) as depicted in Figures 11.7 and 11.10, and page 11:16. Heavy train service includes remodeling services, sandblasting, painting, welding, use of large cranes, exterior renovation work, wash racks, train wheel service, outdoor storage of spare train parts and movie equipment. Appropriate screening and buffers per Figures 11.8, 9 and 10 shall be provided in addition to a maintenance structure. A building or outdoor screened area for movie prop storage is also permitted. If this area is not developed for heavy train service, the area can be used for train-related historic equipment display, public parking or special events.

4. The public promenade shall extend along north side of the railroad tracks through the central portion of the Railroad Property and end at Mountain View Street. At the south side the public promenade shall end at the east end of the winery property. A private sidewalk maybe extended beyond that point. Appropriate screening and buffers shall be provided. Temporary closures to

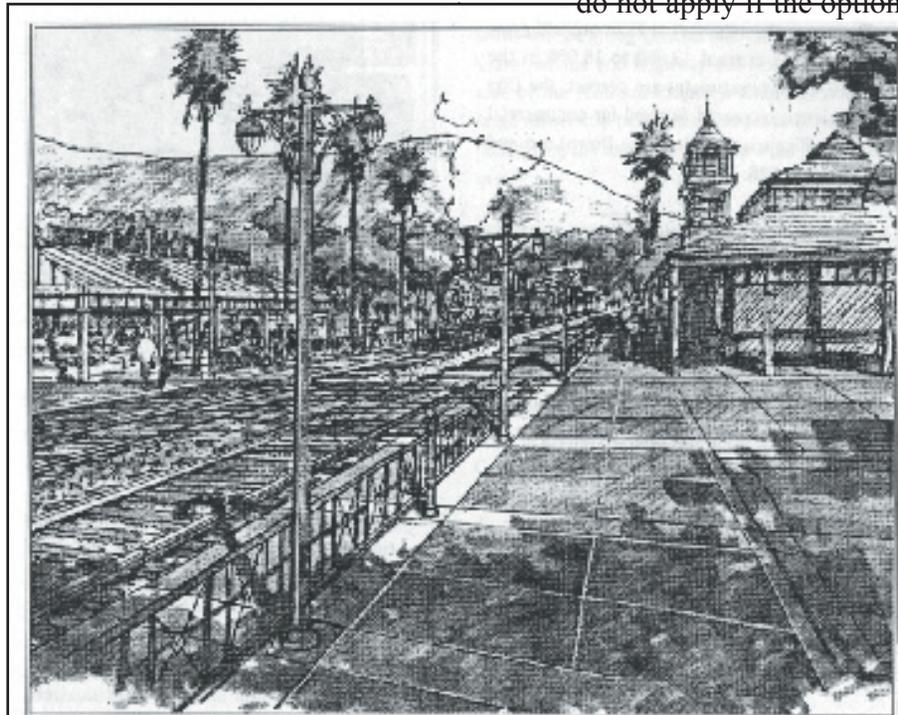
limit public access may be permitted during set times approved by the City to accommodate railroad operations and public safety. An elevated promenade may be constructed east of the winery to provide unique public viewing of railroad cars and to allow train maintenance staff to enter the track area under the promenade to service the trains

5. An east/west pedestrian and bike path shall be provided in the eastern portion

of the Railroad Property. A landscaped area along the pathway shall serve as a buffer between the existing residential neighborhood and the train use.

6. Railroad use of the property east of Mountain View Street should be reviewed on an ongoing basis. When and if the railroad does not need the land, an analysis of other viable uses should occur.

These Land Use Plan Amendments do not apply if the option to increase



THE PROMENADE RUNS CONTINUOUSLY THROUGH THE RAILROAD PROPERTY



railroad service is not pursued or is abandoned in the future. In that case, the original 1994 Specific Plan will guide development of the property. If in the future it is determined that railroad related uses will not occur on the central and eastern portions of the Railroad Property, a Specific Plan Update should be conducted to determine the best use of the land and appropriate development policies appropriate at that future date.

