

Modesto Redevelopment Master Plan



Prepared for:
Modesto Redevelopment Agency

ModestoRedevelopmentAgency



Prepared by:
EDAW Inc.

EDAW

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1 Executive Summary

1.1 INTRODUCTION

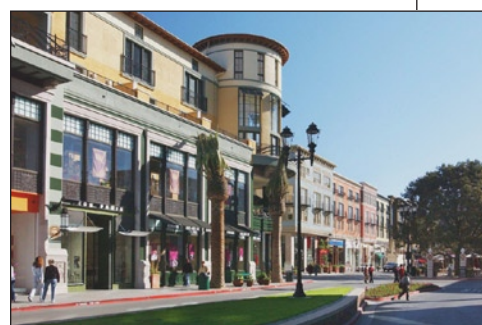
The 2006 *Redevelopment Master Plan* (Master Plan) has been created on behalf of the Modesto Redevelopment Agency (Agency). The Agency promotes redevelopment in the City of Modesto Redevelopment Area (Redevelopment Area), which consists of 2,000 acres in the central portion of the city. The Master Plan supersedes the 1994 *Redevelopment Area Master Plan*, providing updated goals and implementation strategies that respond to current and emerging trends in Modesto. The document is designed to serve as the Redevelopment Agency's blueprint for the next 10 years and beyond. The Master Plan is also supported by a Market Study and a Traffic Impact Study that have been included as appendices to this document (Appendices A and B, respectively).

The Master Plan has been influenced by the many contributions of City of Modesto (City) and Stanislaus County (County) staff, elected officials, stakeholders, and private citizens. Their vision for the Redevelopment Area, and particularly for the downtown, has left an indelible stamp on this Master Plan. These dedicated participants in the future of Modesto see the city as developing the following qualities

- Modesto's parks, plazas, and greenways contribute to a public realm that provides an attractive, inviting "Oasis in the Valley."
- The downtown is the commercial and cultural heart of the city, with a vibrant mixed-use area and an established residential element.
- Transportation opportunities are multimodal and well-connected throughout the Redevelopment Area, city, and region.
- Modesto's unique history and character are preserved to make the city a pleasant place to live, and are actively promoted to attract new investment.



Streetscape improvements can contribute to attractive, inviting pedestrian-oriented streets.



New development in the downtown should create a vibrant, mixed-use area.



Transit-oriented development, such as this residential project located near public transit in San Jose, California, should be promoted.



Modesto's history is a valuable asset.

The Master Plan is intended to be flexibly interpreted. It identifies goals, objectives, and strategies that will be further refined as the document is implemented. The Redevelopment Agency will continue to coordinate with other agencies and City departments as specific strategies are carried out.

The goals in the following section are summarized to provide an overview of the vision for the Redevelopment Area (for more detail, see Chapter 2, "Vision").

1.2 SUMMARY OF VISION FOR THE REDEVELOPMENT AREA

The vision for the future of Modesto's Redevelopment Area identifies and prioritizes land use and economic development goals, and recommends improvements that will contribute to a visually appealing public realm, efficient automobile, bicycle, and pedestrian circulation, and adequate infrastructure to serve the projected development.

Goal 1: Create a unique and recognizable image for Modesto and use it to strenuously promote the city.

Modesto's agricultural, viticultural, and horticultural traditions should be promoted through a variety of events, rather than strictly themed art and architecture, and should be interpreted for the public and made accessible and inviting to them.

Goal 2: Promote the economic viability of the Redevelopment Area by attracting new development.

The Market Study conducted concurrently with this Master Plan should be used as the basis for future recruitment efforts. Informational packages and promotional tools should be further refined to attract new business to the area.

Goal 3: Implement higher density, mixed-use development to create a balanced, vibrant downtown and active neighborhood centers.

Commercial, residential, civic, and office uses should be combined in higher density mixed-use development in the central downtown. Medium density mixed-use development should be located in other targeted districts in the Redevelopment Area.

Goal 4: Update the City's development standards to support the goals identified in this document.

The City of Modesto's development standards must be updated to promote the recommended forms of development. The updated development standards could include mixed-use zoning categories, overlay districts, targeted corridors, and design guidelines.



Agricultural products will continue to be an important element in Modesto's economy.



New businesses should be recruited to the light industrial areas.

Goal 5: *Develop a variety of housing types in the Redevelopment Area, particularly in the downtown, to act as a catalyst for other types of development.*

The plan recommends the construction of a variety of market-rate housing products, which could include stacked, live-work, townhome, and inclusionary affordable units. To preserve land and increase residential densities in the Redevelopment Area, the construction of new single-family detached units is not recommended; however, existing single-family dwellings should be protected. Specific housing goals are identified in the Agency’s 2005-2009 Implementation Plan.



Construction of new housing should be facilitated.

Goal 6: *Enhance the visual appeal of Modesto’s public spaces by upgrading existing parks, plazas, and streets, and by creating new parks and plazas that offer public access.*

Streetscape improvements should be implemented on Ninth, 10th, and I Streets, and Carpenter and Paradise Roads. New development standards should be implemented that require private development to offer enhancements to the public realm, including public plazas and art.



The Tuolumne River Regional Park will preserve Modesto’s natural heritage for future generations.

Goal 7: *Develop historic 10th and I Streets as attractive, pedestrian-oriented streets. Create a clear sense of arrival at Modesto’s downtown by enhancing the Sixth and I Street gateway and the intersection of 10th and I Streets.*

Tenth Street links the Virginia Avenue Trail Corridor to the Tuolumne River Regional Park, while I Street is Modesto’s “ceremonial street,” with numerous historic and public buildings. Improvements to these streets should include: (1) streetscape upgrades, (2) signage and landscaping at the Sixth and I Street gateway to the downtown that welcomes and orients visitors to the city, and (3) public amenities at the intersection of 10th and I Streets that contribute to a sense of arrival and place.



Modesto’s ceremonial street, historic I Street, is shown here, circa late 19th century.

Goal 8: *Promote efficient automobile, bicycle, and pedestrian circulation and linkages into and through the Redevelopment Area.*

Vehicular and bicycle access must be ensured at key intersections and primary entry points to the Redevelopment Area. Major pedestrian intersections should be identified and targeted for traffic calming measures.

1.3 TARGET AREAS WITHIN THE REDEVELOPMENT AREA

To develop a more detailed analysis, the Redevelopment Area has been divided into three target areas, as follows (see pg 5, “Target Areas within the Redevelopment Area”):

Area 1 – North Carpenter Road and vicinity

Area 2 – North Ninth Street and vicinity

Area 3 – Downtown and vicinity

Goals and implementation strategies for the three areas are briefly summarized here, based on implementation Chapters 4–6. These goals and strategies emphasize economic development, specific catalyst and/or opportunity sites, enhancements to the public realm, and transportation and circulation improvements. The proposed catalyst and opportunity sites were influenced by the Redevelopment Agency’s 2004 Opportunity Map. (*Catalyst sites* can serve to support and encourage additional development in their vicinity, while *opportunity sites* are parcels with the potential for future development that should be pursued by the Agency as they become available.)

AREA 1

Area 1 is located west of SR-99 and north of the future SR-132 alignment. The area is primarily light industrial, with some commercial uses concentrated along North Carpenter Road. The recommended goals and implementation strategies for Area 1 are summarized below.

Land Use and Economic Development

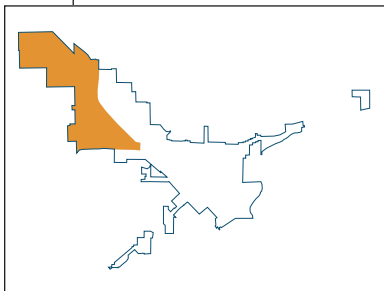
The established light industrial uses should remain, and new light industrial development should be recruited to sustain a strong employment and tax base. Additional commercial development should be encouraged on North Carpenter Road.

Catalyst and Opportunity Sites

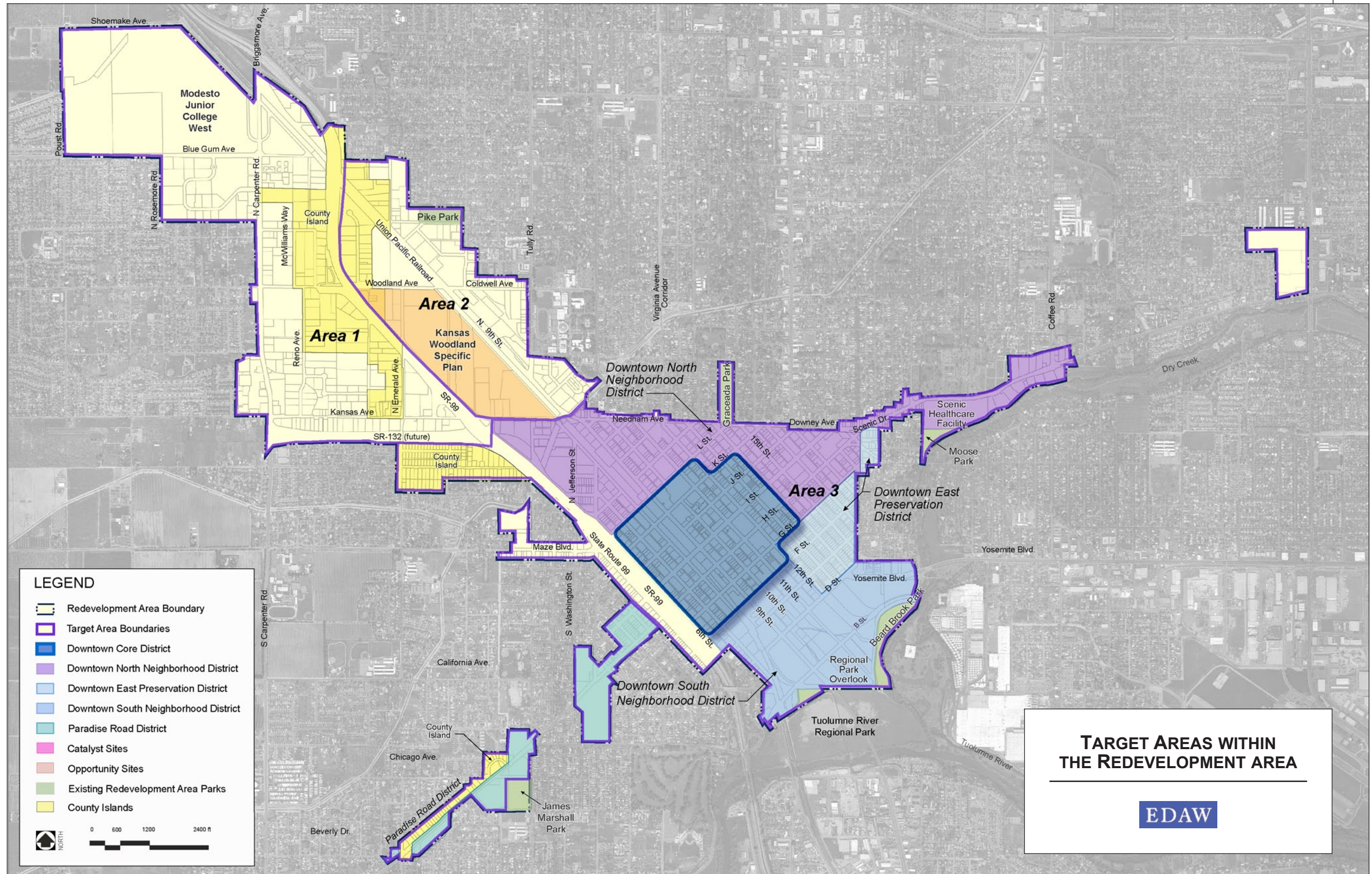
The Agency should undertake land assembly to create parcels of sufficient size for development. The County island west of North Carpenter Road is a potential site for land assembly and development.

Enhancements to the Public Realm

Streetscape improvements should be installed on North Carpenter Road to enhance the appearance of the area. Signage should



Area 1 Location Map



TARGET AREAS WITHIN THE REDEVELOPMENT AREA

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be considered for the Northwest Gateway at the Briggsmore overpass. Design guidelines should be developed and applied to the light industrial area to improve the quality and appearance of the area.

Transportation and Circulation

Improvements to automobile circulation at the Briggsmore overpass should receive the highest priority to reduce existing traffic congestion. Improvements should also be considered for the intersections of Blue Gum Avenue and North Carpenter Road as noted in Chapter 6 of this document. The Woodland overpasses at SR-99 may also require widening from two to four lanes, as noted in the Modesto Redevelopment Master Plan Existing Traffic Conditions analysis.

AREA 2

Area 2 is located east of SR-99 and north of Needham Street, and is bisected by North Ninth Street, and the adjacent Union Pacific Railroad line. Area 2 is dominated by light industrial uses, with some limited commercial.

Land Use and Economic Development

Light industrial uses will continue to dominate Area 2, but the development of the Kansas-Woodland Business Park and Catalyst Site 1 will promote the transition of this area to a mix of uses, including corporate offices and live-work housing units.

Catalyst and Opportunity Sites

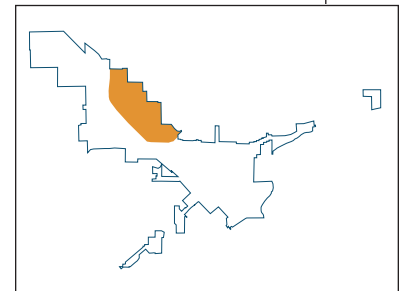
Catalyst Site 1 is proposed for North Ninth Street and could include an extended stay hotel with attached restaurant and meeting rooms. Proposed live-work loft units and townhomes will add needed residential units to this area within the city.

Enhancements to the Public Realm

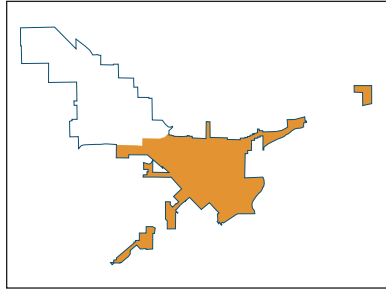
High priority should be placed on streetscape improvements to North Ninth Street that include landscaping, sidewalks, and a Class I bike lane within the street right-of-way.

Transportation and Circulation

Emphasis should be placed on improving circulation between Areas 1 and 2. Adequate public transportation should link Area 2 within the downtown.



Area 2 Location Map



Area 3 Location Map

AREA 3

Area 3 consists of the Redevelopment Area south of Needham Street, which includes the downtown and portions of Scenic Drive, Loletta and Elm Avenues, Maze Boulevard, and Paradise Road.

The downtown is the retail and entertainment center of the city, with specialized commercial uses. Area 3 includes established single-family residential areas, as well as some light industrial uses in the northwest and southeast portions of the downtown.

Land Use and Economic Development

Additional commercial development should be recruited to the downtown, with emphasis on mixed-use projects. The construction of market-rate and inclusionary housing is a priority for this area. The downtown has been divided into five districts and the Safety Campus.

Catalyst and Opportunity Sites

Several catalyst and opportunity sites have been identified in Area 3, including:

Catalyst Site 2: moderate-density housing;

Catalyst Site 3: a mixed-use area, with convention center expansion, hotel, parking structure, and mixed-use development, with a residential component;

Safety Campus: new and expanded police and fire facilities;

Opportunity Site 1: Transit Center Mixed Use;

Opportunity Site 2: Seventh Street Mixed Use;

Opportunity Site 3: Stanislaus County Healthcare Center;

Opportunity Site 4: Tuolumne River Regional Park overlook mixed-use site; and

Opportunity Site 5: Transit Center mixed-use site.

Enhancements to the Public Realm

Tenth Street has been identified as the key pedestrian connection between the proposed Virginia Avenue Trail Corridor and the Tuolumne River Regional Park and should be given high priority for streetscape improvements. Streetscape improvements should also be considered for the Paradise Road area.

Transportation and Circulation

Improvements should be made to parking in the downtown, including more efficient use of on-street parking and the construction of new parking structures. The development of bicycle lanes and streetscape improvements that encourage pedestrian circulation are recommended to reduce automobile traffic in the area.

1.4 PLANNING PROCESS

This Master Plan is based on the input of numerous public officials, stakeholders, and concerned citizens interested in the future of the Redevelopment Area. These individuals brought their knowledge of the community and ideas for its future development to various meetings with agency staff and members of the consulting team. These meetings are summarized in the table below.

SUMMARY OF PUBLIC MEETINGS

Meeting	Date
Safety and Communities Committee, sponsored by City Council	August 2, 2004
Safety Campus Site Visit	August 18, 2004
Citizen Redevelopment Advisory Commission	September 1, 2004
Blue Team Meeting (Agency Staff)	September 1, 2004
Town Hall Meeting	September 23, 2004
Citizen Redevelopment Advisory Commission	November 3, 2004
Safety Campus (Police and Fire)	November 3, 2004
Blue Team Meeting (Agency Staff)	January 10, 2005
Focused Agency, Council, and Commission Meetings	January and February 2005
Citizen Redevelopment Advisory Commission	February 9, 2005
Citizen Redevelopment Advisory Commission	July 6, 2005
Town Hall Meeting	September 8, 2005



This photo of Fire Station No. 1 was taken during the Safety Campus site visit, 2004.

In addition, members of the consulting team carried out several site visits designed to gain a more thorough understanding of the Redevelopment Area. As the Master Plan progressed, the site visits became focused on clarifying specific issues, such as identifying key pedestrian crossings and visiting potential catalyst sites. Research at the Stanislaus County Library and McHenry Museum provided historical context.

1.5 SUPPORTING DOCUMENTS

The Redevelopment Area falls under the purview of numerous planning documents, the most pertinent of which are summarized here. The Master Plan has been developed to coordinate with and supplement the goals and strategies outlined in these documents.

2000-2004 Implementation Plan

California redevelopment law requires redevelopment agencies to adopt five-year implementation plans. The Modesto Redevelopment Agency's *2000-2004 Implementation Plan* includes the vision and strategies identified in the *1994 Redevelopment Master Plan*, along with proposed project costs for each redevelopment strategy (see the following section for a summary of the *1994 Redevelopment Master Plan*).

The Implementation Plan also includes:

- a description of the existing blighting conditions, and the Agency's plan to alleviate them;
- a Housing Production Plan that explains how the Agency will use its 20% tax increment revenues for low and moderate income housing, including transitional, rental, and owner-occupied housing;
- an Inclusionary Housing Plan, which describes the Agency's obligation to promote the construction of affordable housing as a defined percentage of new housing development; and
- a Replacement Housing Plan that describes the Agency's responsibility for the replacement of affordable housing that is destroyed or demolished.

The *2000-2004 Implementation Plan* has been superseded by the *2005-2009 Implementation Plan*. The Master Plan establishes goals, policies, and high-priority projects for the 2005 Implementation Plan.

The 1994 Redevelopment Master Plan

Although the 2005 Master Plan supersedes the previous Redevelopment Master Plan approved in 1994, it is worth reconsidering the earlier document as the foundation for the future. The City has achieved a number of the goals outlined in the 1994 Master Plan, or is in the process of implementing them. These include the establishment of the Kansas-Woodland Business Park, the Tuolumne River Regional Park, and the development of successful arts and culture venues in downtown, with the forthcoming Gallo Center for the Arts being particularly noteworthy. In addition, a government center with City and County offices has been constructed at Tenth Street Place in the downtown. The lack of adequate new housing and the absence of any significant development in the area of downtown between SR-99 and Ninth Street continue to challenge the City and are addressed in this Master Plan update.

The City of Modesto Urban Area General Plan

The *City of Modesto Urban Area General Plan* (General Plan), amended March 2003, is the principal guide for the physical development of Modesto.

This Master Plan is consistent with the 2003 General Plan, and will be brought into conformance with the General Plan as it is amended. The General Plan may also be amended to reflect goals identified in this Master Plan.

The General Plan identifies the Redevelopment Area as “the focal point of community life and the social, cultural, business, governmental, and entertainment center of the northern San Joaquin Valley” (page I-5). Of the goals stated in the General Plan’s vision statement, several are particularly relevant to the Redevelopment Area, including:

- making commercial and business park land available to encourage the development of employment opportunities (item b, page I-2);
- providing expanded transit alternatives to reduce the impact of automobile traffic (item e, page I-3);
- maintaining and upgrading existing neighborhoods through schools, housing rehabilitation, and community-oriented policy (item f, page I-3);

- integrating new neighborhoods using a “village” model, which is pedestrian-oriented, offers goods and service in close proximity to housing, and provides a variety of housing alternatives (item g, page I-3); and
- reducing traffic congestion and improving air quality in the City (item I, page I-4).

The General Plan includes a short section on the Redevelopment Area that places particular emphasis on the provision of housing. The high priority of mixed-use developments in the context of pedestrian-friendly urban villages is noted throughout the document, and guide the development of housing in the Redevelopment Area.

City of Modesto 2001–2004 Strategic Plan

The *City of Modesto 2001-2004 Strategic Plan* (Strategic Plan) is designed as an implementation plan for the entire City. The Strategic Plan has several sections that are pertinent to the Redevelopment Area including the sections on transportation, health and safety, and infrastructure. In addition, two sections were developed specifically for the Redevelopment Area, including Section IX, “Downtown Vibrancy,” and Section XII, “Redevelopment.”

The “Downtown Vibrancy” section states that Modesto’s downtown is a “...vibrant government, financial, corporate and regional entertainment center with high-density housing and services” (Goal IX, page 29), and outlines the following strategies:

- Maintain a strong business district;
- Update the Master Plan;
- Develop parking strategies;
- Improve deteriorating or unkempt properties;
- Encourage small business development;
- Encourage infill by revising the fee structure; and
- Engage in downtown beautification.

The “Redevelopment” section identifies the redevelopment process as an “...economic engine to revitalize and renovate the blighted older portions of town” (Goal XII, page 34), and proposes that the City leverage private and public funds, and “form development partnerships between the private sector and the Modesto Redevelopment Agency” (Goal XII, page 34).

Concurrent Infrastructure Master Plans

In anticipation of continued growth throughout the City, and in an effort to upgrade existing infrastructural systems, the City has undertaken three infrastructure master plan updates concurrently with this Master Plan update. These updates include a hydraulic model for the *Water Master Plan*, by West Yost, Inc., a *Storm Drainage Master Plan*, by Stantec, Inc., and a *Wastewater Master Plan*, by Carollo Engineers. At the time of this Master Plan, all three updates are in progress.

Additional wastewater disposal capacity will be necessary for new development in the downtown. The downtown is served by 6" local disposal lines, many of which were installed in the early 20th century. Carollo Engineering has identified these lines as inadequate to serve intensified land uses, particularly high-rise structures, without upgrades to the existing system. In addition, while the City's existing water capacity is adequate to meet current needs, it may not be adequate to accommodate the growth proposed in the Master Plan. Identified improvements include expansion of the water treatment facility, the addition of three storage tanks to ensure adequate emergency and fire flow, and water distribution system upgrades.

Future citywide infrastructure needs and improvements within the Redevelopment Area will be identified through the infrastructure Master Plan updates. In addition, water, wastewater, and stormwater drainage capacity studies will determine the required system capacities and improvements necessary to service the Redevelopment Area based on land use proposals in the Redevelopment Master Plan.

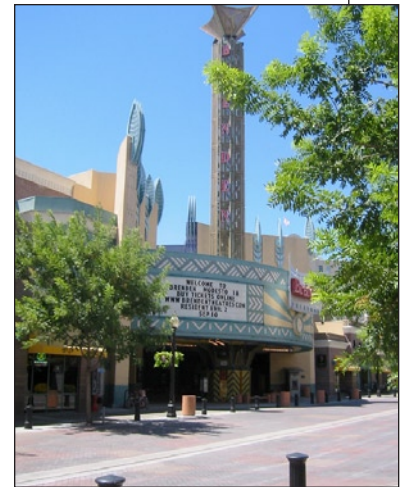
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2 Vision

2.1 GOALS

The following seven primary goals encourage the continued revitalization of Modesto's Redevelopment Area. The goals were introduced in Chapter 1, Executive Summary, and are elaborated on here.

The goals are intended to promote a secure employment base with continued light industrial and commercial growth. To encourage the development of neighborhoods where Modesto residents can live, work, and recreate, the goals also promote new residential alternatives and a reorientation of the downtown toward mixed-use development. The creation of new parks and plazas and the enhancement of existing open space is addressed to improve quality of life for local residents and attract new business investment to the city. Improved transportation alternatives can promote automobile trip reductions as the city continues to grow.



Brenden Theatres is an example of the ongoing business growth in the Redevelopment Area.

2 VISION



Banners and signage is one element that can contribute to the creation of a recognizable image.

Goal 1: Create a unique and recognizable image for Modesto and use it to strenuously promote the city.

The role of Modesto's connection to the land, through agriculture and viticulture, is a predominant and ongoing reality for the city and its environs. This is reflected in the Redevelopment Area by the presence of long-established food processing companies such as Stanislaus Foods, E. & J. Gallo Winery, and Foster Farms. In addition, the Tuolumne River Regional Park will include a farmers market. In appreciation for Modesto's agricultural and viticultural history and context.

The city is also closely connected to the land through its location on the Tuolumne River and its fine public parks and greenways, including Dry Creek Regional Park and the Tuolumne River Regional Park. The city's tradition of urban horticulture is reflected in the many public improvements in the downtown that are maintained by the Modesto Garden Club. Modesto has an innovative urban forestry program, and the city was awarded its 25th consecutive Tree City USA certificate in March 2005.

The city's history and character can be used as a promotional tool to attract both business investment and tourism. The City can draw on these positive local features to attract business owners that wish to offer their employees a high quality of life. Tourists who are seeking opportunities to enjoy and purchase high-quality food products could also find Modesto to be a less crowded and expensive alternative to Napa and Sonoma. To attract these groups, the City should consider promotional strategies that:

- improve the interpretation of Modesto's agricultural, viticultural, and horticultural traditions, and make them easily accessible to the public; and
- emphasize the city's history and character through a variety of events, rather than themed art and architecture.



Proposed "Berry Walk" in the Tuolumne River Regional Park

Goal 2: *Promote the economic viability of the Redevelopment Area by attracting new business development.*

The Agency can help to sustain and enhance a strong economy by stimulating new public and private investment in the Redevelopment Area. Modesto is centrally located in a rapidly growing region, and thus can offer proximity to other markets. Yet, the city still has relatively affordable land and housing and abundant recreational opportunities. These factors allow the city to exploit opportunities for business recruitment, including retail, hotel, and office expansion.

By 2015, population growth will create an increased need for convenience goods, building materials, comparison goods, and food and beverage establishments. This growth will result in the need for a retail strategy with a merchandising mix that can appeal to residents and visitors.

The existing corporate presence combined with anticipated growth in the business sector will result in a need for additional hotel rooms. Convention and arts patrons will also contribute to a growing need for rooms.

In the office sector, growth is likely to occur primarily in the Kansas-Woodland Business Park. Minor increments of professional office development should also be located in the downtown.

Future industrial development will be primarily light industrial, with an emphasis on warehousing, but this trend should be monitored and evaluated for additional recruitment potential.

Specific recruitment strategies should:

- encourage a concentration of new retail in the downtown core, with an additional 80,000 square feet of food and beverage establishments;
- expand the existing convention center, and recruit a hotel to complement it;
- recruit one or two warehouse stores of 200,000–300,000 square feet in the North Carpenter Road area; and
- continue the promotion of the Kansas-Woodland Business Park for light industrial and mixed-use commercial development with an overall target of 500,000–750,000 square feet.



Corporate campuses should be recruited to the light industrial areas.

Goal 3: Implement higher density, mixed-use development to create a balanced, vibrant downtown and active neighborhood centers.



Mixed-use development on Pearl Street in Boulder, Colorado can serve as one model for development in parts of the downtown.

Modesto should strive to create urban districts with a balanced mix of land uses that include housing, services, commercial, professional office, and civic uses. Successful mixed-use districts, such as Portland, Oregon’s Pearl Street District; Eugene, Oregon’s Chambers and Royal neighborhoods; and Seattle, Washington’s Fremont Arts District have been effective, in part, due to community development strategies that allow residents to find adequate housing, meet their routine shopping needs, work, and recreate within a limited area of concentrated activity. These areas typically consist of higher density development within a walkable, human-scaled context. Although such higher density residential development would exclude new single-family detached homes from the Redevelopment Area, a variety of attached or stacked units might be considered, with density ranges of fewer than 12-15 dwelling units per acre outside of the Downtown Core, and as high as 60-80 dwelling units per acre within the Downtown Core.

Horizontal and vertical mixed-use development could be implemented in several areas in Modesto, including the downtown, Paradise Road, and Ninth Street north of Needham Street. The following are strategies for mixed-use development.

- Identify specific districts and corridors where mixed-use development standards should be implemented. Possible districts are delineated in this Master Plan in Chapter 4, and include:

Downtown Core

Downtown North Neighborhood District

Downtown East Preservation District

Downtown South Neighborhood District

Paradise Road District

- When considering development proposals, the Agency should encourage those that complement the existing and proposed uses in a district while striving to ensure a balanced mix of uses.
- New development should be internally walkable and linked to transit opportunities to ensure that mixed-use districts remain easily accessible from other parts of the city.



The Downtown Core is appropriate for mixed-use development such as this building at Orenco Station, Oregon.

Goal 4: *Develop a variety of housing types in the Redevelopment Area, particularly in the downtown, to act as a catalyst for other types of development.*

High-quality housing is essential to attract new development to the Redevelopment Area and create the vibrant multi-use downtown and neighborhood districts outlined in Goal 3. The Market Study (see Appendix A) projects that the downtown can accommodate at least 500–750 new, market-rate units. In addition, the Agency can use the State mandated 20% housing set-aside funds to attract affordable housing development to suitable locations in the downtown, such as the proposed project at the 17th and G Streets site, and in the Paradise Road neighborhood.

The following strategies should guide the development of new housing and the preservation and rehabilitation of existing housing in the Redevelopment Area.

- The Agency should consider creating a pool of funds from the affordable housing fund to facilitate inclusionary housing units in higher density residential development in the downtown.
- A variety of market-rate and affordable housing products should be developed based on goals for the target area and district.
- Mixed-use development with commercial and residential components should be encouraged near areas where commercial development is appropriate, such as certain streets in the downtown core and on Paradise Road.
- When facilitating the construction of new housing, the Agency should take care to ensure that the housing products selected complement their respective neighborhood context. For example, higher density housing should be concentrated in the downtown core, with low- to medium-density products located in other parts of the Redevelopment Area suitable for housing.
- The existing housing stock should be preserved, where feasible, and upgraded as necessary. The Agency should consider home repair and improvement grants to improve the appearance and viability of older housing.
- Existing housing stock that has been noted as having historic value, such as homes identified by the City's Landmark Preservation Commission, should be preserved. The proposed Downtown East Preservation District located east of 14th Street has a particular concentration of historic and potentially historic homes. The City should consider adopting design guidelines that recommend measures for preservation of historic homes and appropriate adaptive reuse of homes with potential historic value.

Specific housing goals are also addressed in the Agency's *2005-2009 Implementation Plan*.



Vertical mixed-use development with a residential component in Henderson, Nevada



Existing single-family homes should be protected.

Goal 5: Apply streetscape improvements to 10th and I Streets to promote a pedestrian-friendly downtown, and link these streets to other public amenities in or near the Redevelopment Area. Develop the historic intersection of 10th and I Streets as the centerpiece of the downtown core.

Tenth and I Streets should be developed as the key axes of a downtown that encourages pedestrian access and walkability. Such a pedestrian-oriented downtown would include:

- sidewalks that are a minimum of 10 feet wide, and preferably wider, with ramps that meet Americans with Disabilities Act accessibility standards located at corners and mid-block, where appropriate;
- traffic calming devices, such as bulb-outs and pavement changes that allow pedestrians safe passage across streets;
- a variety of seating options, ranging from traditional benches to seatwalls and fountains, that encourage pedestrian activity;
- street trees that afford shade, supplemented by additional landscaping in plazas, parks, and other gathering places;
- attractive lighting that allows public access during low-light periods of the day; and
- wayfinding signage that provides pedestrians to find key commercial and civic locations.

Tenth Street has served as a primary commercial street for many decades, while I Street has a number of important cultural structures. In addition, the junction of 10th and I Streets has been a key downtown intersection in Modesto since the late 19th century when it was the site of the historic Rogers Boy Fountain.

Convention Centre Plaza is adjacent to Tenth Street Place, which has been successfully established as a pedestrian mall. In addition, 10th Street south of J Street is at the center of a successful entertainment and retail zone, where residents and visitors to the downtown can watch a movie, shop, and dine within easy walking distance. Future improvements to 10th Street will link it with the proposed Virginia Avenue Trail Corridor and the new Tuolumne River Regional Park.

The construction of the Gallo Center for the Arts reinforces I Street as a pedestrian-oriented street with multiple cultural destinations, including the Stanislaus County Library, the McHenry Mansion, and the McHenry Museum. Given I Street's visibility as the western access to the downtown, the intersection of 10th and I Street continues to be a key downtown intersection.



Attractive lighting fixtures, street furniture, and paving treatments can improve the visual appeal of commercial streets.

Although specific improvements to the 10th and I Street intersection must be determined at the design stage, the following strategies could be considered as enhancements to this area to provide a clear sense of arrival in the downtown and to make it more pedestrian-oriented.

10th Street

- Implement streetscape improvements, such as pedestrian crosswalks, street furniture, and shade trees.
- Apply development standards and/or design guidelines that ensure the inclusion of public amenities in private development.
- Ensure the availability of public transportation between Tenth Street Place and the Tuolumne River Regional Park.

I Street

- Install an attractive gateway feature at the Sixth Street entry to downtown, including welcoming and directional signage, landscaping, and public art.
- Implement streetscape modifications along I Street that create a visual progression toward the Modesto Arch at its current location and into the downtown core.
- Implement a consistent streetscape treatment along the length of I Street that reflects the civic and historic nature of the street.

10th and I Street intersection

- Promote the construction of high-quality architectural features that front the 10th and I Street intersection, such as notable building entryways.
- Encourage the addition of amenities that enliven the public realm, such as informal food service (carts), cafe seating, and fountains with nearby seating.
- Install wayfinding amenities, including signage for motorists and an information kiosk for pedestrians.
- Solicit and install public art.
- Develop public transit stops in close proximity to the intersection.

Pedestrian-oriented improvements

- Install traffic calming and pedestrian crosswalk enhancements at major intersections such as 10th and J and 10th and I Streets.
- Provide streetscape improvements, including landscaping, street furniture, and public art.



Streetscape improvements should offer shade and places for people to gather.

2 VISION

Goal 6: Enhance the visual appeal of Modesto’s public spaces by upgrading existing parks, plazas, gateways, and streets, and by creating new parks and plazas that offer public access.

Attractive public open spaces, such as landscaped streets, plazas, pocket parks, and neighborhood parks, help to attract new residents and visitors to Modesto and appeal to businesses that want to provide a pleasant working environment for their employees. Modesto’s urban forestry and horticultural traditions can exemplify the level of Modesto’s support for a well-landscaped, “green” city. These traditions can be supplemented by the provision of public amenities that contribute to the creation of an urban oasis, with improved landscaping, water features, lighting, signage, and public art. The following strategies should guide the City in developing attractive, pleasant public spaces.

- The City should strive to keep and maintain its existing park lands.
- The City should seek opportunities to work with private developers to create a string of plazas and pocket parks in the Downtown Core, particularly along I, J, and 10th Streets, that can serve as public gathering places.
- Suitable locations for neighborhood parks should be considered concurrently with new residential development, particularly in downtown areas where new residential development may be concentrated.