**Additional Railroad Property Development Policies:**

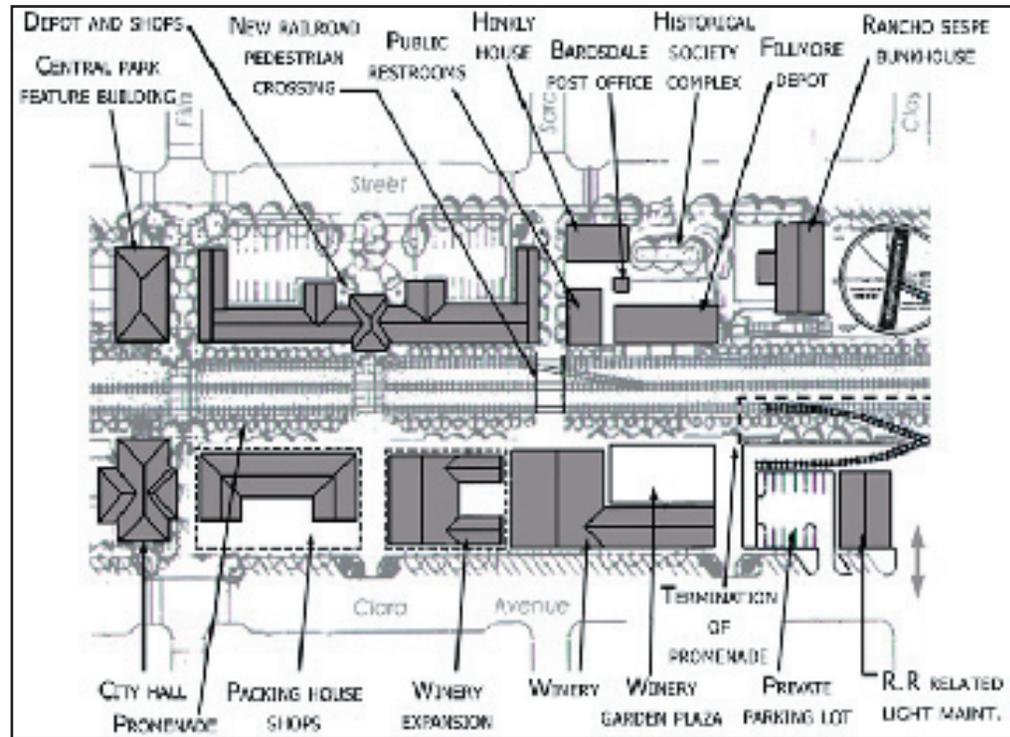
To address the option of The following Railroad Property Development Policies are added to the *City of Fillmore Downtown Specific Plan*:

1. Visibility of the pedestrian promenade through the western and central portions of the Railroad Property may be increased through the use of architectural or decorative features such as archways, trellises, flagpoles and banners. Larger archway elements should be located at the track crossings to emphasize the locations.

2. No operating trains shall be on the tracks for more than four hours in the area between Central Avenue and the extension of Saratoga Street unless authorized by the city. This will promote access to the pedestrian railroad crossings and provide view corridors across the tracks.
3. The pedestrian and bicycle path on the eastern portion of the Railroad Property shall be paved and a

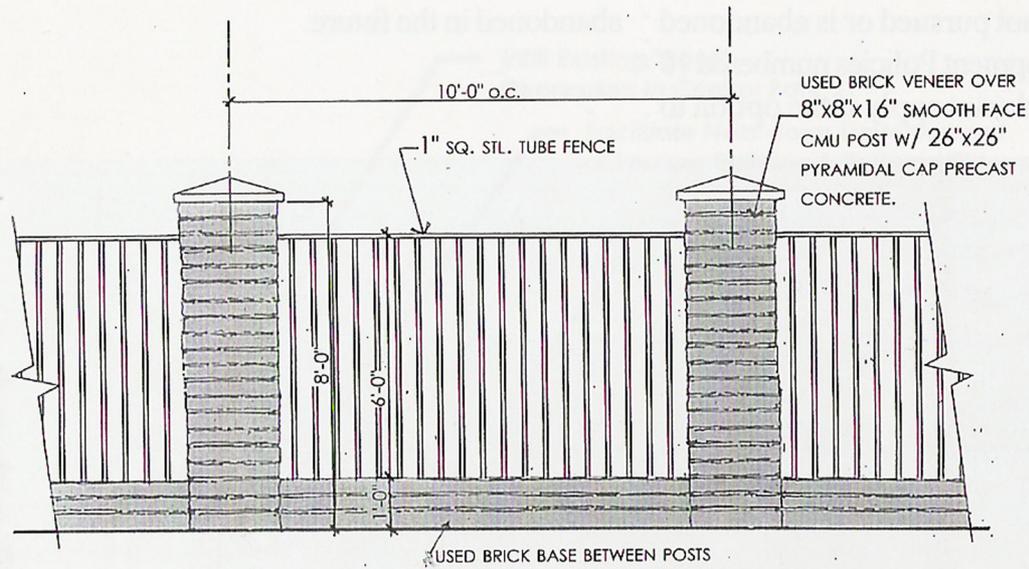
minimum of twelve feet wide. It shall be designed to connect to a Pole Creek trail system, if feasible. A ten to fifteen foot wide landscape buffer with trees and shrubs shall be planted along the pathway.