Moose Park, Modesto



An urban plaza in Portland, Oregon

- Improvements to parks and plazas should emphasize the provision of shade and water features that create cool, refreshing urban oases that will attract visitors.
- Streetscape improvements that provide street trees and landscaping strips and medians should be implemented on I, Ninth, and 10th Streets, Carpenter Road, and Paradise Road.
- Particular emphasis should be placed on developing 10th Street as a key landscaped pedestrian corridor between the Virginia Avenue Trail Corridor and the Tuolumne River Regional Park. The line of sight from the pedestrian mall at Tenth Street Place to the Regional Park should also be protected and enhanced.
- Design guidelines should be developed that address facade improvements, nuisance abatement and deteriorating buildings, streetscapes, and commercial landscaping. Distinct guidelines should be tailored to the unique characteristics of the industrial sections of Areas 1 and 2, as well as Paradise Road, Ninth Street, and the downtown.

Modesto's public space improvements should be developed in concert with the circulation objectives outlined in Goal 7, which emphasize connections throughout the Redevelopment Area.



Public art and seating are important features in public plazas. Public art in Springfield, Massachusetts is shown here.



Wide sidewalks, trees, and cafe seating will help to improve the pedestrian atmosphere.



Bike lanes should be installed on identified streets.



The recreational and transportation benefits of Modesto's proposed shared use trails can help to attract new business investment.

Goal 7: Promote efficient automobile, bicycle, and pedestrian circulation and linkages into and through the Redevelopment Area.

The Redevelopment Area's location at the heart of the city makes it critical that automobile circulation into and through the area be adequate to ensure the success of future development. The efficiency of major access points and intersections must be improved, and traffic flow across the Redevelopment Area must be enhanced.

In addition to improvements in automobile circulation, the proximity of the downtown to existing and proposed parks and green corridors offers a significant opportunity to increase the use of alternative forms of transportation. In particular, the downtown is surrounded on its northern, eastern, and southern sides by an extensive park system that includes bike and pedestrian trails.

The *2006 Non-motorized Transportation Master Plan* (Transportation Plan) details proposals for expanding and linking city bike trails. The Transportation Plan should be used as the springboard for implementation of improved bicycle access across the Redevelopment Area. Chapter 6 of this Master Plan notes several areas where the Transportation Plan can be supplemented.

In addition, the Redevelopment Area includes two important pedestrian corridors, 10th Street in the downtown and Paradise Road west of the downtown, which could benefit from improvements in pedestrian circulation.

Automobile, bicycle, and pedestrian circulation improvements should include:

- improved automobile access at key intersections, including the Briggsmore Avenue and Ninth Street intersection, and Blue Gum Avenue and Carpenter Road intersection;
- improved automobile and bicycle traffic flow between Areas 1 and 2, particularly between Modesto Junior College East and West;
- improved wayfinding at all major gateways to the Redevelopment Area; and
- traffic calming improvements at key pedestrian crossings and major pedestrian streets.

3

Local and Historical Context

3.1 INTRODUCTION

This chapter explores Modesto's regional, historical, and demographic context, and briefly summarizes recent economic trends.

3.2 REGIONAL CONTEXT

Modesto is the largest city in Stanislaus County and the northern San Joaquin Valley, with a population of approximately 207,000 persons (in 2005). The city is located on SR-99, which links it to other Central Valley cities, including Sacramento (82 miles north), Stockton (32 miles north), and Fresno (96 miles south).

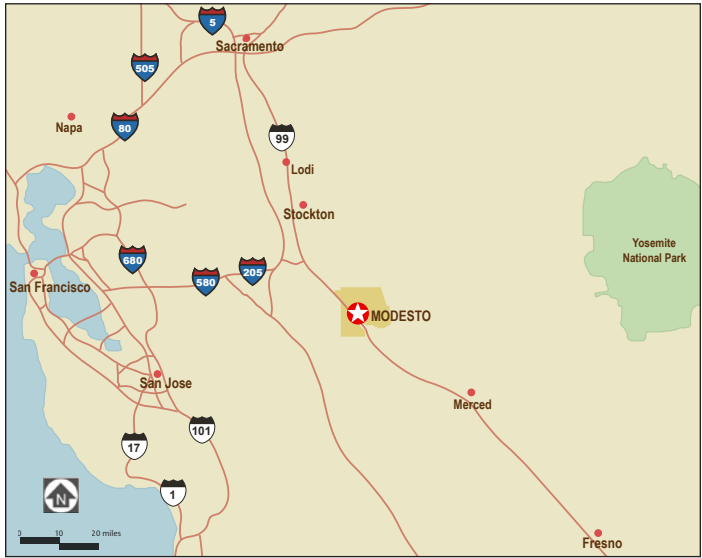
Rail service links Modesto to the greater region. Passenger service is available outside of the Redevelopment Area at the Burlington Northern/Santa Fe Railroad's (Amtrak) Lakewood East Station, in eastern Modesto. The Transportation Center, located at the intersection of Ninth and J Streets, was constructed in 1915 as the original Southern Pacific train depot. The building now serves as a local and long-distance bus station. The Union Pacific Railroad maintains a freight line that runs through the Redevelopment Area parallel to Ninth Street.

Modesto is also located adjacent to the Tuolumne River, which flows out of Yosemite National Park. The Tuolumne River Regional Park includes a parkway along the river, with an approved extension at the south end of downtown. In combination with Dry Creek Regional Park, the city has extensive river access and excellent recreational opportunities, both regionally and locally.

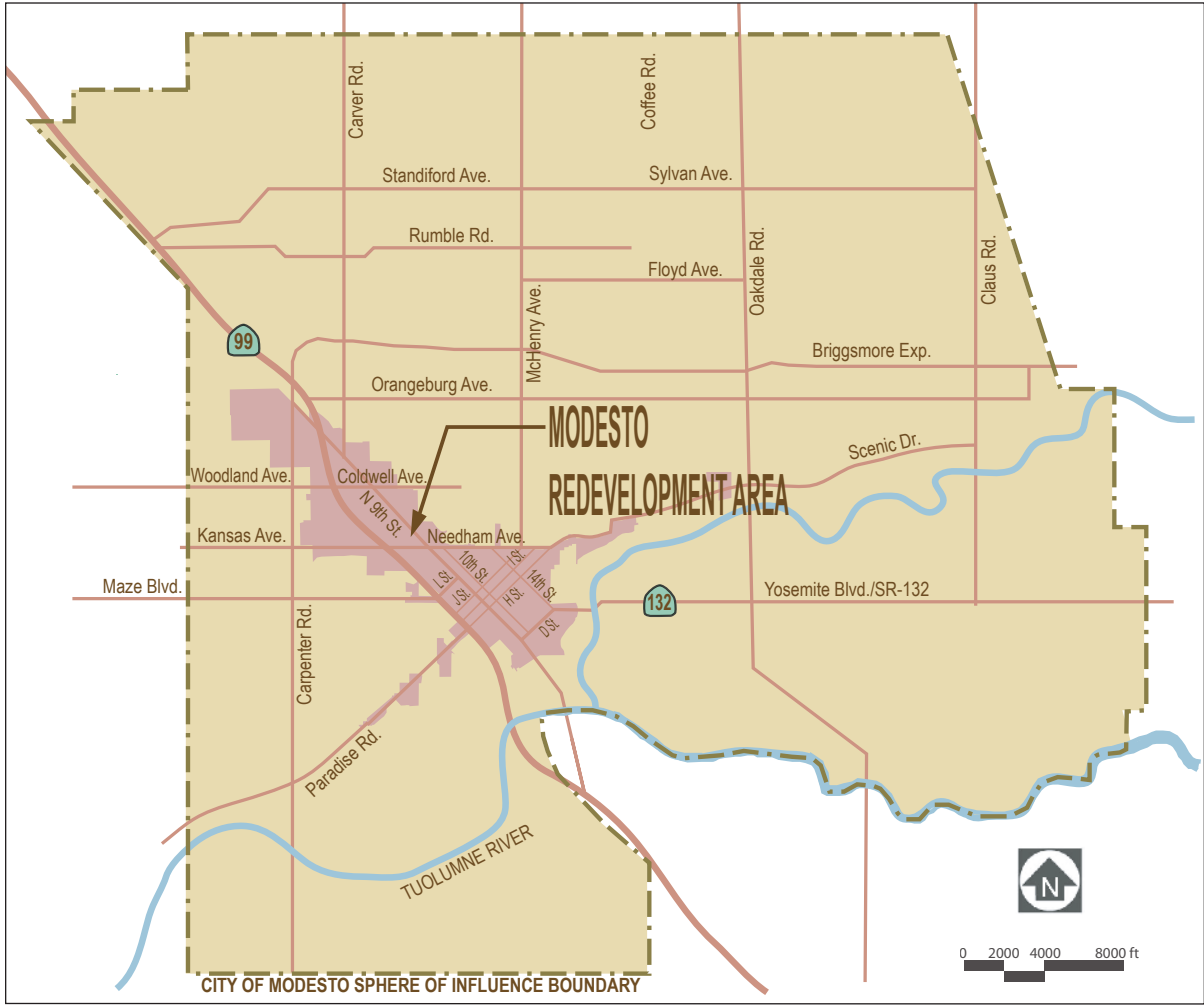


Historic Southern Pacific Station on 9th and J Streets

3 LOCAL AND HISTORICAL CONTEXT



Modesto Area Regional Map



City of Modesto Sphere of Influence and Redevelopment Area Map

3.3 COUNTY ISLANDS

Although the entire Redevelopment Area is located within the boundaries of the City, the County administers two pockets of unincorporated land, otherwise known as “County islands,” within the Redevelopment Area (see pg 29, “Stanislaus County Islands within the Redevelopment Area”). The two islands include (1) a large portion of the light industrial area in the northwest section of the Redevelopment Area, and (2) a portion of Loletta Street and Elm Avenue.

A third County island is not within the Redevelopment Area, but borders it along the west side of Carpenter Road, between Granite Lane and Woodland Avenue. The area consists of vacant lots and poorly maintained and abandoned residential buildings, and might be suitable for future inclusion in the Redevelopment Area.



Businesses in the County island portion of Area 1

3.4 HISTORICAL CONTEXT

The form of Modesto’s downtown was established at the city’s inception, in October 1870, when surveyors from the Central Pacific Railroad (later to become the Southern Pacific) laid out a one-mile square town parallel to the railroad tracks. The initial one-mile square section, later to become the downtown, was aligned with the railroad; the remainder of the city’s streets and blocks were aligned north/south. This realignment accounts for the acute angle that forms when streets like McHenry Avenue intersect with the downtown grid.

The town’s original blocks were 300 feet by 400 feet. Each block was bisected by a 15-foot alley, and contained 32 parcels at 25 by 140 feet each. The streets were designed to be 80 feet wide, with the exception of I Street, at 100 feet wide. Although many of the original parcels have had boundary line adjustments in the ensuing years to accommodate larger buildings, the basic street alignment and width, as well as the block size, remain the same today as when the town was originally surveyed.

The historic Modesto Arch, with its motto, “Water, Wealth, Contentment, Health,” was constructed in 1912 at the intersection of Ninth and I Streets to celebrate the city’s growth and success. The Arch is steel with a granite base and contains 699 light bulbs. It includes a plaque that reads, in part, “...a Gateway over U.S. 99 which traversed downtown (north to south) on Ninth Street, I Street, Seventh Street to the Seventh Street Bridge” (Bare 1999:61). The present location of the Arch marks the original gateway to downtown when Ninth Street was still designated as SR-99. Since SR-99 is



The Modesto Arch, still located on I Street near 9th Street, circa early 1930s

3 LOCAL AND HISTORICAL CONTEXT

now three blocks to the west, the effective gateway to downtown is currently at Sixth and I Streets.

Other notable structures in the Redevelopment Area include Modesto High School, the U.S. Post Office, and the McHenry Mansion. Modesto High School's current structure (its second) was constructed in 1918 in the California Mission style, and is located on Paradise Road. The U.S. Post Office, located at 12th and I Streets, was constructed in 1933, and is a fine example of Art Deco architecture. The McHenry Mansion on the northeast corner of 15th and I Streets, and the McHenry Museum on the southeast corner of 14th and I Streets, are important landmarks that represent the early history of the city.

Tenth Street was well-established as the primary commercial street by 1900, with a segment of I Street between Ninth and 11th Streets serving as an important secondary commercial street. Ninth Street, also known as "Front Street" because it fronted onto the railroad tracks, was the saloon and red-light district well into the 20th century.

By the early 20th century, dairy, nuts, fruits, and vegetables were the Modesto area's primary products. Light industrial areas, including the southern end of downtown and the larger area northwest of downtown, were already established by the 1930s. Borden's Milk Condensery, known for "Elsie the Cow," was located on Kansas Avenue. The E. & J. Gallo Winery, located in the downtown, was founded in the 1930s immediately after prohibition. Foster Farms was established in the same decade, and continues to occupy land on Kansas Avenue, west of North Ninth Street.

Modesto grew rapidly in the 1960s and 1970s, with most of this growth occurring in the northern and eastern suburban sections of the city. Suburban commercial development, including Vintage Faire Mall, constructed in 1977, lured consumers away from the downtown and led to the decline of its economic viability in the 1970s and 1980s.

The Redevelopment Area was established in 1982 and the first implementation plan was adopted in 1983 to address the need for revitalization in the downtown and adjacent older portions of the city. In 1991, the Redevelopment Area was expanded to its current boundaries encompassing approximately 2,000 acres.



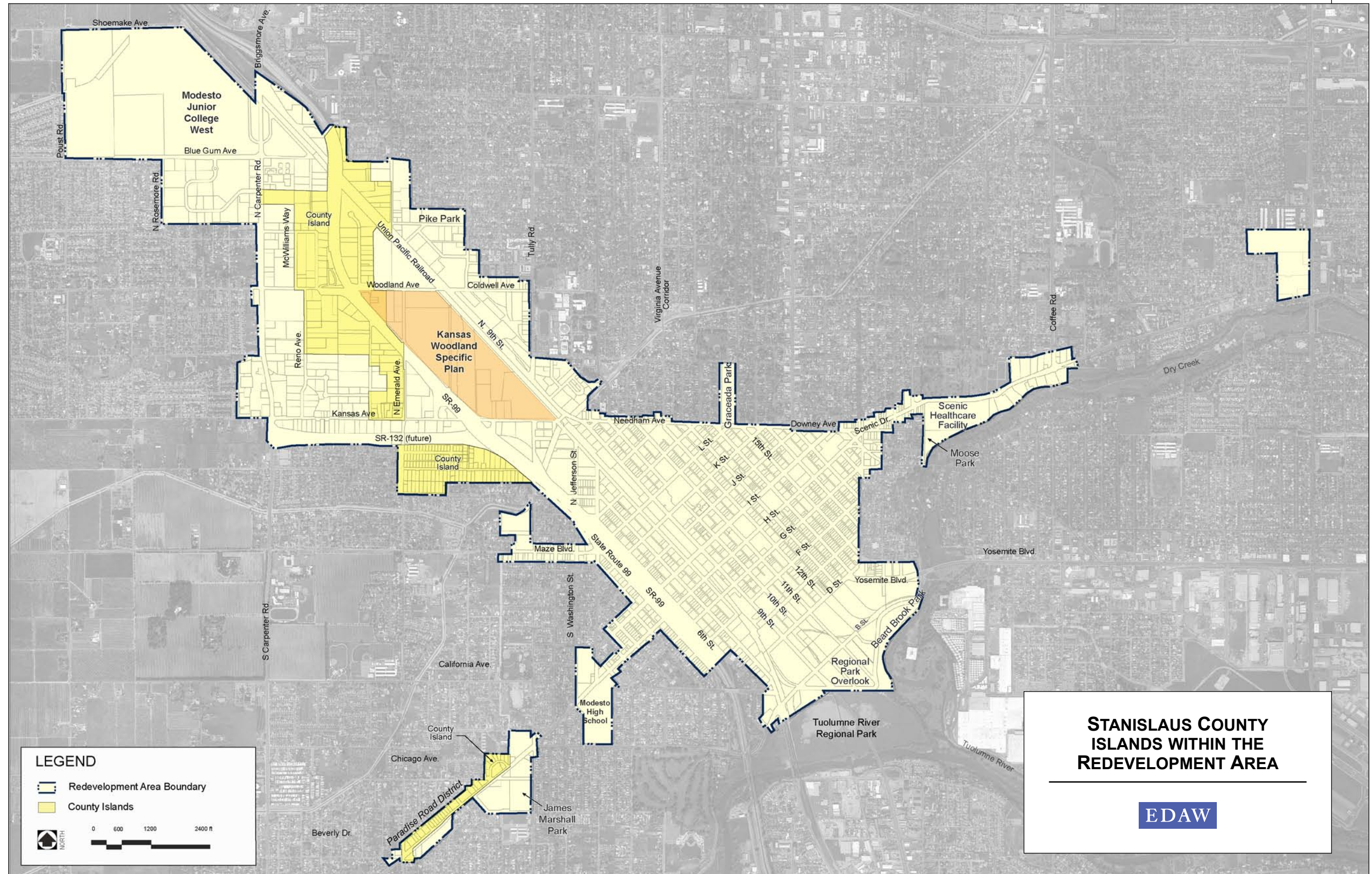
Tenth Street, looking south to J Street, circa early 1950s



Tenth and H Streets, showing decline of downtown commercial district, circa 1970



Modesto High School, 2004



3.5 MODESTO TODAY

Agriculture remains a principal industry in the region, and several long-established agricultural processing firms, including the E. & J. Gallo Winery, Foster Farms, and Stanislaus Foods, continue to operate food processing facilities and support services within the Redevelopment Area.

Modesto has experienced significant growth in recent years, resulting in part from its appeal as an inexpensive alternative to the San Francisco Bay Area. A significant number of residents have relocated to Modesto to take advantage of the area’s comparatively inexpensive housing, with some individuals continuing to commute to the Bay Area for employment.

Modesto continues to serve as a regional center that provides entertainment, goods, and services to a broad area. Modesto’s outdoor festivals, including the popular summer rock festival, X Fest, draw a broad range of visitors. The entertainment district will soon be supplemented by the anticipated completion of the Gallo Center for the Arts in 2007.

These factors contribute to a diverse and thriving economy that will continue to draw residents and industry from the more expensive and built-out areas in the South Bay Area and elsewhere. Stanislaus County is projected to grow by 73% to 826,000 persons by 2025, with more than 637,000 people living within a 20-mile radius of the city. Based on this anticipated growth, the City should position itself to accommodate the development of new housing, employment opportunities, infrastructure, and recreational opportunities.



Tenth Street Plaza



Stanislaus Foods, 2004



The Fat Cat, a downtown entertainment venue, 2004

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4 Land Use and Economic Development

4.1 INTRODUCTION

This chapter reviews existing land use patterns in the three target areas introduced in Chapter 1 and recommends strategies to create desired land use patterns in each area (see the Strategies Overview Map on page 35 for the location of each area.)

Land use implementation strategies recommended in this Master Plan focus on the creation of corridors and districts that can be developed as cohesive, integrated units. In Area 1, North Carpenter Road has been identified as a key commercial street that may benefit from the facilitation of new development in the home improvement market niche, pending future studies. In Area 2, the Kansas Woodland Business Park should serve as the model for the creation of a business park corridor along North Ninth Street. Area 3, which includes the downtown and vicinity, is sufficiently large and complex to warrant its division into local neighborhood districts, with five neighborhood districts and a proposed Safety Campus. Specific land use strategies are summarized in the introductory “Vision” section for each target area.

Three catalyst sites have been identified for this Master Plan:

- Catalyst Site 1: an extended-stay hotel and live-work units on North Ninth Street in Area 2 (described on page 48);
- Catalyst Site 2: market-rate residential units on Ninth Street in Area 3 (page 58); and
- Catalyst Site 3: a convention center and hotel expansion with nearby residential and commercial development focused on 11th Street in Area 3 (page 63).

While other catalyst sites are possible, these three sites enjoy the advantages of parcels that are adequate for the proposed development, landowners who are willing to sell or develop their

Catalyst sites: areas that can support and encourage additional development in their vicinity.

Opportunity sites: parcels that have the potential for future development and should be pursued by the Agency as they become available.

property, and good locations that could encourage the development of complementary adjacent uses.

Four opportunity sites have been identified in this document, including:

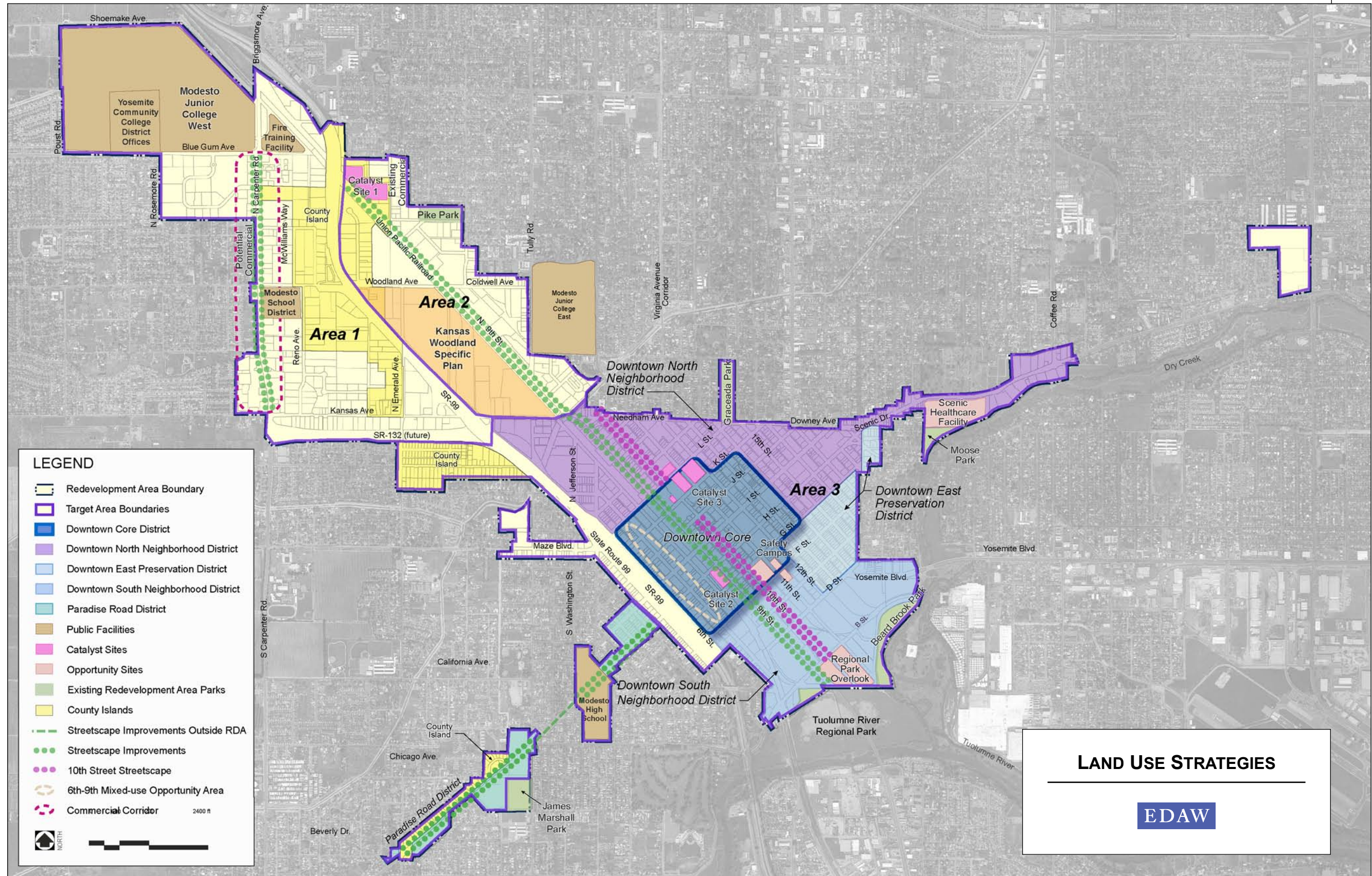
- Opportunity Site 1: the Transit Center on Ninth Street between I and K Streets (described on page 64);
- Opportunity Site 2: the portion of the western downtown between Sixth and Ninth Streets (page 64);
- Opportunity Site 3: the Stanislaus County healthcare facilities on Scenic Drive (page 76); and
- Opportunity Site 4: parcels adjacent to the new Tuolumne River Regional Park (TRRP) at the south end of the Redevelopment Area (page 81).

These four are only a few of the potential opportunity sites. Other sites should be identified and pursued as new opportunities arise.

4.2 UPDATED DEVELOPMENT STANDARDS

To support the forms of mixed-use development proposed in this Master Plan, the City needs to revise its existing development standards. The City currently uses traditional zoning codes that mandate the separation of land uses into single-use zones. This form of zoning results in the now familiar urban structure where residential uses are separated from commercial, office, and other uses. The mixed-use districts proposed in this chapter allow a mixture of complementary uses in close proximity, which can protect agricultural lands by mitigating urban sprawl. Linked by multiple modes of transportation, they can also improve traffic circulation and diminish air pollution.

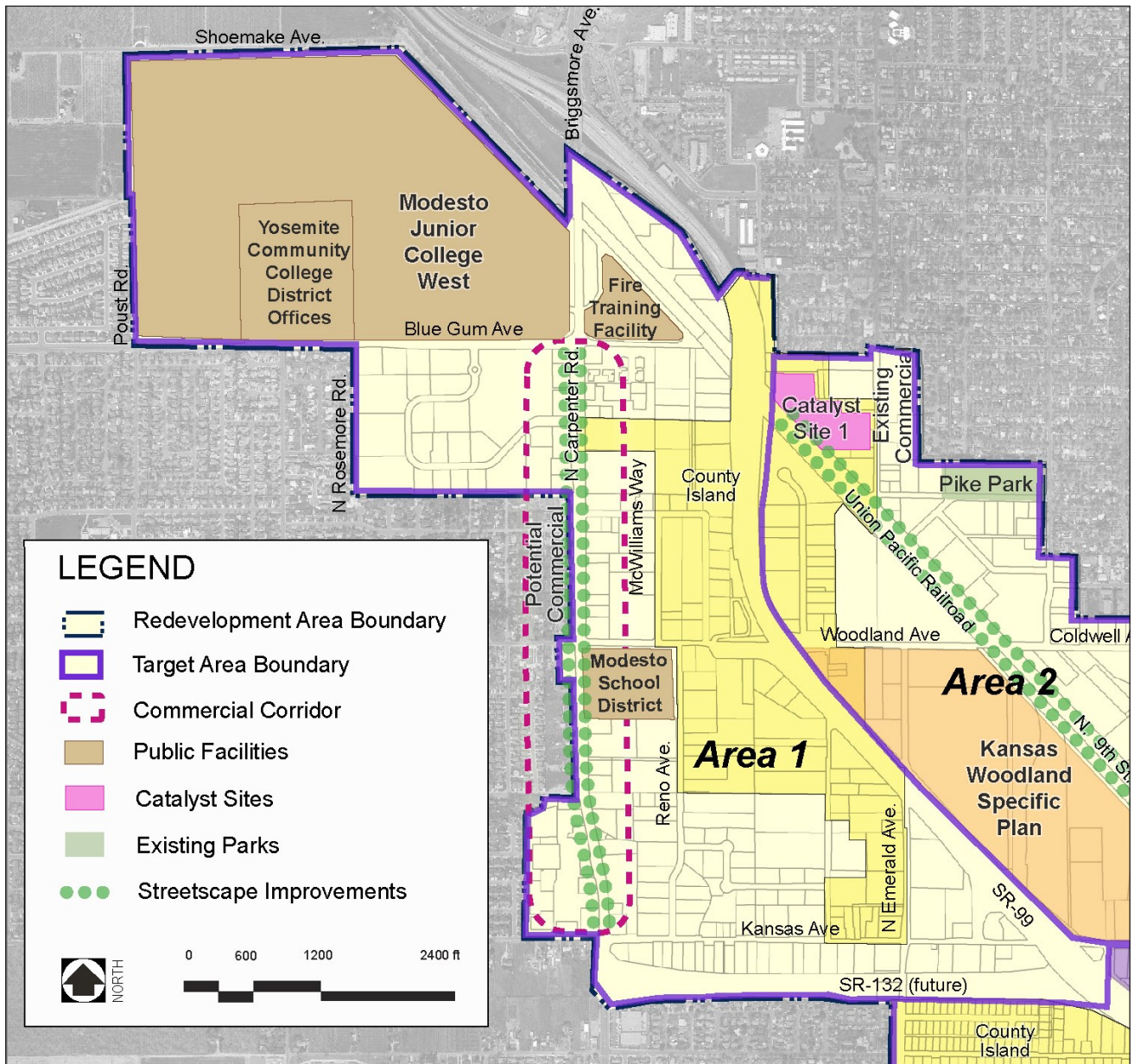
At present, mixed-use development can be carried out under the City's Planned Development (PD) code, which allows the developer to work with the City to craft appropriate and desirable developments. However, scattered planned development projects



LAND USE STRATEGIES

EDAW

do not contribute to the cohesive development of larger districts and corridors. This chapter recommends updated development standards that could include mixed-use zoning codes, overlay districts, and specific plans that can better support the development envisioned here.



Area 1 – North Carpenter Road

4.3 AREA 1 – NORTH CARPENTER ROAD

4.3.A Location and Context

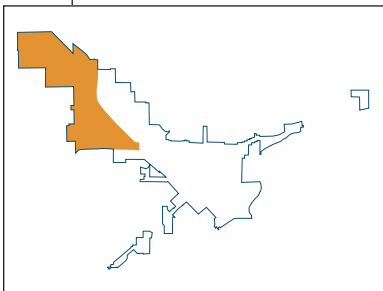
Area 1 is located west of SR-99 and north of the future SR-132 alignment. Modesto Junior College West can be found in the northwest portion of Area 1, while commercial, light industrial, and some office uses are located along North Carpenter Road. The portion of Area 1 east of North Carpenter Road is predominantly comprised of light industrial uses.

4.3.B Vision

Area 1 is predominantly auto-oriented, with a significant number of auto-intensive land uses, including warehousing, home improvement businesses, and corporation yards. The vision for Area 1 promotes the intensification of these existing land uses, which provide useful services to the community. Rather than relocate them at the periphery of the city, it is preferable to support these uses with more efficient infrastructure. Recommendations are made for streetscape improvements, and enhancements to automobile and bicycle circulation are addressed in Chapters 5 and 6. Land use recommendations are summarized as follows:

- North Carpenter Road should be developed as an integrated commercial corridor.
- Consistent commercial zoning should be applied to parcels adjacent to North Carpenter Road, to replace the inconsistent commercial/planned development/light industrial zoning currently in effect.
- Existing businesses in the light industrial area should be supported by infrastructure upgrades, some of which can be achieved through the application of design guidelines. The design review process should be extended to new development zoned Light Industrial (M-1) and Heavy Industrial (M-2).
- The Agency should facilitate land assembly to create parcels that are large enough for new investment, and recruit new light industrial development that complements proposed development in Area 2.

The following sections consider these recommendations in more detail.



Area 1 Location Map

4.3.C North Carpenter Road Commercial Corridor

Development on the west side of North Carpenter Road, between Blue Gum Avenue and Kansas Avenue, is predominantly commercial, with a mixture of restaurants, home improvement businesses, and convenience stores. This commercial development is divided by property located within Stanislaus County, adjacent to the Redevelopment Area between Granite Lane and Woodland Avenue, that consists of several vacant homes and undeveloped parcels. Commercial development skips over this island, with more commercial development near the intersection of North Carpenter Road and Kansas Avenue.

The east side of North Carpenter Road has significantly less commercial development, and is a mixture of professional office (on North Carpenter Road and Blue Gum Avenue), corporation yards (SBC and Modesto School District Nutrition Services), home improvement stores, and scattered light industrial.

The zoning on North Carpenter Road also reflects this mixture of uses, including Light Industrial (M-1) on the east side of the street, with scattered Highway Commercial (C-3) and Planned Development (PD) on the west side.

The City should take several steps to foster the development of the area as a cohesive commercial corridor with mutually supporting uses. The preponderance of home improvement businesses on North Carpenter Road suggests that this market niche could be expanded.

The Agency should conduct a land use survey of North Carpenter Road to determine what types of businesses are present. In addition, business owners should be surveyed to determine what type of new development they believe would complement and support existing development. These surveys would help to determine whether there is an adequate cluster of businesses that warrants further recruitment in a particular niche, such as home improvement. If so, the Agency could actively target new development that expands this niche.



North Carpenter Road, looking north toward intersection with Blue Gum Avenue

In addition, the property within the County on the west side of the street is the largest area of undeveloped land in, or adjacent to, Area 1. The City could encourage the revitalization of the County island by conducting a blight analysis and adding the area to the Redevelopment Area. In the absence of a blight analysis, the Agency could work with the County to encourage the consolidation and development of the island. According to the Market Study (see Appendix A), the North Carpenter Road area could accommodate 200,000 - 300,000 square feet of commercial development, which could be located partly within this area.

The City could encourage coherent development of the commercial corridor by applying a consistent commercial zoning designation. All existing and proposed uses on North Carpenter Road are permissible under the existing C-3 zoning designation, which provides for a range of uses including professional office, retail, multi-family residential (plot plan use by Commission), and building materials and warehousing (conditional uses). The uses allowed under C-3 zoning would also promote a better transition between the industrial uses on the east side of North Carpenter Road and the residential uses to the west, and would encourage uses that serve that residential area.

4.3.D Summary of North Carpenter Road Development Policies

Policy 4.1: Work with Stanislaus County to promote land assembly in the portion of the County adjacent to North Carpenter Road as part of promotional efforts to attract commercial development to the area.

Policy 4.2: Apply the Highway Commercial (C-3) zoning designation to the North Carpenter Road corridor between Blue Gum Avenue and Kansas Avenue to ensure consistent development.

Policy 4.3: Conduct land use and business interest surveys of the area to determine what business cluster, or clusters, could be expanded, and identify and recruit businesses based on those surveys.

Policy 4.4: Recruit up to 200,000 - 300,000 square feet of additional commercial development along North Carpenter Road.

4.3.E Light Industrial

The area between North Carpenter Road and SR-99 is predominantly Light Industrial (M-1), with a mixture of uses that range from gravel crushing to warehousing. A large portion of this area, roughly bounded by McWilliams Way, Reno Avenue, and Lone Palm Avenue on the west and SR-99 on the east, is a County island (see page 37, for the County island location within the Area 1 map).

The light industrial area is an important source of employment and tax revenue, but also includes many smaller, underutilized parcels and scattered vacant lands. Intensification of existing uses and redevelopment of underutilized properties should be facilitated by the Agency as opportunities arise.

A portion of Area 1, between Emerald Avenue and SR-99, is zoned Heavy Industrial (M-2). The existing businesses in this Heavy Industrial area include warehousing, a farm equipment service center, and a U-Haul facility. While none of these uses are inconsistent with the Light Industrial (M-1) zoning, other potential uses permissible under Heavy Industrial zoning, such as petroleum processing and junkyards, are not compatible with the nearby downtown. Since this area is located in close proximity to the northwest gateway to the downtown, this area should be rezoned to M-1 or another suitable zoning designation to encourage a mixture of businesses similar to those proposed for the Kansas-Woodland Business Park. The city should consider making industrial development subject to design review to ensure compatibility with adjacent areas.

Two of the larger parcels adjacent to Emerald Avenue are government property and may be suitable for redevelopment in the future if they become available for purchase or transfer (parcel 029-013-011 is owned by the State of California, and parcel 029-013-005 is federal property).

The Light Industrial portion of both Areas 1 and 2 suffers from inadequate infrastructure, including streets that are in poor repair and limited stormwater drainage. Improvements to this area should be considered as part of the City’s capital improvements program.

To improve the visual aesthetics of the area, the City should also consider design guidelines that could be applied to streets with high visibility, such as Woodland and Kansas Avenues, and parcels that are visible from SR-99.