4. The feature building planned for the north side of the Railroad Property adjacent to Central Park shall be designed to avoid creating a visual and pedestrian access barrier. This building

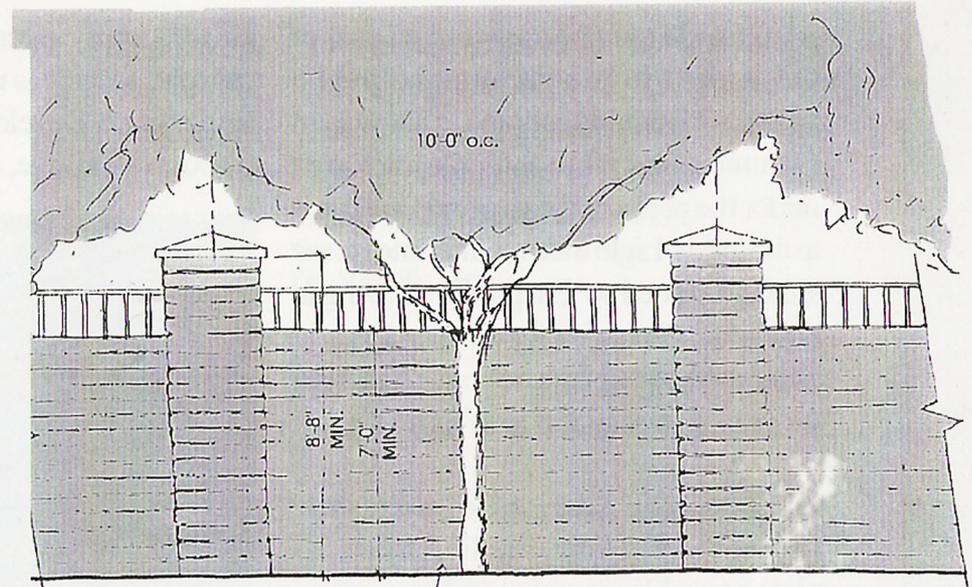




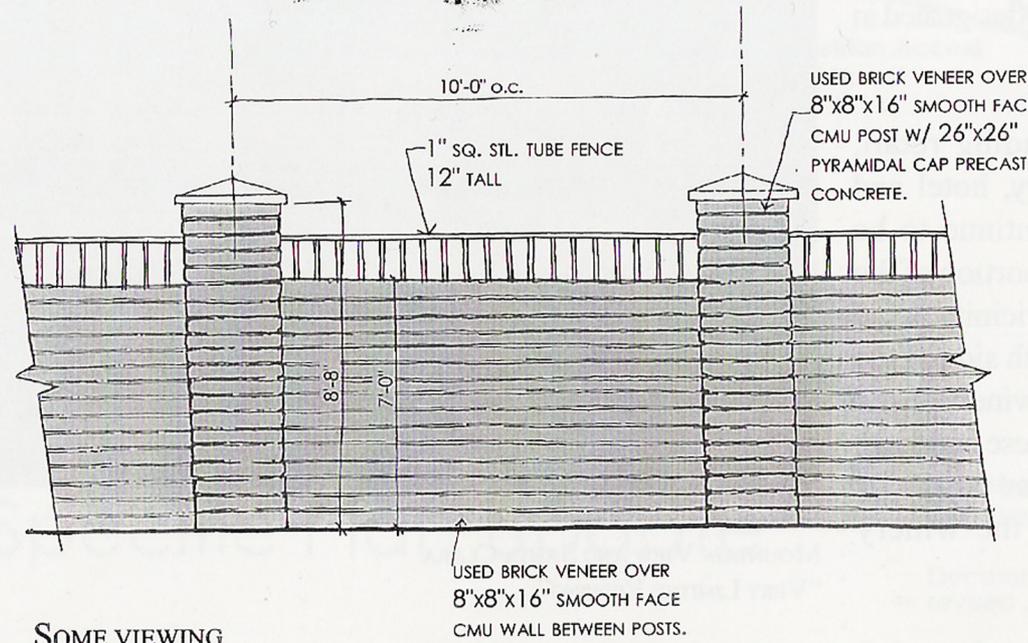
- should include a good size, upscale dinner house on the ground floor, with terrace dining facing Central Ave. The building shall be designed with pedestrian-oriented features, including but not limited to: special entry way architecture, recessed main entry, bulkheads, transom windows, special building design details (tile, wood, or stone trim, etc.), special door design, pedestrian-oriented hanging signs, awnings, balconies, outdoor terraces or public plazas, fountains, sculpture, outdoor seating, decorative paving, decorative light fixtures, or historical-theme glazing.
5. A train depot of approximately 4,000 square feet may be constructed to provide ticket sales, public waiting area, gift shop, historical or train-related displays and train administration. This building could be an interim building prior to development of a grand depot or could be a first phase of a larger depot structure.
  6. If the grand railroad depot building is to be replaced with a smaller permanent depot, one and two story commercial structures are permitted adjacent to the depot. This commercial building(s) shall be architecturally related to the depot or a "packing house style."
  7. A temporary or permanent railroad platform cover to protect train passengers from sun and rain is permitted on the north side of the tracks.
  8. Central Park shall be provided with additional shade. More trees around the central plaza area, shade ramadas, trellises, and/or gazebos should be considered.
  9. The sunken bowl in Central Park shall be leveled to provide a more useable space.
  10. Within 90 days of adoption of this Specific Plan Amendment, the train operator shall provide a phasing plan to the City. This phasing plan shall provide concept plans and a schedule for development of the central portion of the Railroad Property and for removal of heavy train maintenance, outdoor storage uses, temporary/trailer buildings and the incubator business train cars. A schedule and concept plans shall also be submitted for development of the eastern portion of the Railroad Property for heavy train maintenance uses including a maintenance building, a storage building and outdoor storage areas. The purpose of this phasing plan is to address existing non-conforming uses, to assure that the property does not degrade visually and that long-term goals are not compromised by short-term projects. The City Council shall review the submittal and adopt a phasing plan. The adopted phasing plan shall provide time limits for completion of each portion of the plan.
  11. Public parking on the Railroad Property shall be limited to small public lots in the vicinity of the train depot on the north side and west of the winery on the south side. The majority of public parking shall be provided on-street at the Railroad Property frontage in either diagonal or parallel form.
  12. Railroad-related structures shall be developed with a high degree of aesthetic quality. The smaller railroad depot shall be constructed in a traditional railroad depot style. Other railroad-related and commercial buildings shall be "packing house"