Light industrial business in Area 1



Streets such as Culpepper Avenue could benefit from design guidelines that encourage streetscape improvements.



Wholesale business in light industrial portion of Area 1

4.3.F Summary of Light Industrial Policies

Policy 4.5: Coordinate with Stanislaus County and developers to facilitate land assembly that encourages new development in the light industrial area.

Policy 4.6: Identify desirable businesses and actively recruit them.

Policy 4.7: Rezone Heavy Industrial (M-2) areas to Light Industrial (M-1) or other suitable zoning designation to foster development of this area as a more suitable urban gateway to the downtown.

Policy 4.8: Implement design guidelines that provide for streetscape upgrades and improve the appearance of the light industrial area, and apply the design review process to industrial properties.



Modesto Junior College West

4.3.G Modesto Junior College West

Modesto Junior College West (MJCW) and Yosemite Community College's administrative offices are located at the northwest corner of the intersection of North Carpenter Road and Blue Gum Avenue. The Regional Fire Training Facility is also a part of the Yosemite Community College system, and is located near the northeast corner of the intersection. The MJCW site includes a significant amount of undeveloped land, some of which is being used for livestock pasturage. MJCW has a deed restriction that constrains development on the site to educational uses, although it may offer long-term leases to organizations and businesses that support educational uses.

Under the provisions of this long-term lease option, Yosemite Community College has authorized the Stanislaus Ag Center Foundation to develop the Ag Science Center on 3.5 acres of the MJCW campus. The Ag Science Center will be an interactive museum designed to showcase the science and technology of agriculture to the general public. The Ag Science Center will offer exhibits and will partner with MJCW to display livestock cared for by students. The development of a reciprocal relationship between the two entities could allow students to receive useful experience while acting as docents and interns at the Ag Science Center without having to travel to an off-site location. In addition, the presence of the Ag Science Center could enhance visitation to and awareness of the campus.

The success of this relationship, and any other educational leases in which MJCW might wish to engage, will be enhanced if visitors have adequate access to the college. Primary access from the north is via Briggsmore Avenue to North Carpenter Road, which was designated by the traffic study carried out for this Master Plan as operating at Level of Service F (the traffic designation of lowest efficiency). To facilitate the success of the Ag Science Center, MJCW should work with the Agency, other City personnel, and the California Department of Transportation (Caltrans) to develop improved access to the campus. Recommendations are also provided in Chapter 6 for improved bicycle access.



Yosemite Community College district offices are also located in the Redevelopment Area.

4.3.H Summary of Modesto Junior College West Development Policies

Policy 4.9: Support the development of auxiliary educational uses at Modesto Junior College, such as the Ag Science Center, by ensuring adequate access to the site.

Policy 4.10: Provide additional wayfinding signage to ease traffic flow and promote visitation.

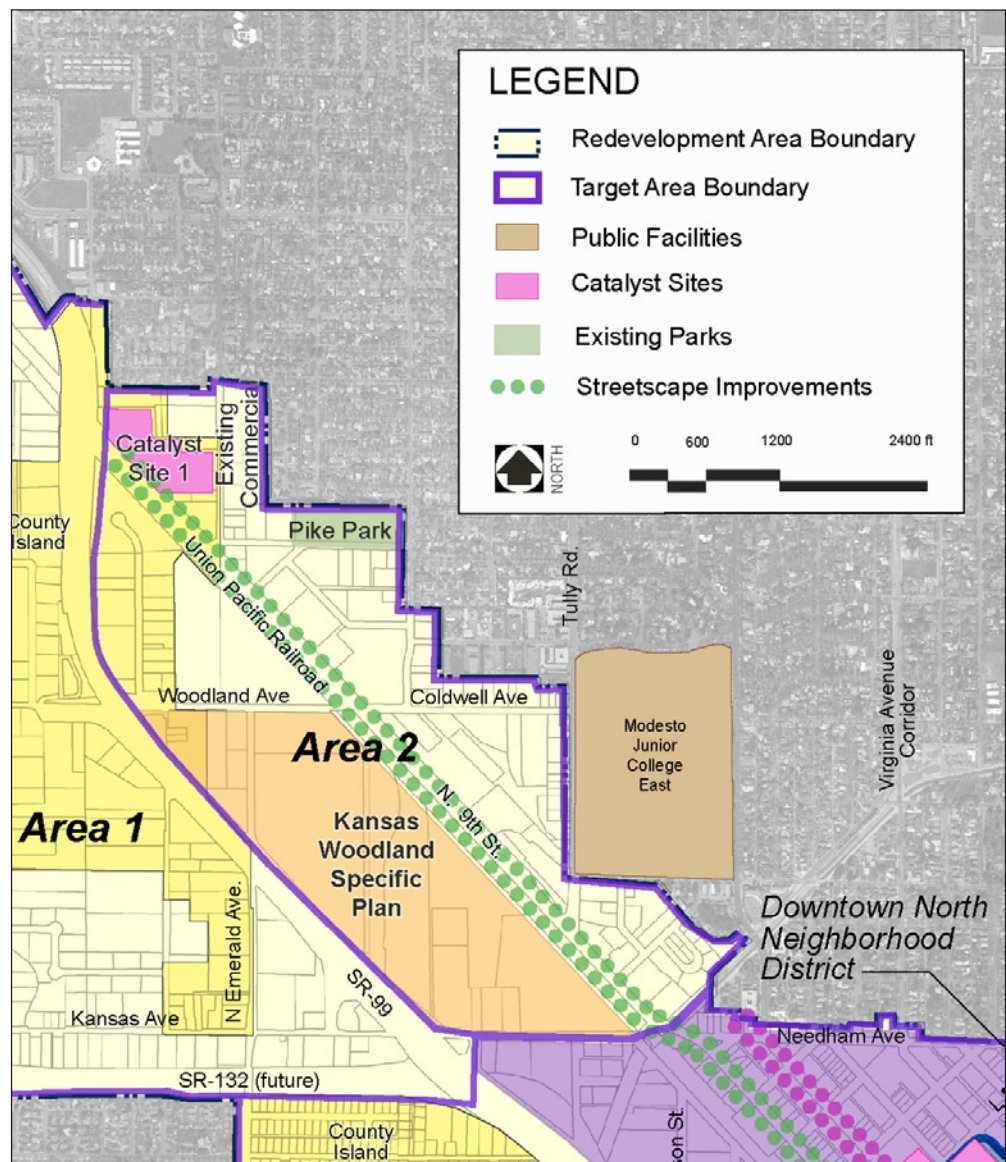
4.3.I Area 1 Catalyst and Opportunity Sites

Although several potential opportunity sites have been identified by the Agency in Area 1, few large undeveloped vacant parcels are available for redevelopment. New development in Area 1 will primarily depend on land assembly to make property of sufficient size available for new development.

4.4 AREA 2 – NORTH NINTH STREET

4.4.A Location and Context

Area 2 is located east of SR-99 and north of Needham Street, and is bisected by North Ninth Street. The Union Pacific Railroad right-of-way is adjacent to and west of North Ninth Street. The area primarily consists of light industrial uses, with several scattered commercial areas. A few single-family homes are located near Modesto Junior College East (MJCE), directly east and outside of the Redevelopment Area.



Area 2 – North 9th Street

4.4.B Vision

Area 2 is envisioned as an integrated business park corridor that extends along North Ninth Street. The approved Kansas-Woodland Business Park (Business Park) will serve as the principal catalyst site, setting the standard for future development in the area. The Business Park is subject to the Kansas Woodland Business Park Specific Plan (Specific Plan), which prescribes development standards for the area. Any new development standards applied to the North Ninth Street corridor and Area 2 should be coordinated with those prescribed for the Business Park.

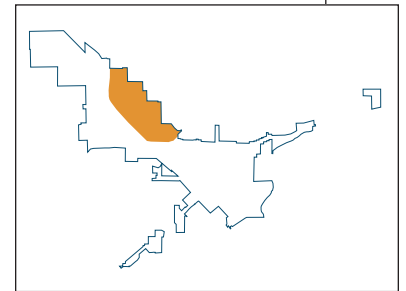
The vision for the Business Park is for a new center of employment that also serves as a strong tax base. Modesto’s low land costs relative to the Bay Area make it an attractive site for corporate campuses and light industrial uses that would benefit from relocation.

The Specific Plan identifies streetscape improvements that are intended to address pedestrian and bicycle circulation on North Ninth Street corridor. The streetscape improvements in the Specific Plan should be coordinated with those proposed in Chapter 5, Section 5.3.B of this document.

Area 2 should be well-connected to other parts of the City, including MJCE and the downtown, by automobile, mass transit, and bicycle trails and lanes. Landscaped public open spaces should instill a park-like character to the area.

The vision for Area 2 specifically includes:

- recruitment of businesses to Area 2 that will complement those desired for the Kansas-Woodland Business Park;
- promotion of a collaborative relationship between the Business Park and MJCE;
- construction of new housing in a pattern appropriate to the area, such as live-work lofts;
- application of Light Industrial Mixed-use zoning consistent with the standards in the Kansas-Woodland Business Park Specific Plan to the remainder of Area 2; and
- construction of an extended-stay hotel.



Area 2 Location Map



Development such as Emery Station in Emeryville, California, could be targeted for Area 2.



Mariani Square in San Francisco is an industrial facility adapted for use as live-work lofts.



Oliver Lofts in Emeryville provide a contemporary live-work environment.

4.4.C Collaboration with Modesto Junior College East

MJCE is located outside of and adjacent to the Redevelopment Area, in close proximity to the Kansas-Woodland Business Park and the North Ninth Street corridor. MJCE has several technical programs, including industrial technology, office administration, computer technology, and electronics, that could provide a skilled workforce for businesses interested in relocating to the area.

The Agency should serve as the catalyst for a collaborative and reciprocal relationship between businesses in the North Ninth Street corridor and MJCE. As the North Ninth Street corridor develops, MJCE should strive to identify a course curriculum that can be tailored to the business community's needs, while seeking opportunities for students to obtain employment in the nearby business sector. In addition, the Agency should actively recruit businesses that might benefit from the skills currently fostered by MJCE's curriculum, and that express a willingness to coordinate with MCJE to further refine its curriculum.

4.4.D Construction of Live-work Residential Units

Live-work units can serve as a suitable transition between the residential areas immediately east of and adjacent to the Redevelopment Area and the light industrial uses in Area 2. Residential development should therefore be concentrated in the area east of North Ninth Street.

Live-work units are also consistent with the productive uses in the business park corridor. However, the focus of the corridor should remain on attracting light industrial uses and corporate campuses. Conventional single-family and multi-family development should be avoided to protect the productive employment base in Area 2.

4.4.E Application of Light Industrial Mixed-Use Land Use Designations

Zoning in Area 2 consists primarily of Light Industrial (M-1), with scattered Highway Commercial Industrial (C-M) and Highway Commercial (C-3). There are also several pockets of planned development.

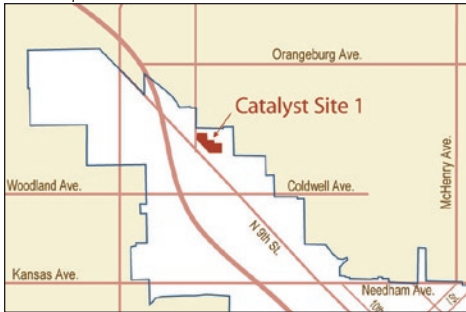
To foster the development of an integrated business park corridor, the City should consider applying a Light Industrial Mixed-Use (LI-MU) zoning category. This zoning would retain productive light industrial uses while allowing for limited commercial uses that serve local businesses, supplemented by productive live-work residential uses.

The City of Berkeley has successfully used this type of zoning in its light industrial mixed-use zone in West Berkeley. Uses that could be permissible under the LI-MU category would include light industrial, wholesale, limited neighborhood commercial uses, and limited residential uses consisting of live-work units. As the LI-MU zone will serve as the transition to the downtown North Neighborhood District, it should be coordinated with (but not identical to) development standards and design guidelines adopted in that area. Specific development standards that address such elements as floor area ratios, height limits, and usable open space should be identified during the rezoning process.



An extended stay hotel

4 LAND USE AND ECONOMIC DEVELOPMENT



Catalyst Site 1 Location Map

4.4.E.1 Catalyst Site 1 – Extended-Stay Hotel and Live-Work Housing

Catalyst Site 1 is located in Area 2 between North Ninth Street and Carver Road (see pg. 49, “Catalyst Site 1 Site Plan” and pg. 51, “Catalyst Site 1 Concept Illustration”). The 8-acre site has been reviewed to include an extended-stay hotel; attached, live-work residential lofts; and some limited commercial development.

The extended-stay hotel is intended to serve visitors to the business corridor, as well as the downtown. The Catalyst Site proposal can accommodate a three-story, approximately 160-room hotel. Parking should be located at the rear of the building to present a pleasing landscaped appearance on the North Ninth Street side. An attached 19,000 square foot facility could include a lobby, fitness center, meeting rooms, and an 8,000 square foot restaurant.

Market-rate, live-work residential units are proposed for the site and have been conceptually designed with two residential products, including:

- 45 townhomes with tuck-under parking on the majority of the site, and
- 36 loft units in a four-story mixed-use development on Carver Road.

The mixed-use structure has been designed with ground floor retail fronting Carver Road. An existing commercial development is located on the east side of Carver Road. While there are numerous prototypes that might be suitable for this site, attached housing with for-sale units is desirable.

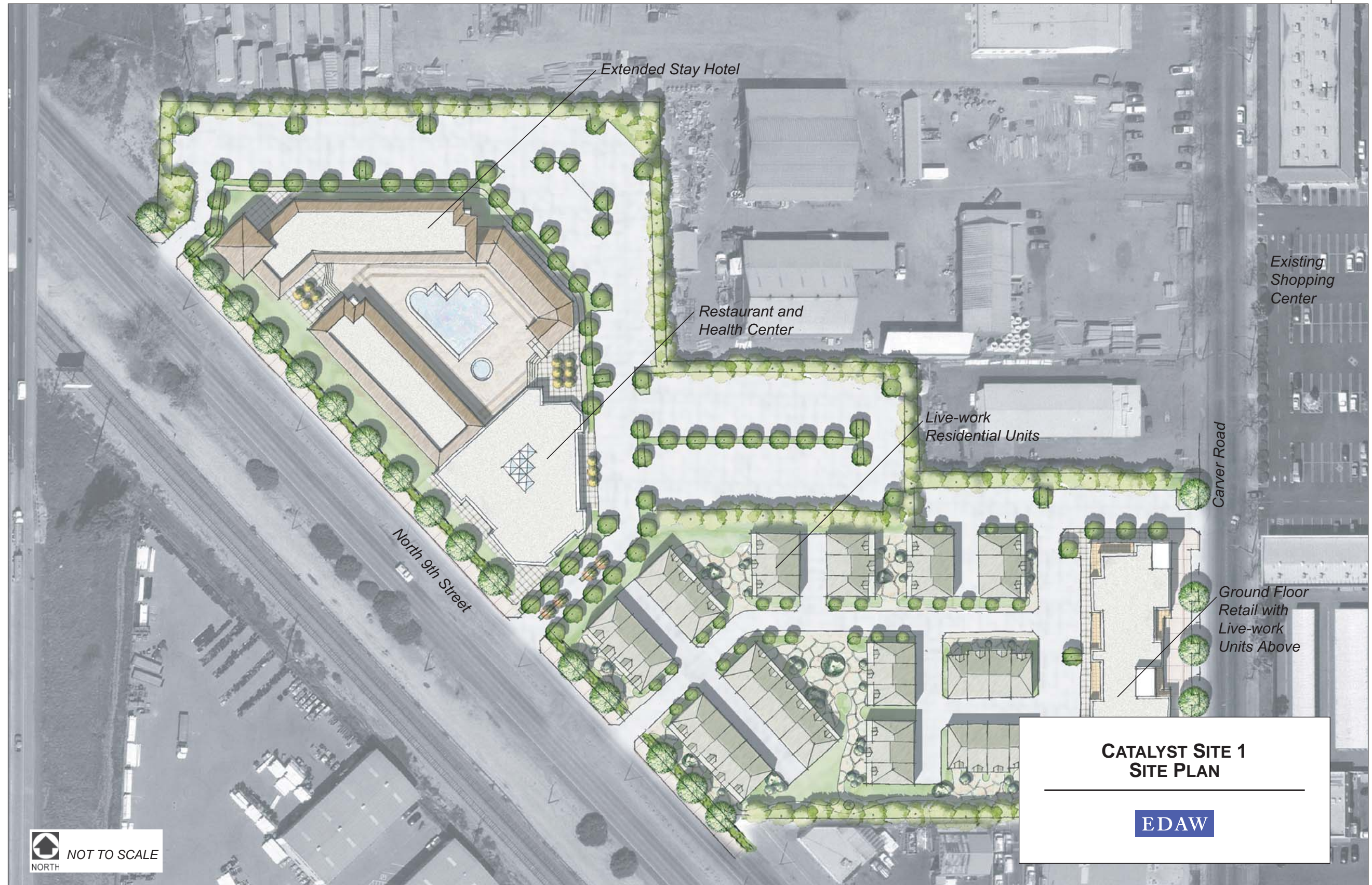
4.4.F Summary of North Ninth Street Corridor Policies


Policy 4.11: Promote a collaborative relationship between Modesto Junior College East and businesses in Area 2.

Policy 4.12: Promote the development of live-work units that complement the uses in Area 2 and promote trip reduction.

Policy 4.13: Adopt a Light Industrial Mixed-use zoning category that allows for a mixture of light industrial, office, business park, and commercial uses in proximity to one another.

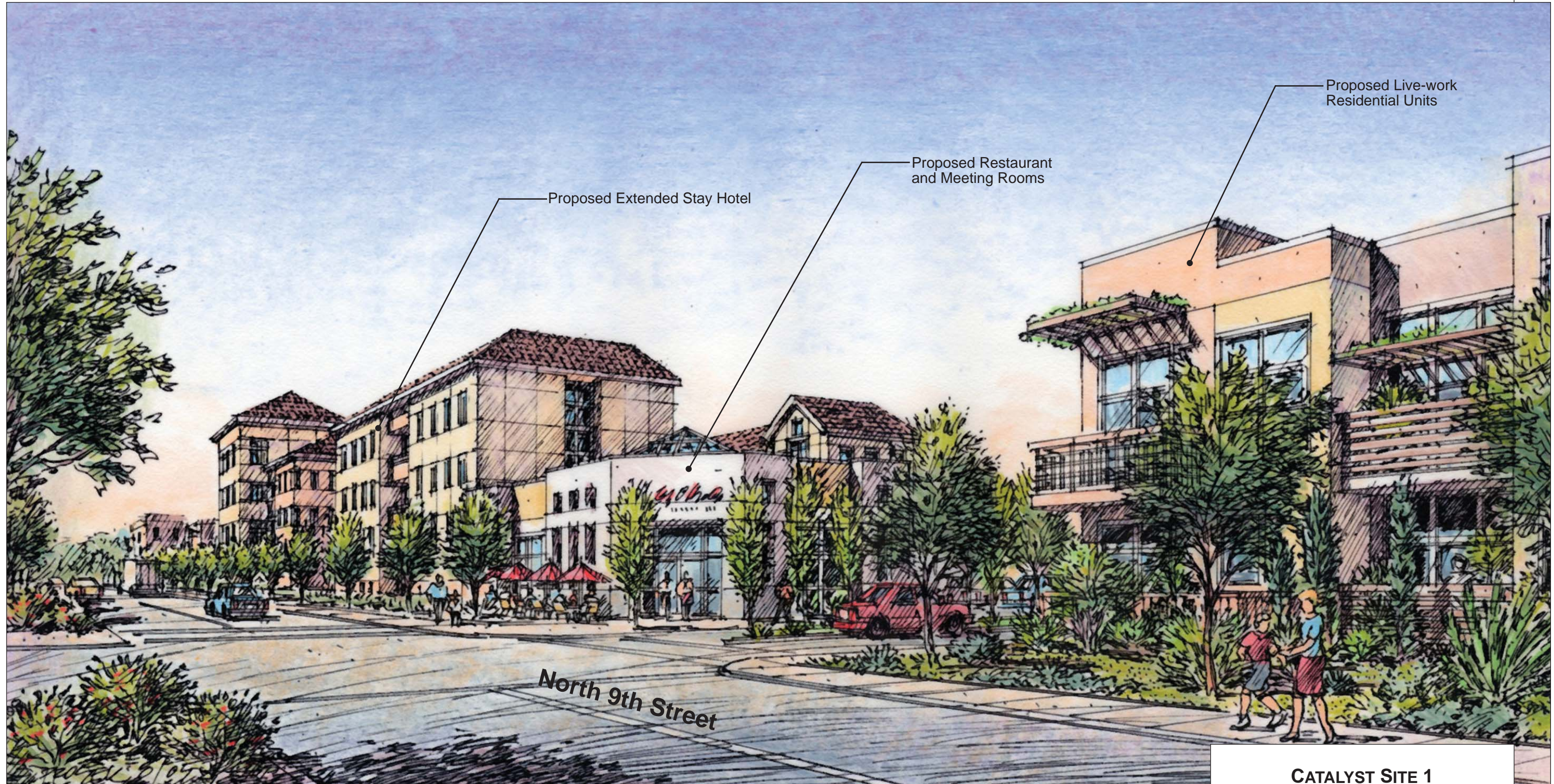
Policy 4.14: Recruit an extended-stay hotel to Area 2.



 **NOT TO SCALE**
NORTH

**CATALYST SITE 1
SITE PLAN**

EDAW



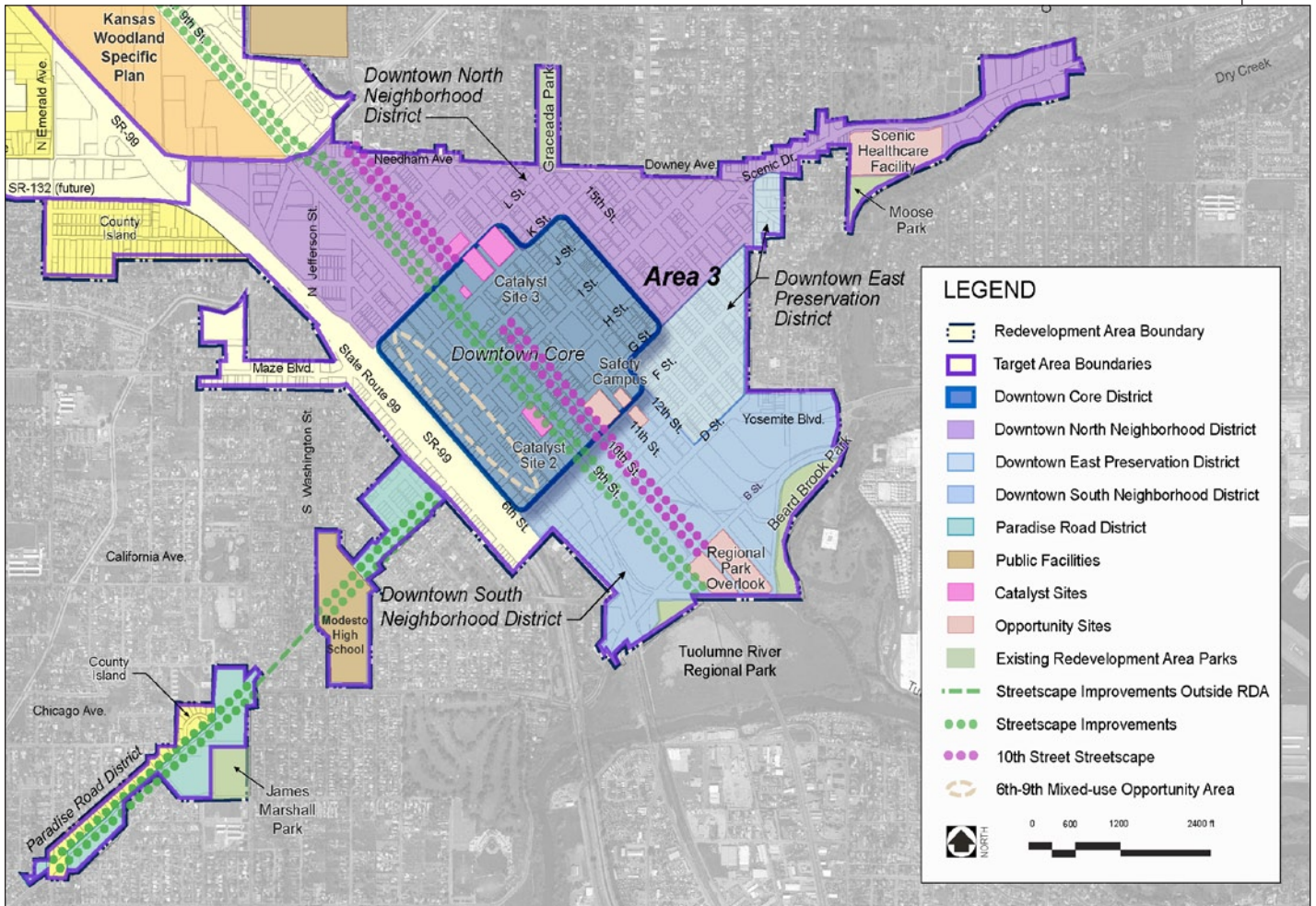
**CATALYST SITE 1
CONCEPT ILLUSTRATION**

4.5 AREA 3 – DOWNTOWN AND VICINITY

4.5.A Location and Context

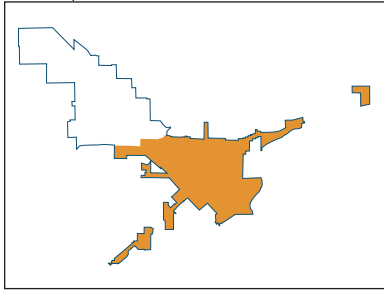
Area 3 includes all of the Redevelopment Area south of Needham Street. In addition to the downtown, Area 3 includes a portion of Scenic Drive, Loletta and Elm Avenues, Maze Boulevard, and portions of Paradise Road.

Zoning in the downtown is a mixture of three commercial designations (C-1, C-2, and C-3). There is also a large swath of Light Industrial (M-1) running through the downtown on both sides of the Union Pacific Railroad corridor, with a large portion of light industrial south of F Street.



Area 3 Downtown and Vicinity

4 LAND USE AND ECONOMIC DEVELOPMENT



Area 3 Location Map

4.5.B Vision

Development is currently concentrated in the central downtown, with lower intensity development surrounding it. Existing land uses include civic, commercial, and entertainment in the central downtown, office professional and commercial in the north, single-family homes and office professional in the east, and light industrial in the south. Because of this multiplicity of land uses, Area 3 has been divided into five separate districts, with each receiving separate treatment in this Master Plan. The districts are identified as follows:

- Downtown Core
- Downtown North Neighborhood District
- Downtown East Preservation District
- Downtown South Neighborhood District
- Paradise Road District

In addition to these five districts, the Safety Campus encompasses existing and proposed facilities for the police and fire headquarters.

Principles relevant to all of Area 3 include the following:

- To reduce development on Modesto's urban edge, the density and intensity of uses in Area 3 should be increased through infill development.
- To encourage trip reduction and compatible land uses, new construction and adaptive reuse in Area 3 should take the form of vertical and horizontal mixed-use development.
- New development standards should be adopted as part of one or more specific area plans.
- With the exception of parts of Scenic Drive and the light industrial area in south downtown, Area 3 displays a traditional grid system of blocks and streets that should be reinforced as a strong framework for a walkable, pedestrian-oriented downtown.
- This grid system also provides excellent view corridors, such as 10th Street to the TRRP, that should be protected from encroachment and enhanced with streetscape improvements.
- The downtown is the historic center of Modesto, with numerous buildings that should be subject to historic preservation, and/or adaptive reuse.

Recommended land uses, development standards, and economic development strategies for each of the five districts and the Safety Campus are detailed in the following sections.



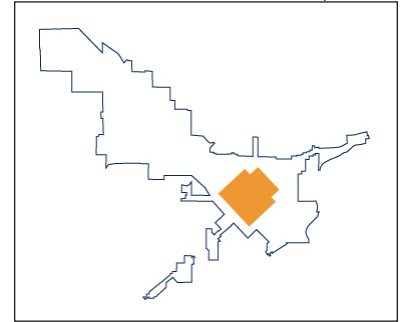
Downtown Modesto has a traditional grid system that can provide a strong foundation for a walkable, pedestrian-oriented mixed-use area.



Some buildings in the downtown may be suitable for adaptive reuse.

4.5.C Downtown Core

The Downtown Core is bounded roughly by SR-99 on the west, L Street on the north, 12th and 14th Streets on the east, and F Street on the south. This is Modesto’s civic and entertainment district. Future development should target additional food and beverage establishments, retail stores, offices, and housing. As additional housing is developed, the Agency should endeavor to attract convenience goods stores, such as grocery and drug stores, to serve local residents.



The Downtown Core

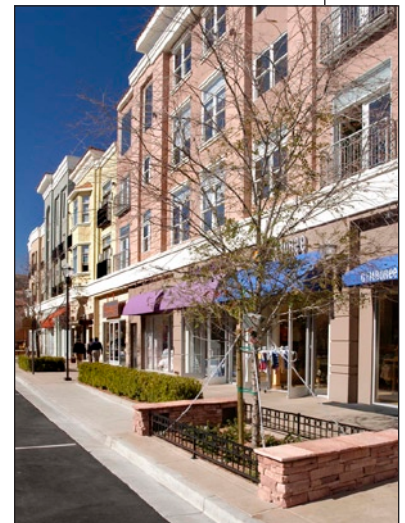
4.5.C.1 Mixed-use Development in the Downtown Core

Mixed-use development is a desirable way to revitalize downtown districts. The City should consider both vertical and horizontal development to simultaneously achieve the proposed density levels for the Downtown Core, and promote an interesting and lively pedestrian-oriented district.

Vertical mixed-use development locates a variety of uses on different floors of the same structure. A typical vertical mixed-use structure, for instance, might have commercial uses on the first floor, with other uses, such as professional office or residential, on the upper stories.

Horizontal mixed-use development places multiple uses in proximity to one another, or on the same lot, but not necessarily within the same structure. Horizontal mixed-use development can concentrate commercial development along “key development streets,” with residential development permitted at the rear of the lots, or otherwise in close proximity to the commercial development. Both vertical and horizontal development are suitable for the Downtown Core.

Vertical development that includes ground floor commercial, with residential or professional office uses above, should be on 10th, 11th, and J Streets to create a compact and concentrated commercial area, which will enhance the economic viability of these streets as well as their walkability. Therefore, care should be taken to avoid fragmenting and diffusing commercial development throughout the downtown.



Mixed-use commercial buildings with human-scaled design features, such as windows and entries facing the street

4 LAND USE AND ECONOMIC DEVELOPMENT

Horizontal development, such as single-use residential or office developments, can be located in the Downtown Core on streets with minimal existing commercial development, such as Ninth or 12th Streets. Neighborhood serving commercial development may be appropriate on these streets.

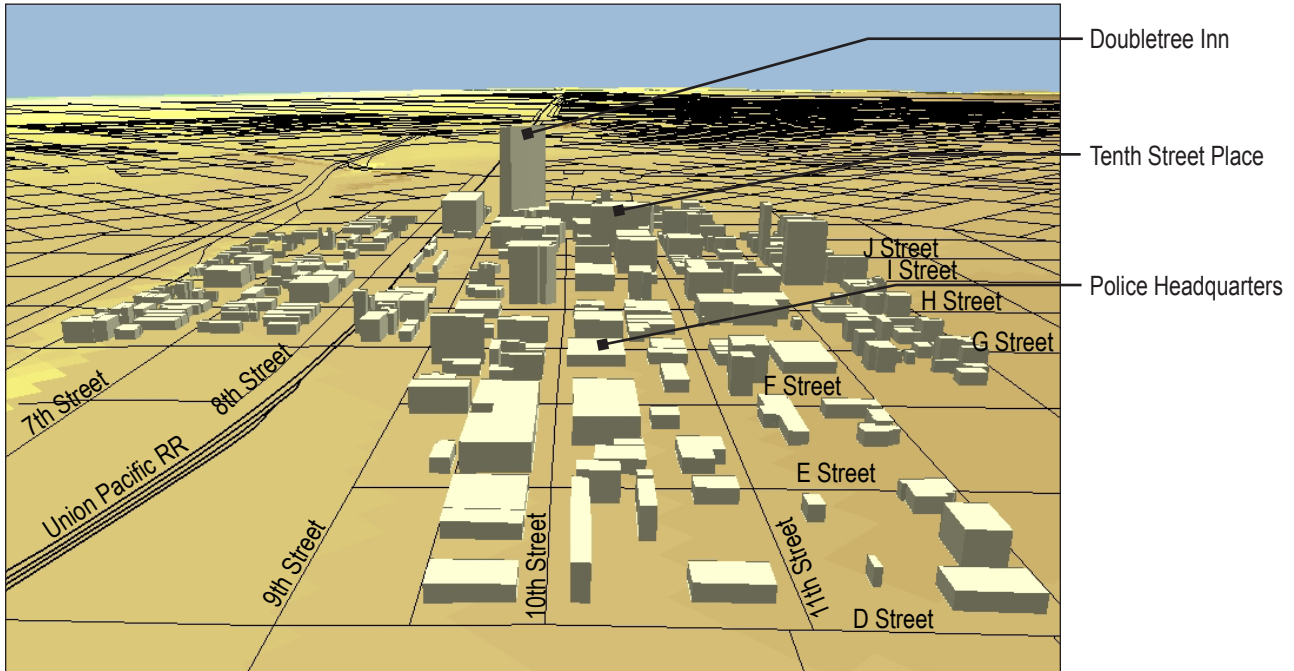
It is preferable to locate parking garages off the main commercial streets. However, if they are located on the main commercial streets, they should have ground floor commercial uses, and should be lined with other uses on levels above the ground floor. (For more information on parking, see Chapter 6, Section 6.3.)

The City can encourage mixed-use development by adopting a Downtown Core Mixed-Use (DC-MU) zone as part of a specific area plan for the Downtown Core. A specific area plan would allow the City to adopt more comprehensive and detailed development standards that could help to foster a human-scaled, pedestrian-oriented environment. The specific plan could include design guidelines that should address, at minimum, specifications for setbacks, building massing, signage, street furniture, lighting, and landscaping.