VIEWING W/SEPARATION



VERY LIMITED VIEWING



SOME VIEWING

Figure 11.8

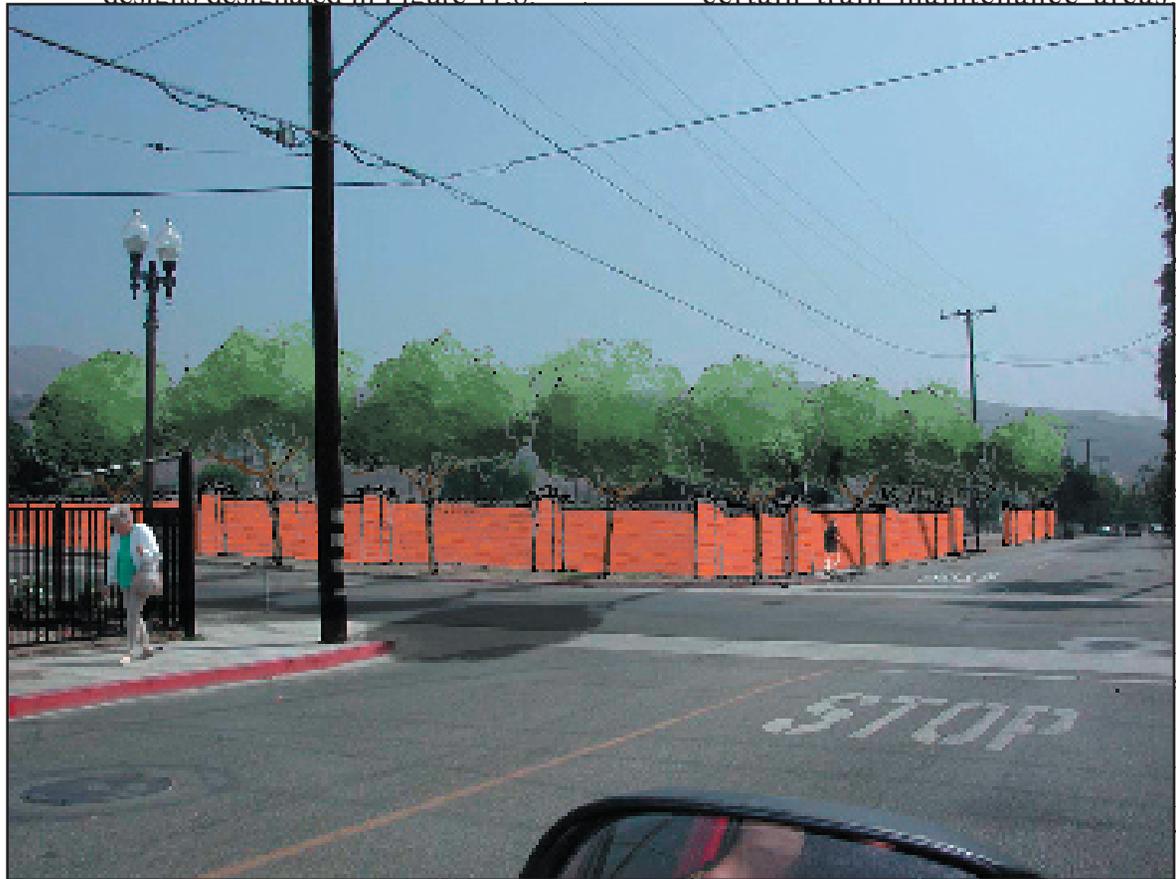


style as described in the 1994 Specific Plan. Train maintenance and storage buildings shall also be packing house style with the exception of the Engine House on the eastern end of the central portion of the Railroad Property. This building may be designed of galvanized corrugated metal with large viewing windows.

- 13. Opaque screening, at least seven feet tall, shall be provided for outdoor storage.
- 14. Appropriate screening and security fencing shall be provided along the public promenade. No chain link, wooden slats or barbed wire. Temporary closures to limit public access may be permitted during set times approved by the City to accommodate railroad operations and public safety. Safety fencing built in sections that can be unlocked and swing across the promenade to restrict public access shall be installed. An elevated promenade may be constructed east of the winery to provide unique public viewing of railroad cars and to allow train maintenance staff to enter the track area under the promenade to provide service to the trains. Light