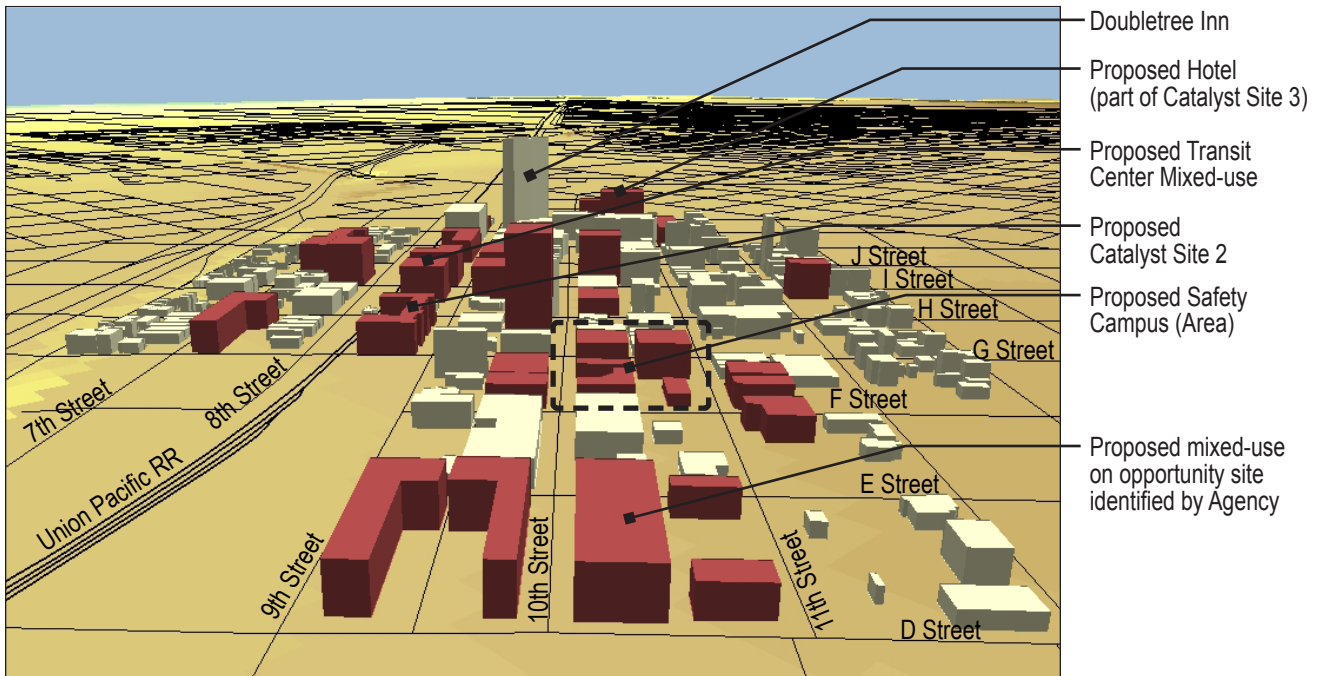
Application of new development standards should dictate that the Downtown Core will include the highest residential densities and the greatest intensity of land uses in the city. The three-dimensional diagrams on the next page depict how the proposed development could modify the form of the Downtown Core.



The Downtown Core can accommodate higher density development than other portions of the Redevelopment Area.



Existing scale of development in the Downtown Core



Proposed scale of development in the Downtown Core

4 LAND USE AND ECONOMIC DEVELOPMENT



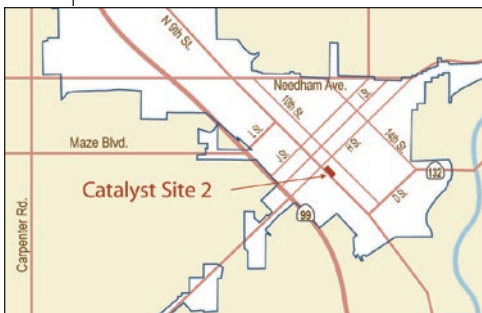
Residential units over ground floor commercial in Stapleton, Colorado



Townhomes with corner commercial, Crossings at Mountain View, California



Condominiums with street access; photo courtesy of DesignLens



Catalyst Site 2 Location Map

4.5.C.2 Housing

As noted previously, there is market demand for the construction of 500–750 units of for-sale housing in the downtown. The construction of housing was also identified in the various public and staff meetings as a priority for the downtown.

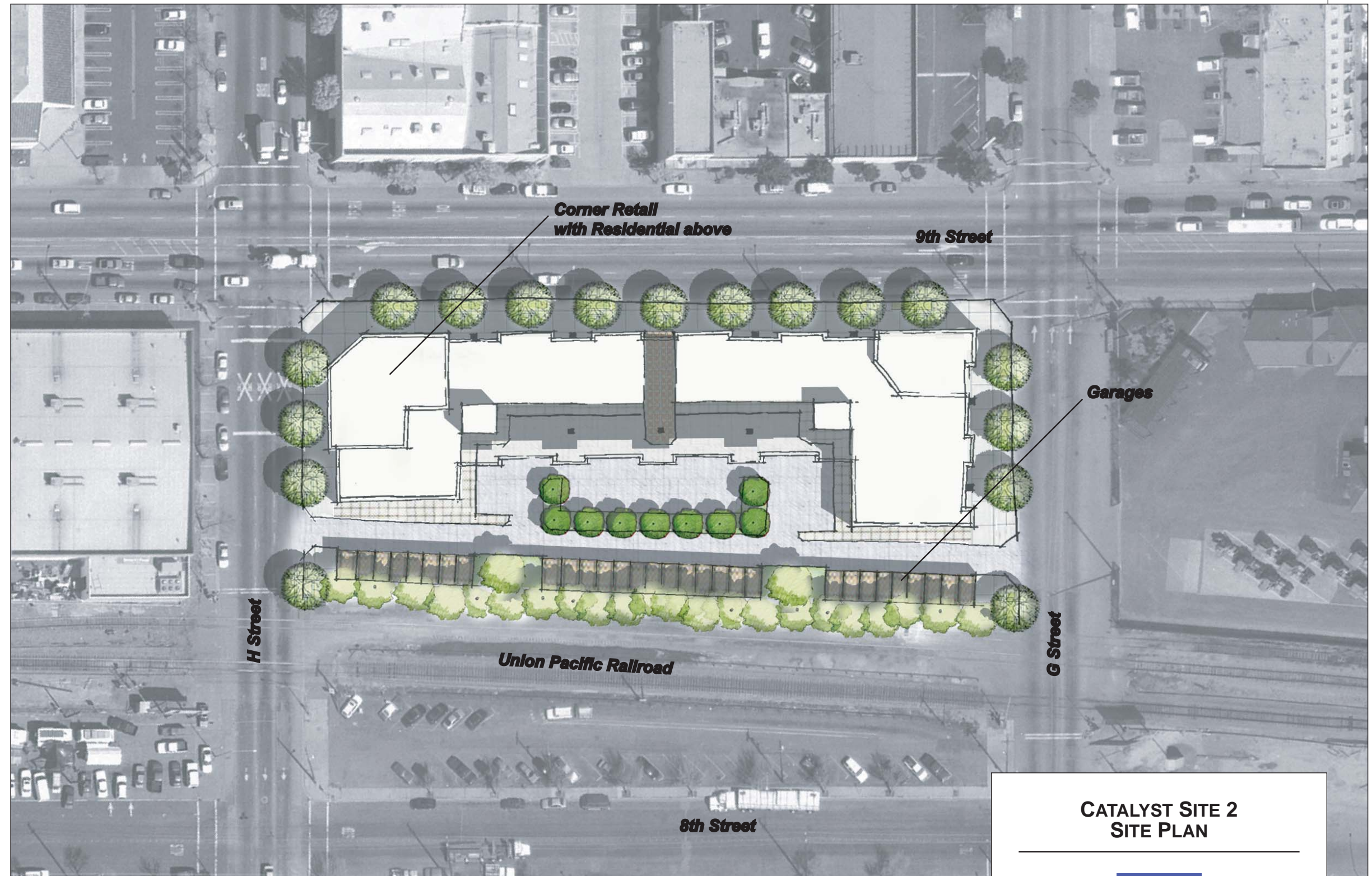
Housing densities in the Downtown Core should range from 15 dwelling units per acre up to 40 dwelling units per acre. Current market conditions in the “for-sale” category will be on the lower side of that range; however, if land values increase over the time period of this Master Plan, increased densities and changes in building prototypes will be appropriate. Future residential projects may include one and two-story parking structures with units built over a podium.

The Agency can meet its affordable housing goals, as required by California law, through an inclusionary housing strategy. Housing funds can be set aside and passed along to developers who agree to construct affordable housing as a portion of any residential project. By funding inclusionary housing in this manner, the Agency is freed to concentrate on addressing district-wide improvements, rather than building and managing affordable housing projects. The Agency should consider an inclusionary housing element for Catalyst Sites 2 and 3.

4.5.C.3 Catalyst Site 2 – Ninth Street Residential

Catalyst Site 2 consists of four parcels totaling approximately 1.8 acres (see pg. 59, “Catalyst Site 2 Site Plan” and pg. 61, “Catalyst Site 2 Concept Illustration”). Its proximity to the Transit Center (one block north) and its location near the West Gateway to downtown make it an ideal residential “bookend” toward the southern end of the Downtown Core. A restaurant or similar commercial use is recommended for the corner of Ninth and H Streets.

The site plan for this site was tested to conceptually include a two-story loft product that could yield between 30 and 40 units of varying sizes. Surface parking is provided at the rear of the site, with garages acting as a buffer between the railroad tracks and the residential units. Higher densities are certainly possible if the construction of below-grade or above-grade parking structures would yield a net-positive return to the developer.



**CATALYST SITE 2
SITE PLAN**

EDAW

 **NOT TO SCALE**
NORTH



Proposed Residential Units

Proposed Corner Commercial/Retail

Proposed Parking

9th Street

H Street

**CATALYST SITE 2
CONCEPT ILLUSTRATION**

4.5.C.4 Catalyst Site 3 – 11th and K Residential/Retail and Convention Center/Hotel Expansion

Catalyst Site 3 is several distinct parcels that have been combined into an integrated and complementary development site (see pg. 65, “Catalyst Site 3 Site Plan” and pg. 67, “Catalyst Site 3 Concept Illustration”). The proposed conceptual development for 11th and 12th Streets, between K and L Streets, includes:

- an 80,000 square foot expansion of the convention center;
- a nine-story hotel with approximately 230 rooms;
- a six-story parking garage to serve the hotel and convention center;
- ground floor retail on 11th and K Streets; and
- 50-60 residential units on the east side of 11th Street, between K and L Streets, and on L Street between 11th and 12th Streets.

Catalyst Site 3 was selected because it would extend the successful existing commercial development on 11th Street by an additional block. The proposed convention center and hotel expansion would anchor the commercial development on the north, while the Gallo Center for the Arts would provide complementary entertainment uses several blocks to the south.

The convention center master plan includes provisions for the expansion of this facility, which is essential for Modesto to stay ahead of the highly competitive convention market. Expansion of the convention center will necessitate additional hotel facilities, as the Doubletree Inn already operates at greater than 75% capacity. The hotel would include ground floor commercial space and a courtyard that provides access to the existing convention center and Modesto Centre Plaza.

Parking for the Convention Center expansion and valet parking for the hotel can be provided within a six-story, 460-space parking structure to be constructed on the eastern half of the block bounded by 12th Street on the east, and L and K Streets on the north and south, respectively. Alternative ground floor uses, such as commercial on K Street and residential on L Street, could be considered for the design of the parking structure.

Market-rate residential units have been proposed for the east side of 11th Street. The two-story loft townhomes have been conceptually designed to front onto surrounding streets. Parking is accessed via a central courtyard that serves both street and



Catalyst Site 3 Location Map

alley units. An existing building at the southeast corner of 11th and L Streets provides affordable housing. This site may also be redeveloped if other suitable affordable housing is provided per the Agency's Replacement Housing Plan.

4.5.C.5 Opportunity Site 1 - Transit Center Mixed Use

The Transit Center occupies an approximately 3.5-acre parcel on Ninth Street between I and K Streets. The site includes the historic Union Pacific depot and is located adjacent to the Union Pacific Railroad right-of-way.

The Transit Center serves as the primary downtown terminal for local and regional bus transportation. No rail passenger service is provided at the Transit Center for the Union Pacific line, which is dedicated to freight.

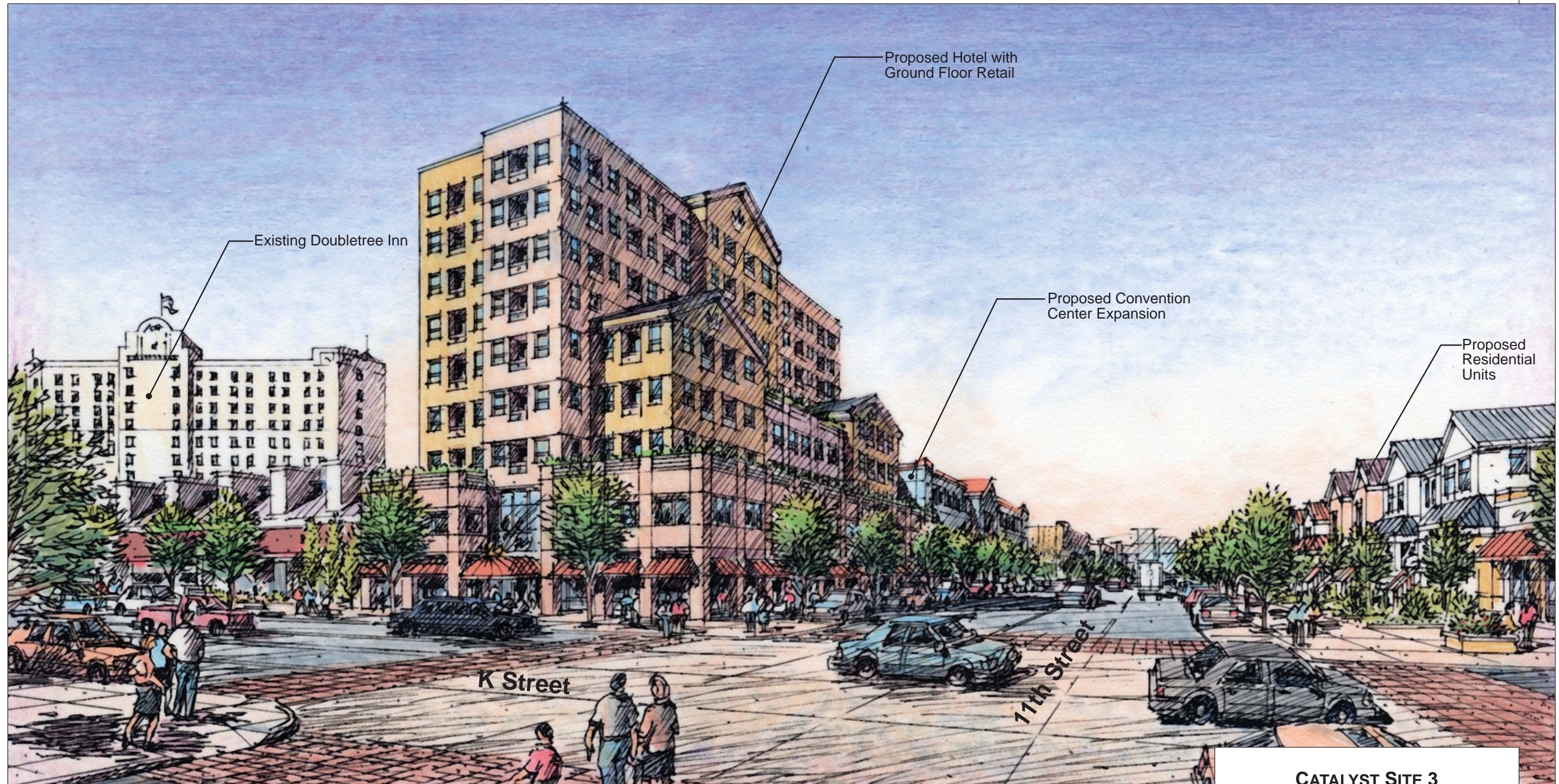
Located in close proximity to the Convention Center and other downtown facilities, the Transit Center is well situated to serve the Downtown Core. However, portions of the site are underutilized, particularly the large surface parking lot occupying the northern half, and the vacant lot on the corner of Ninth and K Streets.

The Transit Center would be an excellent candidate for redevelopment as a mixed-use site, with transit service and retail uses on the ground floor, and residential and/or office uses above. By placing residential development in close proximity to the employment, entertainment, and retail facilities available in the downtown, a mixed-use development of this type would reduce automobile trips. It would also contribute to demand for further employment and service opportunities in the downtown.

4.5.C.6 Opportunity Site 2 - Seventh Street Mixed Use

The area between Sixth and Ninth Streets north of I Street is central to the redevelopment of the Downtown Core due to its visibility and accessibility from SR-99, as well as its proximity to the downtown Transit Center. Development in this area would help to "reclaim" the area west of Ninth Street as an essential part of the downtown. The area is valuable to the redevelopment of the downtown and is identified as an opportunity site without reference to specific parcels.





**CATALYST SITE 3
CONCEPT ILLUSTRATION**

4.5.D Summary of Downtown Core Development Policies

Policy 4.15: Concentrate commercial frontage along the key commercial streets 10th, 11th, and J Streets.

Policy 4.16: Housing on 10th, 11th, and J Streets should only be constructed above ground floor retail/commercial uses.

Policy 4.17: Facilitate the development of market-rate and inclusionary housing.

Policy 4.18: Facilitate the construction of adequate parking while maintaining ground floor commercial/retail frontage on 10th, 11th and J Streets.

Policy 4.19: Implement a specific area plan for the Downtown Core that encourages mixed-use development.

Policy 4.20: Implement design guidelines that foster a pleasant, human-scaled walking environment.

Policy 4.21: Facilitate the development of Catalyst Site 2, with residential development on Ninth Street between G and H Streets.

Policy 4.22: Facilitate expansion of the convention center as part of Catalyst Site 3

Policy 4.23: Facilitate expansion of a conventional hotel as part of Catalyst Site 3

Policy 4.24: Facilitate mixed-use development on 11th and 12th Streets as part of Catalyst Site 3

The catalyst and opportunity sites discussed in the sections above are only a few of the possible alternatives in the Downtown Core. The Agency is encouraged to pursue all suitable opportunities as they emerge.

4 LAND USE AND ECONOMIC DEVELOPMENT

4.5.E Safety Campus

Although the Safety Campus is not a separate neighborhood district per se, and is located within the boundaries of the Downtown Core, it is called out here because the integrated police and fire facilities have been designed for this Master Plan. By upgrading the Safety Campus, the City can further illustrate its commitment to invest in public facilities in the downtown.

The existing police headquarters are located at 10th and G Streets, while fire headquarters are at 11th and F Streets. The proximity of the two departments' headquarters makes it possible to combine facilities in a single, integrated location.

4.5.E.1 The Program

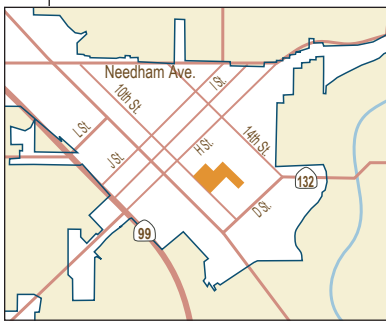
Under the Safety Campus program, the administrative and operations facilities will continue to be separated and will serve the unique needs of each department. Joint facilities designed to serve both departments could include a new evidence facility; a conference, training, and broadcasting center; and a service center with a cafeteria, physical fitness room, and childcare rooms.

The police facility at 10th and G Streets, which was built in 2000, will be retained as the administrative headquarters. A new five-story parking facility will provide secure parking for police vehicles as well as public access parking. The joint evidence facility will be located within the parking garage.

A new fire headquarters will replace the existing small and outdated administrative building located at 600 11th Street. Fire Station No. 1 is proposed to be combined with fire administration in a single, new facility.

The program of new development for the police and fire facilities is summarized as follows:

Use	Square Footage
Parking Garage, Vehicle Storage, and Evidence Facility	150,000
Fire Station and Administration	24,000
Training, Meeting, and Conference Facility	15,000
Cafeteria, Gym, and Childcare Facility	22,000



Location of the Safety Campus



Existing Fire Administration Building at 11th and F Streets

4.5.E.2 Phasing

The construction of the new facilities has been prioritized to address the immediate need for new fire facilities, with other facilities to follow, as shown in the Phasing Plan:

- Phase 1:** Fire Headquarters, including Administrative Offices and Fire Station
- Phase 2:** Evidence and Vehicle Storage Facility Parking Structure
- Phase 3:** Training Center and Physical Fitness Center

4.5.E.3 Safety Campus Alternative 1

Alternative 1 reutilizes the existing fire and police sites and avoids the necessity for the City to acquire new property (see pg. 72, "Safety Campus Plan View Alternative 1" and pg. 73, "Safety Campus Perspective Alternative 1"). A new fire station and headquarters would replace the existing facilities. All other facilities would be located on the block bounded by 10th, 11th, F, and G Streets, as shown in the accompanying concept plan and illustrative diagrams.

4.5.E.4 Safety Campus Alternative 2

Alternative 2 would locate the new fire station and headquarters on the block south of the existing facilities, at the southeast corner of 11th and F Streets (see pg. 74, "Safety Campus Plan View Alternative 2" and pg. 75, "Safety Campus Perspective Alternative 2"). This option would allow for adaptive reuse and/or sale of the existing Fire Station No. 1, demolition of the existing fire administration building, and potential sale of the site. Alternative 2 is dependent on a cooperative agreement with Beard Land and Investment Company.

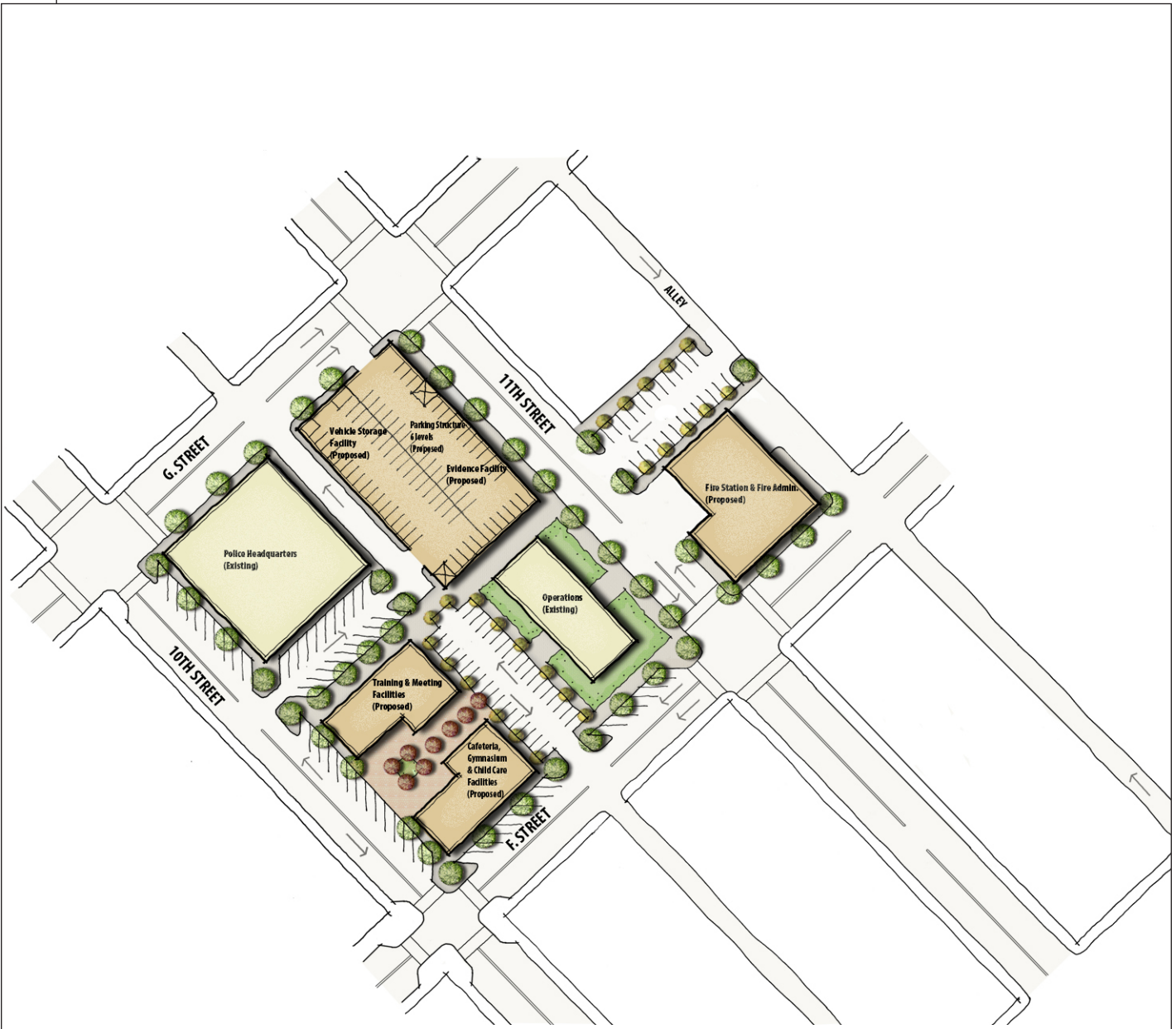
As in Alternative 1, all other facilities would be located on the block bounded by 10th, 11th, F, and G Streets, as shown in the accompanying concept plan and illustrative diagrams.

The design of the Safety Campus site must be balanced with the Master Plan's goals for 10th Street as a pedestrian oriented mixed-use corridor and the need of the police and fire departments' to provide secure facilities on-site. The alternative that is selected should be designed to locate secure facilities toward the 11th Street side of the Safety Campus, with public access facilities, such as childcare and food service, oriented toward the 10th Street side. A proposed plaza on the 10th Street side will also contribute to the public realm and reinforce the public service nature of the police and fire departments.




Existing Police Headquarters at 10th and G Streets

4 LAND USE AND ECONOMIC DEVELOPMENT



**SAFETY CAMPUS PLAN VIEW
ALTERNATIVE 1**



 NOT TO SCALE
NORTH



**SAFETY CAMPUS PERSPECTIVE
ALTERNATIVE 1**



4 LAND USE AND ECONOMIC DEVELOPMENT



SAFTEY CAMPUS PLAN VIEW ALTERNATIVE 2

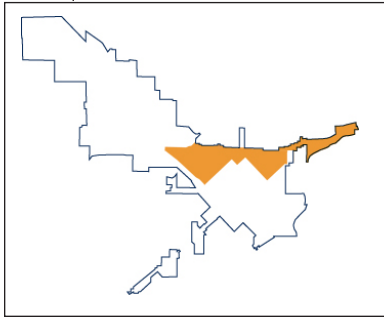
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**SAFETY CAMPUS PERSPECTIVE
ALTERNATIVE 2**

EDAW



The Downtown North Neighborhood District

4.5.F Downtown North Neighborhood District

The Downtown North Neighborhood District is located between the northern boundary of Area 3 and the Downtown Core, and extends east to Scenic Drive. This area has existing office professional businesses and includes a portion of J Street, which serves as a key commercial street.

4.5.F.1 Neighborhood Mixed-Use

Downtown North should primarily be developed as residential and office professional uses to serve as a transition between the downtown and established residential neighborhoods to the north of the Redevelopment Area. The district can supply a portion of the housing unit proposed to be added to the greater Downtown area. Housing density in this area should be 15–30 dwelling units per acre, with lofts and stacked units as possible design alternatives. The height limit for the neighborhood should not exceed four stories. Except for development on J Street, future commercial development in Downtown North should primarily serve local needs.

To accommodate the mix of uses proposed for Downtown North, the city should consider applying a Neighborhood Mixed-use zoning designation to this district. This mixed-use designation would allow residential development in combination with neighborhood retail and office professional uses.

Development in Downtown North should also promote connections to the Downtown Core, the Transit Center, and MJCE, with pedestrian, bicycle, and public transit improvements.

4.5.F.2 Opportunity Site 3: Stanislaus County Healthcare Facility

Stanislaus County operates a healthcare facility on an approximately 17-acre site on Scenic Drive adjacent to Moose Park. The healthcare facility's existing structures, many of which are 70 years old or more, are outdated and need upgrading. In addition, due to recent budget shortfalls, declining Medicare payments, and changing city demographics, the facility is operating at a financial loss.

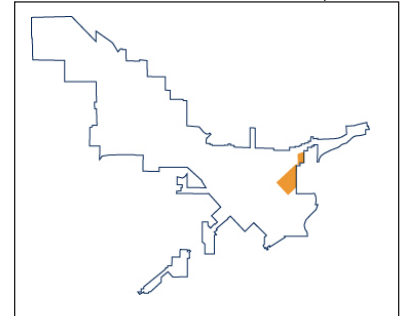
The County is committed to providing healthcare services to the community, and is investigating alternative locations for the most efficient provision of those services. If the healthcare facilities are relocated, the County could elect to lease or sell the property for redevelopment.



The Stanislaus County healthcare facility on Scenic Drive, with Moose Park visible at the bottom of photo

The site's proximity to the Dry Creek trail system and the downtown make it a desirable location for redevelopment. A potential development scenario for the site could be a mixed-use development that places office and commercial uses along Scenic Drive, with parking located at the rear or in a parking structure. Residential uses could be located above the office and commercial uses along Scenic Drive, and behind the office and commercial uses adjacent to the park.

As the possible availability of this site progresses, the City, Agency, and County should coordinate on development alternatives.



The Downtown East Preservation District

4.5.G Summary of Downtown North Development Policies:

Policy 4.25: Implement a Neighborhood Mixed-Use zoning designation that can be applied to the Downtown North Neighborhood District.

Policy 4.26: Coordinate with the County to identify alternatives for the healthcare site as the property becomes available for redevelopment.



Commercial and office professional uses in the proposed Downtown East Preservation District

4.5.H Downtown East Preservation District

The Downtown East Preservation District is proposed for the portion of downtown located approximately south of H Street and east of 12th Street. This area has many intact single-family homes that are more than 50 years old and thus may be subject to the Department of the Interior's guidelines for historic preservation. The homes greatly enhance the character of the downtown, and should be retained where feasible.

Some of these homes are still occupied as residences. Many, particularly those located on the corners of blocks, have been converted to professional office or commercial uses. The transition from single-family home to alternative uses can be a desirable way to maintain the character of the neighborhood if structures are renovated in a way that retains their original character and integrity.

The City can use the adaptive reuse of residential structures to office or commercial use as an opportunity to protect the visual and structural character of this neighborhood and enforce

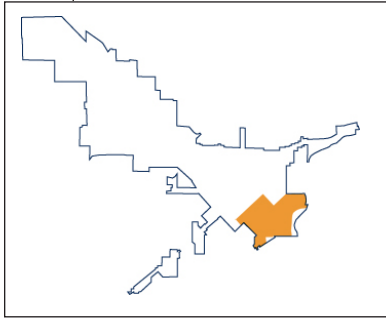


Small multi-family structures are common, especially on the corners of blocks in the Downtown East Preservation District.



Single-family homes are located next to offices in the Downtown East Preservation District.

4 LAND USE AND ECONOMIC DEVELOPMENT



The Downtown South Neighborhood District



Industrial facilities, such as this tomato processing plant on B Street, are currently located in the Downtown South Neighborhood District.



Townhomes and row houses are suitable for the Downtown South Neighborhood District, as shown in this residential development in Foster City, California.

historic preservation standards. Design guidelines can be used to ensure that renovations are carried out in a way that protects older structures, and infill development is designed in a manner consistent with the established neighborhood character. The area has been subject to a survey under the oversight of the City's Historic Preservation Commission, and this information should be utilized to implement further protection measures. The City's design review staff should also consider implementing heightened design review procedures for this neighborhood in order to implement the proposed design guidelines.

4.5.I Summary of Downtown East Development Policies

Policy 4.27: Establish a Downtown East Preservation District south of Scenic Drive and west of Burney Street.

Policy 4.28: Adopt design guidelines that promote the preservation of existing older structures in the District, and ensure that infill development in the area is constructed in a manner that maintains the District's existing character. Design guidelines should be implemented through heightened design review.

Policy 4.29: Consider funding sources, such as a special tax assessment district or low-interest loans for historic preservation, that support the preservation of structures in Downtown East.

4.5.J Downtown South Neighborhood District

The Downtown South Neighborhood District is located south of E and F Streets, and west of 12th Street (see pg. 79, "10th Street Concept Illustration"). The proposed district is bisected by 10th Street, which will connect the Downtown Core with the TRRP, and is recommended for mixed-use development.

Commercial development in Downtown South should be concentrated on the ground floor of 10th Street to create a "main street" atmosphere. The Agency should strive to attract stores that provide convenience goods, such as grocery and drug stores, and neighborhood retail stores and services, such as beauty salons, clothing stores, and banks. A specialty grocery store, such as Whole Foods Market, could be suitable for this area.



**10TH STREET
CONCEPT ILLUSTRATION**

Residential development should be located above commercial development on 10th Street, or on adjacent streets. Residential development in this area should be 15–25 dwelling units per acre, with a maximum three-story height limit.

The area adjacent to the TRRP is suitable for two-story townhomes. To ensure access to the park and connectivity through the neighborhood, the City should consider requiring a setback adjacent to the park overlook that is sufficient for the development of a shared-use trail. The construction of this trail can be negotiated with the developer of the site, but public access should be mandatory.

The Agency should take advantage of opportunities to redevelop underutilized industrial lands as they become available along the 10th Street corridor, and on parcels adjacent to the TRRP. The large parcels adjacent to the park are particularly appropriate for high-quality residential development, as described in Opportunity Site 4.

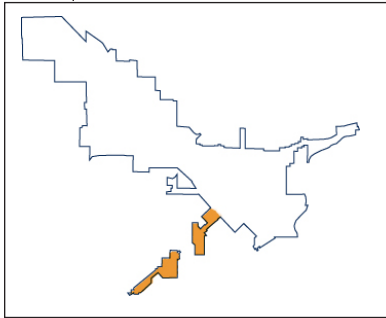
4.5.J.1 Opportunity Site 4: Tuolumne River Regional Park Overlook

Lands adjacent to the TRRP should be considered for future residential development that could offer superior access to public open space, and bicycle, pedestrian, and public transit connections. The parcels adjacent to the TRRP are sufficiently large to be ideal for a significant market-rate housing development with a variety of housing products, with mixed-use development located along 10th Street.

The established land uses suggest that development in this area will occur in the medium to long term. It will therefore be important to work closely with existing property owners to ensure a smooth transition to the proposed use. The high visibility of development near the TRRP gateway means that quality design will be critical to promoting future redevelopment in this area.



Neighborhood mixed-use development should be implemented along 10th Street in Downtown South.



Paradise Road District



El Rincon de Michoacan is typical of the type of commercial businesses on Paradise Road.

4.5.K Summary of Downtown South Development Policies:

Policy 4.30: Apply Neighborhood Mixed-Use zoning and development standards to the Downtown South Neighborhood District.

Policy 4.31: Facilitate mixed-use development with ground floor commercial along 10th Street to create a “main street” atmosphere.

Policy 4.32: Identify sites available for redevelopment adjacent to the TRRP, and facilitate residential development on these sites.

4.5.L Paradise Road District

The 2003 Housing Element identifies the Paradise Road area as having the greatest concentration of ethnic diversity in Modesto. This diversity is reflected in the commercial sector on Paradise Road, which includes Cambodian, Latino, Chinese, and African-American businesses. This diversity has resulted in an interesting and appealing neighborhood with a unique character.

Commercial development is currently concentrated along Paradise Road. However, the presence of underutilized and smaller parcels makes the street suitable for redevelopment. New development should be consistent with the existing scale of development on the street.

To preserve the diverse character of the neighborhood while supporting new development, the Agency can actively direct potential business owners in the area to funding resources for business development. The Agency can also facilitate land assembly along the commercial segment west of North Martin Luther King Jr. Boulevard, where the small parcels could make new commercial investment less desirable.

Paradise Road may also be a suitable location for some of the Agency’s affordable and inclusionary housing funds. New residential development should be located to take advantage

of access to public transit and commercial services available on Paradise Road. Residential development in the Paradise Road area should be located above commercial, or sited behind commercial development fronting that street.

The City can improve the visual appeal and commercial viability of the area through infrastructure improvements such as the streetscape upgrades recommended in Chapter 5. The Agency can also provide loans or matching grants to businesses for facade improvements. These improvements can support the unique character of existing development, while allowing for upgrades that make the area more attractive for pedestrian use and new development.



The Cambodian Buddhist Society is located on Paradise Road, where pedestrian traffic is common.

4.5.M Summary of Paradise Road Development Policies

Policy 4.34: Identify sites for investment of the Agency's affordable housing funds, and facilitate new residential development.

Policy 4.35: Facilitate land assembly along Paradise Road to encourage new commercial development.

Policy 4.36: Actively implement the Agency's facade improvement program for commercial structures on Paradise Road.

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