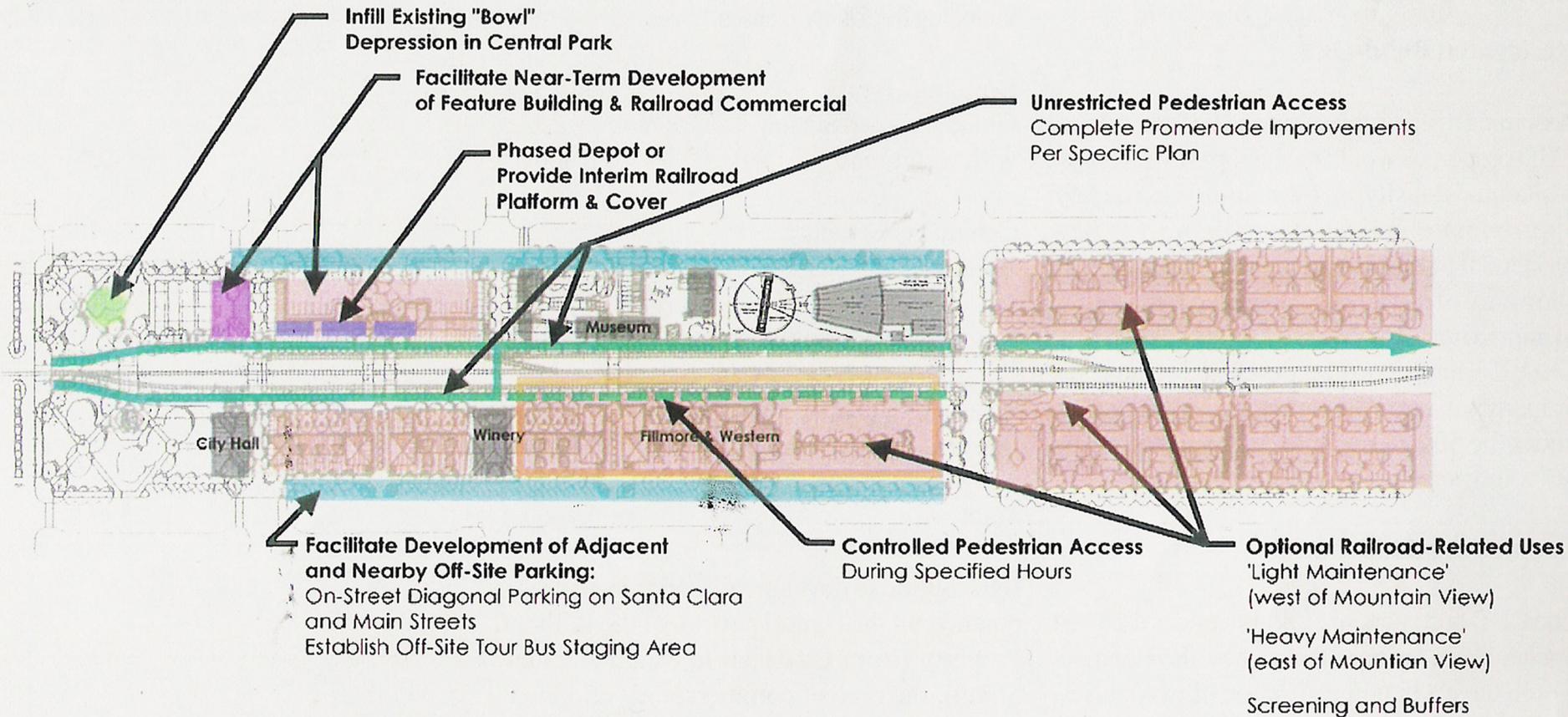
train maintenance areas shall be fenced so that public viewing is permitted. Security fencing and public viewing fencing shall be consistent with the designs designated in Figure 11.8.

- 15. Security fencing and screen walls shall be provided along public streets to restrict public access and to screen certain train maintenance areas.



SCREEN WALL EXAMPLE AT CORNER OF 11.9 MOUNTAIN VIEW AND SANTA CLARA

FIGURE



# Phased Improvements to the Railroad Property

City of Fillmore

## Downtown Specific Plan Update

Mainstreet Architects & Planners, Inc.  
with Stephanie Diaz, Land Use Planner

December, 1999  
revised July 2001

Figure 11.10



**III. SPECIFIC PLAN - REVISED GROWTH POTENTIAL**

**Residential Build-Out:**

Assuming that mostly vacant and underdeveloped CBD properties would redevelop with increased residential density, an estimation was made of approximately 3 acres available for new residential or mixed use projects. With a density allowance of up to 50 units per acre, a maximum of approximately 150 units could be built in the CBD. If a number of other developed commercial properties in the CBD are assumed to redevelop under the 50 unit per acre standard, the build-out could potentially double to 300 units.

**Commercial Build-Out:**

The CBD commercial build-out under the 1994 Specific Plan assumed that all new development would have a height restriction of two stories. The new development policy in this Specific Plan Amendment that allows three story structures on key sites and for key uses may provide a larger commercial growth potential. A total of 24 properties were analyzed for development or redevelopment with an additional story for commercial use. A total of 124,564 square feet of additional

commercial build-out, above that allowed in the 1994 Specific Plan, could occur on key corner or mid block lots in the CBD.

The remaining Railroad Property build-out under the 1994 Specific Plan is 60,900 square feet including the following uses:

<u>Building Uses</u>	<u>Square Feet</u>
Grand Railroad Station with restaurant s.f.	12,000
Central Park Feature Building s.f.	12,000
Hotel/Bed and Breakfast Use s.f.	6,500
Retail, Restaurants, Offices and Performing Arts Theater s.f.	52,000
Total s.f.	60,900

If the option to develop railroad-related uses is pursued on the central portion of the Railroad Property (from City Hall to Mountain View